



# LY NS 2040

WHAT'S POSSIBLE.

**ADOPTED: December, 2021**

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# 01 | INTRODUCTION

## Ready to be Transformed

The Town of Lyons is home to a uniquely engaged, close-knit community. Lyons provides residents with the comfort of a small-town situated just steps from the amenities and activities afforded by the nearby cities of Geneva, Syracuse and Rochester. Residents enjoy affordable neighborhoods surrounded by a distinct rural character, opportunities for active citizen involvement, easy access to parks, trails, and open space, and a strong sense of history. As the County seat, Lyons welcomes government employees to the community who appreciate its regional location, with ease of access to the New York State Thruway and NYS Routes 31 and 14.

Nonetheless, the Town has faced a combination of internal and external factors that place into question the sustainability of the community's identity and future. The Town's downtown commercial and retail core is witnessing a trend of establishments relocating to other jurisdictions, resulting in a competitive disadvantage compared to adjacent jurisdictions, leaving residents concerned about future development and tax burdens. An aging housing stock continues to dominate the Town coupled with a competitive housing market and increased demand for homeownership. Neighboring municipalities attract and retain residents by offering newer, more in-demand and diversified housing stock. Region-wide issues of quality affordable housing, aging and stressed infrastructure, quality of schools, and job and employment prospects all impact those who live and work in the Town.

With change comes opportunity, and as a community, Lyons residents believe they have a chance to build a stronger, more vibrant town than ever before. On January 1, 2016, the Village of Lyons dissolved, resulting in a reorganized framework for providing goods and services to residents. This consolidation opened the door for a new Town government: an opportunity to realize cost efficiencies by lowering expenditures and reducing duplicate services, and allowing for one regionalized vision for growth, development, and infrastructure services.

As the Town's roadmap for future development and policy-related decisions, **LYONS 2040**, the first Comprehensive Plan ("the Plan") to be developed under a unified Town, provides a clear and direct strategy to enhance the Town's function, appearance, and livability based on its existing conditions. The Plan further examines the various dynamics affecting the Town, such as an increasingly limited housing stock, regional economic competition, and downtown redevelopment, and identifies solutions that will benefit all those who associate with Lyons – its residents, business and landowners, workers, employers, and visitors alike.

This Comprehensive Plan provides a framework for positive transformation as the Town navigates these dynamics. Members of the community who participated in the Comprehensive Plan process and contributed time and effort to its creation

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hope that current and future residents find it to be a meaningful and thoughtfully-crafted document that lends itself to enhancing the quality of life and making the Town a great place to live, work, and play.

## Plan Jurisdiction and Authority

In New York State, the development of a comprehensive plan document is optional to municipalities, however the plan itself provides a number of benefits to a community, including:

- **A defined vision for community transformation with supporting goals and objectives** to enhance the community's assets, and community design standards that will inform future development;
- **A legal defense for zoning regulations** per New York State's zoning enabling statutes, which require that zoning be undertaken in accordance with a well-considered plan or in accordance with a comprehensive plan;
- **A policy document** to inform zoning, budgetary, and capital improvement decisions;
- **An action plan** to help realize and implement the vision set forth by the community.

While the Comprehensive Plan communicates the community's vision for future land use, growth, and development, the Town's Zoning Ordinance provides the regulatory mechanism for ensuring that any proposed development and changes in land use are compliant with this vision. Consistency with an adopted Comprehensive Plan is one of the approval considerations that Planning and Zoning Boards alike refer to for zoning text and map amendments, Special Use Permits, State Environmental Quality Review Act (SEQRA) compliance, and other planning-related approvals.

When a proposed land use action is not consistent with this plan, the Town should review, and if appropriate, amend *both* the Zoning and Comprehensive Plan to ensure continued consistency among documents. Any future modifications to the Plan are a direct action of the Town Board, and should be reviewed every year to adjust to changing market conditions, design trends, and consistency with the vision.

## Past Studies and Planning Efforts

### Regional Framework

The Town of Lyons is uniquely situated between the Cities of Geneva, Syracuse, and Rochester. Collectively, these cities have experienced a declining population since the 1950s, with many residents favoring suburban communities like Lyons to more

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urban and dense environments. These suburban communities, including Lyons, continued to experience steady growth up until the early 1990s.

Over the past 30 years, however, these communities across Upstate NY have witnessed a trend of population loss, leaving the region's municipalities all vying for growth and unique economic development opportunities. The resulting pattern creates inherent competition between local jurisdictions seeking to simultaneously attract and retain residents while providing a strong quality of life supported by a unique and diversified economic, social, and cultural landscape. This makes intermunicipal partnerships and regional coordination more important than ever. The Lyons 2040 plan considers key regional partnerships and coordination opportunities that will benefit both Lyons as well as its neighbors, such as growth management policies, infrastructure and utility extensions, schools, transportation, and parks, recreation, trails and the environment.

In addition to providing a community-driven, long-range planning process that results in guiding policies and a targeted implementation strategy, Lyons 2040 serves as an umbrella plan to previous Town, Village, and County plans. The Plan considers each previous plan and ties them all together through a cohesive set of overarching desired outcomes, policies, and actions.

Other plans that address specific geographic or topic areas as outlined below, such as the Design Guidelines or Derelict Properties Analysis, will continue to contribute to the goal of creating vibrant neighborhoods and commercial centers, protecting natural and cultural resources, and promoting fiscally responsible development.

This section explores previous plans and studies that helped inform the creation of this plan, as well as several subject-specific reports created by the County over the past 20 years.

## **Town and Village Plans**

### **Community Specific Design Guidelines (2013)**

The former Village of Lyons was selected as part of the inaugural Main Street Communities of the Western Erie Canal Main Street Program. Undertaken in partnership with the Lyons Main Street Program, the Design Guidelines include a historic overview of the canal community and inventory of historic resources within the Main Street Target Area. The design guidelines are specific to the Main Street Target Area, are intended to provide broad historic preservation guidance and to assist property and business owners through the design review process to ensure compatibility with the style and form of the historic building, neighboring buildings, and the streetscape.

**Town and Village of Lyons Community Revitalization & Development Strategic Plan (2006)** The joint Town and Village plan was the last Comprehensive Plan for Lyons. Now almost 15 years old, the plan provides a detailed assessment of properties, businesses, parking, and infrastructure. An emphasis of the plan was the development of conceptual master plan drawings for

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site-specific improvements including a Village Concept Plan, Industrial Park Concept Plan, and Route 31 Corridor Concept Plan.

Many of the issues faced by the Town today were present at the time this previous plan was written. Although an overarching vision statement is not included in this plan, it outlines specific strategies for implementation to address the issues faced by each of its focus areas: regulatory and zoning updates, targeted Master Planning, design and dimensional standards, business development, housing and property maintenance, streetscape and open space improvements, marketing and communications, and community-wide events and activities. Among the most critical issues were housing conditions in and around downtown, housing availability and lack of a diversified housing stock, storefront vacancies, job creation, and availability of infrastructure.

The Lyons 2040 plan seeks to build off these as well as offer streamlined goals, objectives and recommendations. Among the areas of overlap in recommendations are: gateway and streetscape enhancements; enhancement of trail networks and open spaces; enhancement of the downtown as a business district and gathering place, including through strategic redevelopment and cultural offerings; leveraging the Lyons Industrial Park; promoting economic development and entrepreneurship; enhancing community communications and organizational collaboration; and providing suitable housing stock and neighborhood infrastructure. The Lyons 2040 plan includes a greater focus on transportation (mobility and accessibility), as well as preservation of the Town’s agricultural character and fostering related economic opportunities.

### **The Comprehensive Plan for the Town of Lyons (1965)**

The Town’s first Comprehensive Plan was adopted in 1965. Exclusively focused on town-wide issues, as opposed to a joint Town-Village effort, the Comprehensive Plan identified key emerging issues, such as strip commercial development, residential “scatteration”, and mobile homes – issues and opportunities that still exist today. Although this plan did not include strategic action items, efforts have since evolved to include specific activities the community can take to implement the plan. (Source: 2006 Comp Plan)

## **County Plans**

### **Wayne County Derelict Property Strategy (2019)**

The Wayne County Economic and Planning Department undertook a Derelict Properties Strategy for three areas including the Villages of Clyde and Wolcott and the Town of Lyons. The Town strategy was completed in 2018 and focuses on a targeted redevelopment strategy, profile, and snapshot of existing conditions with potential recommendations. This assessment identifies all the derelict properties within the Town derived from the following classification system: (1) abandoned, (2) pre-foreclosure, foreclosure, and real estate owner, (3) County tax foreclosure properties, (4) privately owned roll Section 8 properties, and (5) code enforcement determination. The analysis resulted in 79 properties that were considered derelict, with the highest percentage being found within the former Village boundary.

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In addition to creating a system for classifying and identifying derelict properties, the report provides an existing conditions analysis, as well as a strategic neighborhood property assessment and market analysis. The strategy includes economic development recommendations for office, industry, hospitality, retail, and residential development.

As the most recent study completed for the Town of Lyons, Lyons 2040 parallels many of the recommendations outlined in this assessment, particularly with regard to residential and neighborhood development.

### Wayne County Comprehensive Plan (2005 - confirm)

The County completed its last Comprehensive Plan in 2005 in parallel with the 2006 Town & Village Strategic Community Development Plan. Many of the priorities in the plan are consistent with Lyons 2040, including economic development with regard to reestablishing a downtown, economic vitality, strengthening jobs, as well as the need to develop a strategy to encourage businesses to locate downtown. Other key interests included tourism associated with the Erie Canal and local government consolidation – a feat that was accomplished nearly a decade later.

### Wayne County Tourism Report (2002)

The Wayne County Tourism report established a marketing plan and tourism strategy for the County. The findings from the report identify shopping as a prime activity for visitors, followed by dining/restaurants and lodging as the County's greatest needs to support the tourism industry. The Erie Canal was identified as the most visited attraction. The downtown provides the most opportunity to promote the Erie Canal while offering complementary retail, dining, and associated services. The report further indicated that Lyons attractions were particularly scarce and difficult to navigate and find, and business hours were limited. Although the report is nearly 20 years old, it provides a path for addressing tourist needs in the Lyons 2040 strategy (Source: 2006 Comp Plan).

### Wayne County Recreation Ways Master Plan (2001)

A recreation Master Plan was developed that analyzes the existing and proposed trail systems throughout the county, and to prioritize their completion. The plan incorporated policy recommendations and design standards that would allow for more universal design to accommodate all users and abilities. The plan particularly focuses on the Erie Canalway Trail – a 360-mile, multi-use trail that, when completed, will connect Albany to Buffalo. Lyons is one of five villages equally spaced along the canal with approximately 8 miles between. As the report states, the east-west trails will be successful if they could benefit from the integration of a north-south trail system that does not currently exist in Lyons. A proposed trail along Route 14 between the Village and Wallington would provide this link. (Source: 2006 Comp Plan.)

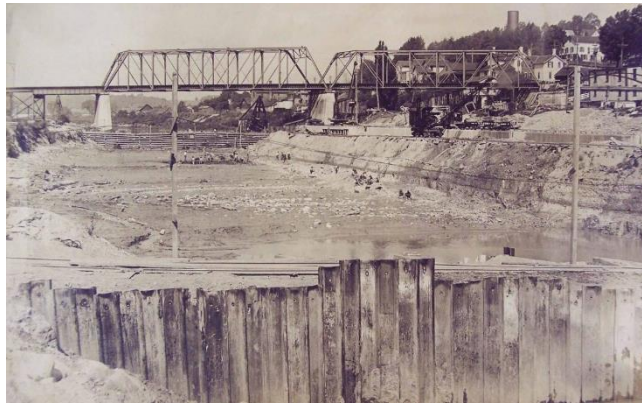
## 02 | LYONS THEN + NOW

### Lyons Then

The Town of Lyons is centrally located in southern Wayne County. The Town was incorporated on March 1, 1811, named the County Seat of Wayne County in 1823, and incorporated the Village of Lyons in 1854. Since that time, the Village of Lyons has dissolved into the Town, merging government operations and centralizing all community services.

Lyons was first settled in 1789 by the Featherly and Stansell families, who were traveling west from Albany and landed on the banks of the Clyde River. The Town was officially named in 1796 by Charles Williamson, land agent for the Pulteney Estate, after the city of Lyon, France. Williams found the parallels between the two unique geographies: Where the Canarqua (Mud) Creek and the Canandaigua Outlet formed the Clyde River at the "Forks" closely resembled the confluence of the Saone and Rhone Rivers at their junction in Lyon, France.

It is not surprising that the growth of Lyons coincided with the construction of the Erie Canal. Reaching Lyons in the early 1820s, the population doubled from 450 in 1824 to 900 in 1825. The development of the Geneva and Lyons Railroad line opened in 1878, further allowing for the movement of goods



**Construction of Lock 27**

and services. Owned and operated by the New York Central Railroad, this line served as an outlet for coal trains on the Syracuse, Geneva, and Corning Railroad to reach the main line of the New York Central.

### Peppermint Capital of the World

While the Erie Canal and the development of the railroad strongly influenced the growth of the community, it was an agricultural crop that elevated Lyons internationally, framing its identity that many community members carry with them today.

Dubbed the "Peppermint Village," peppermint was one of the primary agricultural crops in the mid-1800s. Originally founded in Europe by Hiram Hotchkiss, H.G. Hotchkiss Essential Oil Company established a second business in Lyons in 1841. The company exported its product internationally, and in addition to early medicinal uses, provided the peppermint flavor in candy including mint-flavored chewing gum and candy canes. As one of the largest producers of peppermint, the

### Historic Milestones

#### 1789

Area settled by the Featherly and Stansell families

#### 1795

Community is officially renamed "Lyons" from "The Forks"

#### 1811

Town of Lyons is incorporated, dividing from Sodus

#### Early 1820s

Erie Canal reaches Lyons

#### 1825

Population doubles from 1824, from 450 to 900 residents

#### Circa 1830

Hiram Hotchkiss starts peppermint oil production in Lyons

#### 1852

Palmyra Bank of Lyons (later Lyons National Bank) established on Canal Street in Lyons

#### 1854

Wayne County Courthouse constructed after previous structure burned

#### 1915

Ohmann Theatre built



company also dealt with other essential oils such as wintergreen, spearmint, sassafras, pennyroyal, tansy, and wormwood.

The Hotchkiss Essential Oil Company remained in business until 1990. The H.G. Hotchkiss Building is located at 95 Water Street where visitors can tour today. Located along the Erie Canal, the building is listed on both the State and National Register of Historic Places.

This history continues to be celebrated, serving as a sense of pride for residents, a unique identifier as an emblem on the Town's logo, and commemorated annually at the Town's Peppermint Days festival.

## A Fiery Past

In addition to the popular agricultural commodity, the development of Lyons' built environment was shaped by the Erie Canal, which played a central role in moving goods and services. Like most Upstate New York communities, Lyons formed around a core downtown / business district (located within the former Village) that served as the retail and employment center of the community. At one time, the downtown was home to a range of retail establishments – grocery stores including specialty meat markets and liquor stores, novelty stores such as book, cigar, clothing, and jewelry shops, as well as those everyday needs including drug, hardware, bank, and barber shops, plus the newspaper, tailors and photography studios.

Many of the buildings that housed these businesses and industries still stand today, but the landscape of Lyons is a shell of its former self. As recent as the 1990s, fire has played an active role in shaping the built environment. As noted by the former Village Clerk and President of the Lyons Historical Society, "The people who settled the Lyons area prior to 1831 were at the mercy of the elements and had no protection from fire except for buckets" (Finger Lakes Times, 2018). Fires post-1831 were better controlled following the formation of the Village Fire Department, but a number of fires forever altered the Lyons skyline.



*Lyons Union School after 1920 fire*

Despite its fiery history, Lyons residents are resilient, embracing their ability to quickly recover from challenges and reimagining a stronger, more vibrant community.

## A History of Fire

### 1820

The Exchange Hotel and Lutheran Church located on the corner of Broad and Pearl Streets (1885)

### 1889

J.C. Myers Hardware Store on Water Street

### 1895

The Merrick Malt House on William Street, current site of the Wayne County office building

### 1916

The Exchange Hotel and Lutheran Church located on the corner of Broad and Pearl Streets (1885)

### 1920

Lyons Union School

### 1978

Arson along Broad Street set fire to the Baltzel Hotel, the Villani building, including Moran's Barber shop and the TNT building

### 1981

Lyons Jr/Sr High School library

### 1990

Big M Market on Forgham Street burns (twice) and rebuilt across the road

### 1996

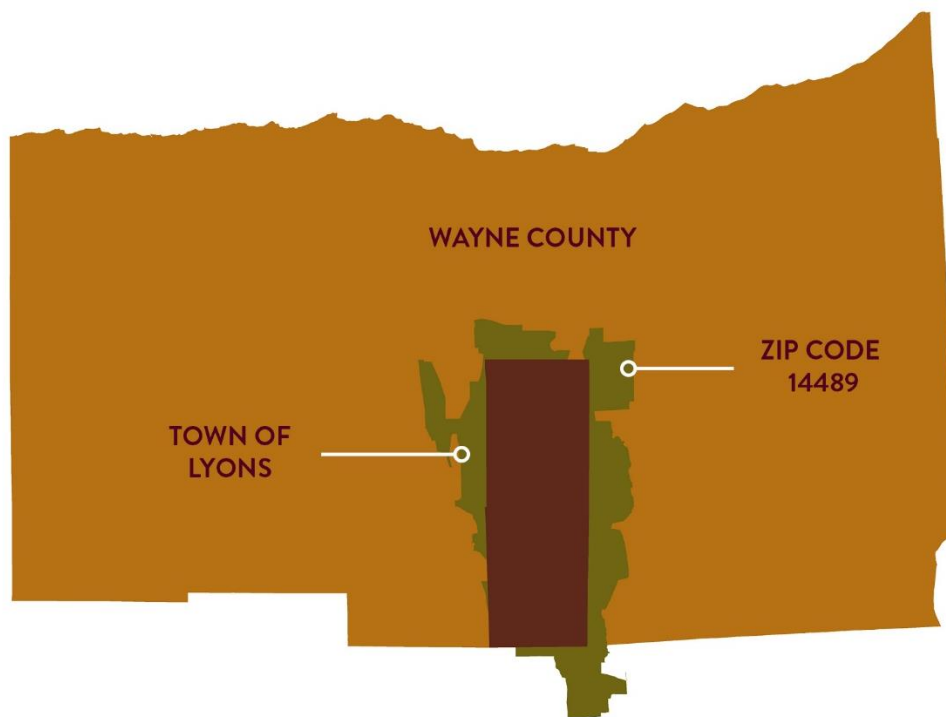
Lancaster Bowling Center on Route 31

## Lyons Now

The following profile summarizes Lyons' demographic and socioeconomic data. These projections, characteristics, and trends pertain to population, age, housing opportunities, educational attainment, income, employment, and the labor force. Although this summary is only a snapshot of existing conditions, it provides insight into current issues and validates many perceptions of what Lyons is today.

### Regional Setting

This profile of Lyons' population size and demographic composition references three distinct geographies – the Town of Lyons, Wayne County, and the 14489 Zip Code – in order to compare and contrast various characteristics of the Town against the County as a whole.



## Our Demographics

### Population Trends

As of 2019, it is estimated that the Town of Lyons population was approximately 5,407 according to the American Community Survey, a 4.8% decline from the 2010 Census and an approximately 14% decline since 1990. It is estimated that this downward trend will continue through 2025, which is consistent with surrounding communities and the County. Household size was approximately 2.5 in 2020.

### Age, Racial Composition + Education

The median age in the Town was 42.9 in 2020, having increased modestly since 2010, and is projected to decrease to 42.6 by 2025. The generational breakdown of the Town is largely consistent with that of Wayne County, with “Baby Boomers” comprising the largest share of the population followed by that of “Millennials” born roughly between the years of 1980 and 2000. “Gen Z” (1997-2012) is the third largest share of the population for the Town, whereas it is the fourth largest for the County.


The racial composition of the Town is largely consistent with that of Wayne County. The majority of residents (87.1%) identify as “White” as defined by the U.S. Census Bureau, approximately 8.1% of the Town’s residents are black, and 4.7% are Hispanic.

Most of the Town’s residents are well educated: 33.6% of residents hold a college degree (Associates or above), compared to 37.7% of Wayne County. Another 56.8% of Town residents hold a high school diploma, a GED/alternative credential, or have completed some college work.

### Income

At the Town scale, the standard indicators of income are lower than that of the County. An income comparison for 2020 reveals that the median disposable income, median household income, and per capita income are lower than that of the County. 15% of Town households are below the poverty line, as compared to 10% for Wayne County.

 **\$25,247**  
PER CAPITA INCOME

 **\$52,480**  
MEDIAN HOUSEHOLD INCOME

### Historic Population Trends

Year	Pop.	Change
1820	3,972	—
1830	3,603	-9.3%
1840	4,302	19.4%
1850	4,925	14.5%
1860	5,076	3.1%
1870	5,115	0.8%
1880	5,762	12.6%
1890	6,228	8.1%
1900	5,824	-6.5%
1910	5,913	1.5%
1920	5,559	-6.0%
1930	5,073	-8.7%
1940	5,076	0.1%
1950	5,379	6.0%
1960	6,147	14.3%
1970	6,015	-2.1%
1980	6,073	1.0%
1990	6,315	4.0%
2000	5,831	-7.7%
2010	5,682	-2.6%
2019 (est.)	5,407	-4.8%

Source: U.S. Census

## Where We Live

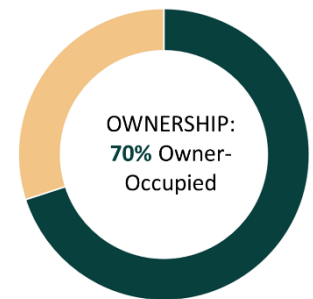
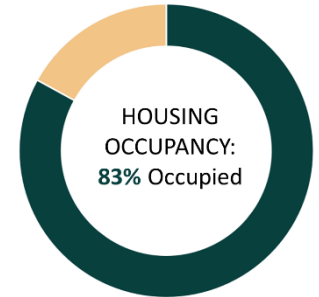
### Housing Occupancy

Roughly 70% of the Town's housing units are owner-occupied rather than renter-occupied, compared to roughly 76% across Wayne County. Housing unit vacancy stands at 17%, about 1.4 times the Wayne County rate of 12%.

 **2,544**  
HOUSING UNITS

### Housing Affordability

Housing is affordable for the majority of the residents of the Town of Lyons, with approximately 70% of residents earning an income sufficient to avoid burdensome spending on housing. This income threshold, as defined by the U.S. Census Bureau as a family's pre-tax income, is calculated at \$28,714, is well below the median household income for the Town, suggesting that the available housing stock within the Town remains affordable for the majority of the population. The average mortgage payment and estimated additional costs for the Town in 2020 was \$670, which is lower than that of the County. Additionally, the Town of Lyons scores a 271 on ESRI's Housing Affordability Index, where a value of 100 represents the national average. Index values greater than 100 indicate generally more affordable housing with respect to national averages.



### Residential Construction

According to the 2018 ACS Five Year Estimates regarding housing units, the median year the structure was built is earlier in the Town (1944) than the County (1966), indicating that the Town has a significantly older housing stock relative to the surrounding area. Over 42.2% of the Town's housing stock was built before 1939, with very little new construction since 2010; from 2016 through 2020, 10 single-family homes have been constructed, and three mobile homes installed on single private lots, according to Town permit data. In 2020, 62% of homes in the Town were valued at <\$100,000, compared to 34% of County homes. The median home value is \$87,212, which is indicative of the age of the housing stock and lack of new construction.

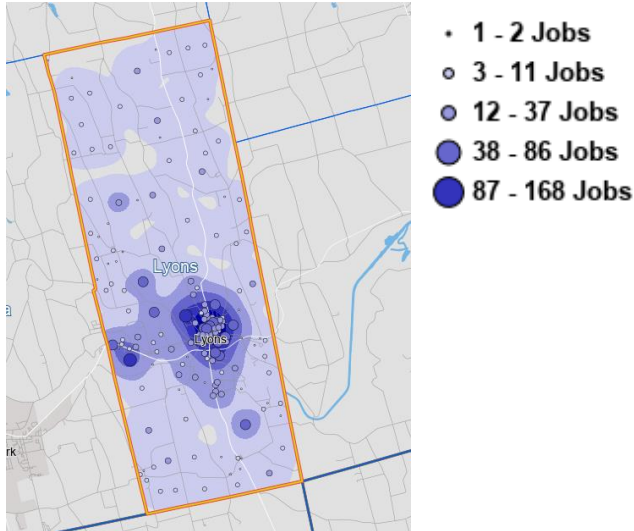
## Employment Trends

### Industry Sectors

The Town of Lyons is the government seat of Wayne County, and government serves as the largest employment sector for the Town. Of the 2,903 jobs in the Town of Lyons, the largest industry sectors include:

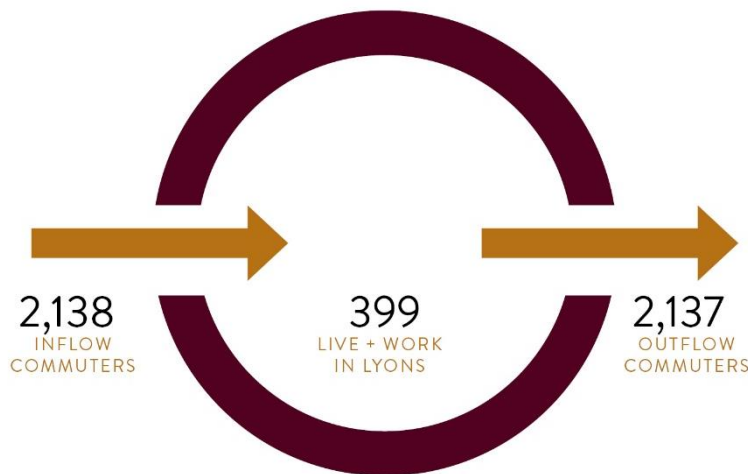
- 1,263 in Government
- 767 in Services, including 421 in Health Services
- 322 in Manufacturing
- 307 in Retail Trade, including 182 in Eating and Drinking Places
- 108 in Finance, Insurance, and Real Estate

A Home Area Profile Analysis (U.S. Census Bureau – OnTheMap) indicates that jobs within the Town are primarily centered around the downtown core where the County seat and associated agency buildings are located. The Lyons Industrial Park, located at the entrance to the downtown, is also a key employment hub.



### Commuter Analysis

A look where people live and work reveals that only 399 people who live in Lyons also work in Lyons. The analysis revealed that 2,138 people who are employed in Lyons live outside of the area, while 2,137 live in the Town but are employed outside. A goal of the community is to identify more live-work opportunities for Town residents.



### Key Findings: Demographics & Employment

By 2025, the average **household size is projected to increase**, which will affect the demand for larger homes and spaces.

The Town of Lyons is an **aging community**: The median age is increasing, as is the under 18 population, impacting the demand for municipal services, school enrollment, and community services and programs.

**Homeownership is relatively affordable** compared to the County and neighboring communities.

With the **demand for owner-occupied units projected to increase** by 2025, the Town should provide for the regulatory environment and opportunities to diversify its housing stock.

The Town should identify economic opportunities to **allow for more residents to live and work within the Town**, including private manufacturing, retail, and government positions.

## Our Land Use Patterns

The development pattern of Lyons is that of a traditional village: a dense, centralized downtown supported by ground floor commercial and upper story residential. A linear street grid frames the downtown with rows of single-family homes. As previously discussed, many of these homes pre-date WWI, and contribute to an aging housing stock. Intensive land uses including government, industrial and manufacturing, and commercial-related establishments have continued to grow in and around the downtown core, along the major transportation corridors of Routes 31 and 14, and along the rail line. Outside of the downtown, the Town of Lyons remains a predominantly agrarian community interspersed with single-family homes, natural areas, and open space. Availability of critical infrastructure, as well as the cost of expanding facilities, coupled with the identification of suitable land, will largely drive where future land uses will be most appropriate. With demand for housing on the rise, the Town will explore the highest and best uses of land through strategically managed growth. Opportunities for industrial and manufacturing activity associated with the Industrial Park and railroad will continue to be a top priority for the community.

This section explores the Town's land uses that cover 2,550 parcels and just over 23,000 acres, followed by an assessment of the regulatory landscape.

## Existing Land Use

### *Agriculture*

From its founding, the Town of Lyons has maintained a strong tie to its rural and agricultural roots. Lyons' downtown is set against an agricultural backdrop, surrounded almost entirely by fields, farms, and agricultural operations. Land within this designation can be characterized as wide, open landscapes with scattered residential development, large parcels, with abundant natural and scenic resources.



**Figure Ground of Downtown Lyons**



Agricultural land uses account for 151 parcels, or approximately 8,852 acres. Productive lands classified as part of a larger operating farm account for 106 parcels or 4,936 acres – roughly 55% of all agriculture in the Town. Other commodities include dairy products (1,142; 13%); cattle, calves, and hogs (760 acres; 9%); other livestock and horse farms (64 acres; <1%); field crops, including potatoes, wheat, hay, dry beans, corn, oats, and other field crops (1,328 acres; 15%); and apples, pears, peaches, cherries, etc. (620 acres; 7%).

As the Town considers how it will grow and accommodate new uses, the role of agriculture will be central to the conversation. As indicated on Map 2 (Agricultural District Parcels), almost 90% of the Town is in an Agricultural District (Ag District No. 01). This voluntary program is intended to provide farmers with a mechanism for the protection and enhancement of their farming operations and associated agricultural lands. While lands located in an Agricultural District are subject to all local laws, including zoning, it is important to note that local municipalities are required to enact their local laws in a manner that is consistent with all provisions outlined by Article 25AA of the NYS Agriculture and Markets Law (AML). Recommendations outlined in Lyons 2040 will consider the role of agriculture with regard to future development decisions.

### ***Vacant***

Vacant lands are defined as those parcels associated with residential small improvement lots, rural vacant lots, abandoned agricultural lands that are either nonproductive or not part of an active, operating farm, as well as commercial and industrial vacant lands. Over 370 parcels are classified as Vacant, and account for 3,400 acres (14.7% of total acres). Parcels located north of the downtown are predominantly wooded lots or former active agricultural lands that have remained undeveloped. Within the downtown core, these spaces are vacant commercial or industrial sites that have not been developed or redeveloped. Much of the land along the railroad tracks within the Lyons Industrial Park are classified as vacant land located within an industrial area. Future use for vacant parcels were considered as part of the Future Land Use Map (see Maps 12-14).

### ***Residential***

The largest land use in the Town of Lyons is residential and includes 1,744 parcels classified as this use. Residential land uses account for 9,411 acres or approximately 40% of all land.



### ***Commercial***

Commercial uses account for 171 parcels and approximately 269 acres of land (<1% of total acres). These land uses are primarily clustered in and around the downtown along Canal Street, William Street, and Montezuma Street, as well as the Route 31 corridor. These uses include a range of retail and office uses. Of the 171 commercial parcels, 50 are classified as Multiple Use or Downtown Row structure.

### ***Recreation + Entertainment + Public Parks***

Lands classified as Recreation and Entertainment are inclusive of active and passive recreation lands and facilities. These uses only account for 12 parcels and 161 acres (<1% total acres), two (2) of which are not classified as a marina, camping facility, public parks, playground or athletic field. These include the Ohmann Theatre and the Lyons Rod and Gun Club. Of the 161 acres, 134 acres are associated with the NorWin Campgrounds, located in the northern part of the town along Pilgrimport Road.



### ***Community Services***

Community Services include those land uses primarily associated with government or public owned facilities; education facilities including libraries and schools; as well as public health facilities; government buildings and structures; cultural facilities; cemeteries; and recreation amenities (natural trails, bike paths, etc.) that are not classified as either a park or playground. These uses account for 50 parcels and 304 acres (1.3% of total acres) concentrated in and around downtown. The largest community services use is located along Route 31 immediately bordering the Town of Arcadia, and includes portions of Wayne County Emergency Management Services, Soil and Water Conservation District, Veterans Services, and Public Health facilities.





**Industrial**

Although there are only eight (8) parcels associated with industrial uses located within the Lyons Industrial Park, along the railroad line, and along the Town boundary adjacent to Lyons Marengo Road, these uses account for 123 acres (<1% of total acres). Many of the lands within the Industrial Park are classified as Vacant Industrial. As industrial uses are established, these lands will be reclassified as Industrial.



**Lyons Industrial Park**

**236 acres** of land available

**Utilities** include NYSED electrics and gas, municipal water, sewer

**Potential rail access** via reestablishment of rail spur

**7 miles** to NYS Thruway

**Current businesses** include Jamko Technical Solutions; Empire Merchants North; WesLor Enterprises; DeLoKa; Viva Foam Products; and Silgan Containers

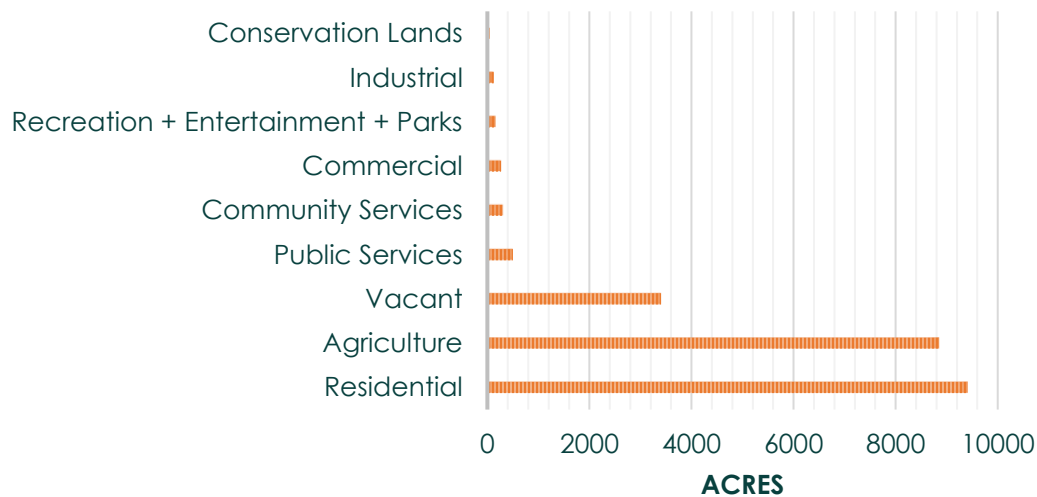
**Public Services**

Public Services are those parcels that are necessary to provide public services (telephone, water treatment, flood control, etc.), as well as ancillary uses for storage, garage, or motor vehicle repair associated with public utility services. In Lyons, these parcels are primarily associated with the CSX Railroad and the Erie Canal and the NYS Canal Corporation, and include over 500 acres (2% total acres).

**Conservation Lands**

Land in this category are those classified as public and private forest land areas and timber tracts that do not fit within other divisions. Only three (3) parcels fall within this classification in the Town, total just under 40 acres (<1% total acres). The largest parcel, 37.88 acres, is associated with the Hotchkiss Preserve. Although the preserve totals more than 50 acres, only 37 acres are classified within this division.

**TOWN ACREAGE BY LAND USE CLASSIFICATION**



# MAP 1: LAND USE



## LEGEND

-  Agricultural
-  Residential
-  Vacant Land
-  Commercial
-  Recreation + Entertainment + Parks
-  Community Services
-  Industrial
-  Public Services
-  Conservation Lands



1 Miles

# MAP 2: AGRICULTURAL DISTRICT PARCELS



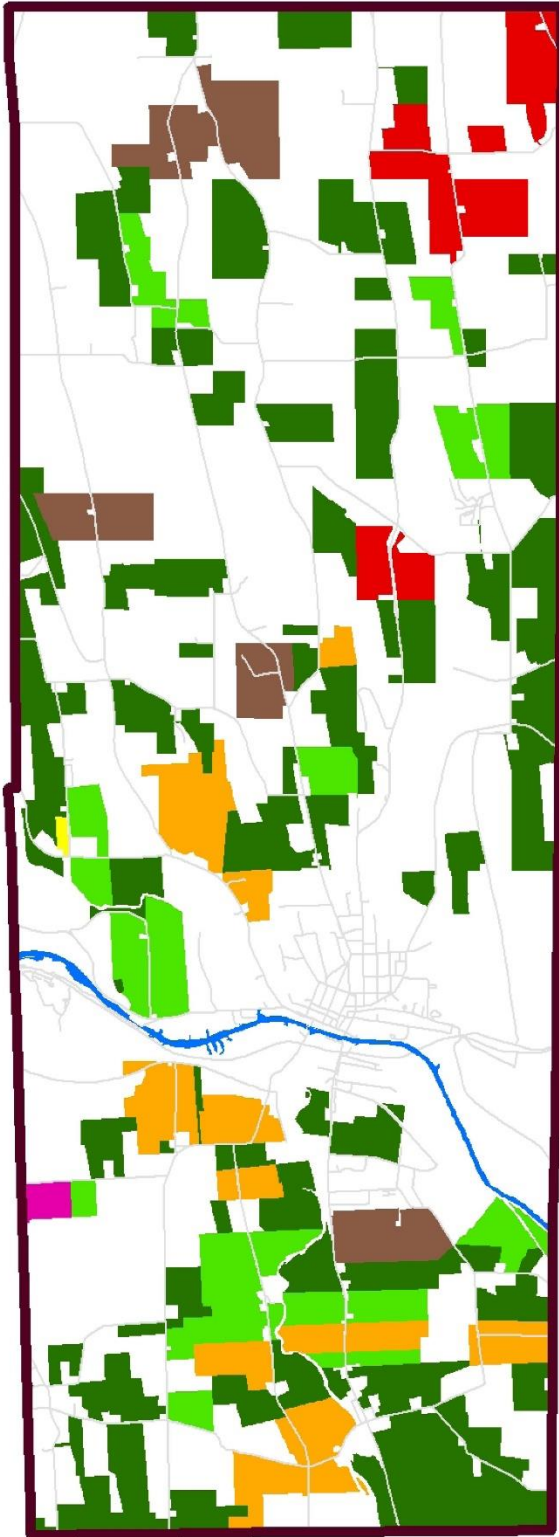
## LEGEND

 Agricultural District Lands



 1 Miles

# MAP 3: AGRICULTURAL LAND USES



## LEGEND

-  Agricultural Vacant Land
-  Dairy Products: Milk, Butter, Cheese
-  Cattle, Calves, Hogs
-  Other Livestock: Donkeys, Goats
-  Horse Farms
-  Field Crops
-  Apples, Pears, Peaches, etc.



1  
Miles

## Existing Zoning

The Town of Lyons' zoning law is intended to provide an appropriate mix of land uses that balance the Town's many residential, commercial, industrial, and agricultural interests. The existing zoning is complex, and presents challenges for those who enforce and interpret it. The Zoning Code for the Town of Lyons, excluding the lands encompassing the former village, was last adopted in 2007 with a map date of 1969. Minor amendments were made through 2017.

Following the dissolution of the Village of Lyons in 2015, the Town needed to consolidate the codes within the required 2-year timeframe post-consolidation.

In December, 2017, the Town adopted Article VII, which created the Town Center Districts (Town Center Division 1, Town Center Division 2, and Town Center Division 3) which align with the former Village boundary. Ironically, these districts were based on *fire hazard risk*, as opposed to land use alone. This Article further created Supplemental Regulations pertaining to motor vehicles, housing, nuisances, construction operations, historic preservation, peddling and solicitation, fire safety, vacant buildings, and unsafe structures in the former Village proper.

The remainder of the Town includes five mapped districts: Residential-Agricultural (R-A), General Residential (R-1), Floodplain (F), Business (C-1), and Industrial (M-1). Each District is governed by a list of permitted uses and development constraints as follows:

### ***Residential-Agricultural (R-A) | 17,856 acres | 74.1% of total***

The Agricultural-Residential district is the largest, encompassing almost 75% of total acreage. This district permits single- and two-family dwellings, as well as a range of permitted accessory uses, as well as uses subject to a Special Use Permit. The minimum lot requirements with no available public water or sewer is 1 acre.

### ***General Residential (R-1) | 553 acres | 2.3% of total***

Less restrictive district, permitting all uses except mobile homes and roadside stands. The minimum lot area is 30,000 SF without public sewer or water.

### ***Floodplain (FP) | 2,451 acres | 10.2% of total***

A resource conservation area that only permits limited agricultural uses and public parks or recreation areas. Accessory uses and permitted uses requiring a Special Permit include limited commercial and active recreation uses.

### ***Commercial (C-1) | 145 acres | 0.6% of total***

This district permits a range of retail, office, and recreation uses. Special Use Permits are required for mobile home, marinas, and public and semi-public uses. This district requires a minimum area of 20,000 SF regardless of the availability of public utilities and infrastructure.

## Planning + Zoning

The Lyons 2040 **Comprehensive Plan** serves as a guide for future land use decisions. This plan contains a Future Land Use Map and related content that are meant to influence the general location of residential, commercial, industrial, mixed-use, public/institutional, and open space and recreation amenities.

A municipality's **zoning regulations** are a tool to achieve the goals of the Comprehensive Plan. The Town of Lyons must update its zoning ordinance to ensure alignment with this plan, and to realize the plan's vision for both redevelopment and the development of vacant land.

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***Industrial (M-1) | 459 acres | 1.9%***

The Industrial district permits those uses associated with light- and heavy industry, including but not limited to agriculture, manufacturing, and wholesale businesses. A 1-acre minimum is required for areas not served by public water and sewer.

***Town Center - Division 1 (TC-1) | 1,537 acres | 6.4% of total***

Located predominantly around the border of the former Village, TC- Division 1 focuses on the area containing scattered dwellings, farm buildings, small businesses, and industrial occupancies where the fire hazard is low.

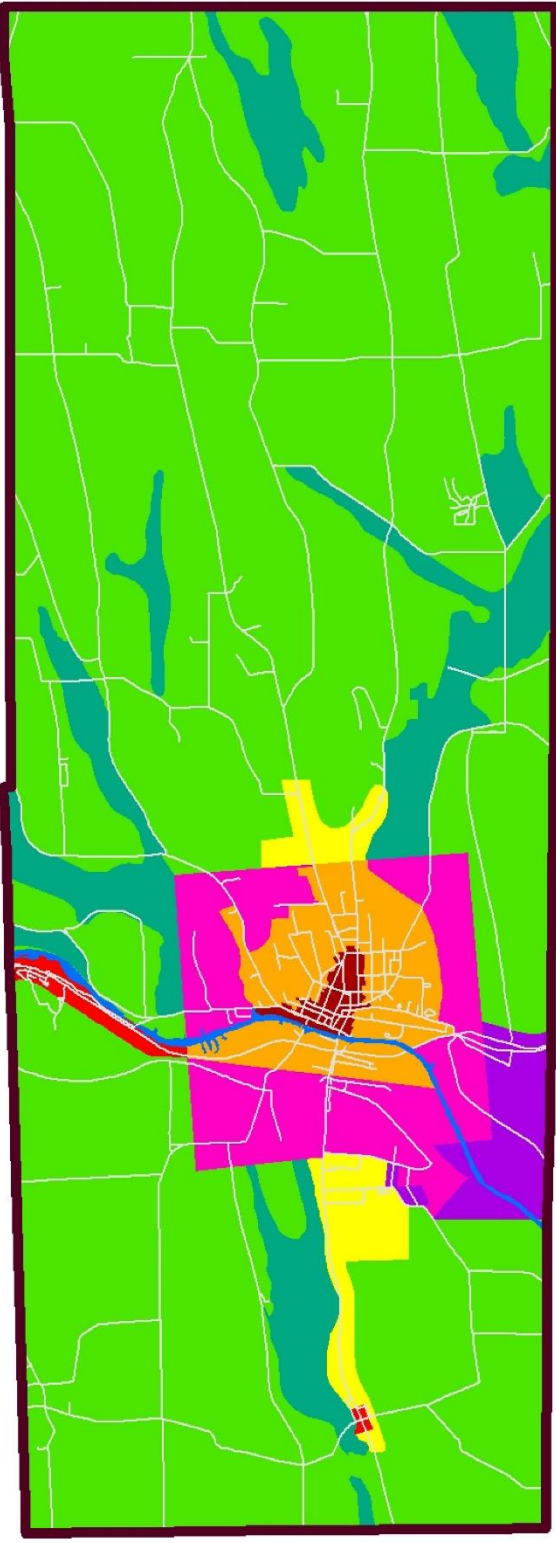
***Town Center - Division 2 (TC-2) | 959 acres | 4.0% of total***

This district immediately surrounds the downtown core, extending north to the border of the former Village. This district comprises areas that contain a mix of residential and commercial, and presents a moderate fire hazard.

***Town Center - Division 3 (TC-3) | 121 acres | 0.5% of total***

The Division 3 district encompasses the downtown core, including those parcels along Canal Street, Water Street, William Street, and Church Street. This district was formed based on a high fire hazard risk due to the proximity of the commercial, retail, and industrial uses.

# MAP 4: ZONING



## LEGEND

-  Commercial (C-1)
-  Floodplain (F-P)
-  Industrial (M-1)
-  General Residential (R-1)
-  Residential - Agricultural (R-A)
-  Town Center Division 1 (T-C1)
-  Town Center Division 2 (T-C2)
-  Town Center Division 3 (T-C3)



1 Miles

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## How We Move Around

Transportation and community mobility are an integral part of Lyons' land use pattern. All relevant modes of transportation – vehicular routes, rail lines, multi-modal trails, and even waterfront access for boats and recreational vehicles, all contribute to the ability to move in and around the community.

### An Interconnected Street Network

Lyons' street system is made up of local streets that traverse neighborhoods, collector streets that distribute traffic between neighborhoods and the arterials, and minor arterial streets that link Lyons to other regional destinations.

Lyons is located approximately 10 minutes due north of the NYS Thruway (I-90), connected by NYS Route 14, a north-south collector street that originates in Pennsylvania, continues through Geneva northward to downtown, and terminates in Sodus Point on Lake Ontario. NYS Route 31 intersects Route 14 just south of the Erie Canal. This east-west route connects Lyons to the neighboring communities of Newark to the west, and Clyde to the east. As indicated on Map 5 (Transportation & Traffic Counts), Route 31 carries the most commuter traffic to and from the downtown, with traffic counts exceeding 9,000 daily trips from the west, and 4,000 daily trips coming from the east.

### Bicycle + Pedestrian Pathways

As discussed in the Parks + Recreation section, residents benefit from direct access to the Erie Canal Trail, a multi-use trail that spans over 350 miles from Buffalo to Albany. The trail traverses through the downtown, running immediately parallel to the Erie Canal. A tourist destination along the route includes Lock 27, accessible via the bridge on Leach Road.

Sidewalks are available within the central core of the former Village and along at least one side of most residential streets; however, there are many streets just beyond the downtown that do not have sidewalks, and all streets outside of the former Village do not maintain any sidewalks.

Despite the strong sidewalk network, there are no Town-maintained bicycle routes. Bicycle infrastructure within the Town of Lyons includes State Bike Route 5 – an on-road bicycle route that extends 365 miles from Niagara Falls to Massachusetts. It parallels State Route 31 within the Town of Lyons. In addition, State Bike Route 14, an on-road bicycle route that extends 95 miles from the Pennsylvania State line near Elmira northward to Sodus Point, is located along NYS Route 14 in the Town.

In addition to an interconnected sidewalk system maintained by the Town's Highway Department, the Lyons Community Center maintains the Trail of Hope trail system and natural area. The ½ mile nature trail is a part of the Forever Wild for Everyone Program by Trails Work, Inc., and is accessible to people of all ages and abilities.



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The Town is committed to creating multi-modal opportunities that provide residents with access to destinations in and around the community while reducing dependence on automobiles. By linking the existing sidewalk network, trails, and bike paths, the Town will promote walking as a viable mode of transportation while improving pedestrian safety.

### Public Transportation

Public bus transit is available via the Rochester Genesee Regional Transportation Authority (RTS). The RTS has historically provided service to and from Geneva via routes 296 and 298, and Canandaigua via Routes 290 and 293. Service to Rochester is provided via Route 102; however, the RTS will be launching a new Reimagine RTS program which will provide a new tiered structure to existing transit routes. This simplified system will consist of Core, Crosstown/Suburban, Commuter, and Subsidized routes. Under the new Commuter routes, customers commuting to Lyons and points east will have service via the new Route 91 Newark/Lyons Commuter route to the St. John Fisher Park & Ride, and can ultimately be transported to the RTS Transit Center.

Bus stops within the Town of Lyons include a bus shelter located on Pearl Street at the Village Park and stops at the Wayne County Nursing Home, Wayne County Behavioral Health Building on Nye Road, and Wayne County Sheriff's Department Office.

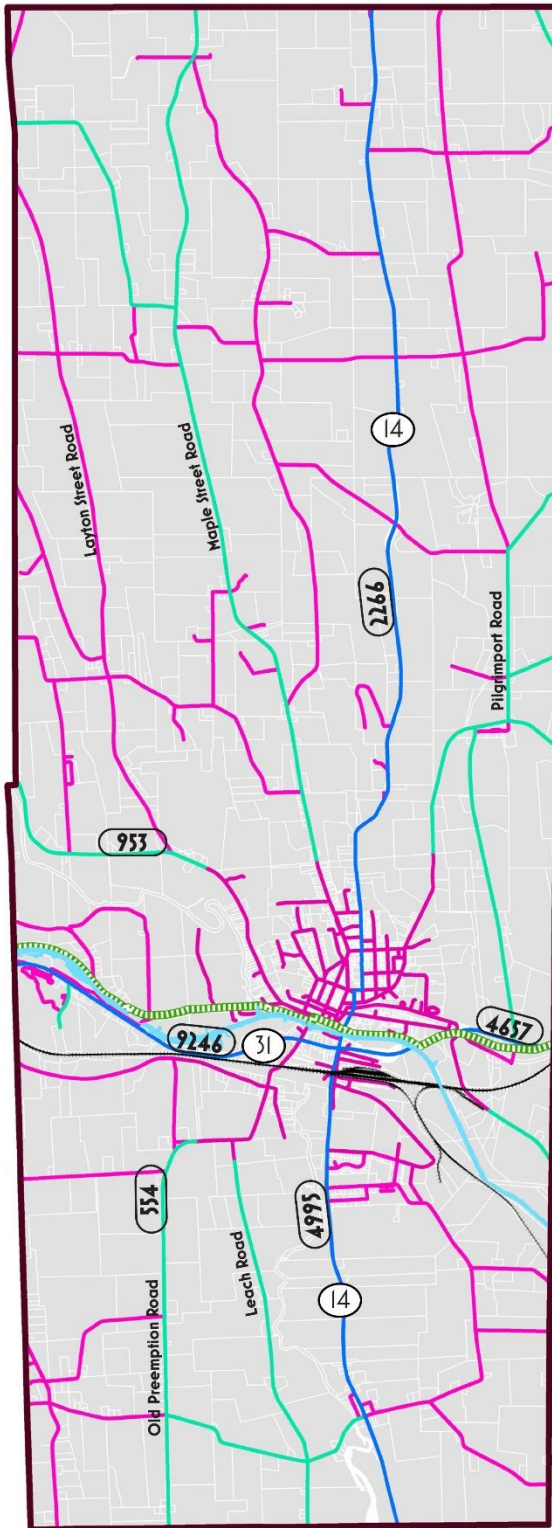
### Waterfront Access

Located approximately 1/2 mile west of Lock 27, Abbey Park provides Lyons residents and visitors with access to the Erie Canal and Ganargua Creek. A public boat launch allows for the launch of small motorized crafts, kayaks, and canoes. Recreational enthusiasts may experience over 16 miles of paddling along the Ganargua Creek paddle route, and over 35 miles of the Erie Canal in Wayne County alone. Located off W. Water Street, Miller's Marina provides waterfront access for small, motorized vessels.

### Railroad

The railroad was central to the development of Lyons. At one time, the Geneva and Lyons railroad transported passengers to and from the two communities via the Geneva and Lyons Railroad and later the New York Central Line. Today, CSX operates an east-west line connecting to Rochester and Syracuse and points beyond. The Corning Secondary, a north-south line which formerly operated as the Norfolk Southern / Finger Lakes Railway ran from Corning to Geneva and beyond to Lyons where it connects with the CSX Rochester Subdivision. There have been conversations about offering regular excursions, or establishing Amtrak service and stop at Lyons; however, service in the Finger Lakes is still predominantly focused on freight.

# MAP 5: TRANSPORTATION + TRAFFIC COUNTS



## LEGEND

- State Route
- County Roads
- Town Roads
- Railroad
- Erie Canal Trail

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## Our Natural Environment

Lyons is rural in character and maintains a wealth of resources; from its many streams, wetlands, forests and woodlands, open spaces, and scenic viewsheds, a healthy ecosystem provides tremendous social and economic value to the residents of Lyons.

### Streams + Wetlands

There are a number of interconnected streams and associated tributaries namely the Erie Canal, Ganargua Creek, Flint Creek/Canandaigua Outlet, Trout Brook, Black Brook, Second Creek, Butternut Run, that provide essential wildlife habitat, as well as active and passive recreation opportunities.

#### *Erie Canal*

The Erie Canal, an east-west navigable waterway, traverses the southern half of the Town and includes Lock E27 in the former Village of Lyons and Lock E28A, located west of the former Village. The Erie Canal is classified as a Class C stream, which is identified by the NYSDEC as suitable for supporting fisheries and some non-contact recreation.

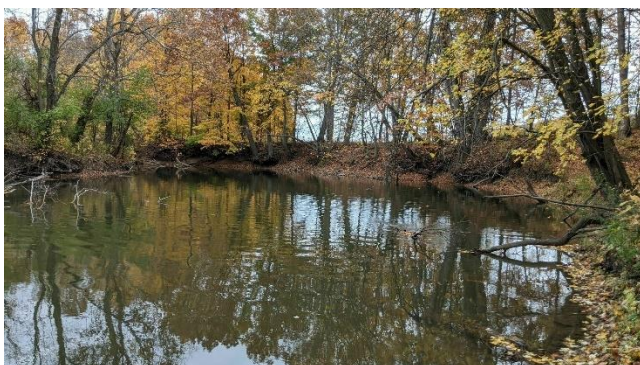
#### *Trout Creek*

Trout Creek connects to the Erie Canal from the south, due east of Lock E28A. The Creek is classified as a Class C(T) stream, a protected category of streams that indicate the body of water may contain trout. Disturbance to the bank or the waters of Trout Creek would require coordination with the NYSDEC and potentially the US Army Corp of Engineers.

#### *Ganargua Creek*

Ganargua Creek and Flint Creek/Canandaigua Outlet are both classified as Class C streams. While disturbance to a Class C stream typically does not require permits from the NYSDEC, if the waterways are considered navigable, then permits are needed. Ganargua Creek and Flint Creek/Canandaigua Outlet would likely be considered navigable and permits for any disturbance would likely be needed.

In addition to these waterways, there are a number of state and federally-designated wetlands and ponds that would be subject to a permit if disturbed. As indicated on Map 6 (Natural Resources), most of the Town's wetlands are located north of the Erie Canal, immediately adjacent to a stream corridor.

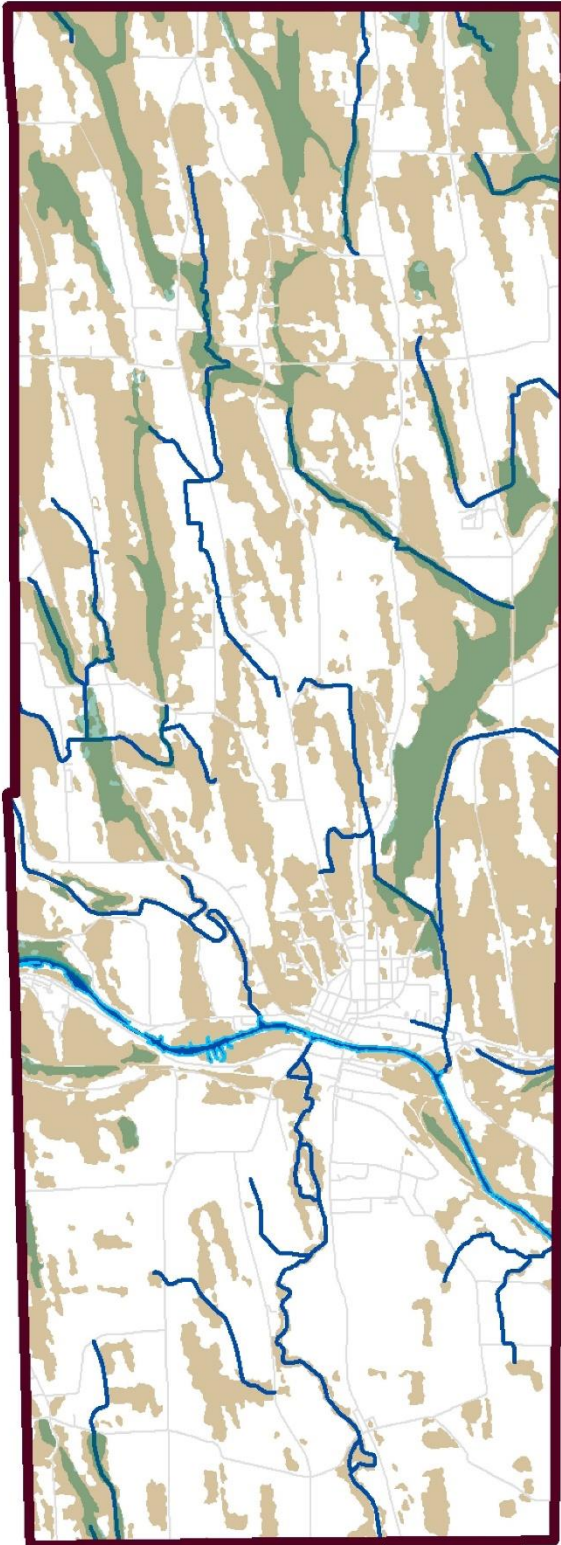


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### Floodplain

With an increase in localized and small-stream flooding, properties located within flood areas as designated by the Federal Emergency Management Agency (FEMA) can be considered a future development or redevelopment constraint. As indicated on Map 7 (Floodplains), areas along and expanding outwards from many of the Town's waterways are within the 1% chance or 100-year flood zone based on the 1983 Federal Insurance Rate Map (FIRM) for the (former) Village of Lyons, and the 1979 FIRM for the Town of Lyons. Several areas within the former Village of Lyons are areas designated as part of the 500-year flood zone (0.2% chance per year of flooding). The Town is a member of the National Flood Insurance Program (NFIP) which provides federally backed flood insurance in communities that enact and enforce floodplain regulations.

# MAP 6: NATURAL RESOURCES



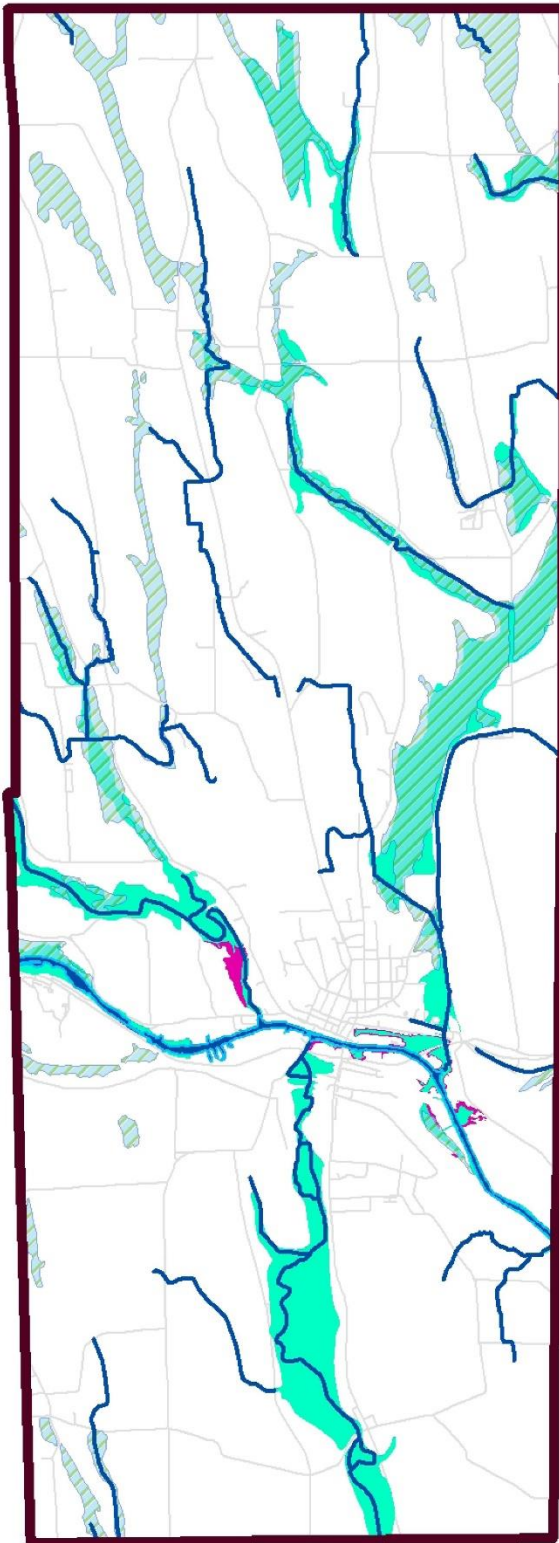
## LEGEND

- Streams
- Erie Canal
- Wetlands
- Woodlands



1 Miles

# MAP 7: FLOODPLAINS



## LEGEND

- Streams
- Erie Canal
- ▨ Wetlands
- 100-year Floodplain
- 500-year Floodplain



1 Miles

## Our Community Resources

Parks and trails are becoming increasingly recognized as a key factor in maintaining a community's high quality of life. Lyons has been successful in providing residents with access to these resources in the form of parks, trails, athletic facilities, and active community organizations. These amenities, when combined, will continue to be an integral part of the health and wellbeing of the community, and key ingredients in attracting future residents and visitors.

### Parks + Trails

The Town maintains three parks – Central Park, Taylor Park, and Southside Canal Park – all located within the downtown and accessible to the surrounding neighborhoods. Located along the Erie Canal, **Abbey Park** (County) and **Southside Canal Park** provide direct access to the waterfront, totaling more than 5 acres. These parks offer residents with passive and active recreation opportunities, including pavilions, boat launch, walking paths, playgrounds, and benches for boat watching.



**Central Park** is the heart of the community. Spanning two village blocks, the 1.1-acre park is bounded by Church Street to the north, Pearl Street to the South, and William Street and Broad Street to the east and west, respectively. Central Park is often the chosen site for many community activities and events, including the famous Peppermint Days and Lyons Farmers' Market, with plenty of open space, a renovated bandstand, and on-street parking.



Located on a corner lot just two blocks from Central Park and steps from the Erie Canal, **Taylor Park** has been a fixture within the landscape since it was donated to the community in 1932. This 1.3-acre park is surrounded by single-family homes, with a stand-alone gazebo as its main defining feature.



In addition to town-owned parks, the **Erie Canal Trail** provides over 6-miles of trail within the town alone. The trail will continue to be a tourist attraction, welcoming visitors from all over the world. This will continue to be an important resource to leverage when considering future development.

According to the National Recreation and Park Association (NRPA) standard of 10 acres of park space per 1,000 residents, Lyons should provide at least 54 acres of park space to support its 5,400 residents. The Town currently provides 9 acres of park space, well below the NRPA threshold; however, this standard is for park facilities alone. When factoring in playgrounds and trails, this number slightly increases.



### Lyons Community Center

Located at 9 Manhattan Street, the Lyons Community Center (LCC) is one of Lyons' most valued assets. The center was founded in 1942 as a social space for youth and community members, with the primary users being the Boys Scouts, Girl Scouts, and senior groups. The original LCC operated out of a donated home at 51 Broad Street. The LCC expanded its operations in the 1950s; however, by



2000, the center outgrew its facilities all-together. In 2004, the LCC broke ground on its current facility which includes a 1500-seat gymnasium, fitness area, computer lab, meeting rooms, and kitchen facilities. Accessed via the LCC parking lot, the Trail of Hope, a ½-mile nature path, was developed by Trail Works, Inc. was championed for community members of all ages and abilities.

Today, this facility hosts both sports and non-sports programs and events that target members of all ages. Located next to the high school, the center will continue to play a significant role in youth development, senior programming, and bringing Lyons residents together.

### Athletic Facilities

In addition to formal park space and trails, the Lyons Central School District provides playgrounds and sports fields for active recreation. The Elementary School, located at 98 William Street, is nestled within a residential neighborhood and provides school-age children with playground equipment and an open field for active recreation. Located ½-mile down the street, the Lyons Middle and High School feature three baseball fields, football field, track, and six tennis courts.

Lyons Youth Baseball and Softball also has access to two fields located at the end of Elm Street, immediately adjacent to the Erie Canal. This program has been in existence for over 70 years, and remains an important resource for Lyons residents as young as 3 years old.

### The ¼ Mile Walk

Although the Town does not meet the NRPA threshold for parks, recent research conducted by the Trust for Public Land suggest that it is not the **number** of parks, but the **distance** from a park that may have a more profound impact on the community. While some communities have adopted a 6-block scale (or “human scale”) as a threshold for sufficient park proximity, many still consider a 10-minute or **¼-mile walk** to be the optimal distance any person would willingly walk before choosing other transportation methods.

To determine if all residents are located within an acceptable walking distance to these facilities, a Healthy Living Analysis was performed (see Maps 8 and 9). This analysis considers the distance surrounding all public parks, playgrounds, and athletic facilities to determine underserved areas of the community.

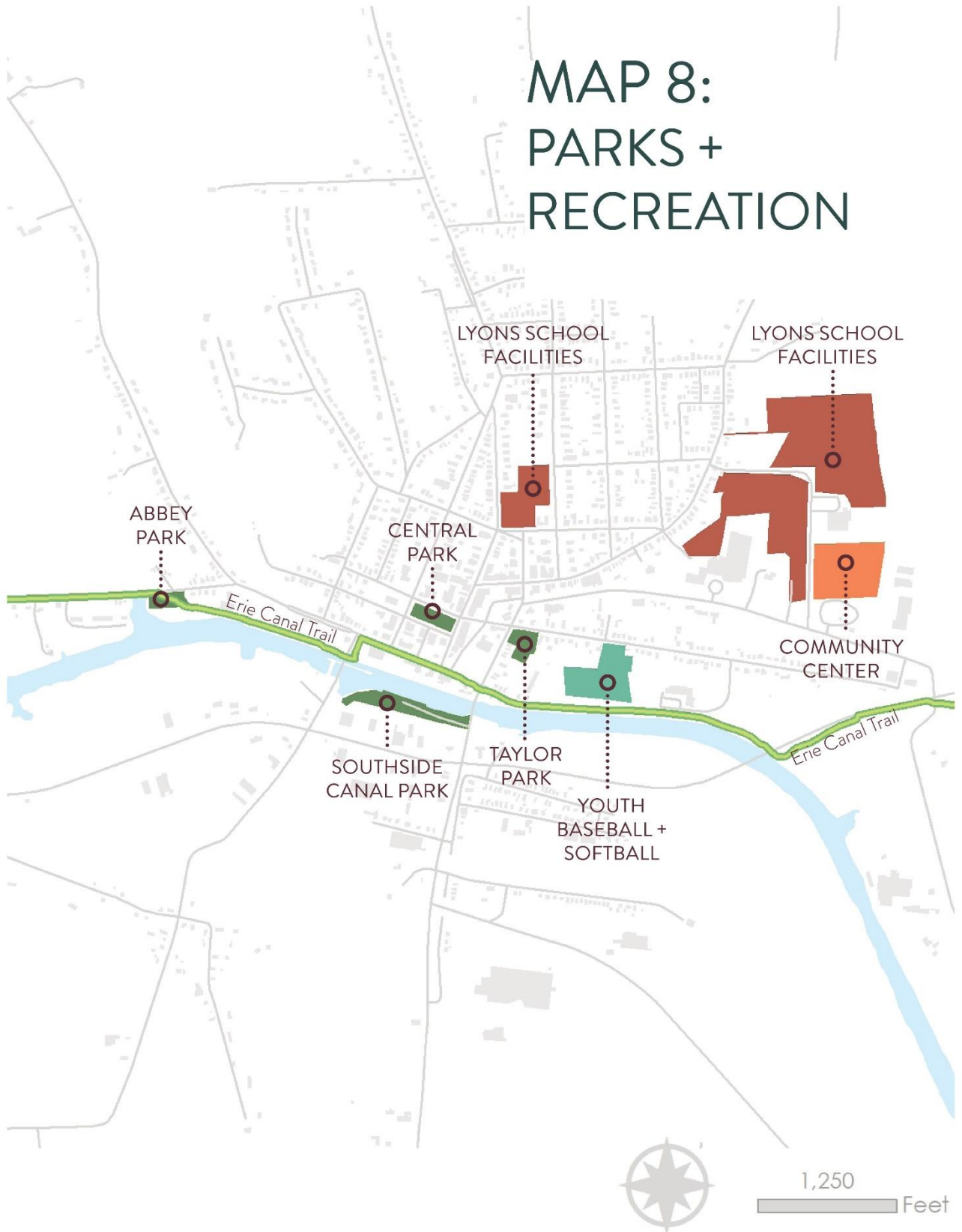
The analysis revealed that properties north of Sisson Street and within the Dickerson/Cherry Street neighborhood fall outside the ¼-mile walking radius. To the south of the Erie Canal, residents in the Ashley Street and Gristmill Drive neighborhoods are not within walking distance to any public facility, and have limited access to sidewalks or other safe means of accessing these sites due to their proximity to major connector streets (Leach Road and Route 14).

Future planning should consider what areas and neighborhoods may experience a park deficit, and identify opportunities for parks, playgrounds, and trail links to support all members of the community.





# MAP 8: PARKS + RECREATION



# MAP 9: THE 1/4 MILE WALK



### Lyons Public Library

The Lyons Public Library was opened to the public in 1956 after being granted a provisional charter to operate in 1955. The library has operated in a number of locations throughout the community; first in the Darling House next to the Lyons Elementary School where it operated for just over 10 years. In 1967, it moved to the Eureka Grange building on the corner of Phelps and Canal Street where it was located for over 40 years. In 2008, the library was moved to its current location at 122 Broad Street behind today's Town Hall.

The library provides residents with a range of programs, services, and events, as well as a range of computer-related services (3D printing, wifi, etc.). The Friends of the Library were established in the 1960s. This membership organization provides supplemental services to the library, such as updating materials and equipment, community awareness, and programming.

### Historic Landscape

The Town of Lyons contains numerous historic and archaeological resources. The Erie Canal is a National Register Historic District referred to as the NYS Barge Canal Historic District. The National Register **Broad Street-Water Street Historic District** stretches roughly from Leach Road to William Street along both sides of Water Street. Much of the downtown core and surrounding residential neighborhoods are located within the **Lyons Downtown Historic District**, formed in 2018.

In addition to historic properties, the Town owns and maintains three cemeteries, including the South Lyons Cemetery and Elmwood Cemetery on Route 14, and the Lyons Rural Cemetery off Spencer Road.

#### *Historic Properties and Landmarks*

- The Erie Canal
- H.G. Hotchkiss Peppermint Factory
- Wayne County Courthouse
- Erie Canal Cultural Center
- Wayne County Museum
- Ohmann Theatre
- U.S. Post Office
- The Grace Episcopal Church Complex
- The Henry Towar House



Historically appropriate redevelopment of these National Register buildings or buildings within the various Historic Districts qualify for **historic tax credits** if certain conditions are met. Any redevelopment of those same properties that require State or Federal permits or funding must coordinate with and get approval from the New York State Historic Preservation Office (SHPO).

## A Community of Culture: Events and Landmarks

#### **Peppermint Days**

Summer festival celebrating Lyons as the home of peppermint oil

#### **PumpkinPalooza**

Celebrating the fall and harvest season with the Great Pumpkin Roll and other activities

#### **Lyons Farmers' Market**

Supporting local Wayne County farmers

#### **Erie Canal**

Tourism asset and recreation amenities

#### **Mural Walk**

Walking tour featuring the "preservation of history through community art"

#### **Lyons Community Center + Trail of Hope**

Recreational and social center with nature trail

## How we Learn

The Lyons Central School District (CSD) consists of the Lyons Elementary School and the Lyons Middle School and Lyons High School, all located within ½ mile of each other. As indicated on Map 10 (Lyons Central School District), the District also serves students from portions of five neighboring towns: Sodus, Galen, Arcadia, Phelps, and Junius; however, the district boundary does not align with the Town in the northeast and northwest corner, resulting in students attending nearby districts.

In the 2018-2019 school year, there were 867 students enrolled K-12, with all grades averaging 60-70 students, the lowest enrollment being the 11<sup>th</sup> grade (48 or 5%). The NYS Report Card reports a district's strengths and weaknesses which can be used to improve instruction and services for students. Lyons CSD graduated approximately 87% (67) of its total high school students in 2019 (77), 44% of which achieved a regent's diploma, and 35% (27) that achieved a regent's diploma with advanced designation. Compared to New York State, Lyons' overall graduation rate is 4% higher.



**87%**

Graduation Rate



**18**

Average Class Size



**3**

College, Career,  
and Civic  
Readiness  
(scale of 1-4)



**94%**

Student Attendance Rate



**GOOD  
STANDING**

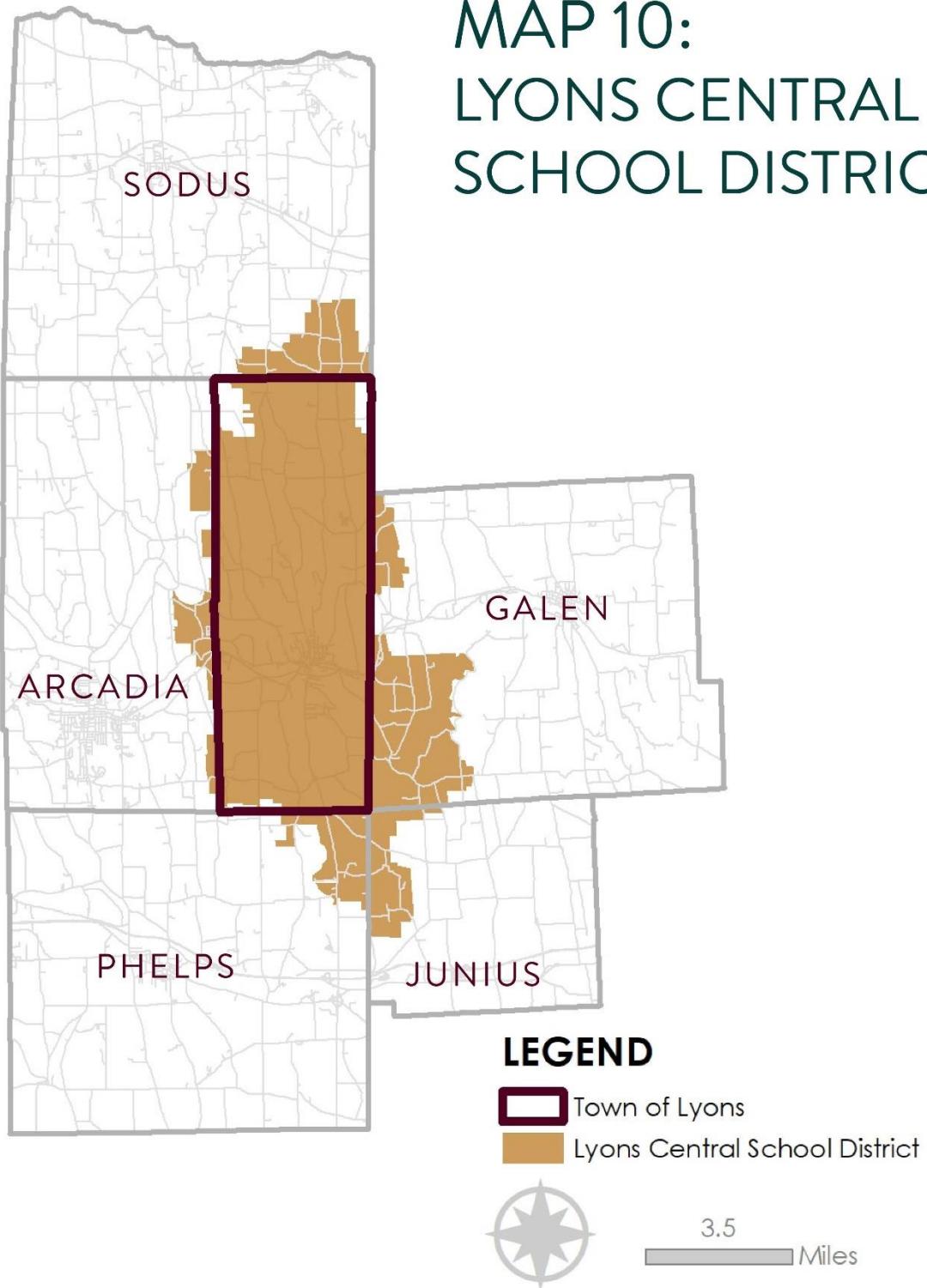
Accountability Status for  
achieving equity



**\$23,612**

Expenditures Per  
Pupil

# MAP 10: LYONS CENTRAL SCHOOL DISTRICT



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## Our Infrastructure

The Town's infrastructure – water, sewer, electric, roads – are all essential to the health and vitality of the community. The Town goes to great lengths to ensure the community's most critical infrastructure remains uncompromised. Like many communities, Lyons' infrastructure is aging. To this end, the plan encourages infill redevelopment and adaptive reuse of existing structures and sites to limit any additional stress on the existing systems and to protect the existing rural and undeveloped character of the town.

### Public Water

Public water is provided to town residents by the Wayne County Water and Sewer Authority (WCWSA) via the Arcadia Lyons Consolidated Service Area. This system serves over 5,667 people through 1,889 service connections. The WCWSA receives water from the Village of Newark, which uses Canandaigua Lake as its source of water, which is treated at the Shortsville, NY water treatment plant (source: WCWSA 2019 Report).

As indicated on Map 11 (Utilities), water availability is concentrated in and around the downtown, extending just south along Leach Road and NYS Route 14 to Westphal Parkway – just beyond the Lyons Industrial Park. To the north, the watermains terminate near the former village boundary on Layton Street, Maple Street Road, NYS Route 14, and N. Canal Street. West of the downtown, the watermains extend along Route 31, terminating just before Old Preemption Road, and along W. Water Street, just after Perrine Lane. Water is also available east of the downtown along Lyons Marengo Road.

The 2019 WCWSA Water Quality Report indicates that the water system has an adequate amount of capacity to meet present and future demands.

### Sanitary Sewer

The Town of Lyons owns the sanitary sewer system, however, the Wayne County Water and Sewer Authority (WCWSA) operates and maintains the Lyons wastewater treatment plant and 11 pump stations, as well as the associated collection and conveyance systems under a lease/operation agreement with the Town. The wastewater treatment plant has a capacity of 750,000 gallons per day and currently collects and treats approximately 450,000 gallons per day on average. Following treatment, the water is discharged into the Erie Canal.

As indicated on Map 11 (Utilities), sanitary sewer service is available to most properties located within the former Village as well as to properties located along State Route 31 between the former Village boundary and the Town of Arcadia boundary.

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## **Our Safety**

Public safety is of critical importance to the Lyons community. These services are provided by a combination of volunteers and law enforcement agencies, which contributes to the overall quality of life for the residents. A brief description of these resources follows below.

### ***Fire***

The Lyons Fire Department was founded in 1831 following a series of devastating fires that had long-lasting impacts on the community. Today, the Department consists of 34 trained volunteers, seven part-time employees, as well as the only full-time, paid fire driver on-call all day, every day, year-round in the County. Centrally located along Water Street, the Fire Department is responsible for all areas of the Town and former Village, including water safety in and along the Erie Canal, and is often called on to support neighboring jurisdictions. Town residents are served by four divisions: Fire, EMS, Rescue Company, and the Technical Rescue Company, which includes the confined space rescue, water rescue, ice rescue, and rope rescue.

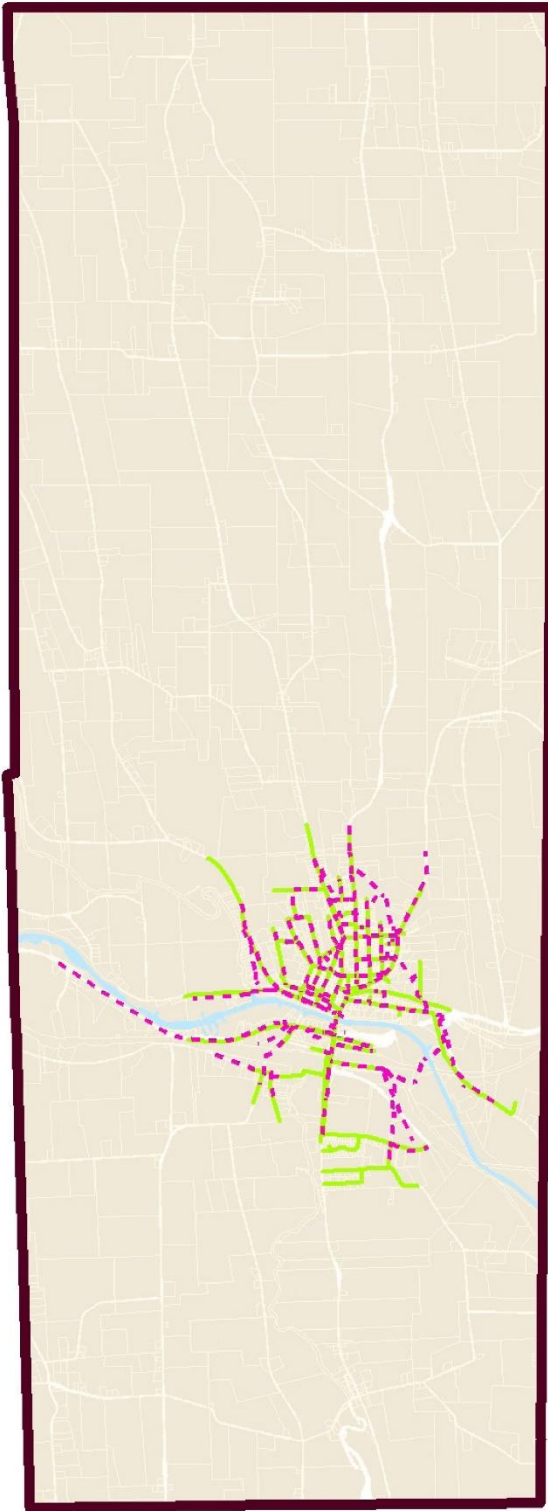
### ***Law Enforcement***

Perhaps one of the most significant changes with the dissolution of the Village was the loss of the local Police Department formerly located on William Street in the downtown. Police protection today is covered by the Wayne County Sheriff's Office with support from the New York State Police. The Sheriff's Office maintains four satellite offices, with the closest to Lyons located in Sodus Point at the County Park. The NYS Police "Troop E" are located within the Zone 2 Station on Route 31 in West Lyons, resulting in heightened police availability in and around the downtown.

### ***Emergency Services***

Town residents have access to emergency services, including life support and paramedic-level response, through the Lyons Fire Department EMS Company, which provides base-level EMS response services in conjunction with the Lyons Town Ambulance (LTA). The LTA is the primary crew for aid service, with the Fire Department assisting on a "first response basis" when the LTA is unable to attend to a call. The Town funds the ambulance service through the General Fund.

# MAP 11: UTILITIES



## LEGEND

- Sanitary Sewers
- Watermains



1 Miles



## 03 | PLANNING PROCESS

Elected leaders, Town staff, Steering Committee members, Consultants (“Project Team”), and the public collaborated beginning in August 2020 to develop the Comprehensive Plan. The plan was completed in three subsequent phases as follows:

### Phase 1: Where have we been? | August – December, 2020

The first phase included an existing conditions analysis, with a focus on pinpointing our “why,” that is, what is driving the need to plan? Throughout the visioning process, Steering Committee members were provided with several thought prompts to guide them through this phase. What works? What doesn’t? Through a collaborative process, a Vision Statement, guiding principles, and goals and objectives were established. Key outcomes of Phase 1:

- Research and analysis of existing conditions
- Community survey
- Steering Committee meetings
- Visioning, Themes, Goals, and Objectives
- Public Workshop #1

### Phase 2: Where are we going? | January – April, 2021

The second phase explored land use, design, and community character. Through a charette-based workshop and iterative design process with the Steering Committee, public, and stakeholders, the Town established future land uses to guide critical regulatory amendments. This design phase also helped identify the highest and best uses for strategic sites, an economic development strategy, and the overall desired character. Key outcomes of Phase 2:

- Stakeholder Interviews
- Future Land Use Mapping
- Design and Character Planning
- Public Workshop #2

### Phase 3: How are we going to get there? | May – August, 2021

This last phase focused on developing an implementation strategy that defines realistic and actionable strategies the Town may take to achieve its goals. Each chapter of this plan includes the nuts and bolts of implementation: the overarching goal, objectives, and actions pertaining to the particular topic. The final implementation plan is summarized in a comprehensive matrix found in Chapters 45-11, together with Chapter 12 (Future Land Use) and Chapter 13 (Activating the Plan). Key outcomes of Phase 3:

- Implementation Strategy
- Final Plan Production
- Environmental Review

## Process

### August 2020

Project kick-off

### October 2020

Online survey

### November 2020

Public workshop #1  
 (“Let’s Start Visioning!”)

### October – November

Online survey

### December – February

Ongoing engagement  
 and community input

### March 2021

Public workshop #2  
 (“Let’s Design!”)

### June 2021

Release of draft  
 Comprehensive Plan

### July – August 2021

Preparation of final  
 Comprehensive Plan and  
 regulatory review  
 documents

### TBD 2021

Tentative date of formal  
 adoption of  
 Comprehensive Plan

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## Planning in Uncertain Times

The planning process carries equal, if not more, weight than the actual document itself. This process, however, was met with challenging and unprecedented circumstances that required significant innovation, creativity, and patience by all of those involved in the creation of the plan.

The Town embarked on the Comprehensive Plan update in January 2020 by committing funding to the plan through the 2020-2021 budget cycle. In February 2020, the world grappled with the onset of COVID-19, a novel coronavirus, resulting in widespread fear, uncertainty, and concern for personal safety. New mandates that established limited group gatherings coupled with guidelines for social distancing challenged how we would approach what is typically a close, hands-on process.

The Town took a proactive response to the changing conditions. Rather than group workshops, the team coordinated “Open House” style formats to allow participants to move *through* the space as opposed to working closely with others around a single station. Online engagement, video conferencing, live-stream events, and virtual forums allowed for participation while maintaining a safe distance. Planning in 2020 presented challenges, but the Town, Steering Committee, and Project Team were able to leverage unique and collaborative tools to make the process as informative and educational and more engaging than ever before.

While COVID-19 impacted the process in the short-term, the long-term impacts of are still relatively unknown with regard to land use patterns and other socioeconomic factors, and the Comprehensive Plan will require frequent monitoring to ensure that it reflects changing conditions.

## Community Engagement

Lyons 2040 was developed through a collaborative and inclusive process, driven by community input at key project milestones. Early public involvement guided all aspects of the Comprehensive Plan, including crafting the vision, identifying the drivers for planning (finding our “Why”), fact-checking, prioritizing goals and objectives, and supporting action strategies. Despite the circumstances of the pandemic, the Project Team rallied to create innovative and informative opportunities for residents, stakeholders, and members of the public to engage throughout the process. A brief description of these opportunities follows below. Throughout these activities as well as meetings and interviews, the Project Team gathered input not just from the general public but also from representatives of key stakeholder groups, including Wayne County, the School District, the business community, the farming community, community groups, developers, the Town Board, the Town Planning Board, and the Town Zoning Board of Appeals.

### **Branding**

A branding strategy was developed to give the Comprehensive Plan a unique identity to increase public awareness, recognition, and participation in the planning

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process. Steering Committee members designed a brand logo representative of the Lyons skyline and encompassing the historic railroad and Erie Canal.

### **Steering Committee**

The Project Team and Town staff were guided by a seven-member Steering Committee. Members of the Committee consisted of local business owners, teachers, attorneys, long-time residents, and representatives from the Town Board, Planning Board, and Zoning Board of Appeals. The Steering Committee convened regularly on a monthly basis throughout the process to assist with plan logistics, identify stakeholders, provide local insight and knowledge, and review and comment on each of the plan chapters.

### **Project Website**

A project website served as the main hub for information about the development of the Comprehensive Plan: [Lyons2040.org](http://Lyons2040.org). The website included separate pages for the community survey, an overview of the planning process, project updates, events, and contact information that directly linked residents to the Steering Committee. The Town of Lyons website and Town Facebook account provided a link to the project website and were used to connect followers to the project website and announce project events and news.

### **Community Survey**

An online community survey was distributed to all residents of the community through the project website and Town website. Hard copies were made available at the Town Hall for those with limited access to a computer. The survey consisted of 34 questions covering all aspects of the Town: housing, schools and childcare, employment, business and retail, infrastructure, transportation, cultural opportunities. A total of 119 surveys were received.

### **Direct Mail**

Postcards and posters were used to encourage participation from community residents and stakeholders. In anticipation of the first public workshop, over 3,000 postcards were distributed to the community including 2,300 to all residential households, and an additional 700 were distributed at the Town Hall, library, drugstore, and bank.

### **Public Workshops**

A series of community workshops and forums were held at key points during the planning process. The community workshops were advertised locally through a postcard mailer, the Finger Lakes Times and Wayne County Times, and on the Town and project websites. These workshops were designed to provide residents and interested stakeholders with the opportunity to directly influence the plan through interactive, thought-provoking workshops and sessions. A total of two community workshops were held during the course of the planning process. A brief description of each workshop and associated outcomes are outlined below.

### November 5th Workshop: Let's Start Visioning!

The first public workshop was held in the Ohmann Theatre in the heart of downtown. This venue allowed for easy movement within the space while providing a comfortable atmosphere for community members to share their ideas. The workshop welcomed over 60 participants who engaged in a series of activities and stations targeted towards visioning and crafting a strong identity, including:

- **Lyons Today and Tomorrow**, a phrase or sentence to identify what the community is and will be in the future;
- Creating the **Vision Statement**, which focused on identifying key words to define the vision;
- **SWOT** Analysis (Strengths – Weaknesses – Opportunities – Threats) applied to 6 topic areas: business and industry, downtown, environment, transportation, community services, and housing
- **Collaborative Mapping** to identify physical assets residents enjoy and those that are a challenge; and
- The **Big Idea** to encourage residents to “dream big” for their community.

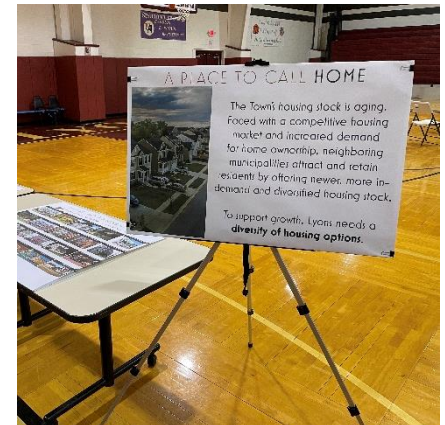
For those unable to attend in person, the Project Team streamed a “live” event on Facebook which allowed anyone to follow along and actively participate without needing to be on site. The results from the first workshop serve as the foundation for Chapter 4: Building Our Vision and are reflected in the goals and objectives in the subsequent chapters.

### March 25<sup>th</sup> Workshop: Let's Design!

The second public workshop was held in the Community Center gym. It focused on strategies and implementation regarding land use and design, community character, economic development priorities, mapping target sites and projects, as well as policy initiatives. Participants contributed input at five “stations” covering the following topics:

- **Identity and perception:** This station focused on defining Lyons’ identity: Who we are as a community today, and what we want to be tomorrow.
- **Creating a vision:** A station to review and provide comments on the draft vision statements.
- **Opportunities and challenges:** This station explored Lyons’ strengths, weaknesses, opportunities, and threats with respect to topics such as the environment, downtown, transportation, and industry.
- **Collaborative mapping:** This station focused on Lyons’ physical attributes, and what people love or would like to change.
- **Your big idea:** This station invited participants to share one big idea for the future of Lyons.

This charette-based workshop and iterative design process helped to establish future land uses intended to guide critical regulatory amendments. This design phase also helped identify the highest and best uses for strategic sites and the overall desired character.



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## Public Meetings and Hearings

The Town Board received a presentation on the draft plan at its October, 2021 regular meeting. The meeting was well attended, and comments were offered. A public hearing was held in December, 2021 after which the Board adopted the plan unanimously.

## How to Use the Plan

Comprehensive Plans are intended to remain flexible to respond to changing needs, conditions, and emerging trends. Town officials must understand that they are responsible for the future of their community, and key decisions should be evaluated against the vision, goals, and objectives laid out in this plan (see Chapters 5-12). The community may find that some projects will align well with the vision, while others may not. This may require a revision to components of the plan or the vision statement. The guiding themes, goals, objectives and implementation plan are a tool to assist with decision-making process, and intended to serve as the foundation – the character, values, and priorities – for the Town of Lyons.

## Plan Structure

Lyons 2040 is intended to be a living document and physical representation of the Town's inclusive and diverse natural and built environment. Inside this plan, you will find a story of how the vision unfolded: how the community came together to define its identity, to hone in on the drivers for planning, what they value in terms of physical assets, and a unified vision for how the community will tackle growth and development. This document consists of the following chapters:

- 1: Introduction
- 2: Lyons Then + Now
- 3: Planning Process
- 4: Building Our Vision
- 5-11: Action Plan Matrix
- 12: Future Land Use
- 13: Activating the Plan

The Vision Statement in Chapter 4 is an aspirational statement for Lyons in 2040. Chapters 5-11 then present an Action Plan Matrix in the following framework:

- **Vision Themes** | Community-derived desired outcomes
- **Goals** | General guidelines that express what the Town wants to achieve as part of its vision
- **Objectives** | Tangible strategies that support a goal and express what success looks like for that goal;
- **Action Items** | Specific steps that the Town and its partners can undertake to advance the objectives, goals, and vision themes

## 04 | BUILDING OUR VISION

The visioning process commenced with finding the community's "**Why.**" The Lyons community recognizes that finding our *why* is at the heart of what we do and how we do it. Working with the Steering Committee, the project team was able to identify recurring ideas, opportunities, and hope that, when combined, were used to craft draft vision statements. These vision statements were presented to the public in Workshop #1, which resulted in a unifying vision statement to serve as the foundation and framework for the themes, goals, and objectives.

### Our Vision

**An historic, small-town community of opportunity where individuals and families can grow together in an inclusive and healthy environment supported by a vibrant downtown, a strong economy, and quality schools, while paving the way for a resilient future for all generations.**

### Vision Themes

A series of seven vision themes were identified that describe the desired look and feel of the community. These themes serve as the building blocks of the community, supported by a series of goals and objectives that, as the Town evolves and grows, can be amended to incorporate new objectives as needed.



A TOWN BOLSTERED BY **DOWNTOWN** AS A UNIQUE AND VIBRANT BUSINESS DISTRICT



A TOWN OF DISTINCT AND DIVERSE **NEIGHBORHOODS**



A TOWN POWERED BY ITS CREATIVE, ENTREPRENURIAL SPIRIT, AND INNOVATIVE **ECONOMY**



A TOWN THAT PRIORITIZES **MOBILITY** AND **ACCESSIBILITY** FOR ALL



A TOWN THAT PROVIDES **INFRASTRUCTURE** IN AN EFFICIENT AND FISCALLY RESPONSIBLE MANNER, REFLECTIVE OF THE LONG-TERM GROWTH VISION



A TOWN THAT IS A CHAMPION FOR ITS **AGRICULTURAL** LANDSCAPE



A TOWN STRENGTHENED BY ITS **COMMUNITY RESOURCES** AND ENGAGED CITIZENS

## 05 | DOWNTOWN

A TOWN BOLSTERED BY **DOWNTOWN** AS A UNIQUE AND VIBRANT BUSINESS DISTRICT

### GOAL D-1 PROMOTE THE REDEVELOPMENT OF DOWNTOWN

Objectives	Promote adaptive re-use of existing properties and infill development.
	Ensure that redevelopment is characterized by high quality urban design.
	Attract small businesses, commercial establishments, and residential, employment, civic, and recreational opportunities that will foster a strong sense of place and pride.
Action Items	Promote and encourage adherence to the Community Specific Design Guidelines within the "Main Street Target Area."
	Promote mixed-use development and redevelopment of vacant or underutilized properties in the downtown, including along Water Street.
	Leverage New York Main Street Technical Assistance funding and Community Development Block Grant planning funds to support an assessment of the downtown district and key properties to support prioritization of building improvements.

### GOAL D-2 CREATE INVITING + LIVELY STREETSCAPES AND GATEWAYS

Objective	Reimagine Lyons as a vibrant, safe, and accessible destination through transformed corridors, attractive and engaging streetscapes, and signature gateways that communicate a strong sense of "arrival."
Action Items	Undertake streetscape enhancements with a focus on Williams Street between Church and Canal Streets; the streets bordering Lyons Central Park; and the blocks leading to the intersections of Geneva Street with Montezuma Street, Clyde Road, and Canal Street.
	For the above, consider landscaping, green infrastructure, high-visibility signage, distinctive pavement treatments, and a shared street/pedestrian plaza.

### GOAL D-3 PROMOTE AN INTERCONNECTED NETWORK OF PARKS, TRAILS + OPEN SPACE

Objectives	Develop a connected network of parks, trails, and open space.
	Expand access to nature and offer a variety of recreational opportunities.
	Promote environmental stewardship.
Action Items	Identify parcels to be converted into parks, playgrounds, and trail links in areas where deficits have been identified in the Healthy Living Analysis (properties north of Sisson Street; within the Dickerson/Cherry Street neighborhood; and Ashley Street and Gristmill Drive neighborhoods).
	Improve and maintain the safety, accessibility, and cleanliness of existing parks and open spaces.
	Identify feasible Town-led initiatives to reduce residents' environmental footprint (e.g. a community composting initiative, promotion of efficient building updates, native plants in parks, etc.).
	Create the proposed trail along Route 14 between the Village and Wallington to complement east-west trails.

**GOAL D-4 CHAMPION TOURISM**

Objectives	Leverage the community's historic, cultural, and natural assets to become a regional destination offering authentic, diverse experiences centered around Lyons' heritage and downtown.
	Champion efforts to create a unique, tailored tourism experience.
Action Items	Retain a marketing consultant to develop a Town-wide marketing plan that promotes Lyons' historical, cultural, natural, and recreational assets.
	Build on distinctive community events and experiences (e.g. Peppermint Days, Farmers' Market).

**06 | NEIGHBORHOODS**A TOWN OF DISTINCT AND DIVERSE **NEIGHBORHOODS****GOAL N-1 SUPPORT DIVERSE HOUSING TYPES**

Objectives	Create homeownership opportunities for people of all ages and income levels.
	Support a mix of housing types that respect Lyons' traditional neighborhood character and scale.
	Support the financial and accessibility needs of young professionals, families, and retirees.
Action Items	Conduct a housing study to determine appropriate product types and price points and engage with regional developers. Market available sites to for-profit and not-for-profit developers and homebuilders for such projects. Re-evaluate lot size and density requirements to align with the findings of the above housing study.
	Coordinate with local property owners in suitably zoned areas for potential small-scale development of desired single-family housing products.
	Consider a potential Town-level incentive program for homebuyers and promote to local employers.
	Promote development of upper-story housing in downtown buildings.
	Adopt and promote the use of relevant Real Property Tax Law 485 exemptions to support development of desired housing products.

**GOAL N-2 ENHANCE NEIGHBORHOOD CHARACTER**

Objective	Continue to improve and maintain the existing housing stock to provide safe and sanitary living conditions.
Action Items	Pursue Community Development Block Grants, NYS HOME funds, NYS Rural Area Revitalization Program funds, and New York Main Street funds for housing rehabilitation.
	Develop, regularly update, and periodically disseminate publications outlining existing resources and programs to support homeowner improvements.
	Increase collaboration with the Wayne County Land Bank to acquire deteriorated housing and mitigate blight issues.



**GOAL N-3 INVEST IN NEIGHBORHOOD INFRASTRUCTURE**

Objectives	Expand infrastructure to support existing development.
	Attract new investment in alignment with the future land use policies outlined in this plan.
	Enhance walking, biking, and recreational opportunities in our neighborhoods through a connected and integrated network of green space and pedestrian connections.
Action Items	Foster the retention of the existing housing stock through initiatives to encourage maintenance and re-investment.
	Protect and enhance quality of life through continued investments in amenities in existing neighborhoods, including parks, sidewalks, and streets.
	Continually evaluate and position the Town to leverage new opportunities to bring high-speed internet to all residents.
	Develop a Parks and Recreation Master Plan to ensure adequate access to parks and related recreational spaces, with a focus on serving neighborhoods outside a 1/4 mile walking radius from existing amenities.
	Consider adopting a Complete Streets policy to balance the needs of different modes of transportation, pedestrian safety, user age and ability, and land use.

**GOAL N-4 DEVELOP A STRONG REGULATORY ENVIRONMENT**

Objective	Implement an effective regulatory environment for property maintenance, administration, and enforcement that supports the goals outlined in this plan.
Action Items	Adopt assertive code enforcement measures, including administrative and court remedies to address blight and deterioration.
	Pursue state grant funds to assist homeowners in housing rehabilitation.
	Accelerate engagement with the Wayne County Land Bank for acquisition and mitigation of blighted and deteriorated housing.

## 07 | ECONOMY

A TOWN POWERED BY ITS CREATIVE, ENTREPRENEURIAL SPIRIT, AND INNOVATIVE **ECONOMY**

<b>GOAL E-1 INCREASE THE TOWN'S ECONOMIC DEVELOPMENT CAPACITY</b>	
Objectives	Utilize existing resources at the local and County scale to develop new resources for economic growth. Invest in dedicated economic development resources.
Action Items	Create an economic development strategic plan to advance opportunities to allow for more residents to live and work within the Town. Support the Lyons Main Street Program and initiatives of the Chamber of Commerce to promote and strengthen local businesses, and align these efforts in a cohesive manner supporting the above economic development strategy. Coordinate with Wayne County Economic Development and Wayne County Industrial Development Agency to ensure an adequate Business Retention & Expansion (BR&E) strategy and business attraction efforts reaching Lyons businesses and sites.
<b>GOAL E-2 PROMOTE LYONS AS A HUB FOR COMMERCIAL AND INDUSTRIAL DEVELOPMENT</b>	
Objective	Facilitate strategic and efficient commercial and industrial development that considers vacant buildings and land, shovel-ready sites, availability of public utilities, and access to major transportation routes.
Action Items	Develop and implement a master plan for Lyons Industrial Park that identifies site sizes, utility locations, and roadways. Undertake a market analysis to identify strategic industry attraction targets aligned with Lyons' available sites and infrastructure and regional supply chain opportunities. Coordinate with Wayne County Economic Development and Empire State Development to promote Lyons as a destination for industry sectors targeted by the Finger Lakes Regional Economic Development Council. Develop a plan to re-establish a rail spur for the Lyons Industrial Park.
<b>GOAL E-3 ALIGN THE REGULATORY ENVIRONMENT</b>	
Objective	Ensure areas of desired growth allow for anticipated businesses and user groups.
Action Items	Direct new development on the basis of the Future Land Use Map. Update local code to reflect community preferences for siting of commercial, industrial, and retail businesses. Update local code to reflect community preferences for siting of renewable energy assets, including solar installations.

**GOAL E-4 ENCOURAGE LOCAL ENTREPRENEURIAL VENTURES**

Objective	Support entrepreneurship through small business retention and expansion, technological innovation, home-based occupations, and start-up incentives.
Action Items	<p>Promote local and regional resources and activities targeting small businesses and start-ups (e.g. Lyons Main Street Program, Wayne County Startup Pitch Competition).</p> <p>Explore avenues to increase local businesses' and innovators' connectivity to regional entrepreneurship ecosystem services, including those championed by the Finger Lakes Regional Economic Development Council.</p> <p>Collaborate with Finger Lakes Community College and other SUNY assets to identify opportunities for Lyons entrepreneurs to develop skills and succeed in business creation and growth.</p>

## 08 | TRANSPORTATION

A TOWN THAT PRIORITIZES **MOBILITY** AND **ACCESSIBILITY** FOR ALL

**GOAL T-1 REGIONAL CONNECTIONS**

Objective	Enhance connectivity to regional roads, public transportation systems, and trail systems.
Action Items	<p>Continue to participate in long-range planning activities at the local and regional level.</p> <p>Actively participate in regional transportation decision-making through coordination with the Genesee Transportation Council.</p>

**GOAL T-2 PRIORITIZE PEDESTRIAN SAFETY**

Objective	Provide infrastructure that allows residents to safely access goods and services with reduced automobile dependency.
Action Items	<p>Examine the existing pedestrian network, and identify those areas that need improvements and repair, including problematic intersections and road design.</p> <p>Evaluate the pedestrian safety of regional transit access points.</p> <p>Identify opportunities to link existing pedestrian pathways and sidewalks into an interconnected network that reduces automobile dependency, particularly in and near the downtown.</p>

**GOAL T-3 DESIGN STREETS AROUND FORM AND FUNCTION**

Objectives	<p>Balance the needs of different modes of transportation, pedestrian safety, user age and ability, and land use.</p> <p>Increase quality of life and public health outcomes through provision of safe, non-automobile-dependent transportation options.</p>
Action Items	<p>Consider adopting a Complete Streets policy to balance the needs of different modes of transportation, pedestrian safety, user age and ability, and land use; and to include cohesive wayfinding and attractive landscaping.</p> <p>Provide and maintain an effective network of residential, arterial, and collector streets that consider safety and function for all modes of transportation.</p>

**GOAL T-4 SUPPORT THE REGIONAL TRANSIT SYSTEM**

Objectives	Increase resident access to essential goods and services.
	Facilitate improved access to jobs and education for all residents.
	Reduce automobile dependency.
Action Items	Consult with RTS on the Future Land Use Plan and street design activities to support RTS goals related to community development.
	Work with RTS to create attractive and visible passenger accommodations and amenities that align with the standards and policies outlined in the Reimagine RTS plan.

**GOAL T-5 CREATE OPPORTUNITIES FOR WAYFINDING**

Objective	Create a sense of place, highlight community assets, and enhance the visibility of the town for residents and visitors alike.
Action Items	Develop a wayfinding plan (gateway features, signage) to improve residents' and visitors' experience of the community, enabling people to navigate pedestrian and vehicular direction and locate key destinations.
	Prioritize community maintenance standards and enhance code enforcement at key entry points to the Town.

**GOAL T-6 REIMAGINE THE RAILROAD**

Objectives	Leverage the existing railroad network to connect passengers to local and regional destinations.
	Leverage opportunities for industrial and manufacturing associated with the railroad.
Action Items	Advocate with state and federal officials, CSX, and Amtrak for siting a passenger train stop in Lyons.
	Develop a plan to re-establish a rail spur for the Lyons Industrial Park.

## 09 | INFRASTRUCTURE

A TOWN THAT PROVIDES **INFRASTRUCTURE** IN AN EFFICIENT AND FISCALLY RESPONSIBLE MANNER, REFLECTIVE OF THE LONG-TERM GROWTH VISION

<b>GOAL I-1 PROMOTE THE REDEVELOPMENT OF EXISTING SITES</b>	
Objectives	Accelerate adaptive reuse and redevelopment of vacant or underutilized sites. Limit any additional stress on the existing infrastructure systems.
Action Item	Encourage development that takes advantage of existing infrastructure and municipal services.
<b>GOAL I-2 GROWTH MANAGEMENT</b>	
Objectives	Provide for the efficient collection and treatment of water and wastewater in accordance with the Future Land Use Plan. Identify and plan for future infrastructure maintenance costs associated with system expansion.
Action Items	Encourage future growth to occur in and near the downtown. Identify mechanisms that shift costs of expansion (capital and maintenance) to the developer community.
<b>GOAL I-3 PHASED IMPROVEMENTS</b>	
Objective	Ensure continuity and quality of water and sewer service while enabling strategic growth.
Action Items	Plan for and undertake phased improvements to the water and sewer systems, prioritizing older and aging lines. Build out water, sewer, and electrical infrastructure to vacant parcels within Lyons Industrial Park.
<b>GOAL I-4 ENSURE FUTURE CAPACITY</b>	
Objective	Ensure that new development does not compromise existing water and sewer service.
Action Items	Evaluate all new development for impact on water and sewer service to existing development and adjacent parcels. Identify opportunities to integrate renewable energy sources, e.g. wind/solar/geothermal power generation and electric charging stations, onto existing properties.

# 10 | AGRICULTURE

A TOWN THAT IS A CHAMPION FOR ITS **AGRICULTURAL** LANDSCAPE

## GOAL A-1 ENCOURAGE CONTEXT-BASED DEVELOPMENT

Objectives	Ensure that all future development is responsive to sensitive and ecologically significant resources including prime soils, active agricultural lands, wetlands, wildlife habitat, floodplains, and riparian corridors. Maintain a healthy ecosystem that provides social and economic value to the residents of Lyons.
Action Items	Guide future incompatible development away from significant open space resource areas. Leverage development review processes to encourage ecologically sensitive development practices.

## GOAL A-2 PROTECT THE RURAL CHARACTER

Objective	Preserve the Town's distinct and scenic rural landscapes.
Action Items	Establish and enforce density standards for non-farm development and operations. Consider creating scenic overlay district(s). Leverage the guidance and tools identified in the Wayne County Agricultural and Farmland Protection Plan, and engage with the Wayne County Soil and Water Conservation District and the Genesee Land Trust to identify and promote programs to protect farmland and natural resources.

## GOAL A-3 PROTECT VIABLE LANDS

Objective	Protect productive agricultural lands from susceptibility to future development.
Action Items	Concentrate new growth and development within planned growth areas as outlined on the Future Land Use Map. Limit non-compatible land uses in accordance with NYS Agriculture and Markets laws.

## GOAL A-4 CREATE AN AGRICULTURAL HUB

Objective	Promote Lyons as a hub for diverse types of farming, agricultural businesses, and innovative best practices.
Action Items	Assist agricultural businesses in leveraging the expertise and R&D capabilities of agricultural centers of excellence in New York State. Identify agricultural and food production supply chain gaps that represent business attraction opportunities.

# 11 | COMMUNITY

A TOWN STRENGTHENED BY ITS **COMMUNITY RESOURCES** AND ENGAGED CITIZENS

<b>GOAL C-1 INCREASE ORGANIZATIONAL COLLABORATION</b>	
Objectives	Enhance coordination among the Town's most critical institutions. Establish new partnerships that focus on the issues, mission, and programs of these organizations.
Action Items	Convene a Lyons Community Collaboration Working Group including leaders from the Lyons Community Center, library, and Lyons Central School District. Charge the above Working Group with developing and implementing collaborative initiatives that build on the synergies among the Town's critical institutions.
<b>GOAL C-2 PROMOTE CIVIC LEADERSHIP OPPORTUNITIES</b>	
Objectives	Build on Lyons' uniquely high engagement levels by promoting opportunities for volunteering and resident participation in community events and activities. Cultivate civic leadership by strengthening avenues for resident engagement.
Action Items	Create and widely promote community leadership positions (through Town boards, committees, and task forces) that influence Town decision-making processes. Actively disseminate volunteer opportunities at local organizations and programs to Town residents.
<b>GOAL C-3 ENSURE THE TOWN'S EDUCATIONAL NEEDS ARE MET</b>	
Objective	Provide high-quality educational opportunities to all young residents through the Lyons Central School District.
Action Items	Sustain investment in the school district and encourage district efforts to provide a high standard of education. Leverage the Lyons Community Collaboration Working Group to identify opportunities to increase out-of-school and other youth educational programming.
<b>GOAL C-4 DEVELOP AN INFORMED COMMUNITY</b>	
Objective	Implement effective and efficient communications that reach all residents.
Action Items	Fully utilize the Town website as a centralized repository of information about meetings, notices, documents, and public engagement opportunities. Create and maintain a platform to share community information about activities; events; volunteer opportunities; and resources for residents, property owners, and businesses.

**GOAL C-5 PROVIDE QUALITY COMMUNITY SERVICES**

Objective	Provide reliable, efficient, and cost-effective services that function at optimal levels of service to meet the community's needs.
Action Items	Ensure that core services and Town infrastructure are appropriately funded, with a focus on value to the taxpayer. Evaluate the feasibility of additional services of interest to residents.

**GOAL C-6 TRANSPARENT GOVERNMENT**

Objectives	Ensure transparent decision-making processes.
	Sustain the conditions for productive and respectful dialogue among community members and local leaders.
Action Items	Use varied public engagement platforms (focus groups, social media, workshops, remote meetings) to encourage participation by all population segments about key community issues and decisions. Solicit input from organizations and community leaders representing all sectors of the Town, including business associations, neighborhood organizations, property owner groups, and professional associations.



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## 12 | FUTURE LAND USE

As the Town prepares for expanded development activity, it is critical to communicate expectations to the market about how and where development should take place. The Future Land Use Maps are intended to provide guidance to regulatory bodies (planning and zoning boards, Town board, etc.) in evaluating future requests for development, and as a guide for the future development of zoning and other regulatory frameworks.

### How to Use the Future Land Use Maps

Although this section is built to guide zoning, it—in and of itself—is not a zoning document. It is built to guide future regulatory efforts, but should be considered flexibly, particularly along transition points. Boundary lines for land use character areas are meant to be interpreted only as guidance for transition, and not as a parcel-by-parcel delineation of future use.

When evaluating specific land use proposals, these maps and associated text should serve as a guideline and recommendation. If, for example, a project's proposed location is located squarely within an agricultural character area, and the project is industrial in nature, with little tie-back to agricultural or open space uses, it is likely not a strategic fit. The same project, located in close proximity to a transitional area between agriculture and urban/suburban, may be more appropriate for consideration.

In short, transitional areas should be treated liberally in their interpretation, while areas located more deeply within a particular designation should adhere more closely to recommended use patterns.

### Land Use Character Areas

The Town of Lyons has developed very closely along the lines of traditional transect development. At its outer edges, agricultural and low-density uses prevail. As one gets closer to the intersection of Routes 31 and 14, development progresses from rural, to traditional neighborhoods, to a densely developed village center.

The Comprehensive Plan Steering Committee worked closely with the community and associated stakeholders in development of character area designations. Not surprisingly, future land use designations very closely align with the same traditional transect.

### **Agricultural and Open Space Preservation**

Lyons and greater Wayne County maintain a strong and productive agricultural sector, and great care should be taken to foster and protect such uses. Additionally, the area's agricultural and open space offerings contribute strongly to the Finger Lakes tourism brand.

The Agriculture and Open Space Preservation character area is defined by active farm operations and scenic open space amenities. Future land use regulations and uses themselves should respect the character of these areas, and strongly consider restricting development to agricultural uses, along with other uses that preserve or enhance agriculture and open space. Compatible uses include:

- Traditional and modern farming operations
- Farm-related industries, including processing, storage, logistics, and associated operations
- Other operations that are dependent upon agriculture
- Parks, recreation, and associated services (public or private)
- Lodging and tourism uses dependent upon agriculture or open space provision (agritourism)
- Low-density residential (1-acre lots or greater)

### **Traditional Neighborhood Residential**

The community has maintained a strong set of traditional residential neighborhoods, which contribute significantly to the quality of life in Lyons. Future development activity should complement existing housing stock and work to replicate the scale of development currently in place. Any non-residential uses should be intended and function to serve the neighborhoods in which they are located, and auto-oriented development (drive through restaurant, car wash, service stations, etc.) should be avoided.

Typical uses would be:

- All freestanding residential with lots less than one acre
- Attached residential (townhome, condo; exclusive of apartments unless specified below)
- Multi-family residential where associated with neighborhood commercial or as ancillary to freestanding residential (upper story residential, over-garage units, etc.)
- In-home professions
- Education and cultural uses
- Neighborhood-level commercial enterprises, particularly when developed in mixed-use format with multi-family residential

### **Corridor—Suburban**

Lyons is well-served with two significant New York State highways (Routes 31 and 14), intersecting in the heart of the community. As the character of surrounding lands moves from rural to suburban, land uses that are intended to serve the region can become more prominent. In development of regulatory mechanisms and zoning for this area, it is important to strongly consider design standards and access management tools to mitigate traffic impacts on state highways and adjacent Town roads. These areas can be home to more intense uses, but should still reflect community character and a heightened expectation of design, particularly at gateways and immediately adjacent to these critical corridors.

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Typical uses include:

- Larger-scale commercial enterprises serving the entire Village and surrounding region
- Multi-family residential development, including townhomes, condominiums, apartment buildings, and other densely developed housing (excluding detached single-family housing)
- Medical and community service uses
- Lodging and tourism-related uses
- Education and cultural uses
- Manufacturing, research, warehousing, and associated uses

### **Village Center/Urban**

The heart of the Town of Lyons is its central business district. Home to many historic architectural assets and community anchors, downtown Lyons must be treated with care, and cultivated as a regional center of small business activity and civic prominence. Historic preservation efforts are critical to maintaining the character of this district, and infill development should reflect the mass and scale of the surrounding buildings. Auto-oriented uses should be avoided wherever possible. Design standards should be considered for renovation, redevelopment, and infill development.






Typical uses include:

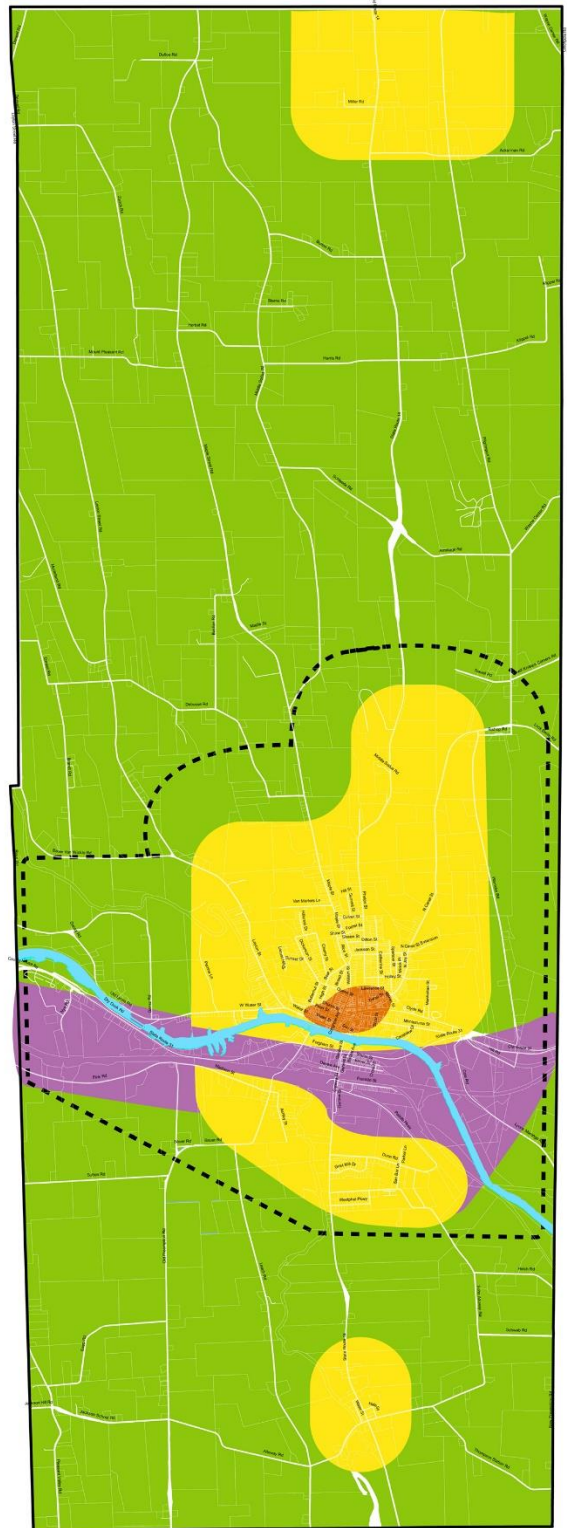
- Mixed-use developments featuring higher density (attached) residential, retail, and service uses
- Attached, multi-family residential (generally upper-story)
- Retail, office, and service-oriented uses (exclusive of “big box” development)
- Medical and community service uses
- Education and cultural uses
- Public and private recreational uses
- Lodging and tourism-related uses

## **Future Land Use Maps**

The following pages contain a Town-wide Future Land Use Map, a subset map for the urban growth boundary, and a subset map for the “village center.”

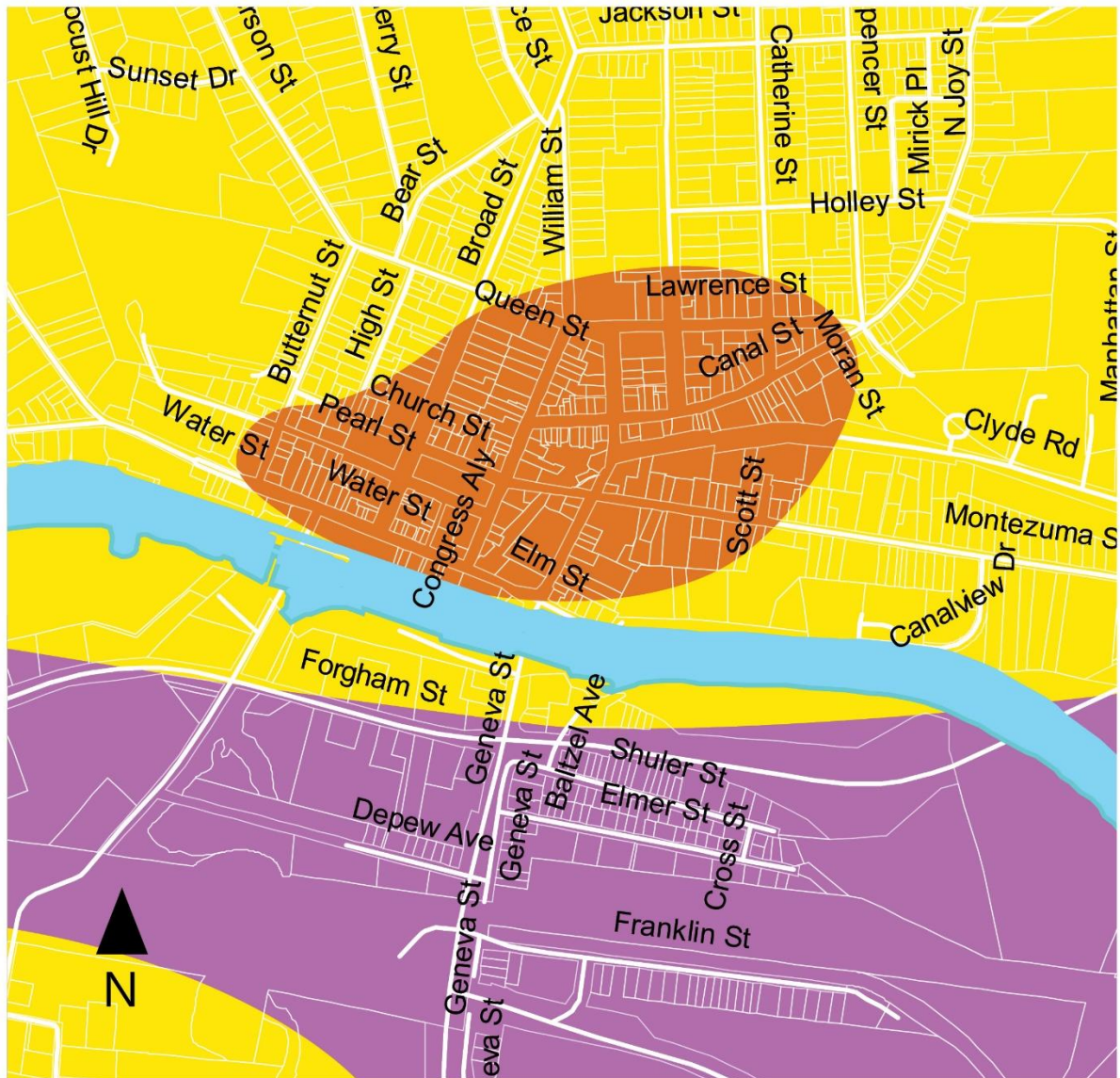
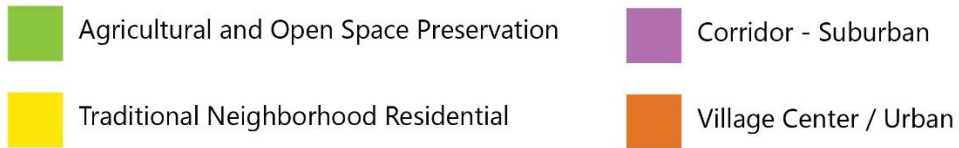
# MAP 12: FUTURE LAND USE (TOWN-WIDE MAP)

-  Agricultural and Open Space Preservation
-  Traditional Neighborhood Residential
-  Corridor - Suburban
-  Village Center / Urban
-  Urban Growth Boundary





# MAP 14: FUTURE LAND USE (VILLAGE CENTER SUBSET MAP)



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## 13 | ACTIVATING THE PLAN

### The First Five Years

This section provides guidance for the community to undertake initial action items in the first several years, with a focus on steps that will meaningfully advance key goals and build capacity and momentum for long-term plan implementation. Although most actions noted below are contained in Chapters 5-12, this section presents a selection of such steps that will activate plan priorities, and create a strong foundation on which to build in future years.

#### **A Critical Crossroads**

The Lyons community has faced a wide range of challenges in the decades leading to this planning effort. Like many upstate communities, Lyons has seen a decrease in population and an erosion and decline in its economic base associated with globalization of industry and an overall reduction in the competitiveness of New York State in manufacturing and other economic sectors once prominent in Lyons and southeastern Wayne County.

Although this decline has been slow and steady, the community is at an inflection point—a critical spot in its community health. Debilitating poverty, a struggling school district, and disinvestment in its once vital central business district are symptoms of a much deeper challenge.

A key foundational assumption of the Lyons 2040 plan is that this is not a “Town Plan,” but rather a “community plan.” The plan’s success depends upon the collective impact of civic, government, and private sector partners, all pointing their time, talent, and treasure toward advancing the elements of the comprehensive plan. Quite simply, Lyons cannot prosper again without a total community effort. This collective impact must begin on day one, and sustain throughout implementation of plan priorities.

The first five years of this execution effort will be characterized by enlisting implementation partners and building capacity, developing specific strategies for the most pressing challenges facing the community, addressing the results of communitywide disinvestment, demonstrating the economic capacity still in place in the community, and rebuilding community pride that will be required to create sustained vitality.

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## Immediate Actions: Enlisting Partners and Developing Resources

Our work toward plan implementation begins immediately. Community leadership should move quickly to identify and recruit partner agencies in implementation, share plan priorities with the community, and identify the best roles for sustained support. Additionally, the community should begin identifying and developing resources that can support early-stage plan execution.

### Community Implementation Committee: Collective Impact in Action

Immediately upon adoption of the Lyons 2040 plan, a Community Implementation Committee (CIC) should be appointed by the Town Board and charged with accelerating and advocating for implementation. The CIC should meet monthly, commencing with a half- to full-day prioritization and strategy session. Committee members should include representatives of key agencies—with the explicit understanding that those appointed and participating can marshal the resources and expertise of their agency to support the comprehensive plan implementation effort.

CIC members should include:

- Town Supervisor or board-level designee
- Town administrative liaison (clerk, etc.)
- Wayne County Sheriff or administrative-level designee
- Wayne County DSS Commissioner or executive-level designee
- Wayne County IDA Executive Director
- Wayne County Land Bank executive or board chair
- Town Code Enforcement Officer
- Superintendent of Schools or districtwide administrative-level designee
- Executive representative from United Way, Community Center, or other regional not-for-profit
- Industrial Park Partnership board-level designee
- Chamber of Commerce executive or board chair
- Lyons Main Street executive or board chair

This group will serve to identify creative and innovative approaches to address plan implementation, to advocate with local and regional leadership for funding and execution of plan elements, and to provide community-wide advocacy of plan principles.

### Funding Your Priorities: Identifying Grants and Other Potential Execution Resources

A strong planning foundation will create new opportunities for funding of plan priorities. Town leadership should move immediately to identify funding resources at the state and federal level, as well as through regional philanthropy, that can fund or otherwise support execution and implementation of plan recommendations.



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## Years One and Two: Policy Shifts and Strategic Action

Early implementation activity will focus on three key action areas: adjusting Town policies related to code enforcement, neighborhood revitalization, and economic development; refinement of broad strategies identified in this plan to create specific, action-oriented frameworks for advancing market opportunities; and leveraging partnerships with the not-for-profit and private sectors to create projects demonstrating market capacity in the Lyons community.

### Strategy Refinement:

#### Downtown and Neighborhood Revitalization

Lyons 2040 calls for focused strategies for downtown and neighborhood revitalization. These efforts require far more attention than a comprehensive plan alone can provide. The Town and its partners should pursue Community Development Block Grant, New York Main Street, U.S. Economic Development Administration, USDA, and other funds that can support specific, action-oriented strategies for revitalization of the central business district, as well as neighborhood improvements.

#### Zoning and Development Regulation Updates

The Town's current zoning and development regulations are not creating the development activity sought after by community leadership. Zoning must be modernized to reflect new uses, new best practices in development, and development standards that are reflective of the quality-of-life aspirations of the community. Zoning districts should align with the recommendations of the Future Land Use Map and associated sections of this plan.

#### Adopting and Promoting Property Tax and Other Incentives

Plan stakeholders have identified a prevailing sentiment in the community that suggests that individuals with capacity to invest are deferring such activity, or avoiding it due to potential impacts of increased assessments and the associated property taxes. New York State affords municipalities the option of creating property tax incentives for targeted redevelopment activities via the adoption of a local law. Real Property Tax Law Section 485 offers a number of incentives that Lyons should consider. Specifically, the community should consider incentives for redevelopment of mixed-use and commercial structures (RPTL 485-a and 485-b). Community leadership should promote adoption by each taxing jurisdiction in the Town, including the Town, County, and School District. Community economic development leadership should also promote the use of incentives such as Payment in Lieu of Tax (PILOT) agreements, historic tax credits, and other programs.

#### Formation of a Local Development Corporation

Towns in New York State are limited by State law in the types of community development activities that would accelerate adoption of plan strategies. One tool to consider in plan implementation and long-term economic development success is the formation of a Local Development Corporation (LDC). LDCs can offer flexibility in acquisition and disposal of property, procurement and award of state and other grant programs, and a range of other development support.

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### Create an Industrial Park Master Plan

The Town maintains one of the region's few fully-served industrial parks. It is one of the critical economic development assets over which the Town has development control. Local leadership should facilitate the creation of a Park Master Plan that outlines a flexible subdivision plan—determining how sites of varying sizes will be created, as well as identifying industrial access road layout, utility service plans, design standards, wayfinding, and other master plan elements critical to creating a shovel-ready site. Following that, the Town should facilitate the completion of a Generic Environmental Impact Statement per the State Environmental Quality Review Act (SEQR), in order to accelerate development.

### Downtown Infill Demonstration Project

The community has a tremendous resource partner in the Wayne County Land Bank. The Land Bank has assembled, and can continue to assemble, a set of parcels in the central business district that can be leveraged to create an initial demonstration project to showcase the development potential in downtown Lyons. The Town, Land Bank, Wayne County Industrial Development Agency, and other potential partners should identify a set of strategic buildings/parcels, and create a Request for Expression of Interest to be released to the development community. Private sector partners should be solicited for their interest in potential development activity, and for the local commitments they would need in order to make a development project feasible.

### Strategic Code Enforcement

The Town should move quickly to expand its code enforcement resources with the hire of two to three additional code enforcement officers. Additionally, the Supervisor should create a Problem Properties Task Force, to include Town administrative staff, code enforcement officers, law enforcement, utility representatives (WCWSA), and the Lyons Fire Department. The Task Force should leverage its collective site intelligence and enforcement capacity to create focus in specific areas of the community, including:

- Central business district
- Route 31 corridor
- Residential properties in otherwise healthy neighborhoods

## **Years Three and Four: Reinforcing Strategic Elements and Attracting Early Adopters**

The fruits of planning and strategic investment will start to show as early implementation advances. Years three and four represent implementation of detailed strategy and targeted recruitment of entrepreneurial endeavors and new residents.

### Execute Downtown and Neighborhood Revitalization Strategies

With downtown revitalization and neighborhood strategies in place, the Town should take immediate action to execute on the efforts overviewed in these plans.

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Funding sources like CDBG, New York Main Street, and USDA should all be leveraged, as should private sector funding, to implement specific recommendations of these critical strategies.

### Entrepreneurial and Microenterprise Recruitment Strategies

Early adopters will recognize the progress of the Lyons market, and the community should be responsive to their interest. The Town should work with the Wayne County IDA, Finger Lakes Community College, and the Lyons Main Street program to identify and support entrepreneurs in siting at downtown and industrial park locations, and ensure that incentives and programmatic support are available to foster success in these ventures.

### Engage Marketing Partners for Downtown and Industrial Park Opportunities

The Town should work with the Wayne County IDA, the Industrial Park Partnership, and the Lyons Main Street program to engage a marketing consultant(s) to create branding and brand distribution strategies designed to attract both investment and visitation to the Lyons community.

### Infrastructure Investments in the Industrial Park

Initial elements of the park master plan should be implemented, including the development of industrial access road, and the provision of water, sewer, and broadband infrastructure, such that any area of the park can be easily served with these utilities.

### Route 31 Corridor Plan

As the prime commercial corridor in Lyons, and an economic engine in its own right, Route 31 will require specific planning attention. Branding, wayfinding, infrastructure, and design standards should all be considered for this highly visible, well-traveled section of the community.

### Farmland Protection Plan Implementation

Wayne County has developed an agricultural and farmland protection plan for the County. Town leadership should leverage that plan's criteria for identifying Lyons areas that should be prioritized for protection, as well as the plan's guidance on farmland protection tools and zoning and other regulatory considerations.

### Downtown Streetscape and Wayfinding Plan

The central business district is developed on a spectacular urban grid, with many of its historic architectural assets still in place. To spark reinvestment and ensure future vitality, the Town should create a streetscape and wayfinding plan that informs a capital investment plan for hardscape and pedestrian amenities throughout the district, as well as a wayfinding plan that connects the Erie Canal, Route 31 corridor, and the downtown district.

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### Expanded Public-Private Partnerships for Redevelopment

Leveraging the success of the demonstration project in early implementation, the Town and its partners should work to identify and execute additional projects that leverage Land Bank, County, private sector, and Town resources.

### **Year Five: Signaling Sustainable Investment Opportunities to the Market**

Redevelopment activity will be taking substantial shape by year five, and the community should be prepared to capture the momentum of the newfound market interest. By this stage of plan implementation, the community should leverage this comprehensive plan in adaptive manner—identifying what is working and capitalizing on it, while redirecting resources from initiatives that are not generating desired results toward new paths.

### Neighborhood Capacity Building

Private sector investment depends upon community pride and confidence in the market. Lyons should identify neighborhood sparkplugs in each segment of the community, and support neighbors in deploying resources that will improve private-side assets. Small endeavors like painting porches, landscaping, light painting, and other curbside enhancements will engender neighborhood pride and expanded investment. The Town may partner with the LDC to purchase materials (paint, lumber, etc.), and to support celebrations on project completion (block parties, etc.).

### Parks and Recreation Master Plan

The Lyons 2040 planning effort has identified gaps in parks and open space, as well as opportunities to expand programming and recreational activity. These efforts are critical to enhancing quality of life and retaining/attracting residents. A parks and recreation master plan should be developed that addresses those gaps identified in this plan, including through the create of a targeted capital investment plan.

### Streetscape and Wayfinding Investment

The streetscape and wayfinding plan previously developed will produce a capital investment plan that can be funded by a diversity of resources. New York Main Street, Community Development Block Grant, and Empire State Development funds can advance projects identified in this and subsequent planning efforts. Public sector investment triggers confidence in the market, which will generate further economic opportunity.

### Reinvestment in Water, Sewer, and Roads

As private investment increases, reinvestment in core infrastructure, including water, sewer, and streets, will signal to the market that private investment is warranted and will generate a return. Investments in public infrastructure should follow clear capacity demonstration by the private sector, as well as market potential in the area of infrastructure investment.