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## SECTION 2: INVENTORY & ANALYSIS OF EXISTING CONDITIONS

### 2.1 GEOGRAPHIC SETTING

The Village of Union Springs is located in the central western portion of Cayuga County along the Cayuga Lake shoreline, in the heart of the Finger Lakes. The Village of Union Springs is located within the Town of Springport along the northeastern shoreline of Cayuga Lake in Cayuga County, NY. Union Springs is located approximately 9 miles (as the crow flies) southwest of the City of Auburn, approximately 8.5 miles due west of Owasco Lake, approximately 30 miles northwest of the City of Ithaca, and approximately 31 miles southwest of Syracuse. Union Springs is also a short drive (30min-1.5hrs) from the major Town of Seneca Falls and the Cities of Geneva, Ithaca, and Cortland.

The Village of Union Springs is one of three waterfront villages along Cayuga Lake in Cayuga County, located in the center between the Village of Cayuga (Town of Aurelius) to the north and the Village of Aurora (Town of Ledyard) to the south. The village has approximately 2.5 miles of shoreline along Cayuga Lake.

*In approaching from the Lake, we see the town gradually ascending from the water, so that every house and every tree is brought distinctly to view. We know of no hamlet, borough, or city, so admirably situated in this respect. The white houses peering out of the luxuriant foliage by which they are all surrounded, the rich meadows adjacent to, and the rounding hills overlooking the village, with the Island of Frontenac, that gem of the western lakes, form a scene worthy of the pencil of any artist.<sup>1</sup>*

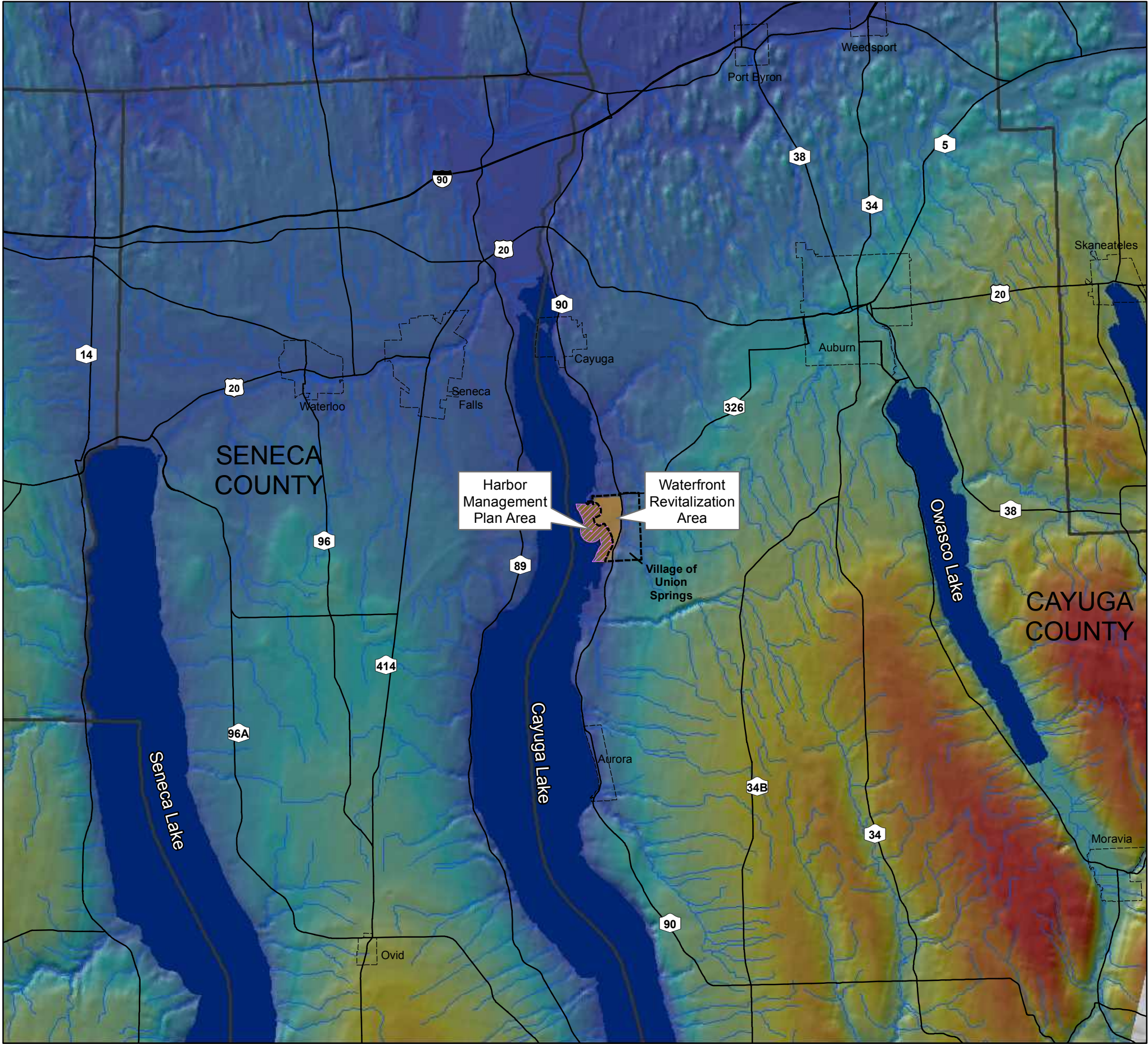


Photo of the lakeshore at Frontenac Park<sup>2</sup>

The community is located in the Central New York Region as defined by New York State for the purposes of regional economic development; but with the location on Cayuga Lake, the longest and central most lake of the Finger Lakes, residents often reference the Finger Lakes “region” of the state when describing where they live to people from other states or countries (see Map 2). The history and climate of the geographic region of the Finger Lakes has created the identity of the village along with many other lakefront communities across this area of the state. One local charter fishing company Eagle Rock Charters sums up the Finger Lakes area of New York the best by saying:

*"The Finger Lakes region of New York State is nature's gift to mankind" This quote best describes our feelings for the area, and our attitude toward our charters. Indian legends say that the Great Spirit placed the imprint of his hand in blessing on this unique part of the world. Thus, besides the beautiful lakes, the land is bestowed with magnificent gorges, romantic glens, gentle waterfalls, beautiful farms and wineries, yet dotted with some of the most successful cities in America. It is an area steeped in history and legends, gentle and romantic, quiet and peaceful, begging to be observed yet yearning for solitude that only nature can inspire.<sup>3</sup>*

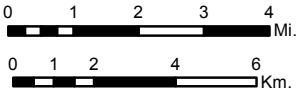
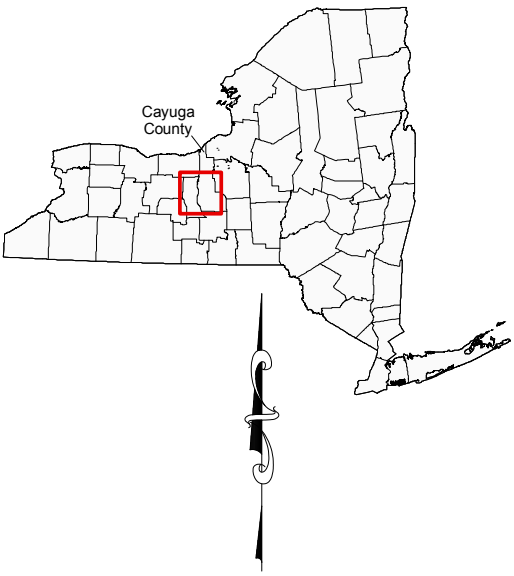




Map 2  
Regional Setting

- Waterfront Revitalization Area Boundary
- Harbor Management Plan Area Boundary
- Municipal Boundaries

Sources:  
U.S. Geological Survey. 2012. The National Elevation Dataset (NED).  
U.S. Geological Survey. 2014. The National Hydrographic Dataset (NHD);  
The National Transportation Dataset (NTD).  
NYS Office of Information Technology Services GIS Program Office. 2016.  
GIS file of city and town boundaries.  
Cayuga County Department of Planning and Economic Development. 2016.  
County Geographic Information System (GIS) database.





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## 2.2 HISTORIC SETTING

Like many communities along the shores of the Finger Lakes, the village was established in its current location along Cayuga Lake for two main reasons: proximity to several natural water sources (the lake, streams, and springs) for use as potable water, as a power sources for industry, and for transportation; as well as for the abundance of natural resources such as gypsum and limestone that were used not only for local construction but to produce building materials that were then sold all over the state and country (plaster and bricks most famously). However, some may argue that the history of the settlement of Union Springs is unique due to the conflicts between the Native Americans and settlers; and the struggle for control of the land that in some ways persists today.

The Cayuga Nation of Indians and their ancestors occupied much of the land along both sides of Cayuga Lake from the northern shore down to an area a few miles south of the Village of Union Springs from the 1500-1600s to the early 1800s. The Cayuga's primary village was located just south of the current village boundary at a settlement referred to by French and English settlers as Cayuga Castle. On February 23, 1789, the government of New York State purchased nearly all of the territory occupied by the Cayuga Nation of Indians except for an area of land approximately four miles wide (extending east from the lakeshore) that extended from the northern end of the lake in the Town of Montezuma south to the Village of Aurora. Soon after this transaction, a few settlers moved to the area, but were met with resistance from the Native Americans and subsequently told to leave by the authorities of New York State, in an effort to honor the terms of the recent treaty. However, despite the good-faith efforts of the State to honor the terms of their purchase of the Cayuga's lands, settlers still came and established homes and industry; and began to drive the Cayugas out.

In 1795, the Cayuga Nation of Indians once again sold a portion of their land to the government of New York State, this time retaining two small reservations. One, approximately two-miles square just south of the Village of Union Springs along the lakeshore; and one approximately one-mile square about three to four miles northeast of Union Springs. In 1807, these two remaining areas were sold by the Cayugas to New York State. The following excerpt from The Indian and the Pioneer, an Historical Study by Rose N. Yawger published in 1893 recounts the events that resulted in the eventual sale of all of the Cayuga Nation's lands in Union Springs to New York State:

*The Cayugas, having fought against the colonies, forfeited all claim to their lands; the State, however, in 1789 made a treaty with them at Albany by which the Cayugas sold to the State all their territory in consideration of \$50 in silver, \$1,125 to be paid the first of the following June, and an annuity of \$500. This can hardly be called a "purchase" on the part of the State as the amount paid per acre was less than one cent! They made certain reservations in this treaty which were as follows: ninety-eight square miles upon Cayuga Lake; one mile on either side of the Seneca River at Skoi-yase [Waterloo], and a square mile near Canoga for one chief, who had objected to this treaty, Fish Carrier. Certain stipulations in regard to hunting and fishing were made, and also in regard to the salt spring which was to be shared in common by the Indians, and people of the State.*

*They claimed a grant of land for a Dutchman whom they had adopted, and hence we find that a certain Peter Ryckman was given a one mile square near Cayuga, and a twenty-five mile square, containing 15,680 acres on the west shore of Seneca Lake. From this last was taken a tract of 320 acres for Joseph Poudre, a French trader, who had married a Cayuga.*



*In 1795 a treaty was made at Cayuga Ferry by which the Cayugas ceded to the State all their lands, excepting two small reservations. These are known as the "Residence Reservation" and the "Mine Reservation;" the former contained four square miles and was in the south west corner of Springport, also part of Ledyard; the latter was a mile square and was about three miles north-east of Union Springs. For the lands purchased in 1795, the Cayugas received \$1,800 and an annuity of \$1,800 forever. From this annuity was to be taken the money to support the Indian schools.*

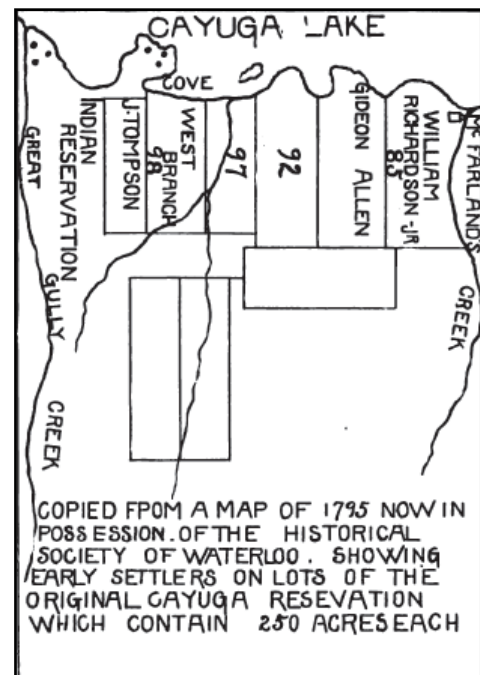
*In 1807 the Cayugas ceded to the State the entire residence and mine reservations for the sum of \$4,800, and became absolutely landless...and was known as the "Military Tract," and declared open for settlement.*

*To-day the Senecas, Oneidas, and Onondagas retain a part of their original reservations, but, as one writer has pathetically said, "The poor Cayugas have not, within their native boundaries, even a burial place which they can call their own!"<sup>4</sup>*

The earliest settlements in the area for which there are authenticated records, were made in 1790 by Frederick Gearhart, Thomas Thompson, and Edward Richardson. Richardson has been credited as the person responsible for initially damming up the north spring, creating North Pond and establishing the first log grist mill at this now historic location. The south spring was not dammed, creating Mill Pond (called South Pond today), until around 1800 by William S. Burling and John Earl.

In addition to the mill at North Pond, the earliest industries in the village included an inn (1807); a local branch of the U.S. Post Office (1811); and a small saw-mill and clothing establishment on the mill property at South Spring, known today as South Pond (1815).

The Village of Union Springs was incorporated on November 8, 1848 and originally contained 1,086.85 acres of land compared to approximately 1,071 acres today<sup>6</sup>. It has been documented in several written histories of the village that in 1877 the western boundary of the Village of Union Springs was extended to the middle of Cayuga Lake, however; no record of this expansion has been found in official records held by the State of New York.



Early settlements in Union Springs-  
historic sketch-map<sup>5</sup>

Frontenac Island, which has become an important identity symbol for the community (being one of only two naturally occurring islands in all of the eleven Finger Lakes), was thought to have been used as a ceremonial burial ground by early aboriginal people (Algonkin Indians), pre-dating the arrival of the Cayuga Nation of Indians and the other Iroquois tribes in the area. However, the island was actually inhabited by some of the earliest peoples ever recorded in Northern America living in the Archaic period (Stone Age people). These people exhibited distinguishing features that separated them from both the Lamoka and Brewerton Indians of slightly later periods, with whom they would eventually merge into, leaving them to be named the Frontenac Indians. Evidence has shown that this culture of Indians lived on the island from a period from approximately 3000 B.C. to 2000 B.C.<sup>7</sup> This is last trace of activity on the island until more modern times. The Iroquois Nation, including the Cayuga Nation of Indians, never inhabited or visited the island.

The island is located about a half-mile from the eastern lakeshore near the geographic center of the village and is approximately 1 acre in diameter. The island was named in honor of Louis de Buade, Comte de Frontenac, Governor-General of New France from 1673-1682 and 1689-1698 who notably led a military expedition against the Onondaga and Oneida tribes that neighbored the Cayugas to the east. The island was deeded to the Village of Union Springs by the State of New York on April 7, 1856 to forever be kept for public use “as a park and pleasure ground”.

*AN ACT to vest in the trustees of the village of Union Springs, the title, use, and occupation of the Island in Cayuga Lake, opposite to said village.*

*Passed April 7, 1856.*

*The people of the State of New York, represented in the Senate and Assembly, do enact as follows:*

*§1. The Commissioners of the land office, are hereby authorized and directed to sell and convey to the trustees of the village of Union Springs, the Island lying on the Cayuga Lake, opposite to said village, for the sum of one dollar, in trust, to be forever held, kept, and maintained by said trustees and their successors, for the use and benefit of the citizens of said village, as a park and pleasure ground.*

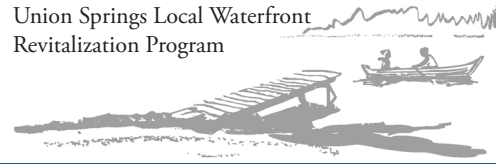
*§2. The said trustees shall, immediately upon the receipt of the deed or conveyance of said Island, make such regulations and by-laws, and they are hereby authorized so to do, and shall cause the trees on said Island to be preserved uninjured, and the grounds kept from injury, and whatever other regulations may be necessary in their judgment, to carry out the true intent and meaning of this act. And the said regulations may be enforced by such penalties as said trustees shall determine.*

*§3. This act shall take effect immediately.<sup>8</sup>*



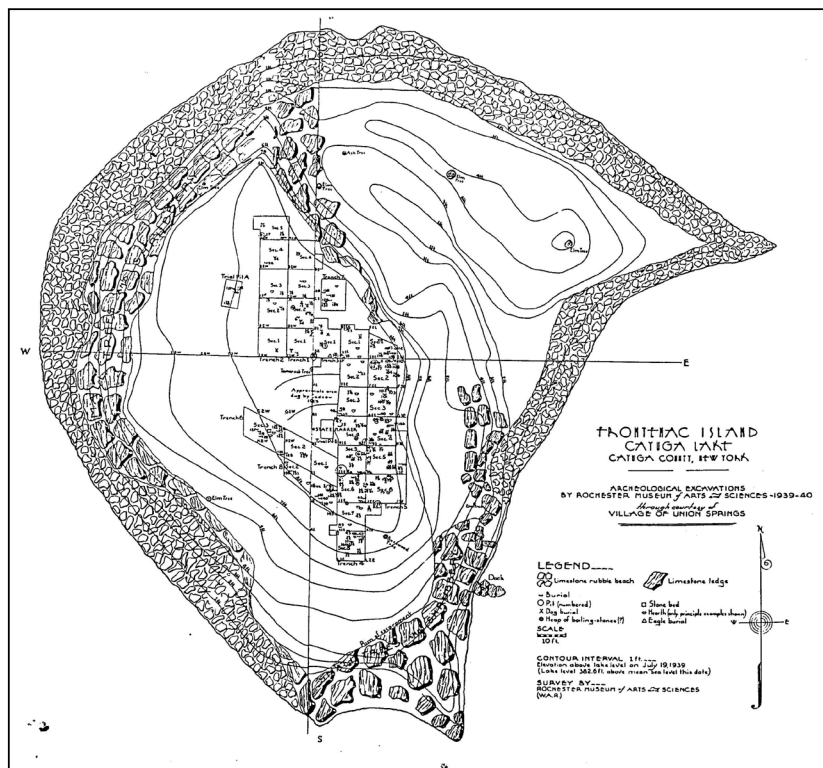
**Frontenac Island- historic sketch<sup>9</sup>**





In the months and years that followed, the land on the island was cleared of underbrush and debris; and improved by installing gravel walks and seats. However, by the late-1800s the improvements that had been made began to fade and deteriorate due to lack of maintenance. There have been several excavations on the island over time, most notably during the mid-1800s by the Auburn branch of the New York Central Railroad which quarried rock from the island to reinforce the shore along its right-of-way in the village while building the local section of the rail line; and again from 1939-1940 by the Rochester Museum of Arts and Sciences for an archaeological study under the guidance of William A. Ritchie. Artifacts found during this time confirmed the use of the island by the Frontenac, Lamoka, and Brewerton cultures dating back to the “Archaic occupation of New York” before the time of the Iroquois Nation.<sup>10</sup>

*If history is the process of human life experienced, symbolized, and remembered, then Frontenac Island must be one of the oldest and most significant historic places in New York State. Frontenac Island, in Cayuga Lake at Union Springs, New York is the last of the four great Archaic period sites excavated by William A. Ritchie between 1925 and 1940. Frontenac Island was an Archaic period place, and arguably a place of monumental significance within the Archaic social landscape. Ritchie excavated 159 human burials there in his 1939-1940 expeditions. Radiocarbon dating and stratigraphic sequence suggest that human burials began more than 5,000 years ago, while multiple hearth and grave-sites have been radiocarbon-dated to approximately 3,800 years ago.<sup>11</sup>*

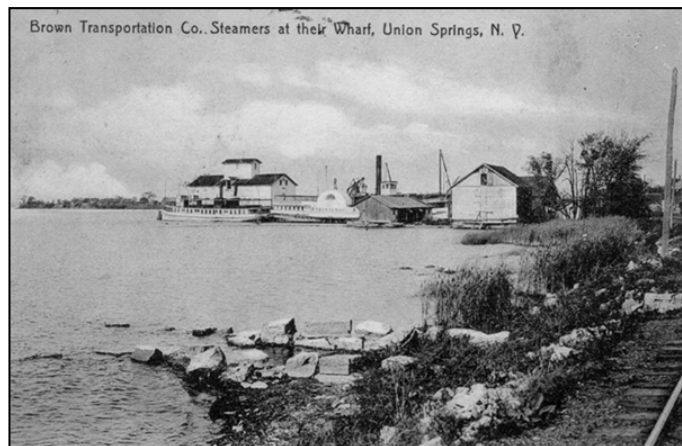


**Map of the excavations on Frontenac Island conducted by the Rochester Museum of Arts and Sciences, 1939-1940<sup>12</sup>**



**The Frontenac steamboat traveling near Frontenac Island<sup>13</sup>**

The Frontenac name has been adopted locally by several businesses beginning in the early-1800s with the Frontenac steamboat used to transport passengers and freight from one end of Cayuga Lake to the other; to the Frontenac Harbor Marina and the Frontenac Fowlers Guide Service that are both still in business today. There were several other steamboats, ferries, and canal boats operating from various ports along the entire lakeshore, but the Village of Union Springs had the only steam ferry boat, the R.B. Howland, that operated from the port known as Steamboat landing, later as Castelli's Marina, and now as Frontenac Harbor Marina.

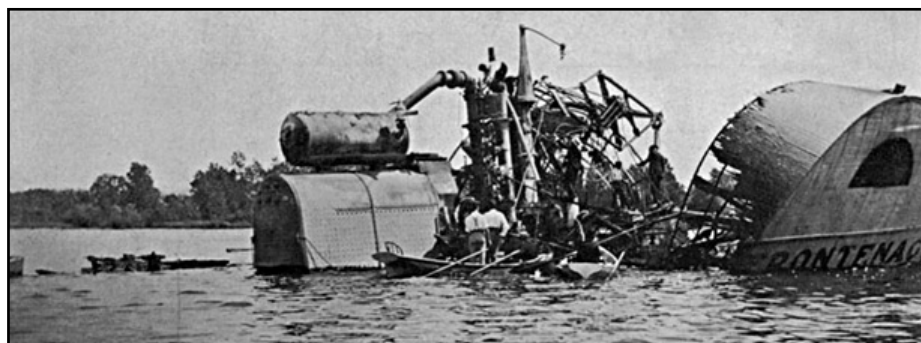


Steamboat Landing with The Frontenac steamboat and McDonalds Point in the background<sup>14</sup>

CAYUGA LAKE STEAMERS FRONTENAC, * MOHAWK AND IROQUOIS. DAILY PASSENGER SERVICE.																																																																																																																																																																																																																																																																																																																															
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Schedule for the steamboats operating on  
Cayuga Lake in 1905<sup>15</sup>

Canal boats were widely used and carried freight up to the shallow northern end of the lake and through the Cayuga-Seneca Canal which connected the lake to the Seneca River in Montezuma and to the Erie Canal. Unfortunately, the famed Frontenac steam boat caught fire on July 27, 1907 and due to inclement weather was grounded and burned down to the water line just off the shore where is subsequently sank. Sixty-two of the passengers and all of the crew members survived, but eight passengers perished while trying to swim ashore. In February of 1942 three residents of Union Springs salvaged the wreck in response to the war-time call for scrap metal and materials from the government.<sup>16</sup>



Photograph of The Frontenac steamboat after it was destroyed by fire on July 27, 1907<sup>17</sup>



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## FRONTENAC

*Sweet Sylvan Lake! one single gem  
Is in thy liquid diadem;  
No sister hath this little Isle  
To give its beauty smile for smile,  
With it to hear the blue birds sing-  
"Wake, leaves and flowers, here comes the  
spring"-*

*With it to weave for summer's tread,  
Mosses beneath and bowers o'erhead.  
With it to flash to gorgeous skies,  
The opal pomp and autumn's dyes,  
And when the winter's tempest blow,  
To shrink beneath the robes of snow.*

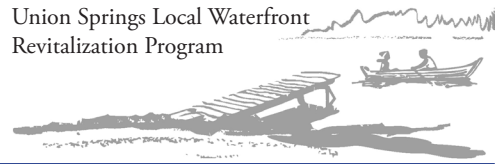
*Sweet Sylvan Lake! that Isle of thine  
Is like one hope through grief to shine,  
Is like one tie our life to cheer,  
Is like one flower when all is sere,  
One ray amidst the tempest's night,  
One star amidst the gloom of night.*

*Sweet Sylvan Lake! in memory's gold  
Is set the time when first mine eye  
From thy green shores behind thee hold  
Thy mirror to the sunset sky!  
Oh! who could view this scene, nor feel  
Its gentle peace within him steal,  
Nor in his inmost bosom bless  
Its pure and radiant loveliness.<sup>18</sup>*



**Photograph of Frontenac Island today<sup>19</sup>**

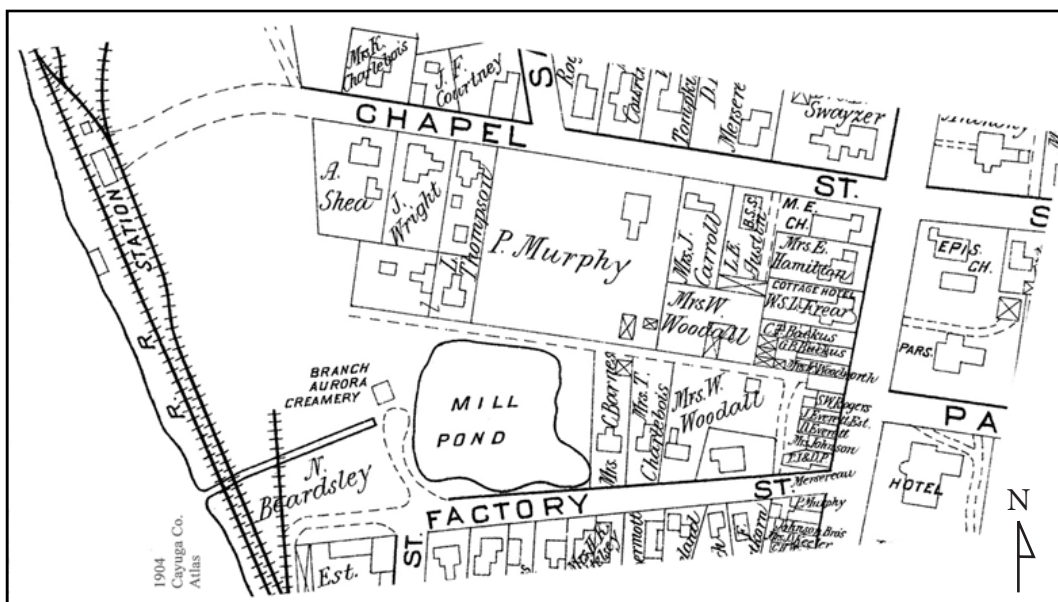




As a snapshot of this once bustling community, in 1879 with a population of around 1,400, the village boasted the following businesses: 8 churches representing Baptist, Catholic, Episcopal, Methodist, Orthodox and Presbyterian denominations; 4 schools including the Howland Institute, the Friend's Academy, a kindergarten, and the Union School; 1 newspaper office: The Union Springs Advertiser (there were 14 different local publications beginning in 1811, one succeeded by the next); 1 bank: the First National Bank of Union Springs; 1 insurance agency: the New York Central Insurance Company; 1 hotel; 17 stores of various kinds; 2 meat markets; 2 harness shops; 2 carriage shops; 2 grist-mills, a saw-mill, plaster-mill, planing-mill and hub factory, a foundry and machine shop, a brick and tile works, and a limestone quarry and kiln; 2 furniture and undertaking establishments; 2 blacksmith shops; 2 barber shops; 1 photographer; 1 bakery; 1 cigar and tobacco store; 1 marble works; 2 coal and lumber dealers; 1 grain warehouse; 1 nursery; and 1 patent buckwheat huller manufactory.<sup>20</sup>



Photograph from the top of the Union Springs Hotel & Sanitarium looking west toward the lake<sup>21</sup>



Cayuga County atlas, 1904 clipped to area shown in postcard above<sup>22</sup>



The most notable businesses that truly helped shape the community were the various mills built around both North Pond and South Pond, the Union Springs Agricultural Works, the N.Y. Central Plaining Mill and Hub Works, and the brick and tile works.



**Howland Stone Mill (Spring Mills)<sup>23</sup>**

Spring Mills was built in 1840 by George Howland from New Bedford Massachusetts on the site of the former log grist mill established in 1790 by Edward Richardson who dammed the spring to create the pond used for the mill. Howland's four-story building was constructed of blocks of local limestone and was 65 feet wide by 85 feet long. The mill building was located on the western edge of what was then called Howland Springs or Howland Pond, referred to as North Pond today. The mill was originally established under the name of Howland, Robinson & Co. and processed plaster, grist, and flour. The mill was expanded in use and size several times under many different owners. The mill used power generated from the movement of the water from the springs which was captured by the creation of the dam/pond in 1790 by Edward Richardson when he first established a log grist-mill at the site. The success of this mill property was also due to the canal that George Howland built between the northwestern edge of the building out into the lake that allowed for the transportation of goods, both raw and finished, by boat. For instance, flour was shipped in oak casks which when returned, were filled with oil.<sup>24</sup> At the time, the pond occupied 4.5 acres and the water rose at a rate of 2.5 inches per hour with an 18 foot fall.

As technology progressed with the invention and subsequent popularity of the automobile, operations at Spring Mills ceased. The building sat vacant for some time until it was purchased by Alex S. Hecht and Fred E. Allen in 1932 when they established the General Products Company; and started manufacturing after-market parts for automobiles including ignition coils, molded plastic ignition replacement parts. During WWII in 1942 and 1943, the plant was commissioned to produce various magneto ignition components for airplanes and the footprint of the plant was expanded beyond that of the original mill building. The building was continuously expanded over the next few decades to accommodate the expanding product and research divisions of the company. In 1958, General Products was producing parts for the first nuclear-powered submarine, the Nautilus. General Products continued to manufacture replacement parts for the auto industry until the company closed for good in 1997<sup>25</sup>

The property was then sold to TWR Automotive who continued to manufacture after-market car parts. Currently, the site is owned by LPW Development, LLC and used as warehouse space.





There is concern over contamination at the site due to decades of manufacturing and the use of highly toxic and caustic chemicals that were used in the production process including the use of TCE as a degreaser. The NYS DEC has been monitoring this site for many years and some efforts have been taken towards remediation, including continued use of monitoring wells throughout the site. In October 2015, TRW Automotive U.S., LLC submitted a Brownfield Cleanup Program (BCP) application and Remedial Investigation Work Plan to the NYS DEC for the General Products site.<sup>26</sup>

*Throughout the 1980's and 1990's the DEC hazardous waste manifests show the use and/or disposal of, inter alia, toluene, freon, flux, ink and thinner, TCE and DCE. According to undated notes (likely authored by a DEC employee), degreaser sludge was stored in barrels at the facility for many years. According to the notes, TRW, on its own, installed a dual phase system to address a soil contamination problem. In 1994, TRW stopped active remediation. After that, groundwater contamination was still noted. A March 14, 1996 letter from TRW to DEC details the work TRW had been doing at the facility. TRW had been monitoring outfall 001. In October 1995, testing indicated concentrations of VOCs above the action level of 5 ug/l. TRW began cleaning the catch basin and piping leading to outfall 001 in hopes of capturing residual contaminated sediment. Re-sampling of the outfall in November 1995 indicated the presence of 4,700 ug/l of TCE and 880 ug/l of 1,2-DCE. Based on these results additional sampling was conducted in an effort to determine the source of the VOCs. TRW's consultant at that time, O'Brien and Gere, identified a ground water seep located at the bottom of a slope of Mill Pond. It was believed that the seep was the source of contamination and was collected and treated.<sup>27</sup>*



**General Products Company (Howland Stone Mill/Spring Mills) 1948<sup>28</sup>**



**General Products Company (Howland Stone Mill/Spring Mills) 1970<sup>29</sup>**



**General Products Company (Howland Stone Mill/Spring Mills) 2015<sup>30</sup>**

Union Springs Mills, located on Mill Pond (called South Pond today), was first established as a fulling mill by James Barker in the very early 1800s after the dam was created in 1800 by partners William S. Burling and John Earl. James Barker sold the mill to Philip Winegar in 1815, after which time it was converted to a log grist mill. 1830 a building was added to create a clothing establishment and a woolen mill, which subsequently burned in 1834, but was rebuilt in 1836. This three-story stone building also processed flour and logs as a saw-mill operating under power from both water and steam. The mill was purchased in 1854 by the Beardsley brothers.

Established in 1875, the Union Springs Agricultural Works, owned by J. O. Spencer, manufactured the “Wide-Awake” brand thrashers, separators, steam engines, horse-powers, and agricultural implements. Another influential business, the N.Y. Central Plaining Mills and Hub Works, was established on March 1, 1874 by the Courtney Brothers (John F. and Charles E.) who worked as skilled carpenters and builders. They manufactured and sold doors, blinds, moldings, and sashes in addition to hubs and spokes. The Brick and Tile Works business was owned and operated by Dr. Benjamin Hoxie of Auburn and made an average of 400,000 bricks and 350,000 tiles annually.

In addition to transport by water, transportation by rail was an important industry in Union Springs via the Cayuga Lake Railroad which was completed in 1872 and ran from the City of Ithaca north to the Village of Cayuga. A few years later it was sold to the Lehigh Valley Railroad which ran a passenger and freight service, the former being discontinued in 1974. There are only two active segments of the original rail line that are still in use today. A freight line operated by CSX runs through the City of Ithaca, up from Pennsylvania, to the Cargill Salt Plant in the Town of Lansing and then to the Cayuga Power Plant, just north of Cargill, delivering coal to the power plant and picking up salt from Cargill to be used as road salt in Pennsylvania. The second segment is also a freight line, operated by the Finger Lakes Railroad, which is connected from a terminal in the City of Auburn to the original line north of “Cayuga Junction” in the Town of Aurelius. This line extends along the original line north into the Village of Cayuga and across the lake over to Seneca Falls.

Many of the original train stations/depots were salvaged and re-purposed after the actual tracks were removed along the lakeshore, including in the Village of Union Springs. The village restored the train station building, saving much of the original interior wood work and exterior trim, and currently utilizes the space as village offices.



**Union Springs Train Station in operation<sup>31</sup>**



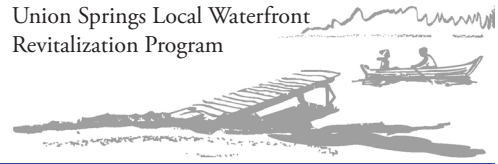
**Former Union Springs Train Station, current Village of Union Springs Offices<sup>32</sup>**



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6. This figure was determined using ArcGIS software and the most recent parcel data shapefile from the Cayuga County Office of Real Property Services to calculate the acreage per parcel of land located within the Village of Union Springs on September 30, 2016.
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13. Frontenac Island and the steamer Frontenac. Photo by William McAlpin Yates. William S. Hecht's Union Springs NY Picture Database on rootsweb. [http://freepages.genealogy.rootsweb.ancestry.com/~springport/pictures\\_18/00001853.jpg](http://freepages.genealogy.rootsweb.ancestry.com/~springport/pictures_18/00001853.jpg)
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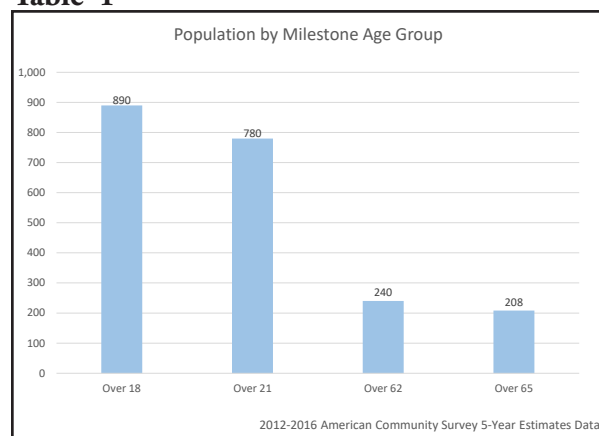


## 2.3 DEMOGRAPHIC & ECONOMIC CHARACTERISTICS

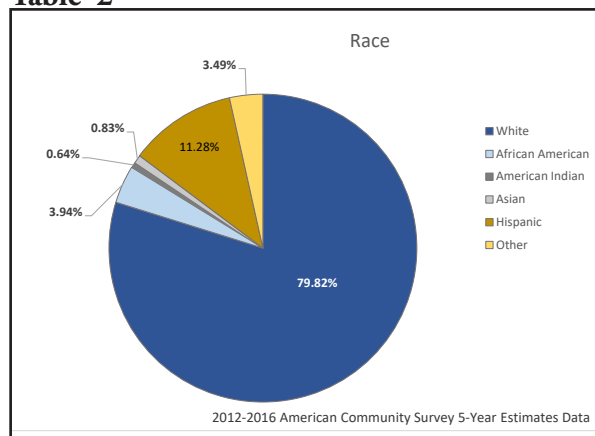
### Population

The Village of Union Springs has experienced a fluctuating population shift over the past two decades. There was an increase in population at a rate of 10.28% from 2000-2010 and a decrease in population by nearly the same amount at -9.82% from 2010-2016, putting the estimated 2016 population slightly above the year 2000 actual population.<sup>1</sup> According to the 2012-2016 American Community Survey (ACS) 5-Year Estimates conducted by the US Census Bureau, the estimated current population of the village is 1,090 people. The estimated median age of the population living in the village is 38.8. Tables 1 and 3 provide a snapshot of the distribution of the resident population in the village by various age groups using the 2012-2016 ACS 5-Year Estimates data. Table 2 illustrates the racial composition of the community.

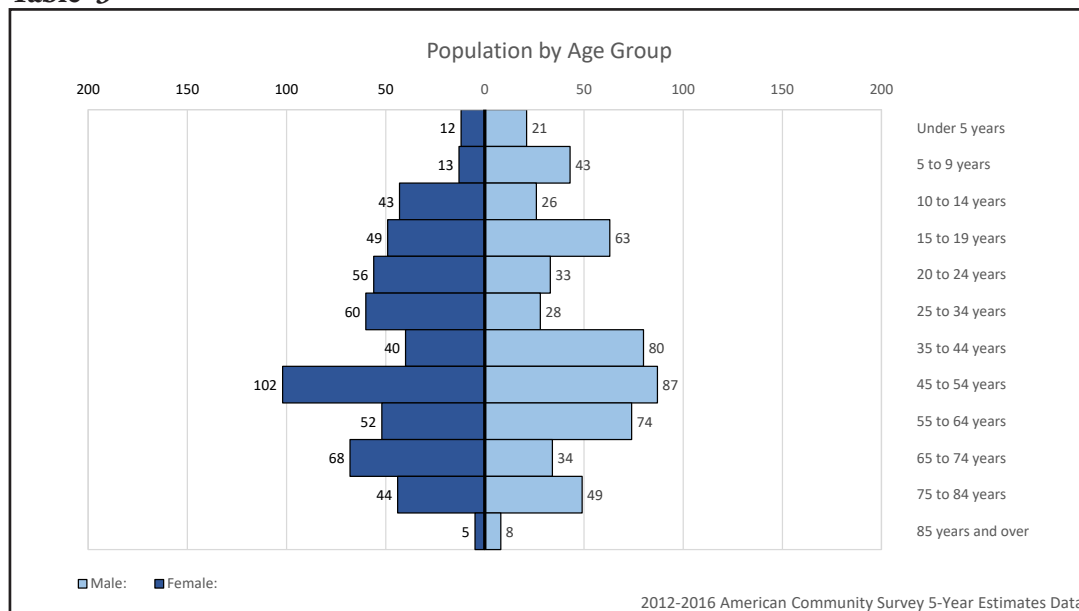
**Table 1**



**Table 2**



**Table 3**

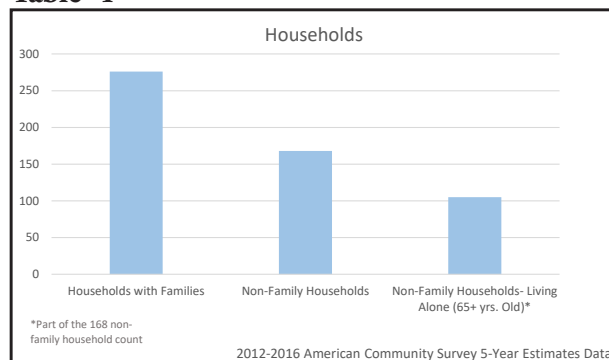


## Housing

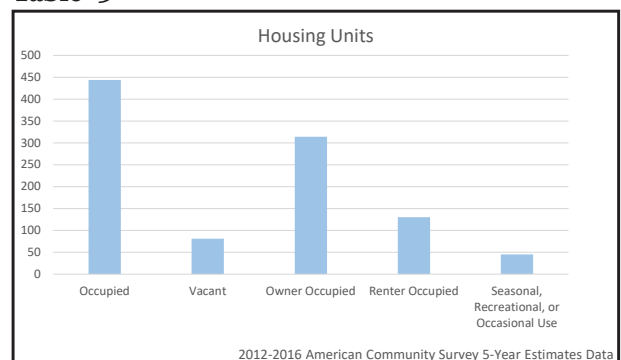
There is an estimated total of 444 households in the village with an average household size of 2.26 persons; and a total of 276 families with an average family size of 2.96.<sup>2</sup> Table 4 illustrates the distribution of household types that exist in the village.

According to the 2012-2016 ACS 5-Year Estimates, there are 525 housing units in the community (single-family, apartments, seasonal cottages, etc.); 314 of which are owner occupied and 130 are available to renters. According to the 2012-2016 ACS 5-Year Estimates the homeowner vacancy rate is 5.4% and the rental vacancy rate is an astonishing 0.0%. Both the homeowner and rental vacancy rates are quite low and would seem to indicate a very healthy housing stock in this community.

**Table 4**



**Table 5**



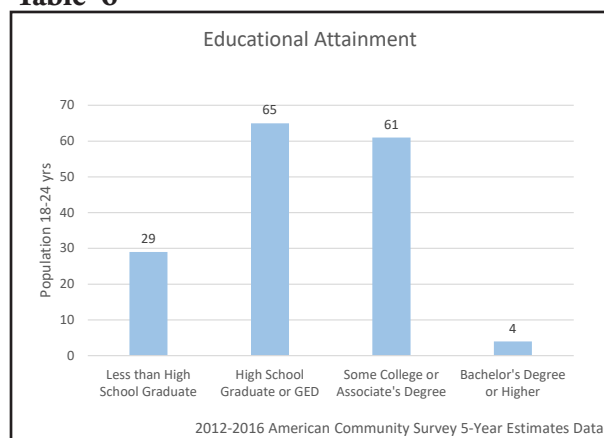
While this may be true when looking at the larger area of the entire village, the ACS figures appear to underestimate vacancy rates in the Historic Business District (HBD)\*. Vacancy rates have been disputed by the local Code Enforcement Officer. This was verified by an informal streetside survey conducted by the Cayuga County Department of Planning & Economic Development staff in May of 2015. Survey results confirmed that actual vacancy rates were higher than estimated in the 2012-2016 ACS 5-Year Estimates, and the 2010 US Census. In fact, of the 25 total buildings located in the HBD, 8 (32%) were found to be vacant; and 5 of those buildings are considered mixed-use with upper-story apartments above ground level commercial/retail space. Of the 31 total residential units available in the HBD (in 15 different buildings), Cayuga County identified 12 residential apartments to be vacant, representing 39% of the available units in the HBD. Additionally, these vacant units account for just over 50% of the total square footage available in residential apartments in the HBD. The commercial/retail space available in the Historic Business District is facing a similar vacancy rate of just over 45%; and an overwhelming number of the buildings in the HBD (88%) could be classified as historic and listed on the state or national register since they were built between 1830 and 1950. There is only one building in all of downtown that was built after 1967; which is the Seneca Fall Savings Bank built on a then vacant lot in 2009.

\*The boundary of the Historic Business District can be viewed on Map 4- Zoning on page 50.

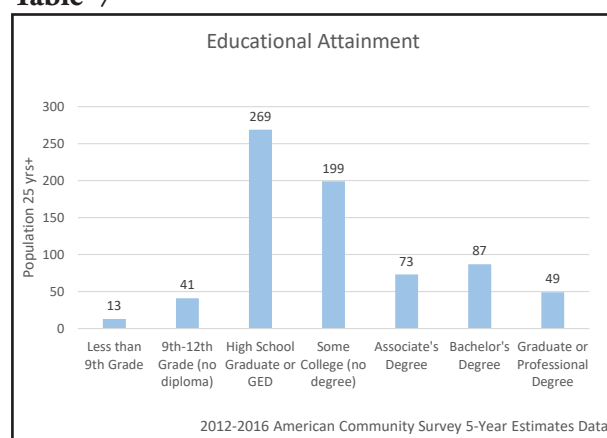
## Education

According to the US Census 2012-2016 ACS 5-Year Estimates, 82% of the people between the ages of 18 and 24 and 93% of the people over 25 living in the village have reached the educational attainment level of a high school diploma/GED or higher. While this isn't a huge difference, more research is needed to determine the reasons for the lower attainment level for this younger generation (aka the Millennials). The village will consult with the school district to determine what type of interventions or incentives are necessary to help bring this statistic up. Investments into the education and skilled training of the youngest generations is important, for they are the future of this community. Tables 6, 7, and 8 illustrate the educational attainment statistics mentioned above as well as the most recent school enrollment estimates.

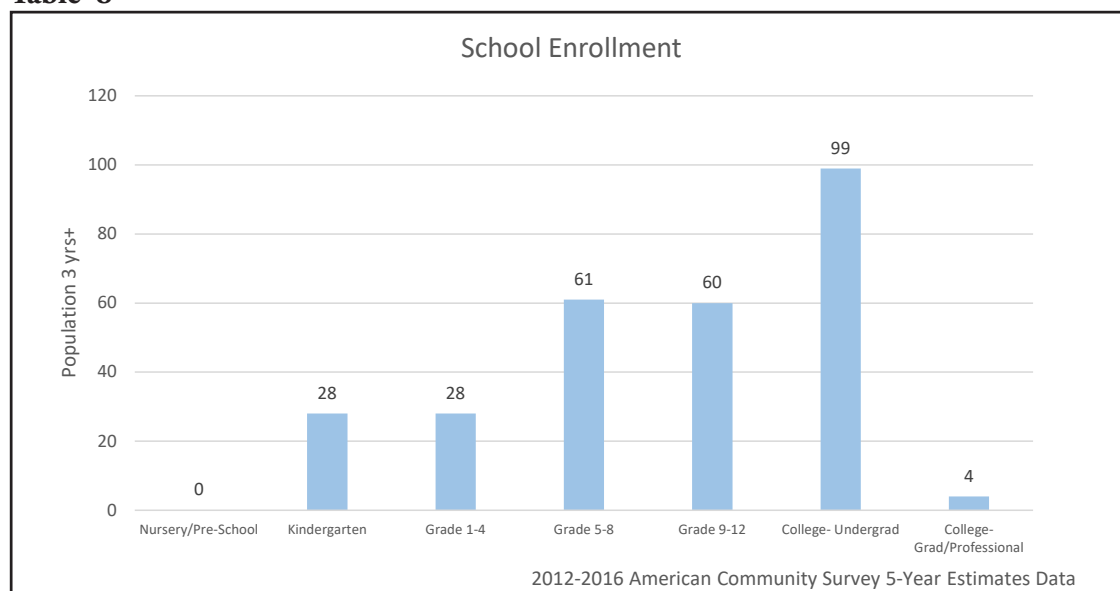
**Table 6**



**Table 7**



**Table 8**

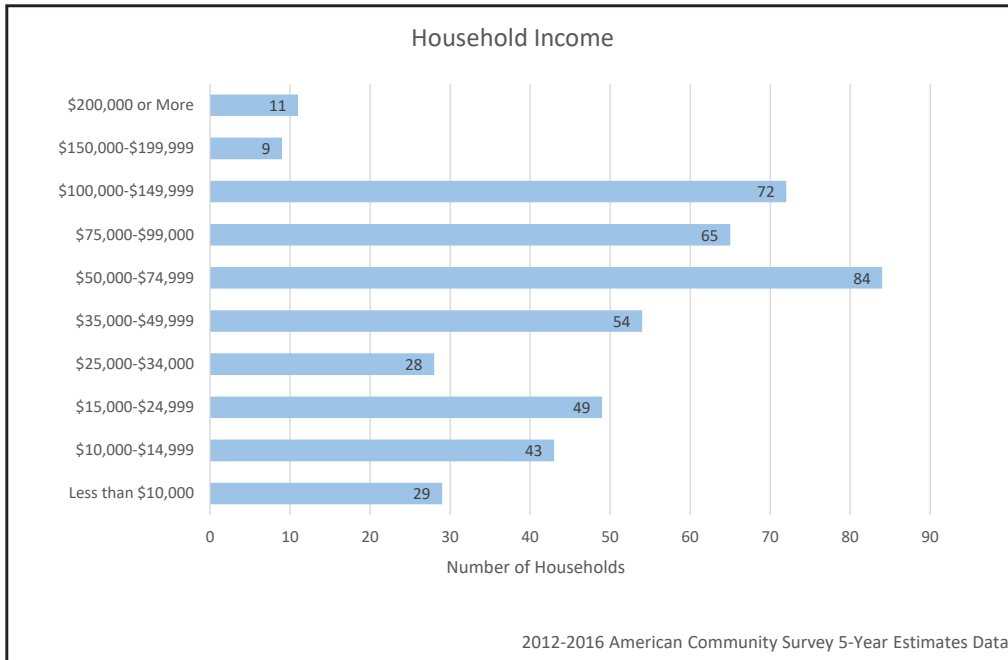




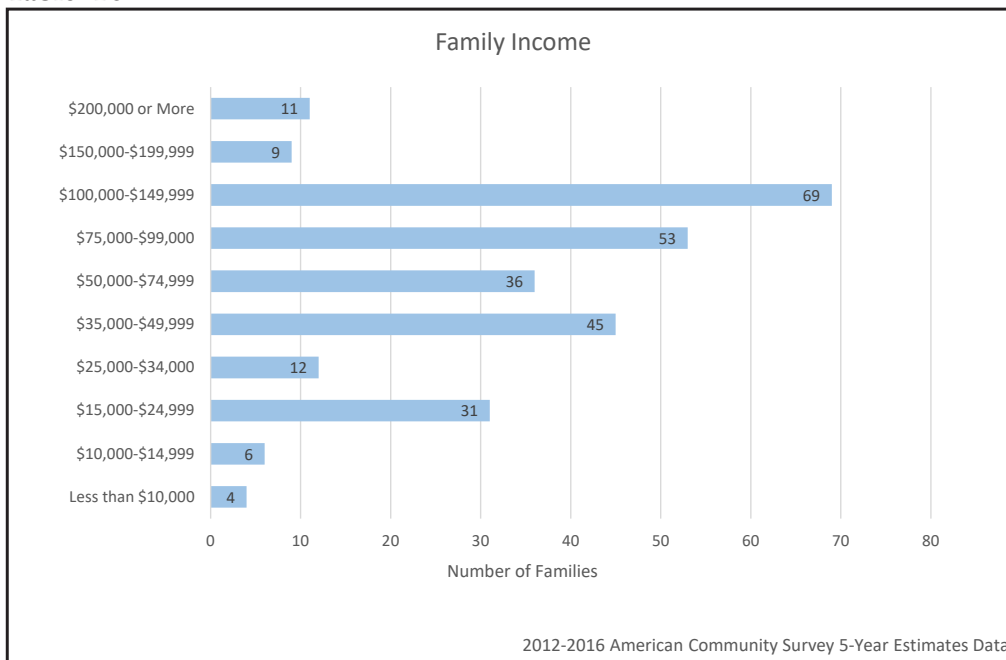
## Income and Poverty

According to the US Census 2012-2016 ACS 5-Year Estimates, the overall median household income in the village is \$60,341; and the estimated median income for families is \$80,156. There are 38 families out of the total 276 families in the community who are living below the poverty level. This figure equates to 13.8% of the total number of families living in the village, which is higher than the 7.8% of families for all of Cayuga County. Tables 9 and 10 illustrate the estimated number of household and families at various income levels.

**Table 9**



**Table 10**



## Business and Industry

Out of the thirteen different industry sectors that individuals in the village are employed in, Educational Services; Health Care & Social Assistance; Arts, Entertainment & Recreation; and Accommodations & Food Services are by far the top employers in the community. Table 11 below illustrates the distribution of employment by job sector of the civilian workforce age 16 and older. According to this same data set, the median earnings in 2016 for all individuals in the community was \$30,069; but the difference reported between median earnings for men vs. women in this community was \$18,158 with men earning \$50,625 and women only \$32,467.

**Table 11**

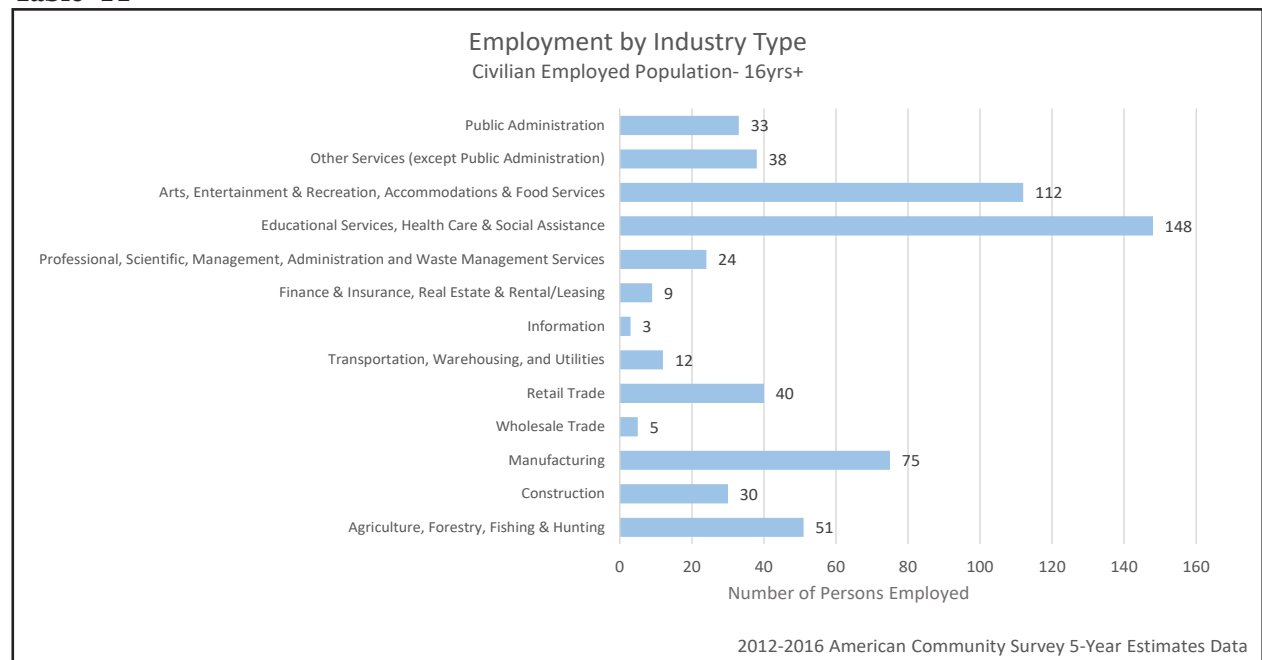
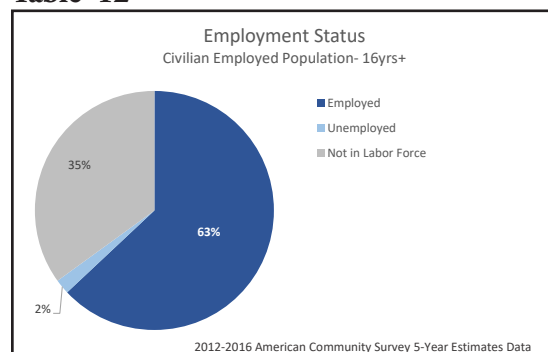
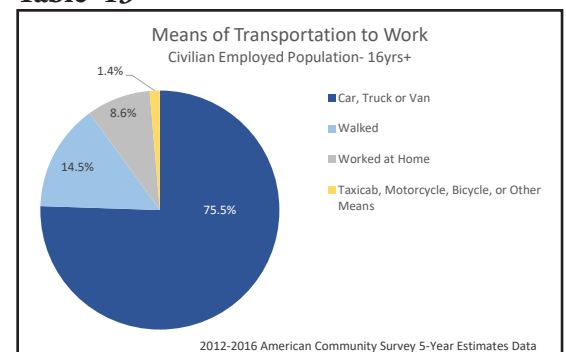


Table 12 illustrates the overall employment status of the population in the village that are 16 years or older. Tables 13 and 14 respectfully, illustrate how individuals in this same data set (employed civilians 16 years old and older in the village) traveled to work and how long their commute was from their home to their place of work. The average travel time to work for residents was 18.6 minutes. According to the US Census Bureau, 45% of the village's population works in Cayuga County, but only 5.3% work in the Village of Union Springs.<sup>4</sup>

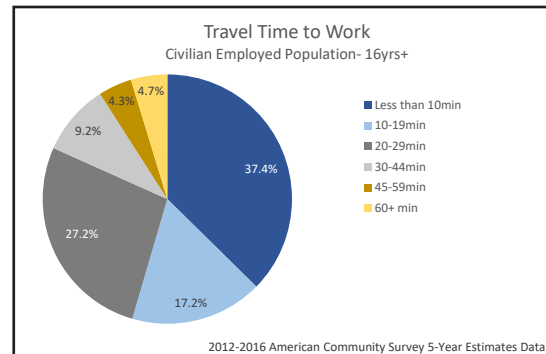
**Table 12**



**Table 13**



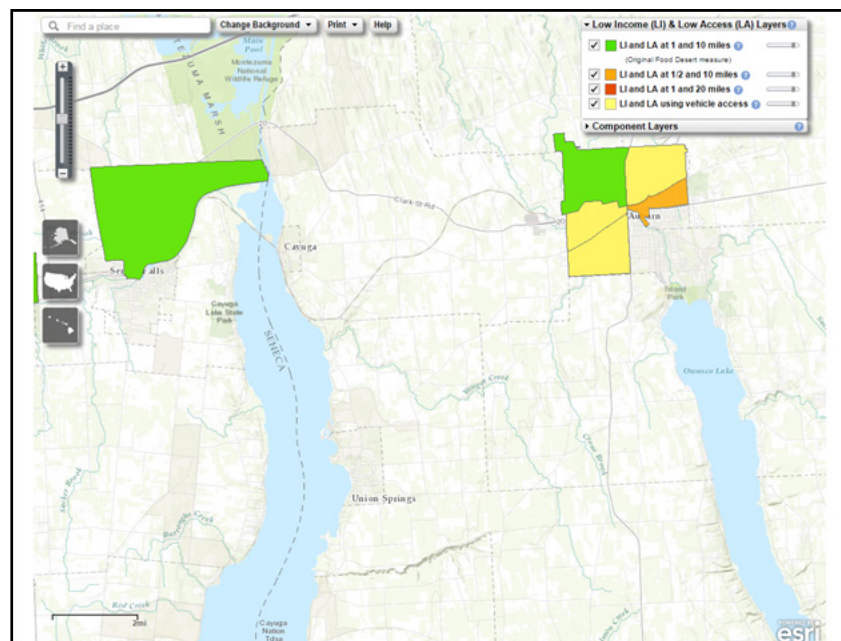
**Table 14**



### Access to Healthy Foods

The USDA defines a food desert as “parts of the country vapid of fresh fruit, vegetables, and other healthful whole foods, usually found in impoverished areas. This is largely due to a lack of grocery stores, farmers’ markets, and healthy food providers”.<sup>5</sup> Former First Lady Michelle Obama and the USDA have been working together on both the Let’s Move initiative to end childhood obesity and the proposed Healthy Food Financing Initiative to expand the availability of nutritious foods in existing food deserts across the nation. “The USDA defines what’s considered a food desert and which areas will be helped by this initiative: To qualify as a “low-access community,” at least 500 people and/or at least 33 percent of the census tract’s population must reside more than one mile from a supermarket or large grocery store (for rural census tracts, the distance is more than 10 miles)”. Using the Food Desert Locator mapping tool, the screen shot below indicates that the Village of Union Springs is not located in a food desert. The community has a Shur Fine grocery store and The Produce Place market which offers locally grown produce, plants (flowers, vegetable seeds, and starter plants), a small deli, and homemade baked goods: both are located on Cayuga Street (NYS Route 90).

The community does lack a pharmacy however, as there isn’t one in the local grocery store or a standalone pharmacy in the community. Many residents split their shopping trips between the local stores and those in the City of Auburn, where many residents work. Given the aging population, the addition of a pharmacy within walking distance to the senior housing complex on Fox Lane and any future senior housing development would be an asset to the community.



Screen shot showing existing food deserts around the Village of Union Springs<sup>6</sup>



## Market Analysis

In order to determine the potential for economic development in the community a market analysis was conducted using a drive-time methodology by examining key demographic and business sector data in a 10-minute, 20-minute, and 30-minute travel radii<sup>7</sup> by the predominant mode of transportation in the area: the automobile. These three travel time segments were chosen in order to capture data from the populations that are most likely to frequently travel into and out of the community (on a regular basis)<sup>8</sup>. Map 3 illustrates these three drive-time radii in relation to the Village of Union Springs Waterfront Revitalization Area boundary (WRA).

The drive-time analysis method for determining future market trends was chosen over a strict travel distance radii, since the location of Cayuga Lake to the west of the community effects travel patterns in the region; as such, a drive-time analysis is a more accurate indicator of the demographics and market trends of residents in and around Union Springs. Within each of these three drive-times, demographic indicators such as age, income, and community tapestry segment were analyzed. This data is summarized in Table 15 and in the following sections for Community Tapestry and Consumer Expenditure Analysis.

**Table 15: Demographics by Drive-Time Radii**

<i>Study Area</i>	<i>Population</i>	<i>Median Age</i>	<i>Median Housing Value</i>	<i>Median Household Income</i>
10 minute drive-time	2,429	45.9	\$143,590	\$63,897
20 minute drive-time	22,504	41.0	\$114,670	\$47,734
30 minute drive-time	66,741	43.0	\$121,527	\$52,562
Cayuga County	79,528	43.1	\$121,639	\$54,125
New York State	20,070,143	39.0	\$322,649	\$63,751

Source: 2018 Estimates from Esri, based on U.S. Census Bureau 2010 Census data on Population and Housing.

## Community Tapestry

The community tapestry analysis was conducted in the three drive-time radii around Union Springs to identify the specific consumer groups that exist in the immediate region. The community tapestry analysis is based on the principle that “birds of a feather flock together” in that people generally choose to live, shop, and recreate in areas that exude lifestyles, behaviors, and tastes similar to theirs. This type of analysis is used all over the country to help businesses better understand local/regional consumers in order to provide the products and services that these tapestry sectors are looking for.

Esri, a global geographic information systems company, describes their analytical tool this way: “Tapestry™ Segmentation, a market segmentation system designed to identify consumer markets in the United States, incorporates the effects of growth and decline in the last decade on established consumer markets plus the emergence of new markets populated by the Millennials and immigrants. Reflecting the increasing diversity among American consumers, Tapestry includes 67 distinct behavioral market segments which are grouped into 14 LifeMode groups that are based on lifestyle and lifestage.”<sup>3</sup> The most predominant tapestry segment groups found in each of the drive-time radii are summarized below<sup>4</sup>. The data in terms of the number of households included in each drive-time radii for each segment are exclusive of one another, meaning that the 30 minute drive-time data does not include the data for the 20 minute or 10 minute radii and so on.



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### **Cozy Country Living** (*LifeMode Group 6*)

#### Salt of the Earth (*segment 6B*)

- 878 (95.2%) of the households in a 10 minute drive radius
- 2,661 (30.4%) of the households in a 20 minute drive radius
- 4,643 (17.2%) of the households in a 30 minute drive radius

*Salt of the Earth* residents are entrenched in their traditional, rural lifestyles. Citizens here are older, and many have grown children that have moved away. They still cherish family time and also tending to their vegetable gardens and preparing homemade meals. Residents embrace the outdoors; they spend most of their free time preparing for their next fishing, boating, or camping trip. The majority has at least a high school diploma or some college education; many have expanded their skill set during their years of employment in the manufacturing and related industries. They may be experts with DIY projects, but the latest technology is not their forte. They use it when absolutely necessary, but seek face-to-face contact in their routine activities.

- Median Age: 44.1
- Median Household Income: \$56,300
- Household income just over the national median, while net worth is double the national median.
- Due to their rural setting, households own two vehicles to cover their long commutes, often across county boundaries.
- Home ownership rates are very high. Single-family homes are affordable, valued at 25 percent less than the national market.
- Nearly two in three households are composed of married couples; less than half have children at home.
- Completed education: 40% with a high school diploma only.
- Cost-conscious consumers, loyal to brands they like, with a focus on buying American.
- Try to eat healthy, tracking the nutrition and ingredients in the food they purchase.

### **Middle Ground** (*LifeMode Group 8*)

#### Hardscrabble Road (*segment 8G*)

- None (0%) of the households in a 10 minute drive radius
- 1,305 (14.9%) of the households in a 20 minute drive radius
- 1,520 (5.6%) of the households in a 30 minute drive radius

*Hardscrabble Road* neighborhoods are in urbanized areas within central cities, with older housing. This slightly smaller market is primarily a family market, married couples (with and without children) and single parents. Younger, highly diverse (with higher proportions of black, multiracial, and Hispanic populations), and less educated, they work mainly in service, manufacturing, and retail trade industries. Unemployment is high (almost twice the US rate), and median household income is half the US median. Almost 1 in 3 households have income below the poverty level. Approximately 60% of householders are renters, living primarily in single-family homes, with a higher proportion of dwellings in 2–4 unit buildings. This market is struggling to get by.

- Median Age: 32.4
- Median Household Income: \$28,200
- Renters: About three-fifths of households.
- Primarily family households, married couples with or without children, single parents, and multi-generational households.
- Education completed: 38% with a high school diploma only; 28% with some college or an associate's degree.
- Wages and salaries are the primary source of income for 70% of households, with contributions from Supplemental Security Income for 12% and public assistance for 7%.
- These cost-conscious consumers purchase sale items in bulk and buy generic over name brands.
- They tend to save money for a specific purpose.

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## **Hometown (LifeMode Group 12)**

### **Traditional Living (segment 12B)**

- None (0%) of the households in a 10 minute drive radius
- 916 (10.5%) of the households in a 20 minute drive radius
- 4,020 (14.9%) of the households in a 30 minute drive radius

*Traditional Living* residents in this segment live primarily in low-density, settled neighborhoods. The households are a mix of married-couple families and singles. Many families encompass two generations who have lived and worked in the community; their children are likely to follow suit. The manufacturing, retail trade, and health care sectors are the primary sources of employment for these residents. This is a younger market—beginning householders who are juggling the responsibilities of living on their own or a new marriage, while retaining their youthful interests in style and fun.

- Median Age: 35.5
- Median Household Income: \$39,300
- Married couples are the dominant household type, but fewer than expected from the younger age profile and fewer with children; however, there are higher proportions of single-parent and single-person households.
- Most neighborhoods are located in lower-density urban clusters of metro areas.
- Average commuting time to work is very short.
- Over 70% have completed high school or some college.
- Almost three quarters of households derive income from wages and salaries, augmented by Supplemental Security Income and public assistance.
- Cost-conscious consumers that are comfortable with brand loyalty, unless the price is too high.
- Connected and comfortable with the Internet, they are more likely to participate in online gaming or posting pics on social media.
- TV is seen as the most trusted media.

### **Small Town Simplicity (segment 12C)**

- None (0%) of the households in a 10 minute drive radius
- 1,252 (14.3%) of the households in a 20 minute drive radius
- 2,072 (7.7%) of the households in a 30 minute drive radius

*Small Town Simplicity* includes young families and senior householders that are bound by community ties. The lifestyle is down-to-earth and semirural, with television for entertainment and news, and emphasis on convenience for both young parents and senior citizens. Residents embark on pursuits including online computer games, scrapbooking, and rural activities like hunting and fishing. Since almost 1 in 4 households is below poverty level, residents also keep their finances simple—paying bills in person and avoiding debt.

- Median Age: 40.8
- Median Household Income: \$31,500
- They reside in small towns or semi-rural neighborhoods, mostly outside metropolitan areas.
- Homes are a mix of older single-family houses (61%), apartments, and mobile homes.
- Half of all homes are owner-occupied.
- This is an older market, with half of the householders aged 55 years or older, and predominantly single-person households.
- Education: 67% with high school diploma or some college.
- Income from wages and salaries, Social Security or retirement, increased by Supplemental Security Income.
- Price-conscious consumers that shop accordingly, with coupons at discount centers.
- Connected, but not to the latest or greatest gadgets; keep their landlines.
- Community-orientated residents; more conservative than middle-of-the-road.
- Rely on television or newspapers to stay informed.



### Consumer Expenditure Analysis

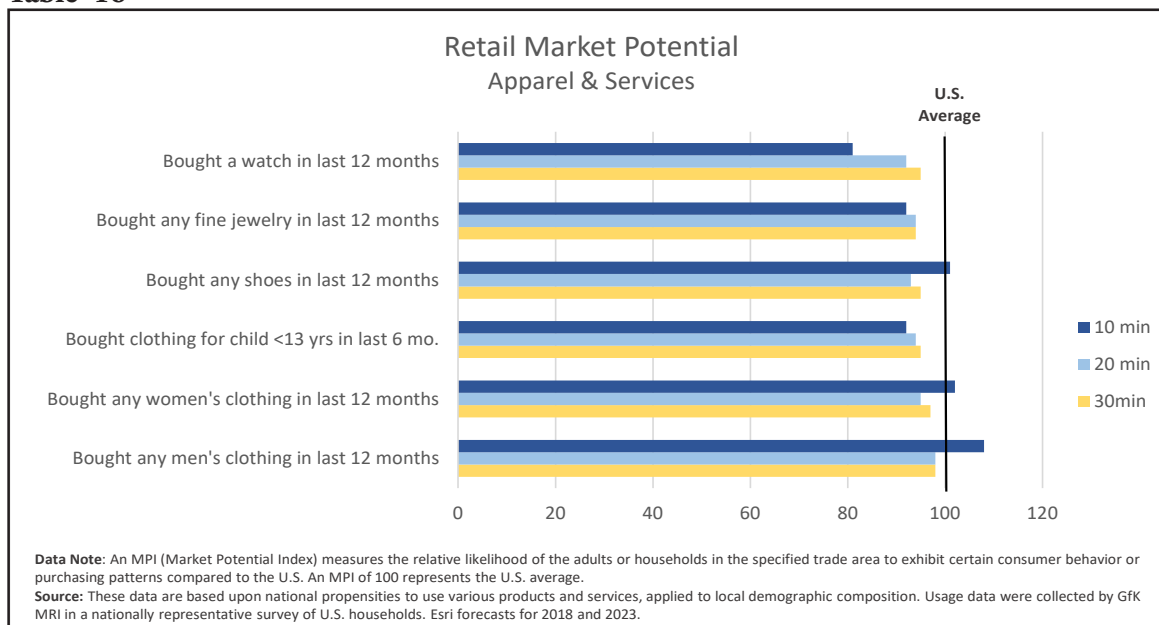
The Market Potential Index (MPI) measures the relative likelihood of the adults or households in the specified trade area to exhibit certain consumer behavior or purchasing patterns compared to the U.S. An MPI of 100 represents the U.S. average, so, for example, if the index for a particular item is higher than 100, it indicates that households in the study area likely spend more than average on a product or service.

This data is useful in several aspects. First, the MPI can help a community determine the types of services which residents in the area are willing to patronize more often, or spend more per activity. For instance, residents in the study area (particularly in the 10 minute drive time area) spend significantly above the national average on apparel, electronics like digital cameras and personal computers, frequently shop and spend large sums at convenience stores, and automobile maintenance including purchasing gasoline. This would indicate a demand for these types of services or amenities in the WRA.

In addition, the MPI can illustrate areas in which the market may be saturated. For example, spending on jewelry and watches is much lower than the national average. These statistics suggest that the number of big-box chain stores in the region is filling the need for these items. Additionally, the presence of a Wegmans grocery store in Auburn could be contributing to the low index for environmentally conscious and organic products, since the store provides a wide variety of these items. It is therefore unlikely that boutique-style shops in a downtown setting which solely sell these products would be as successful in the WRA.

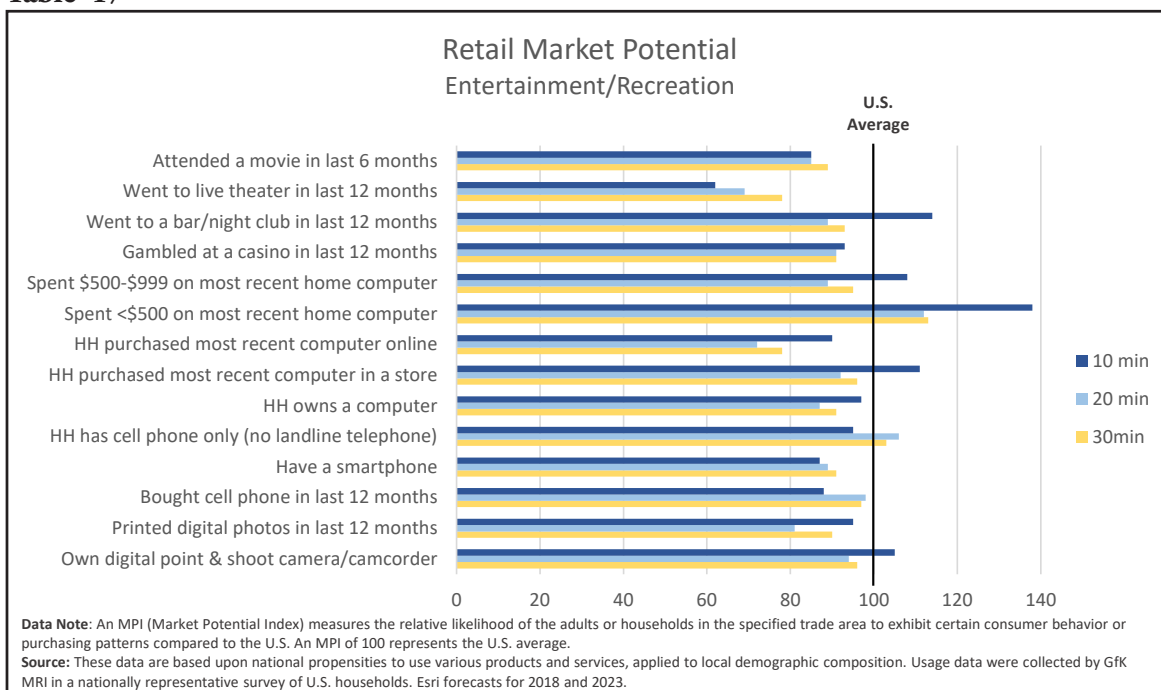
Finally, the MPI supports the findings of the Tapestry data. In particular, the 10 minute drive-time and 30 minute drive-time areas spends significantly more than the 20 minute segment studied in this report. This indicates groups which are willing to spend more money to obtain luxury or high-end products, or to patronize shops and services more often; and those that have a higher disposable income than in the 20 minute drive-time area. Tables 16 through 20 below illustrate the consumer spending potential around Union Springs in five major categories in each of the three drive-time areas; and Table 21 illustrates consumer's psychographics (buying preferences) in each of the three drive-time areas.

**Table 16**

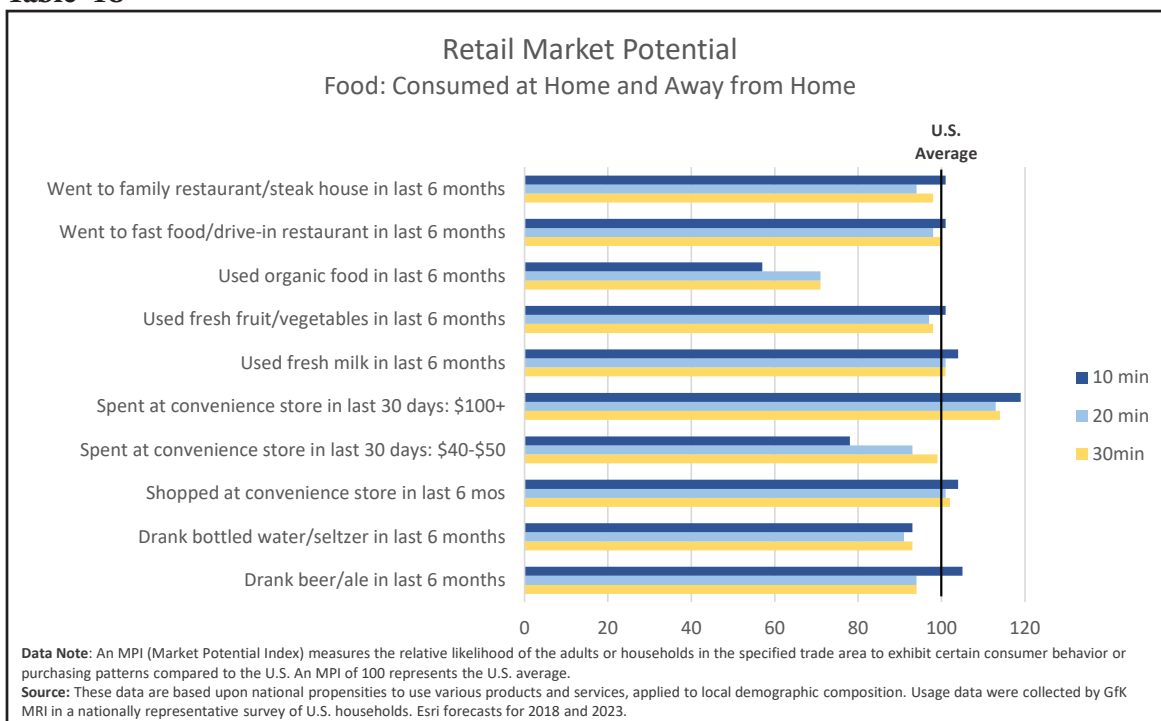




**Table 17**

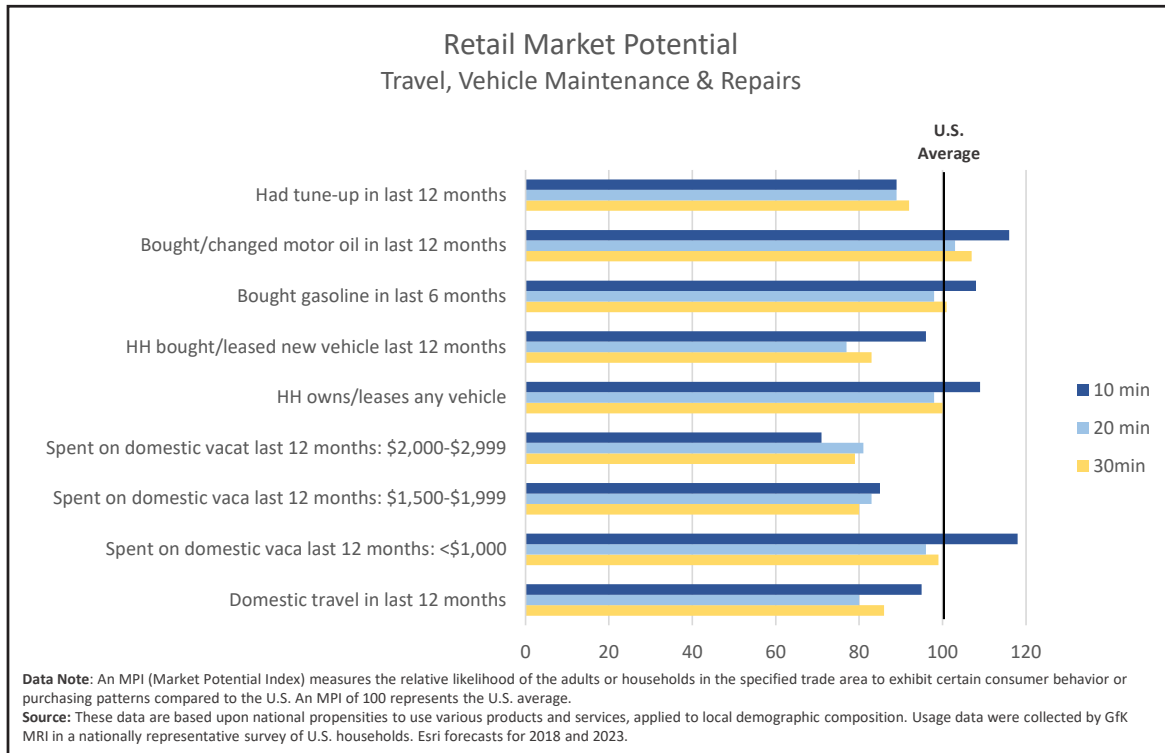


**Table 18**

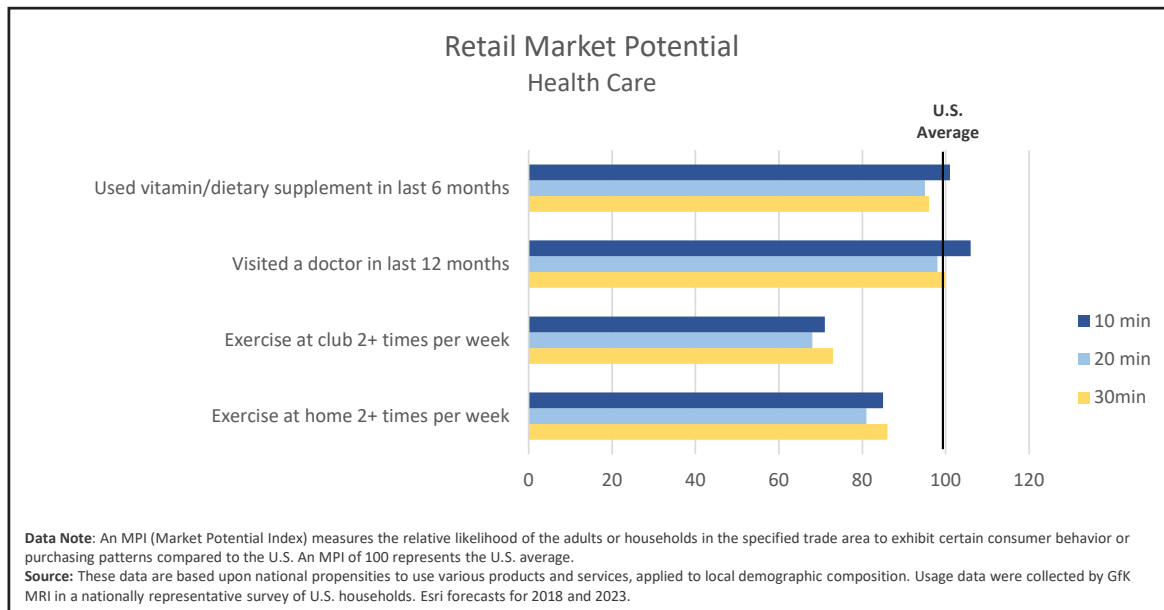




**Table 19**

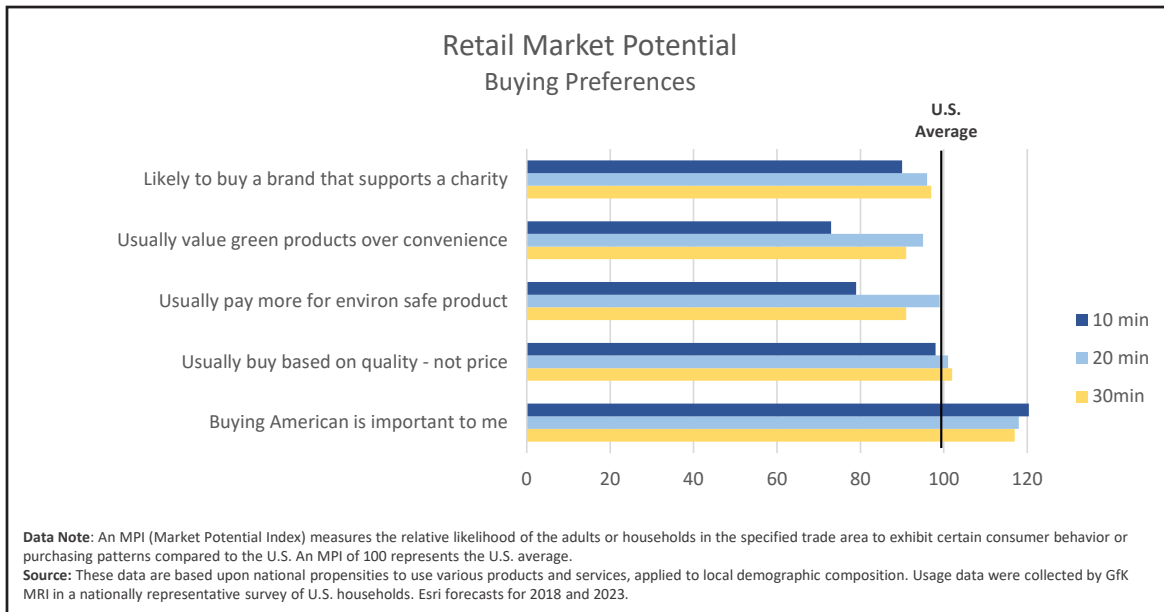


**Table 20**





**Table 21**



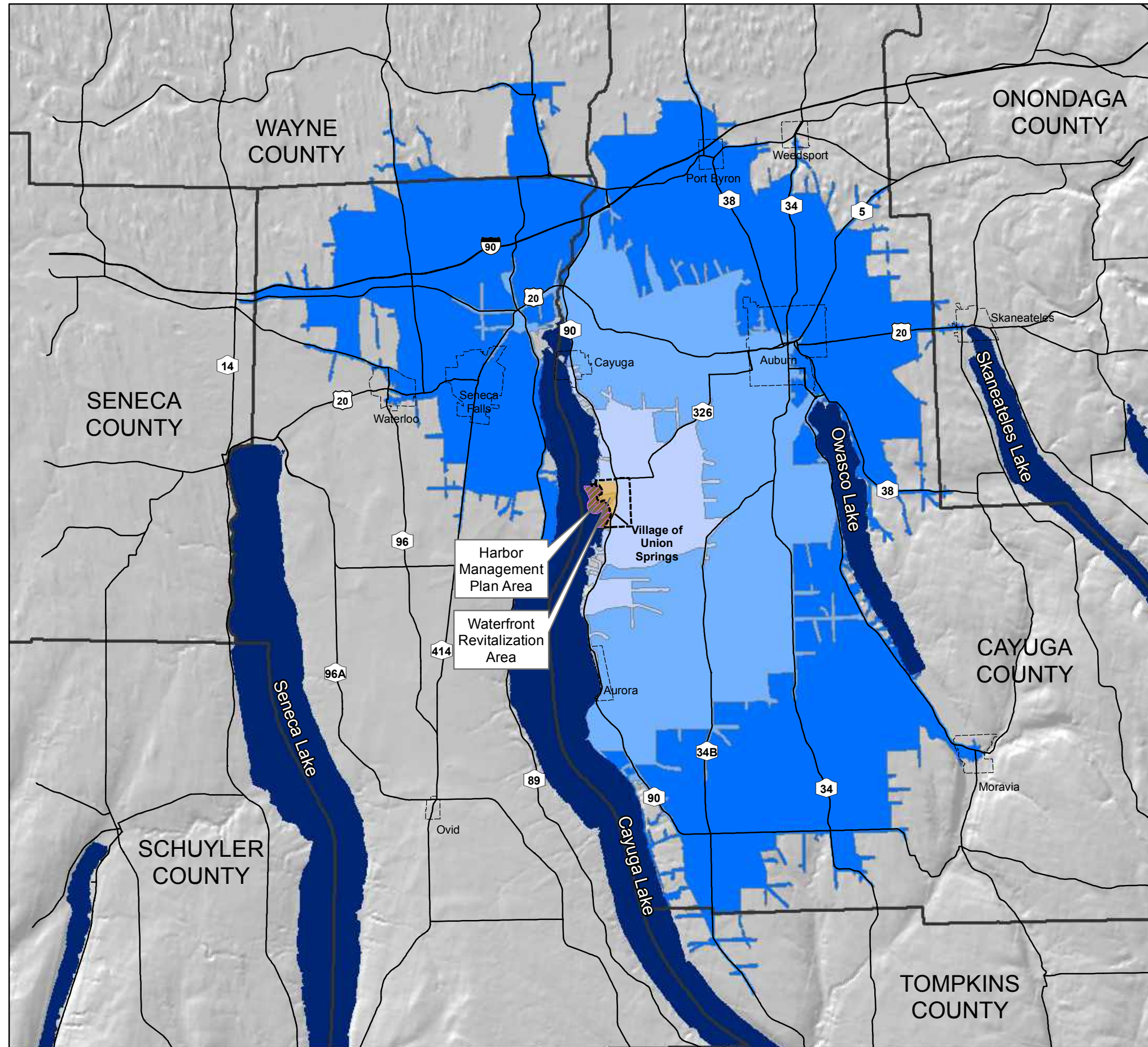
According to the Cayuga County Tourism Office 2015 report, the following dollar amounts are spent annually in Cayuga County for tourism activities: Lodging- \$30.72 mil; Food & Beverage- \$21.07 mil; Retail & Service Stations- \$17.44 mil; Recreation- \$3.40 mil.



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## **Citations**

1. Census information for the Village of Union Springs was gathered from the United States Census Bureau using 2000 census data, 2010 census data, and 2012-2016 American Community Survey estimates data. All data was obtained through the American FactFinder data search tool available at: <http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>
2. Census information for the Village of Union Springs was gathered from the United States Census Bureau using 2000 census data, 2010 census data, and 2012-2016 American Community Survey estimates data. All data was obtained through the American FactFinder data search tool available at: <http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>
3. Data from the United States Census Bureau 2012-2016 American Community Survey estimates obtained through the American FactFinder data search tool available at: <http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>
4. US Census Bureau: OnTheMap application. Accessed 09-10-18. <http://onthemap.ces.census.gov> Selection Areas used: Village of Union Springs, Cayuga County, and New York State.
5. American Nutrition Association. Nutrition Digest. Volume 38, No. 2. Available at: <http://americannutritionassociation.org/newsletter/usda-defines-food-deserts>
6. Food Access Research Atlas. USDA. Available at: <http://www.ers.usda.gov/data-products/food-access-research-atlas/go-to-the-atlas/>
7. Esri White Paper J9941, Tapestry Segmentation: Methodology. 2016.
8. Esri, Tapestry Segmentation data summary of traits, 2016. Available from [esri.com/tapestry](http://esri.com/tapestry). Note from Esri: The Index represents the ratio of the segment rate to the US rate multiplied by 100. Consumer preferences are estimated from data by GfK MRI.

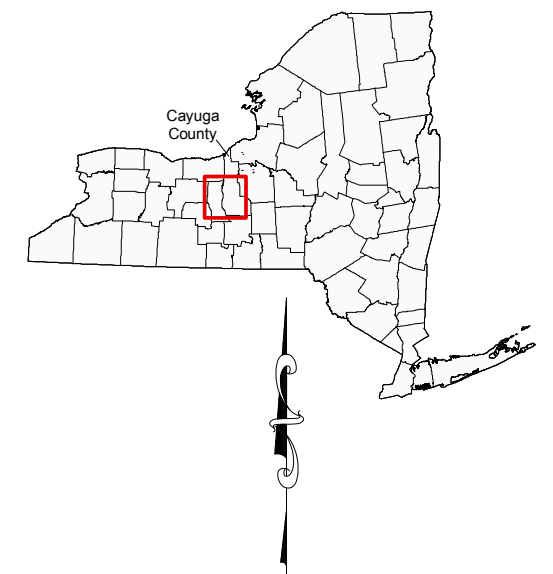


### Map 3 Drive-Time Radii

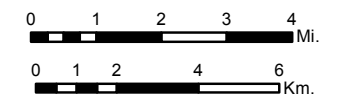
#### Travel Times by Car

- 10 Minutes
- 20 Minutes
- 30 Minutes
- Waterfront Revitalization Area Boundary
- Harbor Management Plan Area Boundary
- Municipal Boundaries

Sources:  
 U.S. Geological Survey. 2012. The National Elevation Dataset (NED).  
 U.S. Geological Survey. 2014. The National Hydrographic Dataset (NHD);  
 The National Transportation Dataset (NTD).  
 NYS Office of Information Technology Services GIS Program Office. 2016.  
 GIS file of city and town boundaries.  
 Esri ArcGIS Online Business Analyst extension, 2016. HERE street  
 drive-time radii data, 2016.  
 Cayuga County Department of Planning and Economic Development. 2016.  
 County Geographic Information System (GIS) database.



Map prepared by:



This map was prepared for the New York State Department of State with funds provided under Title 11 of the Environmental Protection Fund.





## 2.4 REGIONAL PLANNING EFFORTS

There have been several regional planning efforts over the years for the area around the Village of Union Springs, primarily focused on Cayuga Lake, the mostly notably of which is the Cayuga Lake watershed management plan. The plan, officially titled the Cayuga Lake Watershed Restoration and Protection Plan (RPP), was completed in 2001 through a collaborative effort between two regional planning boards (Genesee/Finger Lakes and Central New York), 31 municipalities, and several community action groups. The Cayuga Lake Watershed Intermunicipal Organization (IO)<sup>1</sup> was formed as a result of the implementation strategy in the plan; and Union Springs has been an active member of the IO since 2004.

*The Intermunicipal Organization envisions Cayuga Lake recognized and valued by all watershed residents as the watershed's foremost natural feature and resource, deserving of and receiving protection via watershed-wide adoption of land-use plans that minimize pollution and sprawl, preserve viewsheds and soils, and result in a sustainable and diverse economy that provides satisfying employment for all residents able to work and that contributes to regional self-sufficiency, all in a non-discriminatory, equitable, and cooperative manner.*

*The Intermunicipal Organization (IO) will work through the development and implementation of the RPP to promote the understanding that is vital to maintain and improve the ecological health and beauty of the watershed and the protection and preservation of Cayuga Lake, along with building and maintaining a productive economy in order to sustain a healthy social environment for the people of the Cayuga Lake Watershed.*

*The purpose of the IO is to recognize the interrelatedness of all activities within our watershed and to collaboratively and collectively work to address issues and problems. The goal is to promote understanding that is vital to maintain and improve the ecological health and beauty of the watershed along with building and maintaining a productive economy and also sustain a healthy social environment for the people of the Cayuga Lake Watershed.<sup>2</sup>*

The plan identified several sub-watershed as areas of concern regarding level of sediment reaching the lake from streambank erosion and encroachment in riparian corridors. The IO has continued to work with communities, landowners, and organizations/agencies in the watershed when possible to minimize storm water run-off and erosion in and around the major tributaries to help reduce sediment plumes entering the lake. As a result of their efforts, in 2015 the Town of Ithaca (member of the IO) was awarded funding from the NYS Department of State through the Environmental Protection Fund to update the watershed management plan. The Cayuga Lake Watershed Network<sup>3</sup> assisted with this process which was completed in March 2017.

Other regional planning efforts include the Cayuga Lake Watershed Wetland Management Report (Sept. 2001)<sup>4</sup> which was a product of the RPP; the planning and establishment of the Cayuga Lake Scenic Byway<sup>5</sup> in 2002; the Scenic Route 90 Waterfront Villages Plan (April 2003)<sup>6</sup>; the Cayuga Lake Blueway Trail Plan developed by the counties of Cayuga, Seneca, and Tompkins with a grant from the NYS Department of State through the Environmental Protection Fund (Dec. 2013)<sup>7</sup>; and the Cayuga County Office of Tourism Strategic Plan (Nov. 2015).<sup>8</sup> While all of these plans and efforts contain some strategies or suggestions for the future prosperity of the larger community surrounding Union Springs, none provide the framework or guidance for the development and preservation of the waterfront area (WRA defined in this plan); which is why this LWRP is so important to the community.



Map of the Cayuga Lake Scenic Byway<sup>9</sup>



In June of 2018, the NYS Water Quality Rapid Response Team, with assistance from national experts and local stakeholders, developed Harmful Algal Bloom (HAB) Action Plans for 12 lakes that have experienced HABs or are vulnerable to them developing, including Cayuga Lake. The plan “identified contributing factors fueling HABs and immediate actions that can be taken to reduce the sources of pollution that spark algal blooms.” and includes information on “...lake background, designated uses, user and stakeholder groups, monitoring efforts, water quality conditions, summary of HABs in the lake, waterbody assessment, conditions triggering HABs, sources of pollutants, lake management/water quality goals, summary of management actions to date, and proposed HABs actions.”<sup>10</sup> The NYS Water Quality Rapid Response Team will coordinate the implementation of action plan recommendations with \$60 million in implementation funding that will be distributed through competitive grants through various existing funding programs across the state.<sup>11</sup>

The Central New York Regional Economic Council (CNY REDC), established as one of ten regional economic development councils by Governor Andrew M. Cuomo in 2011, works closely with business and municipalities in the counties of Cayuga, Cortland, Madison, Onondaga, and Oswego in an effort to bring continued economic prosperity and growth to the region. The Economic Development Councils were established as a way to distribute state funds to regional not-for-profits, municipalities and other agencies, and the business community for projects of a larger scope than that which could be awarded through various state agencies through the CFA award process. Since its inception, the CNY REDC has been the recipient of one of the top annual awards from the Governor each year to implement their strategic plan in the region.

*Innovation and collaboration will create opportunity for all who live and work in Central New York. We will take ownership over our future; operate in a nimble, efficient, and effective manner; and leverage our many assets—natural, agricultural, geographic, economic, educational, cultural, and human—to form a diverse, sustainable, and globally competitive economy while preserving and enhancing our region’s treasured quality of life.*<sup>12</sup>

The CNY REDC has set the following strategic goals and priority industry concentrations that all funding requests are measured by:<sup>13</sup>

1. Strengthen Targeted Industry Concentrations that Leverage Unique Economic Assets (Clean Energy and Environmental Systems; Health, Biomedical Services, and Biosciences; Financial Services; Agribusiness and Food Processing; Advanced Manufacturing; and Tourism)
2. Improve Competitiveness in and Connections to Regional, National, and Global Economies (Encourage New Venture and Product Development; Prioritize Investments in Innovation, Commercialization, and Process Improvement; Capture a Greater Share of the Global Marketplace; Build a 21st Century Infrastructure; and Maximize Human Capital)
3. Revitalize the Region’s Urban Cores, Main Street and Neighborhoods (Rethink; Re-purpose; and Retrain)

In their 2016-2017 Progress Report, the CNY REDC identified the following three Pillars of Economic Growth as their key indicators for success in the region:<sup>14</sup>

1. Invest in Key Growth Drivers
2. Build an Inclusive Economy
3. Develop Enablers of Prosperity



The New York State Department of Environmental Conservation, in their 2016 update of the New York State Open Space Conservation Plan, included in the priority projects for Central New York and the Finger Lakes (Regions 6, 7, & 8) the need to preserve and protect the shorelines and riparian zones around each of the Finger Lakes, including Cayuga Lake. The plan cites the importance of protecting all waters of the State, but notes that four of the eleven Finger Lakes, including Cayuga Lake, are designated as Important Bird Areas by the New York Audubon society because they are significant wintering areas for several endangered and threatened species of waterfowl (see Section 2.12 for more details).

*The Finger Lakes Region has been identified as a Major Resource Area and strategies, such as acquisition of additional public access and consolidation of existing State projects continues to be recommended. The shorelines of most of these unique lakes are tied up in private ownership so that most citizens have little direct experience with them, even though their length provides hundreds of miles of shoreline. Steep slopes and riparian zones offer majestic views of these lakes, along with natural protection of their unique resources. Public goals for protection include public access and wildlife protection. Public access for swimming, photography, shoreline fishing, and canoeing is minimal. Natural, forested shoreline is itself a scarce resource, incrementally lost over time to home site development.*

*Projects to preserve portions of the shoreline of any of these lakes, either for public access or for wildlife, could include acquisition, easements, or additions to existing public segments. Parties, including New York State, local governments, and non-profit organizations, must be prepared to capitalize on these opportunities, which will become increasingly critical as shoreline development and prices continue to climb.<sup>15</sup>*

In addition to protecting the Finger Lakes for wildlife and drinking water, the plan calls for the protection of the lakes and lands around them for recreational purposes as well. Table 22 below lists the overarching goals from the 2016 New York State Open Space Conservation Plan that are of particular relevance to the Village of Union Springs LWRP.

<b>Table 22: New York's Open Space Conservation Goals<sup>16</sup></b>	
<i>No.</i>	<i>Goal</i>
1	To protect water quality, including surface and underground drinking water supplies, lakes, streams and coastal and estuarine waters needed to sustain human life and aquatic ecosystems.
2	To provide accessible, quality, outdoor recreation and open space to all New Yorkers.
3	To protect habitat for the diversity of plant and animal species to ensure the protection of healthy, viable and sustainable ecosystems.
4	To improve quality of life and overall health in our communities, especially those with limited current access to open space.
5	To maintain critical natural resource-based industries such as farming, forest products, commercial fishing and tourism.
10	To maintain an interconnected network of protected lands and waters enabling flora and fauna to adapt to climate change.
11	To protect habitat to sustain the traditional pastimes of hunting, fishing, trapping and wildlife viewing.
13	To protect and enhance scenic, historic and cultural resources considered to be valued parts of the common heritage of our citizens.
15	To improve quality of life with targeted green infrastructure that restores environmental benefits of open space, aesthetics, clean air, water, soil and access to nature in disadvantaged communities that have suffered an excessive, unfair share of environmental degradation.
16	To identify, sustain, and rebuild natural lands, features, and systems that prevent or buffer impacts to life and property from extreme weather events.

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## **Citations**

1. Cayuga Lake Watershed Intermunicipal Organization webpage: <http://www.cayugawatershed.org/>
2. Cayuga Lake Watershed Restoration and Protection Plan. Genesee/Finger Lakes Regional Planning Council. July 2001. Pg. 5-6.
3. Cayuga Lake Watershed Network website: <http://www.cayugalake.org/>
4. Cayuga Lake Watershed Wetland Management. Genesee/Finger Lakes Regional Planning Council. September 2001. Available at: <http://www.cayugawatershed.org/Cayuga%20Lake/wetland/Final%20Report.pdf>
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8. Strategic Direction: Destination 2020. Cayuga County Office of Tourism. November 24, 2015. Available at: <http://tourcayuga.com/assets/Uploads/Documents/Cayuga-Strategic-Direction-February-2016.pdf>
9. Harmful Algal Bloom Action Plan for Cayuga Lake. Available at [http://www.dec.ny.gov/docs/water\\_pdf/cayugahabplan.pdf](http://www.dec.ny.gov/docs/water_pdf/cayugahabplan.pdf)
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11. Cayuga Lake Scenic Byway map. Available at: <http://cayugalake.com/> Accessed: September 12, 2016.
12. Central New York Regional Economic Development Council, Five-Year Strategic Plan: 2012-2016. Page 32. Available at: <http://regionalcouncils.ny.gov/themes/nyopenrc/rc-files/centralny/final%20CNY%20REDC%20plan%20single%20pages.pdf>
13. Central New York Regional Economic Development Council, Five-Year Strategic Plan: 2012-2016. Page 2. Available at: <http://regionalcouncils.ny.gov/themes/nyopenrc/rc-files/centralny/final%20CNY%20REDC%20plan%20single%20pages.pdf>
14. Central New York Regional Economic Development Council, 2016-2017 Progress Report. Page 5. Available at: [http://regionalcouncils.ny.gov/sites/default/files/regions/centralny/CNY\\_ProgressReport2016.pdf](http://regionalcouncils.ny.gov/sites/default/files/regions/centralny/CNY_ProgressReport2016.pdf)
15. New York State Department of Environmental Conservation; 2016 New York State open Space Conservation Plan. Page 141-142.
16. New York State Department of Environmental Conservation; 2016 New York State open Space Conservation Plan. Page 1-2.

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## 2.5 LOCAL PLANNING EFFORTS

Below is a brief overview of the village's historic use of land use tools and planning documents, as well as, in general, what their current Comprehensive Plan and Zoning Law recommend/require for lands within the WRA.

### Previous Planning Efforts

While the majority of municipalities in Cayuga County developed Master Plans or Comprehensive Plans beginning in the mid-1960s, that is not the case for the Village of Union Springs. The Village of Union Springs Planning Board, at the request of the Village Board of Trustees, first developed a unified vision and strategy for future growth and land use in the village beginning in 1977. In December of 1982 they presented a document titled Village of Union Springs Policy Development Plan to the Village Board of Trustees that was later adopted by the village. The plan provides a general future development concept focused on orderly moderate growth while still preserving the character and historic architecture of the village. The plan also includes specific recommendations for amending the village's 1973 zoning law to include additional light industrial areas to help "broaden the village's economic base"<sup>1</sup>; maintain and upgrade the public water system; encourage a variety of housing development types including single-family, apartments, and senior housing; upgrading park and recreation facilities; developing a community center; and adopting and enforcing both mobile home and residential subdivision ordinances. After this plan was adopted by the Village Board of Trustees, the village did develop and adopt a mobile home ordinance, subdivision regulations, and amended their zoning law in 1987. In 2007, the village adopted a new and more thorough Comprehensive Plan with assistance from the Cayuga County Department of Planning & Economic Development (CCPED); followed by a new Zoning Law adopted in 2013, again with assistance from CCPED, which updated and incorporated all previous land development ordinances.

### Current Planning Efforts

As mentioned above, the village has a Comprehensive Plan and Zoning Law that were each updated fairly recently. Additionally, the Village of Union Springs adopted a Hazard Mitigation Plan as part of the Cayuga County Multi-Jurisdictional All-Hazard Mitigation Plan in 2013<sup>2</sup>; which includes a detailed annex for each participating community in the county. The plan identifies local natural hazards and infrastructure elements that are at risk from events such as flooding, severe storms, ground failure, and transportation related environmental hazards.

### *Comprehensive Plan*

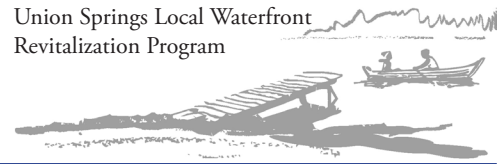
The Village of Union Springs 2007 Comprehensive Plan provides the following vision statement for the future growth and development of the village:

*This Plan represents the first village-wide comprehensive plan since 1982 and will play a critical role in directing the future development of the village. The Plan includes recommendations to enhance the village business district, improve the visual appearance of the village, promote tourism, improve recreational opportunities, reinforce the village's traditional land use pattern, promote activities for the youth, and better connect the village to the Lake.*

Table 23 summarizes the various goals in the village's Comprehensive Plan that relate either specifically or indirectly to the Waterfront Revitalization Area covered in this LWRP plan. Additionally, the village's Comprehensive Plan provides the following specific recommendations related to waterfront and downtown revitalization:

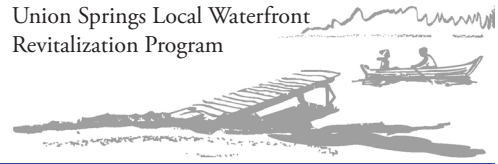
- Provide education through local newsletters or brochures to help educate the community of activities they can do or modify in order to protect local water resources. (pg. 39)
- The village should consider enacting a stormwater prevention law in order to review and enforce storm water plans within the village. These plans ensure that the proposed steps are taken to prevent sediment from getting into waterways and ensuring that the water leaving a site is of the same quality and quantity as prior to the new development. (pg. 40)
- Evaluate the Town of Springport's Wellhead Protection Plan to determine if that plan or a similar one should be adopted by the Village of Union Springs. (pg. 41)
- Update existing regulations to provide for buffers and other measures in order to protect wetlands from negative impacts of development. (pg. 41)
- Modify existing zoning law to incorporate the proposed Zoning Districts...Lakeside Residential, Historic Business District, and Waterfront Commercial.<sup>3</sup> (pg. 43-46)
- Improve pedestrian access throughout the village and provide connectivity to destinations within the village. (pg. 60)
- Create a development and management plan for the park to determine what maintenance activities are needed and what improvements are required to meet the needs of the residents. (pg. 75)
- Develop an overall improvement plan for the village's pedestrian pathways. (pg. 77)
- Continue to find funding for commercial facade and business improvements to redevelop the historic business district into a more viable commercial center. (pg. 87)





**Table 23: Village of Union Springs 2007 Comprehensive Plan- Goals Related to the LWRP<sup>4</sup>**

<i>Topic</i>	<i>Goals</i>
Natural Resources	Preserve and maintain the quality of the village's environmental features.
Land Use	Encourage land use patterns that protect and enhance the unique character of the village while permitting a diverse range of land uses.
	Preserve and enhance permanent open space that protects significant cultural, scenic, and natural features and helps to maintain the village's small town character.
Housing	Promote housing opportunities for all residents of the Village of Union Springs that is of quality construction, variety, affordability, and accessibility.
Transportation	Ensure that adequate and attractive public parking is available in the downtown area.
	Provide a "pedestrian friendly" atmosphere in the village by maintaining, enhancing, and extending the sidewalk network in the village.
Infrastructure	Promote the maintenance, enhancement, and development of municipal utilities that meet the needs of as many people as practicable in the most cost-effective manner.
Cultural Resources	Increase the amount and types of cultural activities available to the village residents and tourists.
Recreation	Improve and expand recreational facilities in the Village of Union Springs and ensure that they are accessible and meet the diverse recreational needs of all residents.
	Develop linkages among the village's recreational and open space resources, the downtown area, and residential neighborhoods.
	Promote the village's recreational and open space resources, the downtown area, and residential neighborhoods.
Historical Resources	Promote the historic and cultural heritage of the Village of Union Springs through the preservation of historically significant structures, sites, landscapes, artifacts, and records.
Economic Development & Tourism	Preserve and strengthen the economy of the Village of Union Springs and encourage a growing and diversified economic base.
	Recognize and promote tourism as one of the village's key economic development strengths.
Visual & Aesthetic Resources	Maintain and enhance the visual character of Union Springs by improving the appearance of Scenic NYS Route 90 and other areas outside the downtown.
Historic Business District	Revitalize the Historic Business District.



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### **Citations**

1. Village of Union Springs Policy Development Plan. Prepared by the Village of Union Springs Planning Board. Dated December 1982. Page 10.
2. Cayuga County Multi-Jurisdictional All-Hazard Mitigation Plan. Village of Union Springs Annex, Section 9.31. Available at: <http://www.cayugacounty.us/Departments/Planning-and-Economic-Development/Environmental-Protection/Hazard-Mitigation>
3. Author's note: included in this list are the three most important new zoning districts recommended by the village's Comprehensive Plan as it relates to the LWRP and the Waterfront Revitalization Area. The 2013 zoning law incorporated all of the recommended changes to the village's zoning map including the establishment of these three new districts.
4. Excerpts from the Village of Union Springs Comprehensive Plan, adopted in 2007.