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TOWN AND VILLAGE OF LOWVILLE

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EXECUTIVE SUMMARY

Lowville envisions itself as a vibrant, rural community committed to maintaining a high quality of life, promoting environmental sustainability, and providing unparalleled access to outdoor recreational opportunities. The town and village of Lowville intend to preserve and enhance their small-town charm while diversifying their economic base and encouraging economic development that is consistent with Lowville's unique character. With the creation of an active and walkable commercial corridor, the opening of new and niche businesses, the expansion of housing options, and the enhancement of recreational and quality of life amenities, Lowville sees itself transforming into a thriving, family-friendly, and economically viable place for people of all ages to live, work, and visit.

Over the course of a year, the town and village of Lowville Comprehensive Planning Committee worked closely with the New York State Tug Hill Commission, Lewis County Planning Department, the Lewis County Historical Society, and others to draft this comprehensive plan. They knew that in order for a comprehensive plan to truly reflect the vision and goals of the community, they would need to have opportunities for public participation. So, surveys, meetings, workshops, and hearings were planned within that year to collect information and feedback from the public.

This final comprehensive plan provides a shared vision for the future of Lowville while also providing a legal foundation for land use regulatory activities. The plan lets those within and outside the Lowville community know the desires, character, and image of the community. The plan should be used to identify and implement capital projects and apply for loans or grants. This document is organized into three major parts, plus an introduction and appendices.

- 1. Introduction.** The introduction describes the location of Lowville, the purpose of the plan, and the general vision of the community. It also highlights the community vision statement. A description of community input is provided, and the town and village boards and the Comprehensive Planning Committee who all played a critical role in the creation of the plan are acknowledged. A comment on the periodic review and update of the plan and the history of Lowville can be found in this section. The Lewis County Historical Society dedicated a significant amount of time and energy to review the 2008/2009 plan's historical section and made appropriate updates. They have added much historical value to this plan. Readers are encouraged to visit the historical society's website: [Lewis County Historical Society \(lewiscountyhistory.org\)](http://Lewis County Historical Society (lewiscountyhistory.org)).
- 2. Part I: Community Profile.** This section presents a compilation of relevant facts about demographics and indicators of the town and village based on U.S. Census data, New York State Comptroller's Office data, and other sources. Readers will have a better understanding of the population counts, age distribution, and household and housing statistics of the town and village. Income and poverty levels, languages spoken at home, race and ethnicity are also covered in this section. Work-related data are presented in the educational attainment, employment, and transportation to work



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subsections. Town and village finances, property taxes, and land uses are also discussed.

3. **Part II: Community Goals and Strategies.** This section presents an overview of community strategies to accomplish goals and visions established by the community for different issues. These goals and strategies reflect the needs and desires of the community, and were developed based upon public meetings; strengths, weaknesses, opportunities, and threats (SWOT) exercises; and the community survey. The goals and strategies form the foundation of the land use plan and policies, described in Part III, Land Use Plan and Policies.
4. **Part III: Land Use Plan and Policies.** This section includes a description of the character of different areas of the town and village as well as policies that will guide development in the town and village. These policies are general and serve as the framework for the town and village's land use regulations. Information in this section is intended to inform the decisions of the town board, village board, planning board, and zoning board of appeals. All development projects in the town should conform to the character of the community and the policies outlined in this section.
5. **Appendices.** The appendices provide additional information on a variety of topics mentioned throughout the plan. The first and second appendices present an abbreviated version of the Lowville comprehensive plan community survey and business survey results. The third appendix summarized the information gathered in the SWOT workshops. The fourth appendix illustrated the design vocabulary matrices for the town and village based on the visual preference survey and workshops. The fifth appendix describes several growth management tools that the town and village can use to achieve their vision and goals. Lastly, the sixth appendix contains the comprehensive plan maps that can help readers visualize different spatial aspects of this comprehensive plan.

This plan has passed through public review, county review, state environmental quality review, and local review processes. Despite being vetted by many individuals and organizations, it is a living document. Information within this comprehensive plan reflects the vision, goals, strategies, and land use policies at the time it was written and may change over time. Thus, readers are encouraged to use this document to its fullest and provide feedback whenever possible for the next iteration of the plan. Thank you to all members of the town, village, county, and state who have contributed to this plan and participated in its review and update.



INTRODUCTION

Location

The town and village of Lowville are in central Lewis County on the eastern edge of the Tug Hill plateau. The town encompasses approximately 37.8 square miles or 24,192 acres. Neighboring municipalities include Harrisburg, Martinsburg, Watson, New Bremen, and Denmark. Lowville is approximately 25 miles southeast of the city of Watertown and approximately 50 miles north of the city of Utica.

The town of Lowville is composed of 36.2 square miles (23,191 acres) of land. The town contains the hamlets of Dadville and West Lowville. The village of Lowville is composed of 1.9 square miles (1,204 acres) of land. Both the town and the village are part of the River Area Council of Governments (RACOG).

Purpose of the Plan

The purpose of the plan is to provide direction for future development within the town and village. The plan will provide a framework for the existing zoning and land subdivision controls. It will help assure that the growth of the area will be in accordance with existing plans for future water, sewer, and road development. The plan will also help the town and village governments prioritize capital investments. Finally, it is hoped that other levels of government (state, county, and other local governments) and the private sector will find the plan useful in shaping their future development activities. It is the purpose of this plan to help others to plan and develop in accord with the desires of Lowville citizens.

Community Vision Statement

Both the town and village's vision of the future is perhaps the single most important guiding principle used throughout the planning process. The vision states:

“Both the town and village of Lowville envision themselves as distinctive rural communities. They are thriving, family-friendly, and economically viable places for families and individuals of all ages to live and work. There is a variety of local and regional opportunities for employment, education, recreation, and cultural activity. The town and village place high value on small town feeling and wish to retain the character of both the town and village while allowing responsible smart growth to occur.”

From the Community Vision and a series of topical workshops, the Comprehensive Planning Committee prepared a list of goals and strategies that would be used to prioritize decisions, investments, and actions to further community development. Goals represent the change that occurs if the strategies are achieved (i.e., the effect of the efforts). Strategies are the actual



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tasks required which help produce the desired outputs. Part II, Plan Goals and Strategies, of this Plan will outline these goals and strategies.

General Vision of the Community



Preserve and enhance the historic resources, residential properties, agricultural resources, natural resources, and rural nature of the town and village of Lowville and maintain a planning process for the town and village to improve quality of life, health, and safety for all residents.



Encourage controlled economic growth and ensure that all future development considers its environmental impacts on the town and village, especially in water supply, soil and water quality, air quality, open space, and historic preservation.



Pursue appropriate opportunities to cooperate with other municipalities and Lewis County to improve and reduce the cost of public facilities and services, especially municipalities within the River Area Council of Governments (RACOG).

Community Input

Input from town and village residents was gathered for this plan by a community survey, a visioning exercise, and two public hearings. In January 2021, the Lowville Comprehensive Planning Committee unveiled a community survey for the town and village residents. A post card with information about the community survey, including the link to the comprehensive plan website and who to contact to request a paper copy of the survey, was distributed to every tax parcel owner in both the town and the village. The purpose of the broad distribution was to afford most people in the community the opportunity to participate in the planning process. It was also a means of informing everyone about the comprehensive plan process, a process that relies on input from the community to be successful. A total of 2,013 postcards were sent out, though the 2014 to 2018 five-year estimates American Community Survey estimate that 3,843 people above the age of 18 live in Lowville (town including the village).

A total of 194 survey responses were recorded online through a Google Form survey, about 5% response rate. Participants were asked about community characteristics (e.g., services, growth, and development) and their current employment. Of all the responses, 36 respondents identified as business owners and were able to complete a business owner survey. Lastly, the respondents were able to give additional information to inform the comprehensive planning process.

The top three responses to the question “What were your reasons for choosing to live in the Lowville area?” were: family and friends here; the rural atmosphere; and quality of life, which was the same as the 1998 survey results. The top three responses to the question “What are some of the problems that you have noticed in the Lowville area?” were: lack of job opportunities; lack of retail businesses; and deteriorating conditions of the downtown core. Overall, people would like to see more cultural and social opportunities, recreation and tourism, and outreach and communication from their local government. The survey results are



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summarized in Appendix 1, Results from the Lowville Comprehensive Plan Community Survey, and Appendix 2, Results from the Employment Information and Business Survey.

The visioning exercises, called SWOTs (Strengths, Weaknesses, Opportunities, and Threats) were held on January 26, 2021, and February 2, 2021, and attended by 42 town and village officials, residents, and partners. The SWOTs summary are in Appendix 3. The Comprehensive Planning Committee held two visual preference workshops on September 1, 2021, and October 6, 2021, and collected a total of 37 responses in the village and four responses in the town. The results were used to create the Design Vocabulary Matrix in Appendix 4. Lastly, per state statute, the Comprehensive Planning Committee held a public hearing on the draft plan January 5, 2022. The village and town boards held a public hearing on the final version of the plan **TBD**.

Visualizing the future of the town and village of Lowville is an intensive and very important component of the Comprehensive Plan. Community outreach is essential to reach consensus. Not only is consensus important for the adoption of the Plan, but it is also crucial for the future implementation of the Plan. It requires the input of the town and village leaders, residents, and the knowledge of town and village resources that provide opportunities and constraints on land use and services. Individual visions are biased by personal goals and preferences. To limit these biases, good comprehensive planning seeks public input early in the process. Therefore, it is no coincidence that the first step of the comprehensive planning process is the initiation of a community survey. In conclusion, town and village officials should feel confident that the majority of residents and businesspeople support the recommendations detailed in this comprehensive plan.

2020-2021 Boards

Town Council

Randall Schell, Supervisor
Ruth Larabee
Paul Virkler
Bob Mullin
JD Ross

Village Board

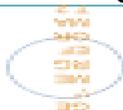
Joseph Beagle, Mayor
Ed Murphy
Charles Terrillion
Dan Salmon
Tim Widrick

Comprehensive Planning Committee

Ruth Larabee
Bob Mullin
Tom Widrick
Dan O'Brien
Rachel Hillegas
Carla Hellinger
Lisa Hetzner
Henry Avallone
Edward Murphy

The Comprehensive Planning Committee

The Lowville town and village boards established a comprehensive planning committee in 1999 to help develop a new joint comprehensive plan for the town and village. The committee was composed of members of the town and village boards, the joint town-village planning board, and other town and village officials. This committee was charged with studying the community and reporting to the town and village boards their recommendations on a joint comprehensive plan. the planning committee enlisted the assistance of the New York State Tug Hill Commission and the Lewis County Planning Department in helping them with the



technical aspects of preparing the plan. This initial plan was completed in 2005. The plan was reviewed and revised by an Ad-Hoc committee that met throughout late 2007 and the winter of 2008.

A new Comprehensive Planning Committee was established in October 2020 to update the 2008/2009 version of the plan. This committee met monthly with assistance from the New York State Tug Hill Commission, Lewis County, and the Lewis County Historical Society. The updated plan was completed in November 2021 and was officially adopted by the town and village boards in **TBD**.

Periodic Review and Update of the Plan

Comprehensive plans are, typically, designed to serve a community for 20 years. However, to serve the needs of a changing community, they must be continually monitored and updated, usually at five- to ten-year intervals. It is the recommendation of the Comprehensive Planning Committee that this plan be periodically reviewed and updated by the town and village boards and others, as designated by the town and village board, every three years. A three-year review will refresh the town and village boards' perspectives on the longer-range issues affecting Lowville and will help reinforce the link between day-to-day development decisions and longer-range town and village policies. In addition, a periodic update will keep the plan current with the ever-changing conditions of the town and village without the need for large-scale planning efforts.

Lowville History

This written history of Lowville covers the first 150 years of development. A graphic timeline is shown on pages 12 to 15 and covers major historical events up to present day. The first source for information about the history of the town and village of Lowville should be the Lewis County Historical Society, which is located in the old Masonic Temple in downtown Lowville. It is a membership-based society and virtually covers all of the county. It effectively acts as the historical reference for the county and each of its towns. An invaluable resource, the following narrative is a compilation of information from their collections and archives.

The town and village of Lowville have a rich history dating back to the late 1790s, when the first settlers put down roots at a time pre-dating the county's formation. Since those early days, Lowville has been the prominent point in Lewis County due largely to its early focus on education, the entrepreneurial and spirited efforts of its merchants and businesses, its central location, and the large number of influential citizens that decided to call the community home. Prior to the 1790s, however, there is a considerable lack of knowledge about the northern sections of New York State, and even evidence of people passing through the area is sparse.

Ancient maps of the North Country simply referred to the area as a "dismal wilderness" in the "Land of the Iroquois," full of "beavers and otters" but in fact no surveyors or documenting explorers are known to have spent time in the area. Indeed, so little was known of the Black River region generally, that the river itself shows on no map before 1795. When the Black River was first plotted, it was erroneously shown to run due north into the Saint Lawrence River at Oswegatchie on one map and due west from the Moose River to Lake Ontario on another.



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In pre-Revolutionary times, with a couple of exceptions, the area making up Lewis County had been largely avoided by the early explorations of the French adventurers, the zeal of the Jesuit missionaries, and even by the British as their soldiers spread through other parts of the State. This would not have been unusual, as there were no permanent Indigenous settlements or settler homesteads located here to be visited in the times before settlement began in the mid to late 1790s. The tribes of the commonly known “Six Nations” Iroquois Confederacy were mostly south of Lewis County, and those of the less commonly known “Seven Nations of Canada” Confederacy were mostly situated along the Saint Lawrence River and well to the north. According to archeological evidence, it appears that the Black River valley, the Tug Hill plateau, and the western slopes of the Adirondacks were used only as transitional hunting and fishing grounds, occasionally, by the Oneidas of the Six Nations and the Iroquois of the Canadian Seven Nations.

It was not until the State’s sale of a huge tract of land in the North County in 1791 (some 3,670,715 acres, or over a tenth of New York State) to New York City residents Alexander Macomb and his silent partners, William Constable and Daniel McCormick, that knowledge of this area began to take shape. This sale, known as “Macomb’s Purchase,” was pure land speculation, but it quite quickly opened the North Country to settlement.

All of what now is Lewis County was initially subdivided by Constable and put in the hands of land developers and speculators, and these men—many of whom never set foot in Lewis County—began to further subdivide, develop, and sell tracts and plots of land in the area. One of those men was Nicholas Low, a patriot of the Revolutionary War, a well-to-do merchant in New York City, and a friend of many eminent men of his day. In the mid-1790s, Low acquired several large tracts of land in the North County from that portion of Macomb’s Purchase then known as the “Black River Tract.” Low’s purchases comprised what is today Adams and Watertown in Jefferson County and Lowville in Lewis County.

Low had the Lowville tract, known then as Township 11, promptly surveyed by the acclaimed surveyor Benjamin Wright (later the chief surveyor on the Erie Canal) and the township was subdivided into 40 lots. Low then appointed the 24-year-old Silas Stowe, a native of Connecticut, as his agent, conveyed approximately a fifth of the acreage in the central part of Township 11 to Stowe—what would come to be known as Stowe Square—and he had Stowe open all his lands for sale. Stowe would later stop at the office of New York’s Surveyor General, Simeon De Witt, in Albany in the summer of 1799, and “procured him to enter onto the map the name of Lowville” in Town No. 11 and since that time it has been known as Lowville.

But even before that, Stowe had begun actively looking for buyers. With Wright’s surveys in hand, the lands of Lowville were described as “very good, especially in the South part, the soil excellent... various trees and many places along the river... exceedingly handsome.” And as a result of his solicitations, the first settlers begin to travel to the area in 1797 and 1798, acquired property and settled here, both around Mill Creek in Lowville and a few miles north in Stowe Square. Daniel Kelley would build the first mill; Jonathan Rogers would build the first inn; and Fortunatus Eager would build the first store.

It was during the last decade of the 18th century that a substantial immigration of pioneers to Lowville and the North Country began. This was a difficult undertaking, as it was a vast wilderness, and the fields and forests had yet to feel a wood-cutter’s axe or a farmer’s plow.



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These early settlers found their way by following a line of blazed trees and crude roads from Fort Schuyler (Utica) or Fort Stanwix (Rome) northerly to the now communities of Remsen, Boonville, Leyden (Talcottville-Locust Grove), Constableville (then Shaler's Mill), or Collinsville and thence either to High Falls (Lyons Falls) to continue by boat or raft to Lowville or, if by land, on through Deweyville or Turin through the "eleven-mile woods" to Lowville.

On March 14, 1800, Lowville formally became a town of Oneida County by act of the New York State Legislature. Initially, the town included all of modern-day Lowville, plus all of what today is the town of Denmark south of the Deer River (the north side of the river was Champion). Its present dimensions were re-set by the Legislature in 1803.

Residents of the new town of Lowville lost no time in calling a town meeting. The record shows that on April 1, 1800, a meeting was held at the house of Silas Stowe where Daniel Kelley was chosen supervisor, Moses Coffeen town clerk, and other citizens were chosen to fill the offices of assessors, commissioners of highways, overseers of the poor, a constable and collector, pathmaster for each of the five road districts, poundmaster, and fence viewers. Finally, local laws were enacted (concerning the control of hogs by yoke), taxes were assessed (to raise four dollars), annual town meetings were scheduled, and a committee was appointed to find a suitable place for the purpose of a burying ground.

Although current names would come later, within the first 10 years of Lowville's existence, the following streets (essentially rough wagon trails at the time) had been established and were in use: State Street; River Street; Stowe Street; Water Street; Shady Avenue; Clinton Street; and Bostwick Street. In addition, the following roads had been laid out and were in use: Old State Road, the River Road (now Number Four Road) down to the Black River, the East Road, the Number Three Road, the West Road, the road to West Martinsburg, and the road to West Lowville and on to New Boston. Families began to slowly spread throughout the town, Stowe Square, West Lowville, Dadville (or Smith's Landing), along the highwater marks of the Black River, and clustered next to the new roadways that were being laid out across the town.

But it would quickly become the area along the banks of Mill Creek, and the hills overlooking them, where more and more people would put down roots. Multiple mills were established up and down the creek. Taverns, inns, and hotels were established; hardware, dry goods and grocery stores sprang up; as did houses, churches, schools, and the like. On the north side of Mill Creek, much of modern-day Lowville is located on what was originally the farm of Jonathan Rogers.

The first log schoolhouse was built in Lowville along Mill Creek in 1803, although home schooling had begun several years before that. The first public provision for schools in the town was made in 1813, and a two-room stone schoolhouse was built on State Street, just south of today's Methodist Church. But the biggest boost to Lowville was the early decision by Lowville's founding citizens to charter the private school, Lowville Academy, in 1808. That school would go on to attract students from all over the North Country who were desirous of an education. And Lowville Academy, though now public, continues to excel to this day.

From the earliest days, religious organizations took hold. Silas Stowe had held Episcopal services in his house from at least 1800, Daniel Kelley held Free Will Baptist services at a house in Stowe Square from 1799, and travelling Methodist preachers are reported to have held services as early as 1798 at Noah Durrin's home at the Lowville Landing on Black River. The first church building in Lowville (a Methodist Episcopal church) was erected in 1805. In



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rough order, the other churches to be established in Lowville and Stowe Square were the Congregational Presbyterian Church (1805); the First Congregational Society of Lowville (1807); the Free Communion Baptist Church (1816); the Presbyterian Church (1818); the Lowville Presbyterian Society (1820); the Lowville Baptist Society (1824-25); the Society of Friends (1825); the Evangelical Lutheran Society (1827); the Old Schools Baptists (1834); and Trinity Church (1838). Of them all, the First Presbyterian Church on N. State Street remains the oldest church building in Lowville and, indeed, the County still standing (1831).

Over the rest of the first half of the 1800s, Lowville saw a gradual increase in service providers, which in turn would become a key to its future growth: attorneys, bakers, blacksmiths, boot makers, butchers, dentists, druggists, dry goods purveyors, grocers, gun smiths, hardware merchants, land agents, masons and bricklayers, milliners, physicians, and stone cutters. Those businesses not only brought people from around the county to Lowville for their services but increasingly more and more people built houses and lived in the community, as well.



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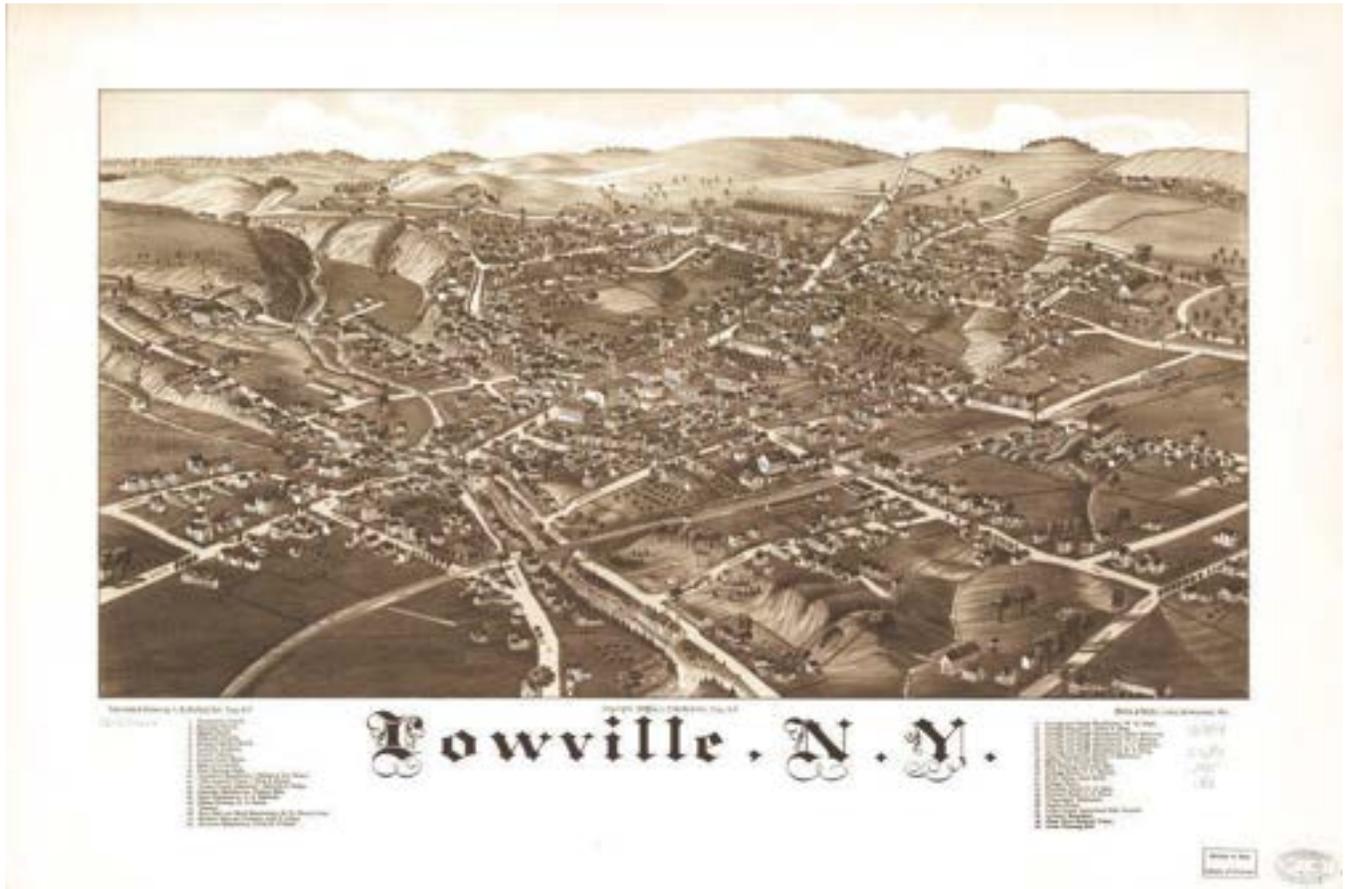


Figure 1. Lowville, NY c1885¹.

¹ Burleigh, L. R. & Beck & Pauli. (1885) *Lowville, N.Y.* [Map]. Retrieved from the Library of Congress, <https://www.loc.gov/item/76693064/>.

Sources for maps in timeline

Ligowsky, A. & S. & R.S. Taintor Jr. & Co, P. (1857) *A topographical map of Lewis Co., New York:*

from actual surveys. [Philad'a Philadelphia: S. & R.S. Taintor Jr. & Co. Publish's] [Map] Retrieved from the Library of Congress, <https://www.loc.gov/item/2013593274/>.

Lewis County Historical Society. (1827) *A hand-drawn map of the village of Lowville on the back of*

letter to illustrate that the author lived in a more populous place than was assumed by her peers. [Map] Retrieved from Lewis County Historical Society.

Ligowsky, A. & S. & R.S. Taintor Jr. & Co, P. (1857) *A topographical map of the town of Lowville,*

New York: from actual surveys. [Philad'a Philadelphia: S. & R.S. Taintor Jr. & Co. Publish's] [Map] Retrieved from Lewis County Historical Society.



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A number of Lowville's earliest structures from this period remain: the Judge's Quarters on S. State Street (c. 1800-02); the Isaac Clinton House on Clinton Street (c. 1808); the painted brick Stephens Tavern on N. State Street (c. 1809), the stone Jabez Carter House on River Street (c. 1810); the brick 1812 House on N. State Street (c. 1812); Bostwick Hall on Reed's Terrace (c. 1821); the painted brick Boshart House on upper N. State Street (c. 1825); the Calvin Lewis stone house on W. State Street (c. 1826); the old stone Presbyterian Church (c. 1831); the stone Lewis Hat Factory on W. State Street (c. 1832); and the stone Northrup Knapp House on N. State Street (c. 1840).

The second half of the 1800s saw Lowville grow and become the county's principal business district as well as municipal and transportation hub. It became the county's first incorporated village in 1854. In 1864, Lowville took over as the county's seat and administrative center since Martinsburg was in decline.

By 1855, Black River Canal traffic had arrived in Lowville, with landings at Lowville Landing (originally Spafford's Landing) and Smith's Landing (now known as Dadville). But even more important to Lowville's growth was the arrival of the first rail line in 1867, the Utica and Black River Railroad. And with that, Lowville began to develop as the County's principal shipping hub.

Across the Town (as over much of the county) agricultural production was increasing, both in terms of cash crops and particularly dairy farming. Farmers exchanges were set up and produce buyers like Miller, Richardson, Easton, and Rea began to concentrate in Lowville, acquiring much of the produce from Lewis County farms and beyond—products like potatoes, hops, oats, barley, eggs, butter, and cheese—and in turn shipping it from Lowville to markets outside the county. Cheese factories sprang up in such numbers that, by 1900, B.B. Miller & Son (later Miller Richardson) had built the Lowville Cheese Cold Storage Plant along the railroad tracks in the village, which would go on to become the largest cheese cold storage facility in the world, from which millions of pounds of cheese were shipped across the country.

Manufacturing concerns were started: carriage and wagon makers; chair factories; door, sash, and blind factories; furniture manufacturers; iron foundries; and machine shops. And because of the need for business and home financing, banking concerns developed, with the First National Bank of Lowville (later Lewis County Trust Company and now Community Bank) and the Black River National Bank (later National Bank of Northern New York and now Key Bank) setting up shop in the Village.

Beers, D. G., Bourquin, F., Worley & Bracher & A. Pomeroy & Co. (1875) *Atlas of the town of Lowville, New York*. [Philadelphia: Pomeroy, Whitman & Co.] [Map] Retrieved from the Library of Congress, <https://www.loc.gov/item/2003684076/>.

Beers, D. G., Bourquin, F., Worley & Bracher & A. Pomeroy & Co. (1875) *Atlas of village of Lowville, New York*. [Philadelphia: Pomeroy, Whitman & Co.] [Map] Retrieved from the Library of Congress, <https://www.loc.gov/resource/g3803lm.gla00181/?sp=19>.



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While their names changed over time, major hotels like the Bateman, the Strife House, the Central, the Windsor, and the Lowville Mineral Springs House were also built during this period. Noted photographers like William Mandeville and H.M. Beach set up studios in Lowville. And as the community's stature increased in importance, newspapers like The Journal and Republican, The Lewis County Democrat and The Lowville Times increasingly brought news not only to the town but most of the county. And although downtown Lowville suffered several major fires during this period, it always quickly rebuilt.

By the early decades of the 1900s, the village had a thriving downtown. Brick buildings and blocks lined State Street, Dayan Street, and Shady Avenue, and were occupied by housing professionals, merchants, and other small businesses. Lowville had established its own municipal water system, brought electricity and telephone service to the community, and begun moving from dirt, plank, and cobbled streets to paved roadways. Employment opportunities existed at large and growing businesses like Haberer's Furniture, the Asbestos Burial Casket Factory, Payne-Jones, Miller Richardson (later Kraft Cheese), Fulton Machine and Vice, and the Lowville Farmers Coop. A new short-line railroad (the Lowville and Beaver River Railroad) provided Lowville with a rail connection with Beaver Falls and Croghan, further increasing Lowville's importance as a rail hub for the wood and paper products coming from those communities.

As the first half of the 20th Century progressed, Lowville continued to build and expand. The Village limits were increased significantly to the south and east. Furthermore, municipal services increased (e.g., all of Lowville's streets were paved, building code and zoning ordinances were first put in place, the Village built its first municipal sewers and sewer system, the reservoirs atop Reservoir Hill were expanded, and the Village acquired and established a village dumping ground north of Lowville where Lewis County Solid Waste Transfer Station is today).

The Town built a new concrete "High Bridge" on outer Dayan Street. The Village embarked on the county's first major reforestation project on the Lowville Waterworks property in Watson, ultimately planting 750,000 trees, which in turn led to the State's establishment of the Lowville Tree Nursery in Dadville.

Lowville Academy became a public school and erected a new building on State Street; a new building for the Lowville Free Library was opened on Dayan Street; the Lowville Masonic Temple was erected in downtown Lowville; Saint Peter's Church on Shady Ave was built; the Lewis County Hospital was constructed and opened as the first general care hospital in Lewis County; a new Post Office building was constructed and opened on State Street; and the Lewis County Court House. A major fire at the Lewis County Court House damaged much of the building, burnt most of the county's extensive law library, and destroyed a great many county records. Fortunately, a new brick, fire-resistant County Court House was quickly rebuilt.

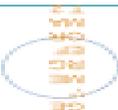


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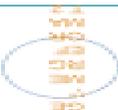


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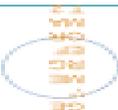
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History Endnotes

PART I: COMMUNITY PROFILE

Demographics

The town and village of Lowville have diversity within their populations in terms of age, household income, non-English speaking households, and race. The Decennial Censuses and the five-year average estimates from the American Community Survey provide a snapshot in time of the Lowville community. These data show how the community has changed over time and estimates current demographics. The town and village should analyze 2020 Decennial Census data once it becomes available.

Population

According to the U.S. Census Bureau, the 1990s saw a 6.2% decrease in the population of the town of Lowville including the village. Most of this decrease occurred in the town outside the village, where population decreased 11.9% while the village population decreased at 4.3%. However, the town outside the village population recovered between 2000 and 2010 while the village’s population increased 24% between 1990 and 2010. It is estimated that in 2018 the population in the town outside the village grew while the village and county populations decreased from their 2010 levels. The growth in the town may be due to the addition of Amish families. Lewis County and New York State’s populations have steadily been increasing since the 1990s.

Figure 2. Population and Population Change 2000-2010 and 2010-2018 by State, County, Town, and Village

	1990	2000	2010	1990-2010 % Change	2018 estimate
Town including village	4,849	4,548	4,982	+2.7	4,901
Town outside village	1,217	1,072	1,512	+24.2	1,676
Village	3,632	3,476	3,470	-4.5	3,225
Lewis County	26,796	26,944	27,087	+1.1	26,719
New York State	17,990,455	18,976,457	19,378,102	+7.7	19,618,453

Source: 1990, 2000, and 2010 Decennial Census; 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau)

Age

A comparison of median age reveals that the population of the town, county, and state aged between 2000 and 2010 and are estimated to have aged between 2010 and 2018, as well. Meanwhile, the median age of the village population has remained relatively unchanged. In 2000, the median age was 39.6 in the town and the village compared to 36.8 in the county and 35.9 in the state. By 2010, the town (including the village) median age of the population shifted upward to 40.8 and is estimated to currently be around 42 years old. The county follows a similar trend, with a median age of 40.2 in 2010 and an estimated 41.8 in 2018. The median age of the whole state has remained about three years under that of the town. These data points illustrate an aging population in the town of Lowville, and potentially the outmigration of

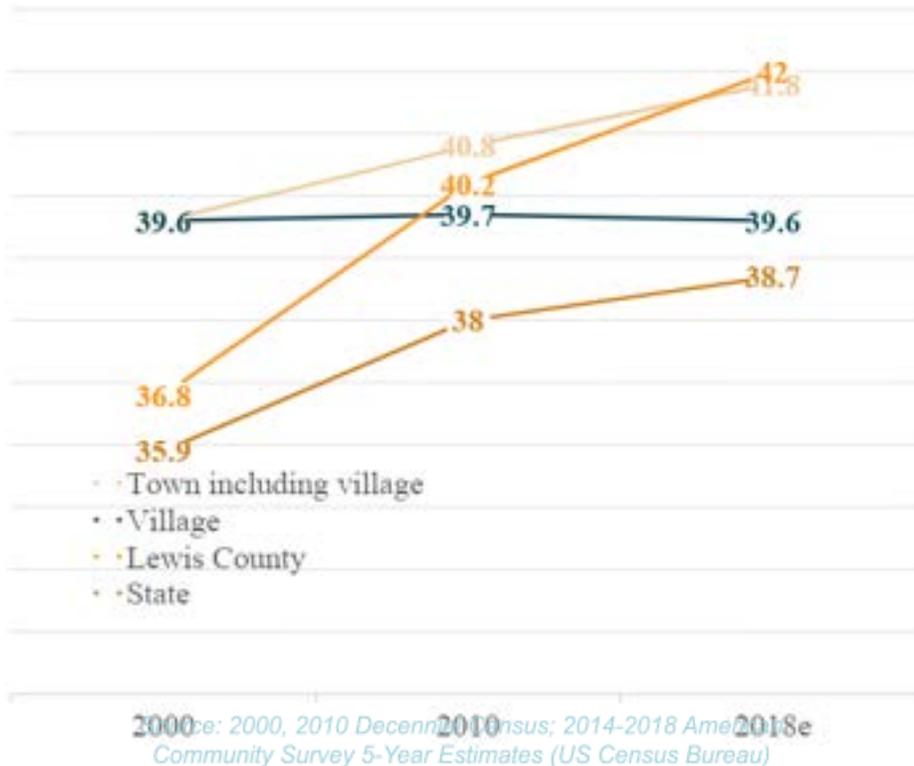


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younger generations. The village seems to have maintained similar proportions of age populations over the years.

Figure 3. Median Age: 2000, 2010, and 2018 Estimate by State, County, Town, and Village



The Census Bureau reported that 3,162 town (including village) residents (73%) were 18 years old or older in 2000; 3,750 (75%) in 2010; and an estimated 3,843 (88%) in 2018. It also reported that 2,386 village residents (73%) were 18 years old or older in 2000; 2,609 (75%) in 2010; and an estimated 2,583 (90%) in 2018. The population of children ages five to 17 in the town (including village) and village alone has been steadily dropping since 2000 with a net loss estimated at about 22 kids and 52 kids, respectively, between 2000 and 2010. Estimates for 2018 show a potential dramatic population drop of hundreds of school-aged children between 2010 and 2018. Populations of children under the age of five remained relatively the same from 2000 to 2010 in the town (including village) and village alone and are estimated to have remained the same between 2010 to 2018. Lastly, population ages 65 and above remained relatively the same in the village but increased by 215 in the town (including village).

Figure 4. Age Distribution: 2000, 2010, and 2018 Estimate for Lowville Area

	Lowville including village			Village of Lowville		
	2000	2010	2018 estimate	2000	2010	2018 estimate
4 years and under	252	327	356	200	219	219
5 to 17	927	905	171	694	642	73
18 to 64	2,376	2,749	2,964	1,790	2,005	2,087
Over 65	786	1,001	879	596	604	496



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Source: 2000 and 2010 Decennial Census; 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau)

Lewis County has slowly been gaining population since 1990, at about 1% gain between 1990 and 2010. Between 2000 and 2010, populations aged 18 to 64 and 65 and above grew by 649 people and 543 people, respectively, while the population aged five to 17 dropped by 907 people. In this same time period, the population of children under five grew slower, by only 122 people. In 2018, it is estimated that population 64 and under dropped while the population over 65 years old potentially grew.

New York State appears to be steadily losing its young population, those ages 17 and below, while gaining or maintaining its population 18 and above. While nearly a quarter (24.7%) of the state population in 2000 was ages 17 or younger, that percentage dropped slightly to 22.3% in 2010 and is estimated to have dropped to a little over a fifth (21.1%) of the state population in 2018. The population ages 18 to 64 grew slightly between 2000 and 2010 and is estimated to have dropped slightly between 2010 and 2018 while the population 65 and above continues to grow.

Figure 5. Age Distribution: 2000, 2010, and 2018 Estimate for Lewis County and New York State

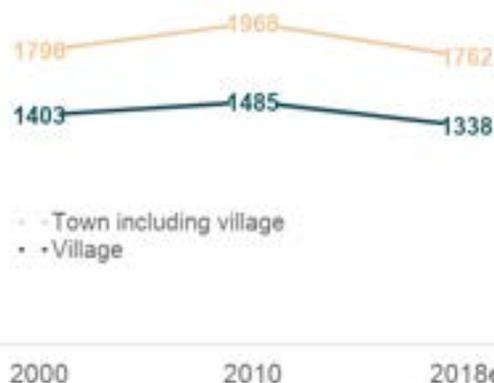
	Lewis County			New York State		
	2000	2010	2018 estimate	2000	2010	2018 estimate
4 years and under	1,654	1,776	1,661	1,239,417	1,155,822	1,163,606
5 to 17	5,834	4,927	1,076	3,450,690	3,169,107	2,978,027
18 to 64	15,659	16,308	15,907	11,837,998	12,435,230	12,408,131
Over 65	3,533	4,076	4,620	2,448,352	2,617,943	3,068,689

Source: 2000 and 2010 Decennial Census; 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau)

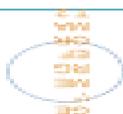
Households

A household includes all the people who occupy a single housing unit. The number of households in Lowville (town and village) rose between 2000 and 2010 and is estimated to have slightly decreased from 2000 to 2018. Lewis County has followed a similar trend.

Figure 6. Number of Households in the Town and Village; 2000, 2010, and 2018 Estimate



Source: 2000 and 2010 Decennial Census; 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau)



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Household size continues to shrink in Lowville, Lewis County and New York State. Mean household size decreased 14.3% from 2.8 persons to 2.4 persons in the town as a whole and 8.0% from 2.5 to 2.3 persons in the village between 1980 and 2000. Household sizes in the town as a whole and in the village were slightly smaller than the 2000 Lewis County average of 2.7 people. Household size in the town outside the village was the same as the county at 2.7 people.

Figure 7. Average Household Size for the Town, Village, County, and State; 1980-2018e

	1980	1990	2000	2010	1980-2010 % Change	2018 estimate
Town including village	2.8	2.6	2.4	2.4	-14.3	2.6
Town outside village	4.1	3.6	2.7	No data	No data	No data
Village	2.5	2.4	2.3	2.3	-8.0	2.4
Lewis County	3.1	2.9	2.7	2.6	-16.1	2.6
New York State	No data	No data	2.6	2.6	No data	2.6

Source: 1980, 1990, 2000, and 2010 Decennial Census; 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau)

Income and Poverty

Figure 8 shows changes in median household income between 1990 and 2010, as well as the 2018 estimates, for the town as a whole and the village compared to Lewis County and New York State. The 1990, 2000, and 2010 figures are adjusted for inflation by the Consumer Price Index. The original, unadjusted values recorded by the Census Bureau are in light grey text within parentheses.

The resounding story in the case of the town, village, county, and state is that median household income has seen a net decline for decades. Between 1990 and 2010, the median household income of the town as a whole decreased by 27.4% while the median household income of the village decreased slower at 18.2%, meaning current working-aged people are earning relatively less by household than previous generations. It is estimated that between 2010 and 2018 the town including the village and the county saw some positive growth in median household income while the village and the state both continued to see a decline.

Figure 8. Median Household Income for State, County, Town, Village (in 2018 dollars); 1990-2018

	1990	2000	2010 estimate	1990-2010 % change	2018 estimate	1990-2018e % change	2010-2018e % change
Town including village	(34,203) 65,745	(32,396) 47,264	(41,453) 47,759	-27.4	51,048	-22.4	+6.9
Village	(29,950) 57,570	(32,841) 47,913	(40,872) 47,090	-18.2	44,500	-22.7	-5.5
Lewis County	(34,393) 66,110	(34,361) 50,131	(42,846) 49,364	-25.3	52,380	-20.8	+6.1
New York State	(44,290) 85,134	(43,393) 63,308	(64,062) 73,808	-13.3	65,323	-23.3	-11.5

Source: 1990 and 2000 Decennial Census; 2006-2010 and 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau). All values in grey are original census values. Values in black are in 2018 and 2018 inflation-adjusted dollars.

Between 1990 and 2000, the town as a whole had the same percentage of the population living below the poverty level, though the percentage rose 2.9% in the town outside the village



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and fell 0.9% in the village. In this same time period, the percentage of persons living below poverty level remained the same in Lewis County and increased 2.2% in New York State.

Between 2000 and 2010, the proportion of people below the poverty level in the town as a whole rose about 3%. When broken out into town and village, separately, the village had a dramatic increase of the percentage of people in poverty, at nearly 6%, whereas the proportion in the town dropped 8.5% in the 2000s. However, this pattern is estimated to have reversed between 2010 and 2018 with the town outside the village gaining about 25% and the village dropping 4.5% of their 2010 proportions.

According to the 2018 American Community Survey 5-Year Estimates, an estimated 19.4% of people in the town and village of Lowville, when combined, live in poverty while median household income is estimated to have grown at a rate of nearly 7% between 2010 to 2018. This disparity may signify a growing income gap in the Lowville area.

When looking at the town and village separately, it appears that though the town has a greater percentage of its population in poverty, median household income is growing and higher than the village—almost on par with Lewis County. In other words, the village has a lower percentage of its population estimated to be in poverty in 2018, at 15.5%, while the town outside the village is estimated to have more than a quarter of its population living in poverty. Between 1990, 2000, 2010, and the 2018 estimates, the percentage of persons living below poverty level in Lewis County stayed between 13% and 14% while the state remained between 12% and 15%, and median household income dropped more than 20%.

Figure 9. Persons Below the Poverty Level (1990 and 2000) and Population for whom poverty status is determined (2012 and 2018 Estimates) by State, County, Town, and Village

	1990		2000		2012e		2018e	
Town including village	644	13.3%	610	13.4%	758	16%	910	19.4%
Town outside village	97	8.0%	117	10.9%	No data	No data	No data	No data
Village	547	15.1%	493	14.2%	732	19.4%	491	15.5%
Lewis County	3,495	13.0%	3,507	13.0%	3,603	13.5%	3,712	14.1%
New York State	2,277,296	12.0%	2,692,202	14.2%	2,814,409	14.9%	2,797,985	14.6%

Source: 1990 and 2000 Decennial Census; 2006-2010 and 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau). All values in grey are original census values.

Languages Spoken at Home, Race, and Ethnicity

According to the 2018 American Community Survey 5-Year Estimates, 2% of households in Lowville (town and village) speak a language other than English at home. About 1% may speak Spanish while another 1% may speak another language, including an Asian or Indo-European language. The village alone is estimated to have a similar breakdown of languages spoken.

Note that there is a significant margin of error on these estimates, so more information should be collected to identify homes that might require language assistance services. Language

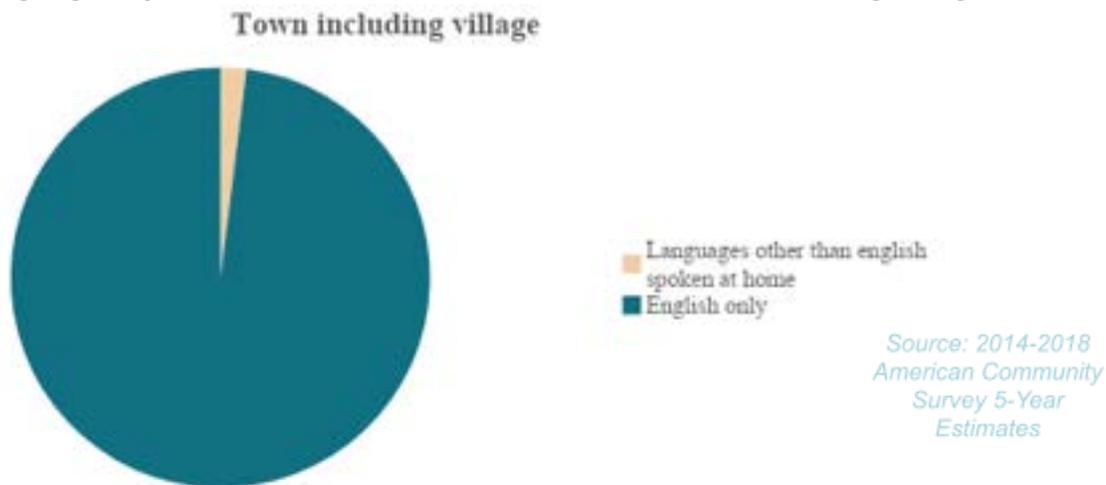


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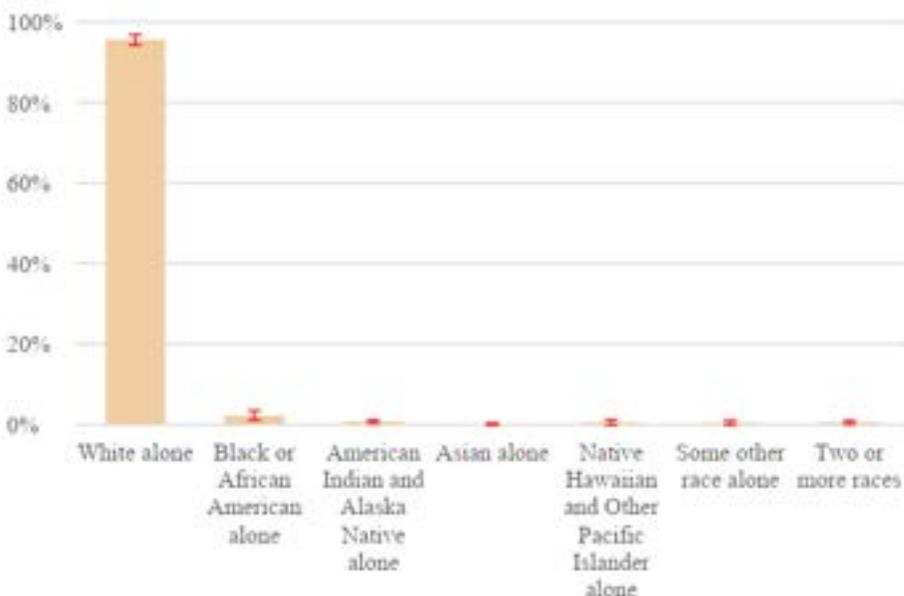
assistance services refer to public services that offer translation and interpretation to people with Limited English Proficiency (LEP). There may be populations in Lowville who do not speak English as their primary language and have limited ability to read, speak, write, or understand English. Their LEP status presents potential barriers to accessing important government programs and services.

Figure 10. Languages Spoken at Home: 2018 Estimate for the Town including Village of Lowville

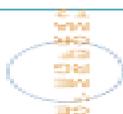


With regards to race distribution, Lowville is predominantly White, at an estimated 95.6% (+/-1.3%) according to the 2018 American Community Survey 5-Year Estimates. The non-White populations estimated include Black and African Americans as well as people who identify with two or more races. It is estimated that there are some Native American families in the area.

Figure 11. Population Distribution by Race: 2018 Estimates and Margin of Error for the Town including Village of Lowville



Source: 2014-2018 American Community Survey 5-Year Estimates

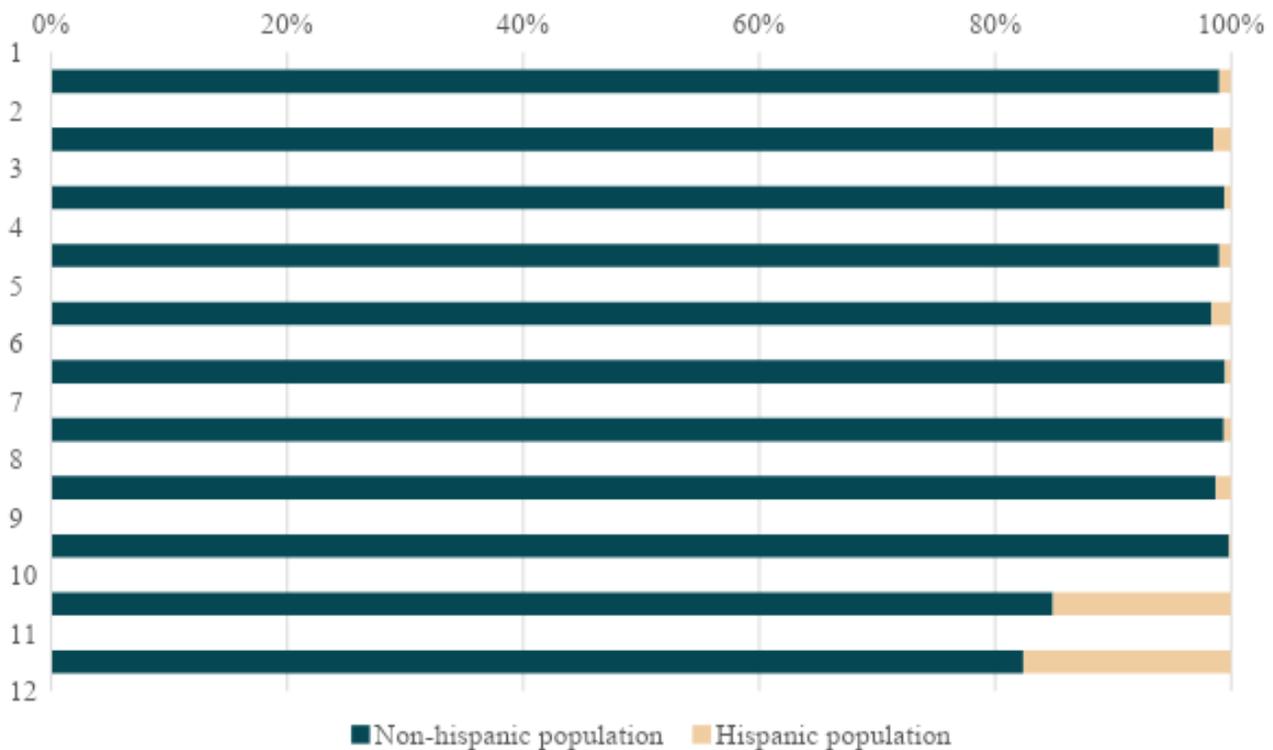


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The Hispanic or Latinx populations between 2000 and 2010 in Lowville (1% and 1.5%, respectively) and Lewis County (0.6% and 1.3%, respectively) remained relatively unchanged while a larger trend of Hispanic population growth was seen in New York State and is estimated to have continued to grow in 2018. Note that people who identify as ethnically Hispanic or Latino may identify with one race or more than one race.

Figure 12. Hispanic and Non-Hispanic Population: 2000, 2010, and 2018 Estimate by State, County, Town, and Village



Source: US Census Bureau 2000 and 2010 Decennial Census and 2014-2018 American Community Survey 5-Year Estimates

Housing

According to the U.S. Census Bureau, a housing unit is a house, an apartment, a group of rooms, or a single room occupied or intended for occupancy as separate living quarters. The town of Lowville saw a net increase of 100 housing units, or 5% more housing, between 2000 and 2010 while the village added only 25 new housing units for a 2% increase. It is estimated that there were fewer housing units added between 2010 and 2018 in both the town and village. Most of the housing in Lowville was built before 1939 (1,233 new housing units). The 1940s and 1950s saw a lot of housing construction with about 120 new housing units per decade. Prior to 1939 was when most of the housing was built in Lewis County and New York State, as well. Big decades for housing construction were the 1980s in Lewis County and the 1950s in New York State. Since 1990 the number of new dwelling units has declined in Lowville and the State. Lewis County began to decline after 2010.



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Figure 13. Housing Units: 2000, 2010, and 2018 Estimate by State, County, Town, and Village

	Town (outside village)	Village	Lewis County	New York State
Housing Units (2000)	445	1,588	15,134	7,679,307
Housing Units (2010)	520	1,613	15,112	8,108,103
Percent Change (2000-2010)	+16.9%	+1.57%	-0.15%	+5.58%
Housing Units (2018e)	438	1,507	15,605	8,287,087
Percent Change (2010-2018e)	-15.8%	-6.57%	+3.26%	+2.21%

Source: 2000 and 2010 Decennial Census and 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau)

According to Lewis County tax parcel data, in 2020, 84% (n=1,156) of all residential parcels in the town including the village were one-family, year-round residences. Two-family dwellings (n=112) and primarily residential with agricultural production (n=25) made up the second and third largest percentage of residential parcels at 8% and 2%, respectively. Another 2% were mobile homes. The remaining 4% of residential parcels included three-family dwellings (n=19), rural residences with acreage (n=14), and residences with incidental commercial use (n=6).

A measure of housing affordability is obtained by multiplying the median household income by 28%, which is a recommended ratio of income spent on a mortgage. That value is then multiplied by another 30%, which estimates taxes and insurance on the mortgage payment. When the second value is subtracted from the first value, the result is the maximum principal and interest payment that should be allowed. Lastly, that value is multiplied by a value within a factor table subject to different loan terms, such as length of loan and rates, to get the affordable mortgage amount (see the example below used to calculate the maximum recommended loan amount based on household income). Essentially, if this maximum affordability value calculated from the median household income is greater than the median value for all owner-occupied units, then the housing market can be assumed to be affordable. If not, then housing values can be assumed to be greater than the population's ability to afford them.

Median household income	\$44,500 per year
Total gross monthly income	$\$44,500/12 = \$3,708.33$
Total gross monthly income multiplied by the standard affordable housing ratio of 28%	$\$3,708.33 * 0.28 = \$1,038.33$
Multiply gross affordable housing income by estimated housing taxes and insurance (30% standard)	$\$1,038.33 * 0.3 = \311.50
Subtract estimate taxes and insurance from affordable gross affordable housing income	$\$1,038.33 - \$311.50 = \$726.83$
Divide the affordable housing income by a sample factor of \$4.77, representing the value of each mortgage dollar for a 30-year loan with a 4% mortgage rate	$\$726.83/\$4.77 = \$152.38$
Multiply the affordable housing income adjusted for loan terms by \$1,000 to get the maximum mortgage loan amount recommended	$\$152.38 * \$1,000 = \$152,380$

In 2010 and 2018, it is estimated that housing was affordable in the town, village, and county while the median income and housing values for the state appeared to illustrate the opposite. With median household income estimated to be lower in the village than in the town or county in both 2010 and 2018, the maximum housing affordability is consequently lower, as well. Though the median household income for the state is higher than the town and the village, the



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housing values are also substantially greater, which ultimately might make other regions less affordable when compared to Lowville and Lewis County.

Figure 14. Housing Affordability: 2010 Estimate and 2018 Estimate; State, County, Town, Village

	2010e Median Value for All Owner-Occu- pied Units	2010e Median Household Income*	2010e Maximum Affordability based on MHI	2018e Median Value for All Owner-Occu- pied Units	2018e Median Household Income	2018e Maximum Affordability based on MHI
Town including village	115,700	41,453	141,942	148,200	51,048	174,797
Village	112,600	40,872	139,953	136,400	44,500	152,376
Lewis County	100,700	42,846	174,955	120,000	52,380	179,358
New York State	350,134	64,062	261,588	302,200	65,323	223,678

Source: 2006-2010 and 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau), and Tug Hill Commission calculations (all data in 2018 dollars)

Educational Attainment

Figure 15 illustrates the levels of educational attainment of Lowville residents 25 years and older in 2000, 2010, and 2018 compared to Lewis County and the state. This is an important factor in measuring the quality of the town and village labor force. In general, higher educational attainment may result in higher paying jobs, which could have a beneficial impact on the economic health of the area. There is also a high need for tradespeople and skilled labor. The percentage of people 25 years and older with a high school diploma has steadily been increasing in Lowville, the county, and the state while the percentage of people with a bachelor's degree or higher is estimated to have dropped between 2000 and 2010, but has since risen again in 2018, according to Census Bureau estimates.

Figure 15. Educational Attainment*: 2000, 2010 Estimates, and 2018 Estimates by State, County, Town, and Village

*People 25 years and older	2000 High school diploma or higher	2010e High school diploma or higher	2018e High school diploma or higher
Town including village	64.5%	73.7%	90.8%
Lewis County	69.3%	74.3%	89.8%
New York State	79.1%	73.8%	86.5%

*People 25 years and older

Source: 2000 Decennial Census; 2006-2010 and 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau)

Figure 16. Educational Attainment*: 2000, 2010 Estimates, and 2018 Estimates by State, County, Town, and Village

*People 25 years and older	2000 Bachelor's degree or higher	2010e Bachelor's degree or higher	2018e Bachelor's degree or higher
Town including village	17.6%	7.6%	24.3%



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Lewis County	11.7%	10.2%	16.3%
New York State	27.4%	21.4%	35.9%

Source: 2000 Decennial Census; 2006-2010 and 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau)

In 2000, Lowville had a larger percentage of its population 25 years old and above with a high school diploma compared to the state, but less than the county. The opposite is true for people 25 years and older with a bachelor's degree or higher: Lewis County had the lowest percentage of the population at 12% followed by Lowville with 18% and the state with 27%. In other words, a greater percentage of people 25 years and older in Lowville had a high school diploma when compared to the state while the percentage of the same age group with a bachelor's degree or higher was greater in the state than in Lowville. The county had the highest percentage of its population 25 years and older with a high school diploma, but the lowest percentage with a bachelor's degree or higher when compared to Lowville and the state.

In 2010, it is estimated that Lowville, the county, and the state each had about 74% of their populations 25 years and older with a high school diploma or higher. Regarding a bachelor's degree or higher, the percent of people in the same age group was estimated to be lower in 2010 than in 2000. For instance, Lowville had 17.6% of the population 25 years and older having achieved a bachelor's degree or higher in 2000, but only 7.6% of that age group had a university degree in 2010, according to the Census Bureau five-year estimates.

In 2018, it is estimated that about 87% of the population 25 years and older in New York State, 90% in Lewis County, and 91% in Lowville were educated with at least a high school diploma—the highest percent of the population over the years outlined below. Nearly a quarter of this population in Lowville is estimated to have had a university degree in 2018, followed by 16% in Lewis County. The state continues to dominate in overall percentage of the population 25 years and older with a university degree, according to the Census estimates.

Employment

Figure 17 illustrates the employment of town and village residents based on the industry in which they worked in 2000, and the estimates for 2010 and 2018. The figure also shows the percent change in raw number of employees in each industry between 2010 and 2018. The top five industries in 2000 were: 1) education, 2) manufacturing, 3) retail, 4) public administration, and 5) arts and entertainment.

The top four industries are estimated to have remained the same in 2010, followed by the professional industry category, which includes scientific, management, administrative, and waste management professionals. In 2018, it is estimated that the top five industries changed slightly. Education is estimated to still be the top industry among Lowville residents. However, the professional industry may still be on the rise, and is estimated to be the second largest industry in 2018. Retail trade remains the third largest industry. Construction and manufacturing are estimated to have joined the top five industries in fourth and fifth place, respectively.

When looking at the percent change in raw numbers of people employed per industry based on the 2010 and 2018 estimates, the industry that is growing the most is agriculture and



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forestry (including fishing, hunting, and mining) with 4.5 times more people employed in 2018 than in 2010. Construction has two times more employees, and transportation, warehousing, utilities have one and a half times more. On the reverse side, the industries that appear to be losing employment based on the estimates are public administration, other services, the information sector, and manufacturing.

Figure 17. Employment by Industry: 2000, 2010 Estimates, and 2018 Estimates for the Residents in the Town including Village

Industry	2000	2010e	2018e	% Change 2010e-2018e		
Educational, health, social services	27.3%	743	37.1%	737	34.6%	-0.8%
Professional, scientific, management, administrative, waste management	4.7%	127	6.3%	281	13.2%	+121.3%
Retail trade	10.5%	261	13.0%	244	11.5%	-6.5%
Construction	3.3%	60	3.0%	185	8.7%	+208.3%
Manufacturing	12.6%	266	13.3%	170	8.0%	-36.1%
Agriculture, forestry, fishing and hunting, mining	7.3%	29	1.4%	159	7.5%	+448.3%
Public administration	8.6%	245	12.2%	98	4.6%	-60%
Finance, insurance, real estate, rental, and leasing	4.4%	67	3.3%	69	3.2%	+3.0%
Arts, entertainment, recreation, accommodation, food services	8.0%	54	2.7%	67	3.1%	+24.1%
Transportation, warehousing, utilities	4.2%	20	1.0%	51	2.4%	+155%
Other services	4.5%	87	4.3%	41	1.9%	-52.9%
Information	1.3%	31	1.5%	16	0.8%	-48.4%
Wholesale trade	3.4%	11	0.5%	10	0.5%	-9.1%
TOTAL		2001		2128		

Source: 2000 Decennial Census; 2006-2010 and 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau)

Transportation to Work

A bedroom community is a place where people must commute outside their community to get to work, such as suburbs. For instance, suburbs are typical bedroom community with residents working in nearby cities or villages. Lowville is a bedroom community for some residents, but not all.

In 2010, it was estimated that 60% of the working population in the town including village lived within 15 miles from their place of work compared to 58% in the village. In 2018, it is estimated that 57% of working-aged people in the town were within 15 minutes from work while 43% of the village working population worked within 15 minutes from home.

When looking at the percent change in travel time estimates to work for the town and village working populations between 2010 and 2018, there appears to be a shift overall in more people travelling 45 minutes or more to work. However, the town had more people estimated to be traveling less than 5 minutes to work in 2018 than in 2010 while the village had an estimated drop in the number. More people in the town and village are travelling 10 to 14 minutes and 20 to 24 minutes to work than in 2010, but less people in the town and village are travelling 30 to 39 minutes than in 2010.



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Figure 18. Number of Workers* by Travel Time to Work: 2010 Estimates and 2018 Estimates by Town and Village

Travel Time to Work	Town of Lowville (including village)			Village of Lowville		
	2010e	2018e	% Change	2010e	2018e	% Change
Less than 5 minutes	377	500	+32.6%	353	304	-13.9%
5 to 9 minutes	540	414	-23.3%	409	240	-41.3%
10 to 14 minutes	200	226	+13.0%	85	150	+76.5%
15 to 19 minutes	188	200	+6.4%	155	119	-23.2%
20 to 24 minutes	69	135	+95.7%	69	114	+65.2%
25 to 29 minutes	60	43	-28.3%	35	38	+8.6%
30 to 34 minutes	126	31	-75.4%	68	18	-73.5%
35 to 39 minutes	113	88	-22.1%	113	82	-27.4%
40 to 44 minutes	52	87	+67.3%	52	48	-7.7%
45 to 59 minutes	85	173	+103.5%	85	133	+56.5%
60 to 89 minutes	28	47	+67.9%	15	34	+126.7%
90 or more minutes	13	50	+284.6%	13	30	+130.8%

*Workers 16 years and over in households

Source: 2006-2010 and 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau)

According to the 2010 American Community Survey census data estimates, just under 80% of both town (including village) residents and village residents drove to work alone in a car, truck, or SUV. The number and percentage of people driving alone to work is estimated to have shifted slightly to more people carpooling to work while the number and percentage of people walking, using public transportation, and other means are estimated to have remained relatively unchanged. According to recent estimates for the town (including village) residents, in 2018, approximately 17.6% carpoled to work (up from 9.9% in 2010 estimates), 8.8% walked to work, and 4.1% worked at home, and less than 10 individuals took a taxi, bike, motorcycle, or public transportation to work.



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Figure 19. Means of Transportation to Work by Vehicles Available: 2010 Estimates and 2018 Estimates by Town including Village and Village

Means of Travel to Work	2010e Town (including village) Residents*		2018e Town (including village) Residents*		2010e Village Residents*		2018e Village Residents*	
	Drove Alone	1,533	78.1%	1439	69.2%	1,194	76.3%	985
Carpooled	195	9.9%	367	17.6%	148	9.5%	227	16.3%
Walked	123	6.3%	182	8.8%	110	7.0%	92	6.6%
Worked at Home	112	5.7%	86	4.1%	112	7.2%	86	6.2%
Taxi, Motorcycle, Bicycle, or Other Means	0	0.0%	6	0.3%	0	0.0%	6	0.4%
Public Transportation	0	0.0%	0	0.0%	0	0.0%	0	0.0%

*Workers 16 years and over in households

Source: 2006-2010 and 2014-2018 American Community Survey 5-Year Estimates (US Census Bureau)

Finance

Town of Lowville

According to the NYS Comptroller’s Office, the total revenues in 2010 were \$1,594,434 (in 2010 dollars); \$1,645,708 in 2015 (in 2015 dollars); and \$1,716,036 in 2019 (in 2019 dollars). The following revenues grew, percentagewise, between 2010 and 2019: other local revenues (e.g., compensation for loss, fines, and other miscellaneous revenues), state aid, and use and sale of property. The following revenue streams declined, percentagewise, between 2010 and 2019: charges to other governments and other real property tax items (e.g., payments in lieu of taxes). The following revenues stayed about the same, percentagewise: charges for services, federal aid, and real property taxes and assessments.

Figure 20. Town of Lowville's Revenues and Proceeds of Debt* by Type and Year

TOWN	2010	2010	2015	2015	2019	2019
Charges for services	\$187,129	12%	\$186,652	11%	\$209,366	12%
Charges to other governments	\$61,312	4%	\$54,481	3%	\$42,661	2%
Federal aid	\$0	0%	\$12,431	1%	\$0	0%
Other local revenues	\$22,112	1%	\$28,705	2%	\$54,128	3%
Other non-property taxes	\$5,331	0%	\$5,714	0%	\$6,399	0%
Other real property tax items	\$244,077	15%	\$204,338	12%	\$188,070	11%
Proceeds of debt	\$0	0%	\$0	0%	\$0	0%
Real property taxes and assessments	\$923,482	58%	\$959,543	58%	\$976,569	57%
Sales and use tax	\$0	0%	\$0	0%	\$0	0%
State aid	\$147,048	9%	\$179,068	11%	\$205,159	12%
Use and sale of property	\$3,943	0%	\$14,776	1%	\$33,684	2%

*As a percentage of the total expenditure

Source: NYS Comptroller’s Office Open Book New York (2010, 2015, and 2019)



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According to the NYS Comptroller’s Office, the total expenditures in 2010 were \$1,442,332 (in 2010 dollars); \$1,399,235 in 2015 (in 2015 dollars); and \$1,675,080 in 2019 (in 2019 dollars). Utilities expenditures grew, percentagewise, between 2010 and 2019 while the following expenditures declined, percentagewise, between 2010 and 2019: general government, sanitation, and transportation. Employee benefits grew between 2010 and 2015 but dropped back to a similar percentage in 2019.

Figure 21. Town of Lowville’s Expenditures* by Type and Year

TOWN	2010	2010	2015	2015	2019	2019
Community services	\$2,774	0%	\$7,235	1%	\$5,423	0%
Culture and recreation	\$16,756	1%	\$15,615	1%	\$22,433	1%
Debt service	\$33,845	2%	\$35,372	3%	\$37,549	2%
Economic development	\$0	0%	\$0	0%	\$0	0%
Education	\$0	0%	\$0	0%	\$0	0%
Employee benefits	\$239,730	17%	\$296,158	21%	\$269,281	16%
General government	\$306,086	21%	\$268,006	19%	\$310,465	19%
Health	\$4,300	0%	\$4,236	0%	\$5,716	0%
Public safety	\$62,430	4%	\$64,033	5%	\$70,384	4%
Sanitation	\$42,620	3%	\$35,079	3%	\$36,927	2%
Social services	\$0	0%	\$0	0%	\$0	0%
Transportation	\$627,474	44%	\$524,521	37%	\$698,107	42%
Utilities	\$106,317	7%	\$148,980	11%	\$218,795	13%

*As a percentage of the total expenditure

Source: NYS Comptroller’s Office Open Book New York (2010, 2015, and 2019)

Village of Lowville

According to the NYS Comptroller’s Office, the total revenues in 2010 were \$3,462,666 (in 2010 dollars); \$3,529,081 in 2015 (in 2015 dollars); and \$5,812,999 in 2019 (in 2019 dollars). The following revenues grew, percentagewise, between 2010 and 2019: sales/use tax and state aid. The following revenues grew, percentagewise, between 2010 and 2015, but dropped between 2015 and 2019: real property taxes and assessments, charges to other governments, and other local revenues (e.g., compensation for loss and fines). The following revenue streams declined, percentagewise, between 2010 and 2019: charges for services and other real property tax items (e.g., payments in lieu of taxes). Lastly, the use and sale of property remained about the same, percentagewise.



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Figure 22. Village of Lowville's Revenues and Proceeds of Debt* by Type and Year

VILLAGE	2010	2010	2015	2015	2019	2019
Charges for services	\$1,805,912	52%	\$1,672,403	47%	\$2,474,058	43%
Charges to other governments	\$51,326	1%	\$56,222	2%	\$46,770	1%
Federal aid	\$0	0%	\$0	0%	\$0	0%
Other local revenues	\$68,933	2%	\$90,451	3%	\$76,655	1%
Other non-property taxes	\$51,727	1%	\$53,314	2%	\$58,774	1%
Other real property tax items	\$79,755	2%	\$35,156	1%	\$20,764	0%
Proceeds of debt	\$0	0%	\$0	0%	\$0	0%
Real property taxes and assessments	\$1,213,577	35%	\$1,410,257	40%	\$1,573,676	27%
Sales and use tax	\$0	0%	\$49,168	1%	\$44,789	1%
State aid	\$144,073	4%	\$117,454	3%	\$1,460,838	25%
Use and sale of property	\$47,363	1%	\$44,656	1%	\$56,675	1%

*As a percentage of the total expenditure

Source: NYS Comptroller's Office Open Book New York (2010, 2015, and 2019)

According to the NYS Comptroller's Office, the total expenditures in 2010 were \$4,186,311 (in 2010 dollars); \$3,220,982 in 2015 (in 2015 dollars); and \$7,982,200 in 2019 (in 2019 dollars). Sanitation and utilities expenditures grew, percentagewise, between 2010 and 2019 while the following expenditures declined, percentagewise, between 2010 and 2019: community services, culture and recreation, debt service, economic development, general government, and transportation. Public safety and employee benefits grew between 2010 and 2015 but dropped again in 2019.

Figure 23. Village of Lowville's Expenditures* by Type and Year

VILLAGE	2010	2010	2015	2015	2019	2019
Community services	\$33,954	1%	\$44,935	1%	\$27,242	0%
Culture and recreation	\$124,499	3%	\$86,737	3%	\$63,514	1%
Debt service	\$550,227	13%	\$457,342	14%	\$316,715	4%
Economic development	\$283,274	7%	\$3,000	0%	\$0	0%
Education	\$0	0%	\$0	0%	\$0	0%
Employee benefits	\$419,472	10%	\$596,933	19%	\$679,030	9%
General government	\$674,516	16%	\$459,472	14%	\$467,718	6%
Health	\$1,690	0%	\$550	0%	\$550	0%
Public safety	\$442,897	11%	\$495,509	15%	\$542,032	7%
Sanitation	\$460,645	11%	\$392,440	12%	\$2,865,508	36%
Social services	\$0	0%	\$0	0%	\$0	0%
Transportation	\$638,028	15%	\$365,557	11%	\$333,140	4%
Utilities	\$557,109	13%	\$318,507	10%	\$2,686,751	34%

*As a percentage of the total expenditure

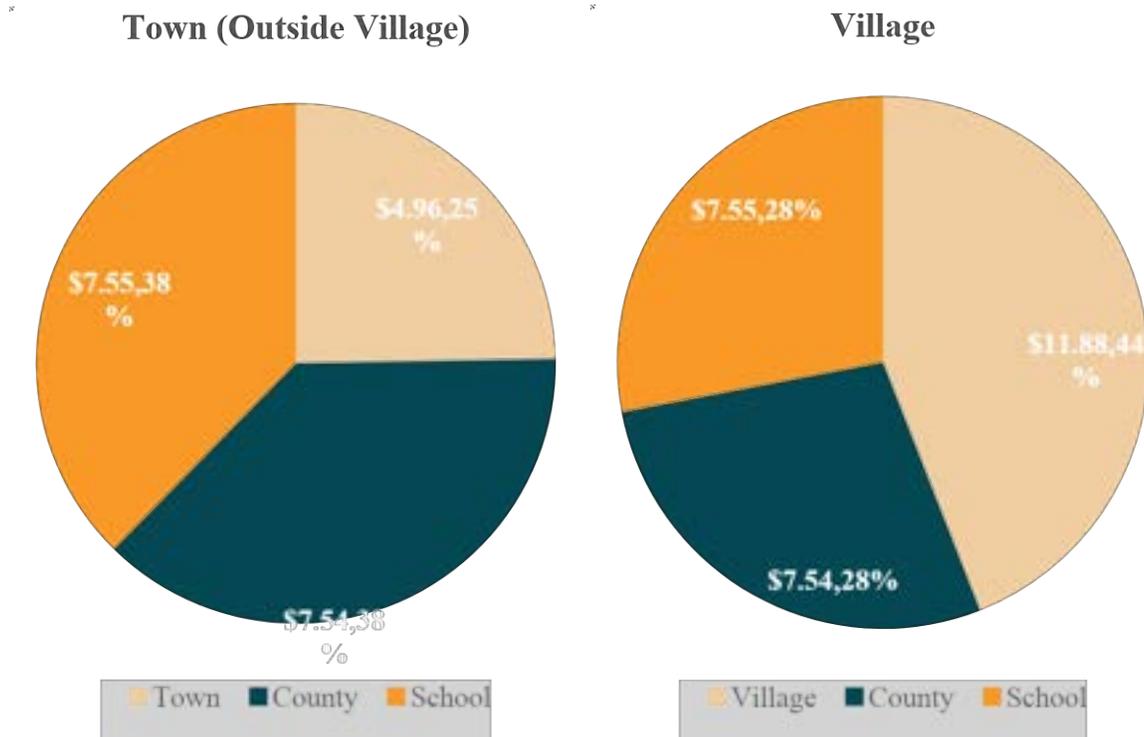
Source: NYS Comptroller's Office Open Book New York (2010, 2015, and 2019)



Property Taxes

In 2007, at the time of the previous comprehensive plan update, town property owners paid \$28.57 per \$1000 assessed full value in property taxes (including town, county, and school) while village property owners paid \$37.92 per \$1000 assessed full value (including village, town, county, and school). In 2020, town (outside village) property owners paid \$20.05 per \$1000 of assessed full value while the village property owners paid \$26.97 per \$1000 of assessed full value. This drop in property tax can be attributed to several factors including a 100% equalization rate during the assessor’s reevaluation process and a change in municipal revenue streams. Figure 24 depicts the breakdown of property tax payments by recipient (e.g., government or school district).

Figure 24. Town and Village of Lowville’s 2020 Property Tax Breakdown per \$1,000 Assessed Value



Source: Town and Village of Lowville (2020)

Land Use

Agriculture

The largest land use in the town of Lowville is agricultural and consists of approximately 17,968 acres. Much of this land is active agricultural land. The village consists of only approximately 63 acres of agricultural land.



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Residential

Land development for residential uses represents the largest active land use by acreage in the village and the second largest active land use in the town. Single-family residential development is predominating in both sectors. Residential growth in the village is minimal whereas agricultural lands located within the town are the target for development of single-family housing. Farmland was converted into new residential housing—the Maple Run Homes—north of the village in the town.

Vacant Land

Vacant land comprises approximately 101 acres in the village and 931 acres in the town. Vacant or undeveloped lands include parcels that may have significant development constraints, such as wetlands, critical habitat, stream courses, and steep slopes, as well as inactive farmland and developable properties.

Commercial

Within the village, commercial uses are the third largest existing use by total assessed value, following residential and industrial uses. There is a total of 129 acres of commercial uses. Most of these commercial uses are located along the main NYS Route 12/Utica Boulevard corridor that runs through the center of the village. These commercial areas consist of strip commercial and office development. There are scattered commercial properties located in other areas of the village within concentrations on Shady Avenue and East State Street. These types of uses include banks, retail shops, a grocery store, restaurants, and auto dealers. Retail development opportunities exist on Utica Boulevard and in the Tops Plaza.

The town has a total of 142 acres of existing commercial uses. The most intense concentration of commercial development occurs in the form of strip development along NYS Route 12 and County Route 26 (Number Four Road). A Walmart Super Center exists on NYS Route 12 and additional development in this area is possible. Other commercial uses scattered throughout the town include a hardware store, a bank, auto sales and repair shops, country stores and greenhouses, motels, restaurants, landscaping, and cattle auction facilities.

Industrial

Industrial land use within the village consists of approximately 104 acres and is in three main areas. Kraft-Heinz Inc. and Qubica AMF are located at the southern entrance of the village on NYS Route 12/Utica Boulevard. Additionally, V.S. Virkler has a concrete plant located on River Street and Neenah is located on the northern edge of the village off Bostwick Street. The town contains 231 acres of industrial uses. These consist of mining pits located on Rice Road and Route 26.

Public and Community Service

Public services in both the town and village include electric and communications utilities (transmission lines, substations, and cell towers). Community services include municipal utilities (sewer and water), municipal facilities (other than recreation), fire and emergency service stations, police stations, schools and school district offices, and community centers. Public services use consists of 101 acres in the village and 118 in the town of Lowville. Community service uses consists of 53 acres in the village and 183 acres in the town.



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The village of Lowville is the county seat of Lewis County. As a result, there is a substantial amount of tax-exempt property owned by the County and State. This includes the County Court House, the Social Services and Public Safety Complex, the County owned Hospital, the County Highway Department, County Alcohol Abuse Prevention office, the County Agricultural Fairgrounds, and the NYS Department of Environmental Conservation Office in Dadville as well as NYS Department of Transportation facilities. In addition, the Lowville Central School district is located completely within the village and several religious and other organizations, such as the United Cerebral Palsy office and the Disabled Persons Action Organization exist in the town. Renewable energy is another type of development growing in the Lowville community. The Maple Ridge Wind Farm is completely constructed, and the Number Three Wind Farm and solar energy system developments have been proposed with some currently under construction.

Recreation and Forest

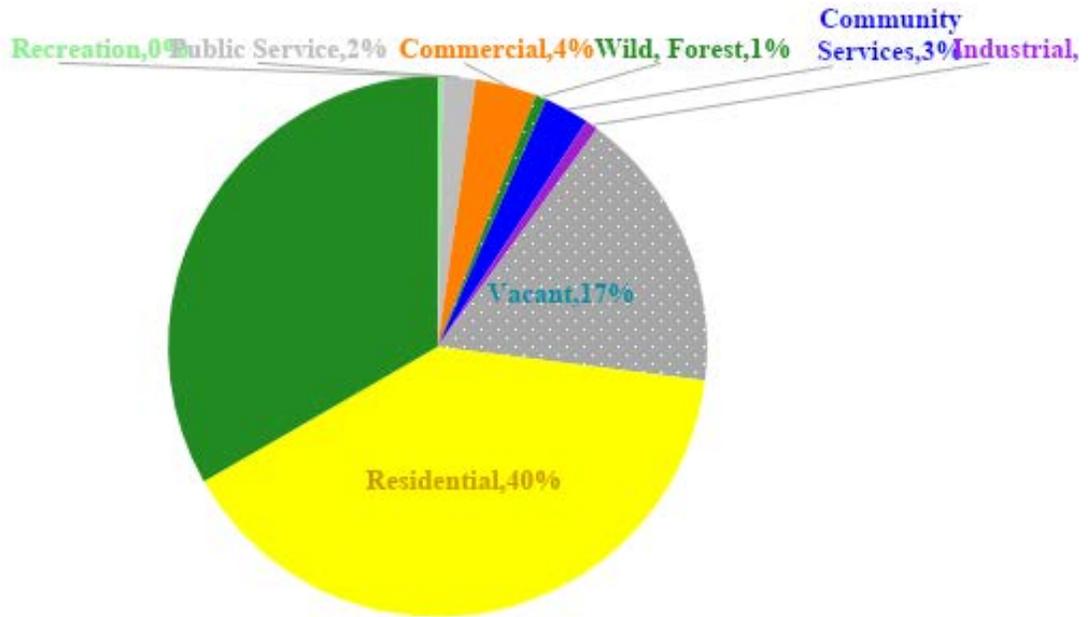
Recreational land uses in the village of Lowville compose approximately 64 acres. Most of this land is either a village park or the Lewis County Fairgrounds. In addition to parks and the Fairgrounds, there is a large sports field belonging to the Lowville School District. Additionally, the town has 159 acres of forest land uses and an additional seven acres of recreational land. A major portion of this acreage is composed of the NYS Department of Environmental Conservation Demonstration Area and Forestry Nature Trail. This is located just outside of the village on NYS Route 812.

Town of Lowville

In 2019, according to Lewis County tax parcel data, most tax parcels in the town (outside the village) are residential (40%), followed by agriculture parcels (33%) and vacant parcels (17%). Community services are only 3% of the total number of parcels but have the highest cumulative total assessed value at \$61,094,600. Agricultural and residential uses come in at a close second and third by cumulative total assessed value in the town between \$54 million and \$59 million.

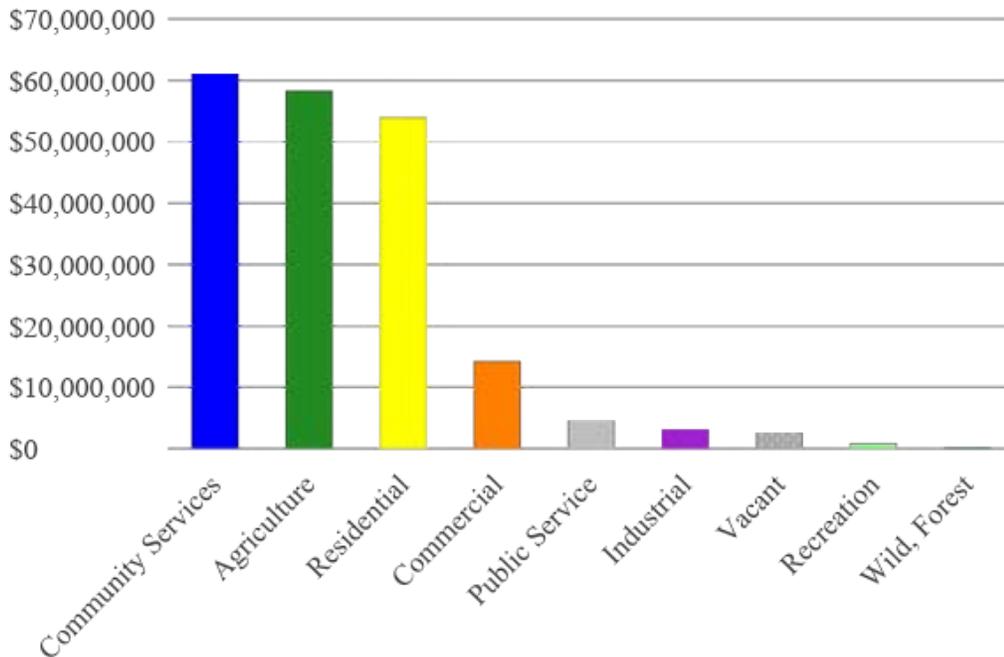


Figure 25. Town of Lowville's Land Use by Number of Parcels, 2019



Source: Lewis County Real Property Tax Services Department (2019)

Figure 26. Town of Lowville's Total Assessed Value by Land Use, 2019



Source: Lewis County Real Property Tax Services Department (2019)

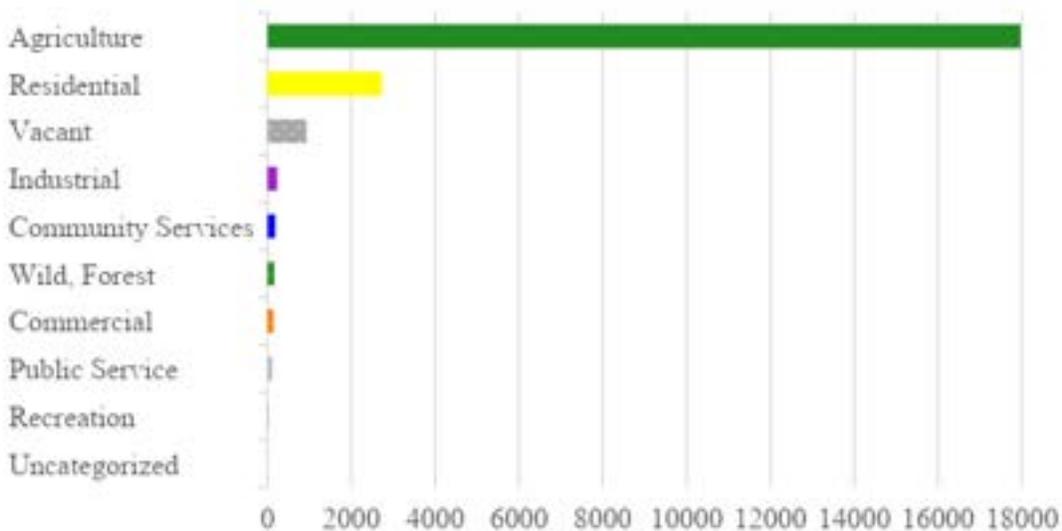


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When looking at the acreage of tax parcels by property class, it becomes evident that the town outside the village is predominantly agricultural at 17,968 total acres. Residential properties are in a far second position at 2,736 acres. There are about 931 acres of vacant land in the town of Lowville.

Figure 27. Town of Lowville's Land Use by Acreage, 2019

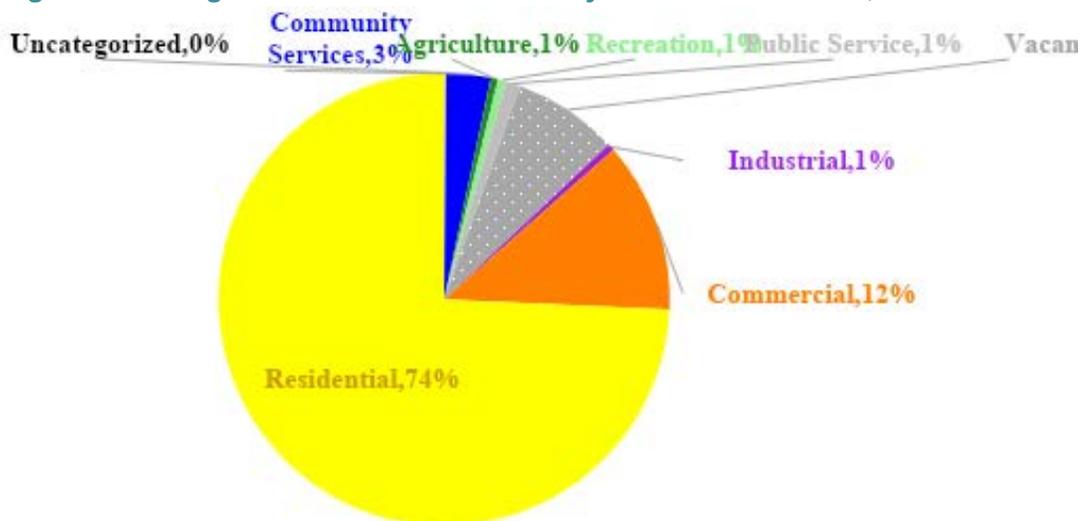


Source: Lewis County Real Property Tax Services Department (2019)

Village of Lowville

In 2019, most individual parcels in the village were residential at 74% of all parcels. Commercial parcels form 12% of the total number of parcels followed by vacant parcels at 8%. Logically, there are not many industrial or agricultural parcels in the village of Lowville.

Figure 28. Village of Lowville's Land Use by Number of Parcels, 2019



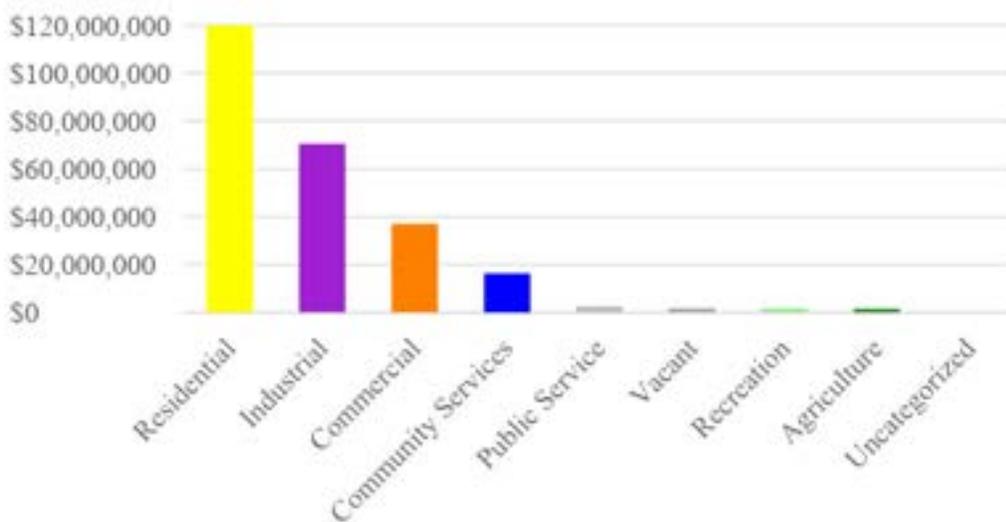
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Source: Lewis County Real Property Tax Services Department (2019)

When looking at the total assessed value by property class, residential forms the largest portion of the pie at \$124,752,700 altogether. Despite comprising only 1% of total parcels, industrial is the second largest property class by total taxable value, at \$70,467,100. Commercial parcels form the thirteenth largest value at \$37,092,600.

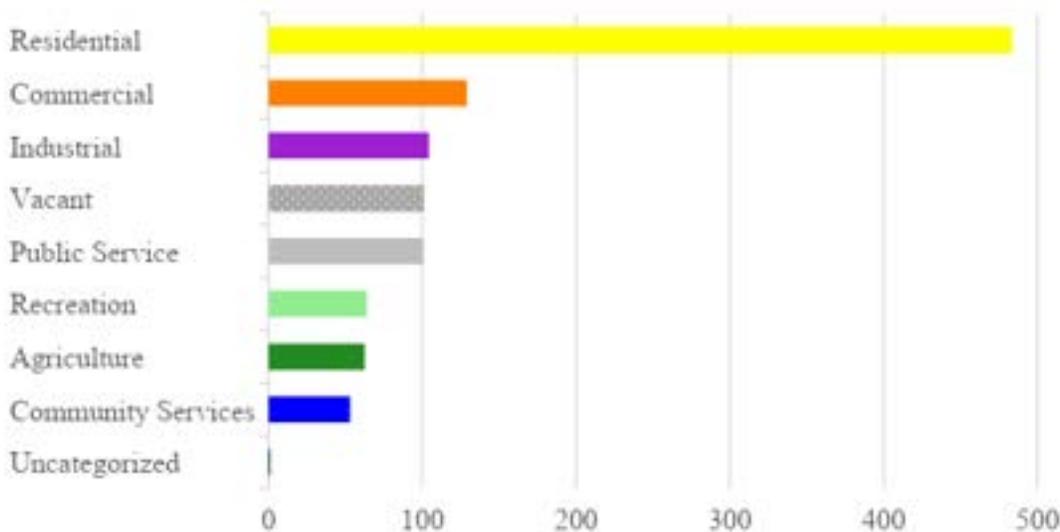
Figure 29. Village of Lowville's Total Taxable Value by Land Use, 2019



Source: Lewis County Real Property Tax Services Department (2019)

Lastly, when looking at the acreage of each property class, residential remains the top dog at 484 total acres. Commercial parcels comprise of 129 acres in the village, and industrial parcels make up an additional 104 acres. Vacant and public service parcels are not far behind with a total of 101 acres each.

Figure 30. Village of Lowville's Land Use by Acreage, 2019



Source: Lewis County Real Property Tax Services Department (2019)



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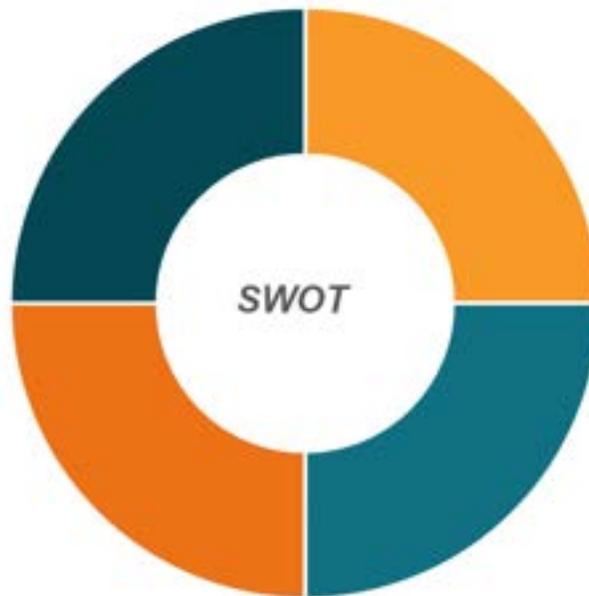
Figure 31. Strengths, Weaknesses, Opportunities, and Threats Identified by the Community

STRENGTHS

- Safe place to live
- Farmers’ markets
- Sense of community
- Clean and beautiful environment
- Good elementary and high schools
- Hospital
- Shared government services
- Recreational opportunities
- Community centers and gathering places
- Economic strengths
- It’s home
- Community resources and utilities
- Small town atmosphere
- Low cost of housing
- Access to organizations
- Ideal location
- Transportation options
- Good quality of life and cost of living
- Social life and community events

WEAKNESSES

- Downtown revitalization is needed
- Poor zoning regulations
- Poor streetscape and walkability
- Poor coordination and communication of services
- Poor housing quality and availability
- Lack of community connectedness
- Economic hardships and poverty
- Need more recreational opportunities
- Lack of higher education opportunities other than Jefferson Community College
- Limited broadband accessibility
- Need more places to socialize and host social activities
- Need more public transportation



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OPPORTUNITIES

- Community organizing and events
- Promote and expand public transportation
- Improve downtown
- Housing beautification
- Community connectedness
- Recreation
- Tourism
- Streetscape standards
- Food security
- Location
- Housing
- Business development
- Environment
- Public safety

THREATS

- Outmigration
- Funding
- Policy implementation
- Zoning regulations
- Economic issues can be barriers
- Food insecurity
- Volunteerism and civic engagement
- Sociocultural and political limitations
- Broadband availability
- Emergency preparedness
- Poor communication with public



PART II: PLAN GOALS AND STRATEGIES

Economic Development

VISION
PROMOTE A DIVERSE ECONOMIC BASE THAT PROVIDES INCOME, EMPLOYMENT, AND FISCAL RESOURCES TO THE COMMUNITY IN A MANNER THAT IS COMPATIBLE WITH THE RURAL AND NATURAL CHARACTER OF LOWVILLE.
GOALS
Goal 1.1 Further downtown revitalization efforts as an economic development tool
Goal 1.2 Balance rural settings with business development and growth
Goal 1.3 Develop business-friendly policies, programs, and zoning regulations
Goal 1.4 Encourage broadband expansion for underserved and unserved populations
Goal 1.5 Promote and encourage partnerships that accelerate economic development and improve communication and resources for developers, entrepreneurs, and residents
STRATEGIES
1.1.1 Pursue physical streetscape design improvements and expand outdoor opportunities that make the community more walkable and bikeable, including the adoption of a complete streets policy, better signage for parking, and balance between curbs and sidewalk width.
1.2.1 Inventory vacant commercial, office, industrial, and agricultural sites.
1.2.2 Identify scenic, recreation, and tourist sites; enhance signage for these assets.
1.2.3 Capitalize on existing area tourism sites (e.g., Whetstone Gulf, Maple Ridge Center, and Snow Ridge) and support efforts to expand opportunities into outdoor spaces. For instance, support festivals like the Cream Cheese Festival, Riverfest, and agritourism.
1.2.4 Encourage bed and breakfast, motel, and hotel growth to support tourism efforts and conferences.



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1.3.1 || Support “Buy Local” efforts. For instance, support the Amish community and organizations like the North Star Food Hub in their agricultural endeavors, streamline farm-to-school food options, export local products, and elevate storefronts that draw tourism.

1.4.1 || Support any broadband expansion efforts for underserved and unserved communities in the town and village of Lowville in collaboration with Lewis County’s special ad hoc broadband committee, internet service providers, and any others.

1.5.1 || Leverage partnerships to support existing or create new community and economic studies, including county-wide efforts to analyze markets and economic conditions.

1.5.2 || Improve communication and collaborate with the Lewis County Industrial Development Agency, County Economic Development Department, Chamber of Commerce, and other organizations to promote business development. For instance, support the “Naturally Lewis” brand, county-wide marketing initiatives, and participate in workshops for strategic planning.

1.5.3 || Work with local food pantries and organizations to improve food security in the town and village. Work together to create programs to open access to healthy, local products for low- to middle-income families and emergency preparedness plans to support low- and middle-income families in case of an emergency like a global pandemic.

1.5.4 || Promote educational and training opportunities with local educational facilities, businesses, and other entities (e.g., BOCES, JCC, and any others).

The primary goal for economic development in Lowville is to promote a diverse economic base that provides income, employment, and fiscal resources to the community in a manner that is compatible with the rural and natural character of Lowville. In other words, Lowville would like to attract new, diverse businesses and commercial development while protecting environmental quality and historical properties. Potential businesses that could improve are restaurants, night life, and retail establishments, which were all ranked below average in the Lowville community survey. Any efforts to beautify the downtown area and improve placemaking are encouraged. To achieve these, the town and village have established the following specific goals, which are described more in this section.

- Goal 1.1 Further downtown revitalization efforts as an economic development tool
- Goal 1.2 Balance rural settings with business development and growth
- Goal 1.3 Develop business-friendly policies, processes, and zoning regulations

According to the Lowville community survey, schools and medical facilities are ranked above average for community services and are considered primary employment industries in the town and village of Lowville, which is also supported by the 2018 American Community Survey estimates. Any opportunity to create better career opportunities in Lowville is welcome, such as adding more educational opportunities for the work force. Generally, job growth in all industries is strongly supported, including home businesses. Lowville would like to see reliable and affordable broadband service improve, especially for remote learning households and



households with telehealth and teleworking needs. The goals intended to achieve this vision are listed and described below.

- Goal 1.4 Encourage broadband expansion for underserved and unserved populations
- Goal 1.5 Promote and encourage partnerships that accelerate economic development and improve communications and resources for developers, entrepreneurs, and residents.

Goal 1.1 Further downtown revitalization efforts as an economic development tool

“The need to revitalize downtown commercial districts is clear. A healthy, viable downtown is crucial to the heritage, economic health, and civic pride of the entire community for several reasons. A healthy downtown retains and creates jobs. A healthy downtown also means a stronger tax base; long-term revitalization establishes capable businesses that use public services and provide tax revenues for the community. A revitalized downtown increases the community’s options for goods and services, whether for basic staples like clothing, food, and professional services or for less traditional functions such as housing or entertainment. Finally, revitalized downtowns are symbols of community caring and a high quality of life, factors that influence corporate decisions to locate to a community.”

- National Trust for Historic Preservation (n/d)

The village of Lowville, like most communities in New York State, has a downtown area that could benefit from enhancements. Various factors including over restrictive building codes, the excessive costs of maintenance, the need for off-street parking in an auto-oriented culture, property tax assessment that penalizes building maintenance, and big box retail make it challenging to generate a thriving downtown. The municipalities should ensure that zoning, building codes, property taxes, and utility costs are considered and utilized to further economic growth in addition to the goals outlined below. A detailed analysis of the retail economy in the area, completed in 2005 by consultant Peter J. Smith & Company, Inc. for the Lowville Infill Development Plan, should be consulted when reviewing any development projects. Lowville will consider tax incentive options to encourage infill development over development on undeveloped land.

The United States Census Bureau’s economic censuses are major sources of facts about the structure and functioning of the region’s economy. Data is available for communities with populations of 2,500 or more. According to the 2012 economic census, there were a total of 197 establishments with a combined revenue (including sales and value of shipments) of over \$230 million dollars, excluding accommodations and food services, educational services, finance and insurance, information sector, manufacturing industry, utilities, and wholesale trade, which withheld data or data were not available. The 2017 economic census will be available in December 2021 and should be compared to these figures for 2012.

In alignment with Lowville’s strong commitment to sustainability and decarbonization, the village is interested in electric vehicle charging station infrastructure throughout the downtown area. Several village-owned lots have been identified as feasible locations for charging stations and several private property owners have also expressed interest in installing charging stations on their lots as well. These charging stations will be the first publicly owned charging stations in the village. All will be available for public use and will encourage the environmentally friendly and sustainability-minded practices that the village champions, while also promoting increased



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economic activity at nearby businesses. Other green infrastructure projects are encouraged, as well.

Goal 1.2 Balance rural settings with business development and growth

Tug Hill is known for its open space, generally considered in its broadest sense to include farm fields and woodlands. According to the Tug Hill Commission's 2019 Tug Hill Residents and Landowners Survey, a primary response is residents' and homeowners' positive ratings of outdoor, environmental, and rural settings out of all the quality-of-life indicators. For example, "amount of open space" was the highest rated community characteristic with 90% of respondents believing Tug Hill is "Excellent or Good". The town and village of Lowville fit this characteristic with ample open space, farmland, and natural resources enjoyed by its residents.

Business development growth is also a top priority in the town and village considering that the lack of employment opportunities is a concern for residents. The town and village would like to attract new business and commercial development. Any commercial, retail, and industrial growth or development should aim to protect or enhance environmental quality and historic properties.

Goal 1.3 Develop business-friendly policies, processes, and zoning regulations

Zoning and other regulations should be streamlined to make development permitting as straight forward as possible. Commercial businesses that complement and enhance existing business would be ideal for the community. See [Part III, Land Use and Development](#), for more details.

Goal 1.4 Encourage broadband expansion for underserved and unserved populations

In 2020, Lewis County and the Development Authority of the North County contracted ECC Technologies, Inc. to perform a telecommunications study, which inventoried existing fiber optic, coaxial assets, and other broadband supporting infrastructure within Lewis County. The village of Lowville was not included in that study as the focus was primarily on rural areas within the county. The wireline infrastructure in Lowville is owned and operated primarily by Frontier, Verizon, Spectrum Communications, Crown Caste, and Mohawk Networks. The wireless structures in the county have the highest concentration in the Lowville area with Mohawk Networks providing 23% of wireless Internet service in the Lowville. See the summary table of internet service providers for more details about the type of technology they use, their coverage, and speed.

Figure 32. Summary of Internet Providers in Lowville 13367

Provider	Type	Coverage	Speed
King Street Wireless	Fixed Wireless	99.6%+	1.0 Mbps
Frontier Communications	DSL	85.5%+	115 Mbps
Charter Spectrum	Cable	82.3%+	940 Mbps



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Mohawk Networks	Fiber & Fixed Wireless	23.1%+	100 Mbps
ViaSat Internet (formerly Exede)	Satellite	100%	100 Mbps
HughesNet	Satellite	100%	25 Mbps
Frontier Business	DSL	100%	24 Mbps
Spectrum Business	Cable and Fiber	65.8%+	940 Mbps
Crown Castle Fiber	Fiber	3.0%+	1,000 Mbps
Mohawk Networks	Fiber	0.9%+	100 Mbps

Source: Broadband Infrastructure Inventory Study for Lewis County NY (ECC Technologies, 2021, p. 46)

According to the Broadband Infrastructure Inventory Study for Lewis County, NY, the Development Authority of the North County has a fiber cable route that passes through Lowville in a north-south pattern and secondary routes that branch out of Lowville. The Development Authority of the North Country also has a central office located in Lowville. According to the report, Lowville is not considered a target area for broadband need.

However, the Results of the ECC Broadband Aggregation and Adoption Toolset (BAAT) Program Report for Lewis County 2020-2021 show that there are some Lowville residents who do not have access to a competitive or affordable broadband market. In other words, there may only be one internet service provider in certain areas, some internet service providers' options are too costly, or some internet service providers' services are unreliable or have low throughput. Priority areas to expand broadband access and affordability in Lowville are portions of East Road, Route 26. More priority areas should be identified.



Figure 33. DANC Fiber Cable Routes in the Lewis County



Source: Broadband Infrastructure Inventory Study for Lewis County NY (ECC Technologies, 2021, p. 36)

Goal 1.5 Promote and encourage partnerships that accelerate economic development and improve communications and resources for developers, entrepreneurs, and residents.

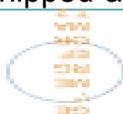
The town and village of Lowville are fortunate to have educational opportunities at the satellite Jefferson Community College facility and with the Boards of Cooperative Educational Services (BOCES) programming. The town and village hope to partner with Lewis County’s Chamber of Commerce and other organizations to promote in-person and online education opportunities. See Goal 9.2 for more details about strategies for educational facilities and services.

Lowville would like to improve outreach to interested and established businesses regarding town and village services, land use policies, and regionwide resources. The town and village believe that developers and entrepreneurs will be most successful when they have access to important and timely information. Thus, it is a goal to keep a record of resources for developers and entrepreneurs and improve lines of communication so that any development and economic growth is successful and consistent with this comprehensive plan.

Historic Resources

VISION
RECOGNIZE LOWVILLE’S HISTORIC RESOURCES AND PRESERVE AND ENHANCE CULTURAL OPPORTUNITIES IN THE COMMUNITY.
GOALS
Goal 2.1 Highlight Lowville's history
Goal 2.2 Centralize historical design in any renovations and revitalization efforts
Goal 2.3 Promote adaptive reuse of historical sites
STRATEGIES
2.1.1, 2.2.1, 2.3.1 Leverage regional partnerships and expertise to create a historic overlay zone in a portion of the village.
2.1.2 Continue improving signage for parking and historical sites within the village to highlight the local history. Signage should be created for cemeteries, original schools, and historic downtown buildings. This signage should support heritage tourism and walking tours and could include town and village historical maps (paper and maps for mobile devices).
2.1.3 Create a National Register historic district downtown and improve public outreach for this effort.
2.1.4 Create and maintain a list of historical structures and properties.
2.1.5 Cultivate public awareness of historic and cultural resources through the town and village historians, and the potential benefits to property values in collaboration with Lewis County Historical Society. Outreach should be aimed at local officials, tradespeople, and the public, broadly.
2.2.2 Protect historic sites, structures, and districts using design standards and SEQR.
2.3.2 Promote adaptive reuse of historical sites to find a balance between acknowledging a site's history while creating relevant, vibrant spaces, especially in vacant buildings.

A municipality’s historic sites and structures provide a visible link to its past. Historic resources contribute greatly to the town and village’s sense of place and identity and provide clues as to how early residents lived and worked. As these resources are demolished, abandoned, or allowed to deteriorate, this identity is slowly chipped away. Historic preservation makes sense



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economically as it boosts tourism in communities, which can be seen in villages like Sackets Harbor. While the burden of protecting these properties lies primarily with individual building owners and landowners, several tools are available to help Lowville accomplish its preservation goals.

Goal 2.1 Highlight Lowville's history

Eight properties in the village are currently listed on the National Register of Historic Places. These are the Stoddard-O'Connor House (5431 Shady Avenue), the Old Lowville Cemetery (5515 Jackson and 5575 River Streets), the Lowville Masonic Temple (7552 South State Street), the Lewis County Soldiers' and Sailors' Monument (Village Green and Bostwick Street), the Bateman Hotel (7574 South State Street), the Franklin B. Hough House (Collins Street), the Lowville Presbyterian Church (7707 North State Street), and the Lewis County Fairgrounds (Bostwick Street). The Hough House has been given the added distinction of designation as a National Historic Landmark.

There has been interest in establishing a National Register historic district in the village. The town and village would like to see a historic register district that would include approximately 50 properties in the central downtown area located between Trinity Ave and Stowe Street.

A working group, called Friends of the Black River, has begun a historical mapping initiative along the Black River. They also intend to plan events related to the Black River's history. Their efforts are important for capturing the unique history of the Black River, which made Lowville a viable and thriving settlement when it was founded all the way up until today.

Goal 2.2 Centralize historical design in any renovations and revitalization efforts

The preservation of historic buildings and properties is a worthwhile endeavor for a variety of reasons. Economic, cultural, aesthetic, and environmental benefits can be garnered from the continued use of quality older properties. However, rural areas often find preservation projects difficult to accomplish due to several factors, including lack of access to technical assistance and lack of funding for maintenance and rehabilitation.

Rural areas tend to lose historic buildings due to lack of markets for their use and by the lack of upkeep, which leads to unsafe conditions and forced demolition. The town and village are forced to be creative while prioritizing properties for preservation and finding funding for renovation and revitalization projects. The town and village believe that old buildings and properties tie the community to its past, that old buildings are a tourist draw, and that rehabbing old buildings can create local jobs. In addition to the strategies outlined in this section, the town and village will use the Tug Hill Commission's Historic Preservation for Rural Local Governments issue paper, the Lewis County Historical Society, and other resources to centralize historic design in their land use and development policies.

Goal 2.3 Promote adaptive reuse of historical sites

Another tool available is the implementation of section 444-a of the Real Property Tax Law, which authorizes a partial exemption from real property taxation resulting from increased assessed valuation for the alteration or rehabilitation of historic property. Also, the village could become a Certified Local Government (CLG), which would give it access to CLG subgrants, as well as technical assistance. Access to these programs requires the village to adopt some form of review process for development in historic areas.



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Any review process, project, or program should incorporate adaptive reuse principles into the repurposing of historic buildings and sites. Adaptive reuse principles prepare historic buildings and sites for different uses and functions than what they were originally created to serve while protecting the uniqueness of their historic features. An example on Tug Hill would be the conversion of an abandoned school building in the town of Altmar to lodging, which has been extremely successful for local tourism—especially around fishing season. Other examples might be converting an old factory into a restaurant or museum, or second and third floors of historic buildings downtown into apartments. The Lewis County Historical Society is an accessible resource to the town and village in their efforts to protect historic properties.

Figure 34. Images Illustrating the Loss of Character and Historic Facades in Lowville

In Lewis County we are seeing: Loss of Character

Windows, Woodwork, Craftsmanship and Detailing



Before
Lowville



Now

In Lewis County, we are seeing: Loss of Historic Storefronts and Facades



Before
Lowville



Now

Source: Lewis County Historical Society (reprinted with permission)

Housing

VISION
PROVIDE A BALANCED BLEND OF QUALITY MIXED HOUSING OPPORTUNITIES, INCLUDING A DESIRABLE RANGE OF HOUSING TYPES AND PRICE RANGES, WHICH ARE AFFORDABLE AND ACCESSIBLE FOR RESIDENTS.
GOALS
Goal 3.1 Develop new housing design recommendations that reflect land use policies and the town and village’s design vocabulary matrix in Appendix 4
Goal 3.2 Support and update zoning policies to allow for mixed housing opportunities
Goal 3.3 Apply for grants and other financial support to improve housing stock
Goal 3.4 Identify needs and improve outreach and education on home improvement opportunities for homeowners
Goal 3.5 Centralize real-time housing market resources
STRATEGIES
3.1.1 Review zoning lot size, mixed housing, other development standards (such as off-street parking minimums) to lower development costs. Collect design recommendations from regional partners and experts.
3.1.2, 3.2.1 Encourage the development and rehabilitation of housing in the downtown area.
3.2.2 Encourage quality housing opportunities for the elderly, people with intellectual and/or developmental disabilities, and craftspeople and tradespeople who work temporarily in the community that will allow residents to remain in the community despite their changing housing and care requirements.
3.3.1 Complete and maintain a housing needs assessment.
3.3.2 Continue to utilize Community Development Block Grant, Main Street, and other State and Federal programs to improve housing stock. Start building a program fund that could provide tax incentives to homeowners to make home improvements.
3.4.1 Encourage and incentivize residential solar energy systems, geothermal energy systems, and other technologies that improve home energy efficiency.



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3.5.1 || Inventory housing market resources and save in a publicly accessible database or document.

3.5.2 || Partner with real estate companies and any other organizations to create a list of websites, media outlets, and resources for potential homebuyers and entrepreneurs.

United States Census Bureau data reveals a 5% increase in the number of housing units in Lowville between 1990 and 2000. All this growth occurred outside the village, however, with the town showing a net gain of 99 units (a 29% increase). Between 2000 and 2010, the town outside the village saw another period of housing unit growth at 17% while the village saw slower growth at under 2%. However, it is estimated that the town outside the village lost housing units between 2010 and 2018 by 16% while the village lost under 7% of housing units. Note that the Census Bureau's American Community Survey 5-year estimates for rural areas can have significant margins of error. See the [Community Profile section on Housing](#) for more details. With these trends in mind, the town and village would like to encourage development and rehabilitation of housing in the village's downtown area using Community Development Block Grant, Main Street, and other State and Federal programs to improve housing stock.

According to the Lowville community survey, residential properties in Lowville were ranked slightly below average by respondents. However, rental properties were the second lowest rated community service. Assisted living facilities and retirement communities are one major reason why people move to Lowville. The town and village support more multi-income and accessible housing options followed by more residential construction for elderly people, people with intellectual and/or developmental disabilities, and transient craftspeople and tradespeople. Furthermore, the town, village, and residents would like to see grant opportunities for making exterior improvements to deteriorating residences and less junk in yards.

A major concern for residents and local officials is the impact of property taxation on property improvement projects, especially on vacant lots and for historic buildings. Since improvements raise assessed values of a property—consequently, raising property taxes—the current taxing and assessing practices may disincentivize property maintenance, restoration of historic buildings, and other renovations. The town plans to explore budgeting options and tax incentives to reconcile these issues and potential equity issues. The town would like to have a better understanding of options available to them and how their budget practices can reverse any taxpayer inequities, duplication of services, or inefficiencies.

Residential renovations in the downtown area are a priority, in particular, the restoration of historic buildings, especially on State Street and Shady Avenue. Windows on the second and third stories of historic buildings should be replaced along with other structural and façade improvements. The goal is to encourage mixed uses (residential and commercial uses, primarily) and mixed income housing in these historic buildings by renovating and prepping the buildings for occupancy. This is a priority over newly constructed housing development.

Goal 3.1 Develop new housing design standards

The town and village will review development and design guidelines and recommendations that address housing issues while also lowering development costs. The town and village hope



the new recommendations include mixed-use and mixed-income design with recommendations from regional partners and experts like Snowbelt Housing Company, Inc. Visual preference surveys and workshops were held and should be used in the development of housing design guidelines.

Goal 3.2 Support and update zoning policies to allow for mixed housing opportunities

Mixed-use and mixed-income standards are an example of flexible zoning, which allows different land uses to be combined in one zone. Mixed-income zoning, specifically, aims to eliminate areas with concentrated poverty and income-related segregation within the community. In other words, any multi-family housing development should not only be for families living in poverty and single-family homes should be close to duplexes, multi-family homes, and apartments to some extent. This diversifies the housing stock and integrates people from all income classes and housing preferences.

Goal 3.3 Apply for grants and other financial support to improve housing stock

The availability of safe, affordable housing is important to the village and town's future. Decent housing is not only a key contributor to the quality of life of current residents but is also necessary if the community is to attract new business and industry. While factors that contribute to the cost of housing are largely outside the control of local government, there are measures the communities can take to keep costs down. First, the town and village plan to complete a housing needs assessment. The assessment will identify housing issues and solutions that can be used to make strategic housing market decisions about ideal future housing and housing policies.

To incentivize projects that promote mixed housing and home improvement, the town and village would like to start building a program fund that could provide tax incentives to homeowners and developers. Any projects that improve home energy efficiency like residential solar energy systems, geothermal energy systems, and other technologies are welcome, as well. The town and village will research financing options for various housing programs and projects, such as the Community Development Block Grant, Main Street grants, and any other State and Federal programs.

Goal 3.4 Improve outreach and education on home improvement opportunities for homeowners

With all the information collected in the needs assessment, the new mixed housing design guidelines process, and home improvement financing research, leaders will share pertinent information and opportunities with existing and new homeowners in the town and village. Any support from local and regional partners is welcome. Outreach and education efforts can take many forms and occur in many spaces whether it is virtual, by mail, or at in-person events. For instance, any new residents could receive a welcome packet with information on home improvement resources.

Goal 3.5 Centralize real-time housing market resources

Housing market resources and stock are always changing and evolving. Housing market resources should be captured in an inventory or database to which town and village residents, developers, and local officials can be referred. Regarding housing stock, the town and village could partner with real estate companies and any other organizations to create a list of websites, media outlets, and resources where housing stock are constantly updated. These



resources should be shared in homeowner and entrepreneur outreach and education campaigns.

Natural Resources

VISION
PROTECT NATURAL RESOURCES—WHICH CONTRIBUTE TO THE DIVERSITY, CHARACTER, AND GENERAL HEALTH AND WELFARE OF LOWVILLE—AND ENCOURAGE PRODUCTIVE USE OF NATURAL RESOURCES.
GOALS
Goal 4.1 Protect drinking water, surface waters (especially Mill Creek, Black River, and the Black River tributaries), groundwater, and wetlands, especially from point source pollution and erosion
Goal 4.2 Address stormwater and combined sewage overflow concerns
Goal 4.3 Protect soil and air quality as well as native plant and animal species
STRATEGIES
4.1.1, 4.3.1 Consider impact and need for zoning restrictions on mining activities in collaboration with the Tug Hill Commission and any other partners.
4.1.2 Educate the public about compliance with state and federal wetlands programs and the state stream protection program. Provide links to these programs on the town and village websites.
4.1.3, 4.2.1 Work with State and Federal agencies to maintain and improve water quality of the Black River, its tributaries, other streams and creeks, and aquifers. Specifically, continue to implement the Black River Watershed Plan when funding opportunities arise, support local river cleanup efforts, and address point source pollution concerns.
4.1.4 Avoid dumping snow removed from roads into waterways, which can cause ice dams.
4.1.5, 4.2.2, 4.3.2 Use zoning and other land use tools to ensure that natural resources are developed safely and responsibly to reduce any negative impact on air, soil, and/or water quality.



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4.1.6, 4.3.3 || Collaborate with neighboring municipalities, Lewis County, and other potential partners to address concerns over the impact of river and stream disturbances, such as dams, on fish populations.

4.2.3, 4.3.4 || Enforce requirements of an erosion and sediment control plan for new development, as well as a full State Environmental Quality Review (SEQR) review process when applicable.

The primary goal for natural resources is to protect them and encourage their productive use. Through the Lowville community survey responses, the comprehensive planning committee learned that many residents believe that any economic or community development—especially commercial, retail, and industrial development—should protect environment quality. Similarly, green initiatives can reduce the impact of development on the environment. The town and village would like to see new zoning regulations and other land use tools implemented to ensure that natural resources are developed safely and responsibly to reduce any negative impact on air, soil, and/or water quality. For instance, the town and village could develop a comprehensive source water protection plan by identifying groundwater sources, analyzing undeveloped land, determining susceptibility to new growth, and implementing protection measures. The natural resources goals and strategies are described in more detail below.

Goal 4.1 Protect drinking water, surface waters (especially Mill Creek, Black River, and Black River tributaries), groundwater, and wetlands, especially from point source pollution and erosion

To protect the source water's quality and quantity, a town must keep the region's "recharge" areas free from overdevelopment. Examining groundwater quantity issues to evaluate whether sufficient water is available for future development and generations is becoming a growing concern. The challenge is being proactive rather than reactive while water quantity and quality is within acceptable ranges—not just for human use but for wildlife and ecological balance. A study titled "Groundwater Availability in the Black River Basin, New York" was completed by the USGS in 1986. It delineates aquifers in the Lowville area.

The DEC has classified stream corridors based on water quality. Streams are ranked AA, A, B, C, or D (AA being highest) based on existing or expected best usage. There are several small stream corridors of minor significance in the town, however, the Mill Creek corridor is of major significance. This corridor runs from the western central portion of the town, in an easterly direction through the village, and on to the Black River. Mill Creek is classified "C" above the village and "D" below. Disturbance of any streambed requires a DEC permit. Certain streams are utilized for outdoor recreational activities. Therefore, the town and village should work closely with neighboring municipalities, Lewis County, Lewis County Soil and Water Conservation District, and other potential partners to address concerns over the impact of disturbances, such as dams, on fish populations.

Groundwater is water that has accumulated over time beneath the surface of the ground and is the source of springs, wells, and aquifers. Adequate water supplies of high quality are necessary both for community use and local ecosystems. Lowering the water table can lead to the introduction of deeper water of poorer quality to shallower depths.



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As growth continues in rural areas, there is an ever-increasing demand on groundwater resources to fulfill continuing needs of residents, farmers, and industries. Land use decisions can have significant and unanticipated impacts on groundwater and surface water resources, especially considering the unique geology of the Lowville area that facilitates the movement of pollutants into the water supply. The NYS DEC and NYS Department of Health are working on new regulations and guidelines for this issue, and these should be reviewed by the town and village boards when made publicly available.

Certain major wetlands have been mapped by the Department of Conservation (DEC). These include only wetlands of greater than 12.4 acres. Most of these wetlands are in areas between the Black River and East Road, northeast of the village. There are a few isolated large wetlands in scattered locations throughout the town. Development projects located within 100 feet of these areas require a DEC permit. The town and village would like to inform and educate the public about compliance with state and federal wetlands programs and the state stream protection program, which should be linked on the town and village websites.

Ice dams can occur from intentional dumping of snow removed from roads and highways directly into waterways. The town and village would like to see regulations and policies in place that limit or prohibit this snow removal tactic. Outreach and discussions with the highway superintendents and staff can help the town and village identify more appropriate alternatives to dump or store large quantities of snow removed from roads.

According to the U.S. Environmental Protection Agency, point source pollution is “any single identifiable source of pollution from which pollutants are discharged, such as a pipe, ditch, ship or factory smokestack.” To protect local rivers and streams from point source pollution, the town and village will consider the impact of specific local uses and the need for zoning restrictions to control potential negative impacts. Specific local uses might be mining activities, manure storage locations, factories, and sewage treatment plans. Collaboration with the Tug Hill Commission and any other State and Federal agencies to ensure the water quality of Black River, its tributaries, and other streams and creeks is welcome. For instance, the town and village intend to continue to implement the Black River Watershed Plan when funding opportunities arise, support local river cleanup efforts, and any other efforts that address point source pollution concerns.

Floodplains have been mapped by the Federal Emergency Management Agency (FEMA). These include only flood hazard areas which have a probability of flooding at least once in 100 years. These flood hazard areas are nearly entirely located in the close vicinity of the Black River, east of Ridge Road and Waters Road. The Mill Creek stream corridor is also considered a flood hazard area throughout most of its length. Flooding paired with the disturbance of riparian zones around rivers and streams creates prime opportunities for erosion. There are many techniques for mitigating the potential negative impact of erosion, which should be explored. The town and village will also enforce the requirements of an erosion and sediment control plan for new development, as well as a full State Environmental Quality Review (SEQR) review process when applicable. The support of any local, regional, state, or federal agencies or organizations is welcome.



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Goal 4.2 Address stormwater and combined sewage overflow concerns

Stormwater is surface water in abnormal quantity resulting from heavy falls of rain or snow. To understand combined sewage overflows, one must learn about combined sewer systems. According to the U.S. Environmental Protection Agency, a combined sewer system “collects rainwater runoff, domestic sewage, and industrial wastewater into one pipe... [and] transports all of the wastewater it collects to a sewage treatment plant for treatment, then discharges to a water body.”

However, during extreme rainfall or snowmelt events, the volume of stormwater flow can exceed the capacity of the combined sewer system or treatment plant, which causes the overflow—including untreated or partially treated human and industrial waste, toxic materials, debris, and stormwater called combined sewer overflows—to discharge into waterways and waterbodies. The U.S. Environmental Protection Agency has a national framework for controlling combined sewer overflows through the National Pollutant Discharge Elimination System plus technical guidance to help local governments and authorities achieve their goals in a flexible and cost-effective way. More details can be found on the [Combined Sewer Overflows \(CSOs\) | National Pollutant Discharge Elimination System \(NPDES\) | US EPA website](#).

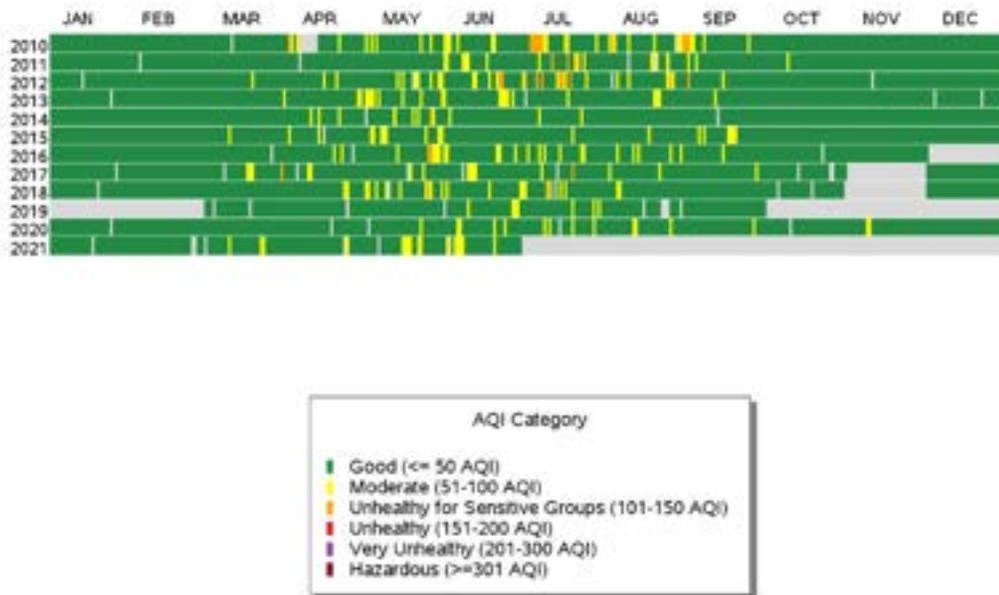
Goal 4.3 Protect soil and air quality as well as native plant and animal species

Soil quality is important for many reasons, including a healthy and productive ecosystem, successful farming, and healthy forests and forest products. Lewis County has collected data on soil resources for the county, which should be referenced and used to protect soil quality in Lowville (see [Lewis County, New York- Planning](#) for details). Of particular interest to the town and village are prime farmland soils, soils of statewide importance, and prime farmland if drained. Any new development should be discouraged on these soils, especially if they are identified as medium to high priority soils. Zoning and other land use tools can be used to ensure that natural resources are developed safely and responsibly to reduce any negative impact on soil quality.

The residents and homeowners in Lowville deserve good quality indoor and ambient air, and some people believe that air quality could improve—considering the odors from local agricultural activities. The daily air quality can be monitored on [AirNow.gov](#) and [AirData Air Quality Monitors \(arccgis.com\)](#), and air data can be explored on [Air Data - Multiyear Tile Plot | Air Data: Air Quality Data Collected at Outdoor Monitors Across the US | US EPA](#). Efforts to support the U.S. Environmental Protection Agency’s Air Quality System are encouraged. Any zoning and land use tools that ensure that natural resources are developed safely and responsibly will be explored.



Figure 35. Daily Air Quality Index Values, Watertown/Fort Drum, NY; 2010 to 2021



Source: U.S. EPA (2010-2021)

The native flora and fauna of Lowville deserve good protection and consideration before projects are implemented. The town and village will collaborate with neighboring municipalities, Lewis County, and other potential partners to address concerns over the impact of disturbances, such as growth and development, on native plant and animal species. For instance, the town and village can work closely with the NYS Department of Environmental Conservation to address the impact of dams on local fish populations.

Agriculture

VISION
<ol style="list-style-type: none">1. PRESERVE AND PROTECT LAND THAT IS SUITABLE FOR FARMING, FAMILY FARMING, LANDSCAPING BUSINESSES, AND OPEN SPACE TO ENSURE THAT FARMING REMAINS AN IMPORTANT PART OF THE LOCAL ECONOMY.2. IMPROVE OUTREACH, COMMUNICATION, AND INFORMATION DISTRIBUTION WITH THE AGRICULTURAL COMMUNITY IN LOWVILLE.3.
GOALS
Goal 5.1 Encourage, support, and improve the viability of farms that contribute to overall household income, especially small farms, family-owned farms, and hobby farms
Goal 5.2 Focus energies and attention on locating resources, developing plans, and exploring opportunities to invigorate and protect the farming economy
Goal 5.3 Protect farmland from development pressures
Goal 5.4 Promote and improve partnerships to sell, promote, and share local and regional products, opportunities, and resources
STRATEGIES
5.1.1, 5.2.1, 5.4.1 Create incentives, including financial and regulatory tools, for property owners to protect working land and develop criteria for their application. In collaboration with Cornell Cooperative Extension of Lewis County, develop regulatory tools and promote building code outreach to communicate with farms, especially family farms.
5.1.2, 5.2.2 Encourage diverse agricultural enterprises—including dairy, livestock, and crop produce stands—and specialty, niche farms such as wildflowers, nurseries, berries, orchards, produce, and organic farming. Any existing or proposed agricultural support businesses should be encouraged and promoted.
5.1.3, 5.2.3 Support efforts to expand broadband (fixed and mobile) to ensure all farmers have access to new markets, training, and any other resources and services online.
5.1.4, 5.2.4, 5.4.2 Encourage agricultural producers to sell their products in situ and collaborate with NYS Department of Agriculture and Markets to identify potential issues and areas of concern.



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5.2.5 Promote local tourism maps, such as the Lewis County Chamber of Commerce's Cuisine Trail Map, Cornell Cooperative Extension of Lewis County's local food guide, and other resources. Put links to these resources on the town and village websites.
5.2.6, 5.3.1, 5.4.3 Identify and conserve the town's prime agricultural soils for agricultural use. Collaborate with Lewis County Soil and Water Conservation District in their efforts to complete soil mapping by 2023. Once the district's map goes online, put the link on the town and village websites.
5.2.7 Explore the Natural Resources Conservation Service's practice standards for greenhouse gas emission reduction and carbon sequestration, including individual or shared anaerobic digesters for farmers that can produce electricity, heat, and hot water.
5.2.8, 5.3.2, 5.4.4 Continue to participate in the NYS Department of Agriculture and Markets establishment of "agricultural districts" for the protection of farmlands.
5.2.9, 5.4.5 Support and promote Cornell Cooperative Extension of Lewis County's programs, such as farmers markets. Join Cornell Cooperative Extension of Lewis County in promoting local foods and the <u>North Star Food Hub</u> .
5.2.10 Encourage maple syrup production to maximize output and marketing to add volume.
5.2.11 Maintain infrastructure, such as roads and bridges, to support farming and farming support vehicles.
5.2.12 Apply for a Lewis County Agriculture and Farmland Protection Plan Grant and the NYS Department of Agriculture and Markets Protection Plan Implementation funding.
5.2.13 Support strategies outlined in the <u>Lewis County Agricultural and Farmland Enhancement Plan</u> and any other agriculture and farmland protection plans.
5.2.14, 5.3.3 Analyze the relationship between renewable energy development and farmland viability and promote prime farmland protection, mitigation plans, and decommissioning plans when considering renewable energy projects proposed in the area.
5.2.15 Revitalize vacant barns and abandoned secondary structures in agricultural districts.
5.2.16, 5.4.6 Leverage partnership with Lewis County Soil and Water Conservation District to provide educational and outreach opportunities in the town and village. Put information about these opportunities and any additional resources on the town and village websites.
5.3.4 Consider the impact of biofuels development.
5.3.5 Facilitate conversations between the motorized sports and agricultural communities to encourage safe and pre-approved passage onto agricultural lands.



5.3.6 || Encourage small, building-mounted solar energy systems on existing agricultural buildings and structures. Encourage dual-use opportunities on farmland leased for large solar energy systems. Identify ideal areas for large solar energy system development in the town.

5.4.7 || Explore the opportunity of a regional farmers' market or grocer that operates year-round and is stocked with local and regional products, like the Amish community's efforts.

Long term protection of open space is essential if Lowville's rural character is to be conserved for future generations.

Farming is an integral part of life in Lowville and has been for over 200 years. Agriculture comprises up to 80% of the land use by acreage in Lowville and more than any other single factor creates the rural Lowville landscape. The soils in general are well-adapted for farming and grazing. In 2017, there were a total of 198 farm operations in the Lowville area code (13367), which were 14 more than in 2007, according to the USDA National Agricultural Statistics Service's 2017 Agricultural Census data. In terms of value added to the community, according to the 2017 Agricultural Census, 88 farm operations generated less than \$50,000 in farm sales; 59 generated between \$50,000 and \$250,000; and 51 generated \$250,000 or more. Three types of farms have been identified in Lowville: traditional family farms, hobby farms, and large farms with their headquarters in adjacent towns using former family farms in Lowville as ancillary lands. The third type has raised concern for the abandonment of agricultural buildings that formerly belonged to family farms. Thus, an in-depth review of land use tools for appropriately subdividing farming land will be explored.

Furthermore, the town should collect information and data on the impact of runoff and other potential challenges as well as benefits (e.g., buying local campaigns) of food processing, milk processing, and slaughterhouse operations. This information will be used to informed discussions and decisions about where these uses should be permitted. Cornell Cooperative Extension, Lewis County Soil and Water Conservation District, and similar entities would be natural partners in this process.

Provisions must be made for the long-term protection and management of the significant open space, farm, and natural resources in the rural areas when lands are being developed or subdivided. The site plan review process should consider the entire parcel and seek to minimize the impact on these resources. Anything that can assist farmers in protecting their land for agricultural use will help ensure the existence of agricultural opportunities for the next generation.

Loss of farms and farmers will dramatically change the town's character, which was established from the earliest period of settlement. The town therefore wishes to take an active role in the preservation and encouragement of agriculture, which has been slowly changing. Lowville producers continue to have good access to markets, especially the Kraft plant in the



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village, H.P. Hood in Vernon, and the expanding Great Lakes Cheese operation in Adams that is increasing demand for milk production in the region. Over a long period of time there has been a shift to larger dairy farms and crop farming.

The town has seen growth in the number of traditional family farmers in recent years and this influx is helping the town maintain family farm characteristics that promote a rural atmosphere. In addition, Lowville is seeing more family-owned agricultural businesses that provide farm fed local meats and locally grown fresh produce. A local winery has become a destination in Lowville for both locals and tourists alike. Maple syrup production is another added benefit to the local economy. Farmers markets, along with the concept of “buying local” have become popular and there is the potential for growth in this sector. It is the town and village’s hope that by focusing energies and attention into the farming economy, Lowville can locate resources and develop plans and means for invigorating and protecting agricultural endeavors.

Goal 5.1 Encourage, support, and improve the viability of farms that contribute to overall household income, especially small farms, family-owned farms, and hobby farms

“We own a dairy farm, and I am a teacher, so internet is critical for many reasons. My husband needs to have cameras to monitor the milk house and maternity facilities. To accommodate his and my needs, we have two separate systems and pay an exorbitant price.” – Lowville Resident

Improving the viability of small farms, family-owned farms, organic farms, hobby farms, and other local farms is a priority for the town and village. To do so, the town and village will maintain infrastructure, such as roads and bridges, to support farming and farming support vehicles. Infrastructure also includes broadband. As mentioned in the quote above from the final report titled Results of the ECC Broadband Aggregation and Adoption Toolset (BAAT) Program for Lewis County 2020-2021 dated April 1, 2021, competitive, affordable, and reliable internet service is essential for farmers and their families. Thus, the town and village will support efforts to expand broadband (both fixed and mobile) to ensure all farmers have access to new markets, training, and any other services online.

In addition to infrastructure, the town and village will encourage agricultural producers to sell their products in situ and collaborate with NYS Department of Agriculture and Markets to identify potential issues and areas of concern. These products could include small, niche and specialty-crop farms, such as sugar bushes, fresh vegetables, and Christmas trees. Any other action or program that could improve the viability of farming in Lowville should be explored.

Goal 5.2 Focus energies and attention on locating resources, developing plans, and the exploring opportunities to invigorate and protect the farming economy

Agricultural and farmland protection means the preservation, conservation, management, or improvement of lands which are part of viable farms, for the purpose of encouraging such lands to remain in agricultural production.



Lowville is fortunate to be located in a county that is supportive of the farming community, and has pulled together resources and designed strategies, such as those outlined in the Lewis County Agricultural and Farmland Enhancement Plan, to protect and invigorate the farming economy. The town and village will refer to the county's plan and any other agriculture and farmland protection plans. The town and/or village can apply for a Lewis County Agriculture and Farmland Protection Plan Grant and the NYS Department of Agriculture and Markets Protection Plan Implementation funding.

Lewis County Soil and Water Conservation District is undergoing efforts to complete soil mapping by 2023, which the town and village can support. These resources will allow the town and village to identify prime agricultural soils for agricultural uses, which in turn can lead to more soil conservation and protection efforts. All these resources and more should be easily accessible on the town and village websites.

To enhance farming types, operations, resiliency, and profitability, the town and village would like to encourage diverse agricultural enterprises. These enterprises could include dairy, livestock, and crop produce stands as well as specialty farms for wildflowers, nurseries, berries, orchards, produce, or organic farming. Any existing or proposed agricultural businesses that support these, and other farming efforts should be encouraged and promoted.

Goal 5.3 Protect farmland from development pressures

There are current agricultural protective measures in place in the town of Lowville. New York State, through the Department of Agriculture and Markets, has established "agricultural districts" for the protection of farmlands (known as "ag districts," for short). Agricultural district means a district established pursuant to section 303 of the Agriculture and Markets Law. There is one agricultural district in Lewis County. Nearly the entire town of Lowville lies in this district except for some lands on State Route 12, Bardo Road, and Waters Road. Ag districts are designed to protect agriculture from over restrictive zoning, excessive real property taxation assessments, ad valorem assessments for special improvements, the exercise of eminent domain, and certain policies of State agencies.

New York Environmental Conservation Law provides measures that afford some protection to farmers from excessive land taxation through voluntary conveyance of conservation easements to another entity such as a local government or a nonprofit organization. Similarly, the purchase of development rights (PDR), lease of development rights (LDR), and transfer of development rights (TDR) programs set aside agricultural land for protection and preservation. These strategies are all designed to remove development rights from selected farmlands and thus afford their preservation as viable agricultural operations.

A positive measure under current consideration that can promote farming and community compatibility is the development of individual or shared methane digesters. According to the U.S. Department of Energy, farms can use anaerobic digesters—also known as biodigesters—to recover methane (biogas) from animal manure for producing electricity, heat, and hot water along with the positive ecological advantage of reducing methane emissions. This process requires more than 150 large animals to cost effectively generate electricity. Biodigesters can reduce overall operating costs by reducing the cost of agricultural, animal waste, or sewage disposal, and the effluent has economic value.



Financial and regulatory tools (that are not too overly restrictive) for property owners to protect working land should be codified into the zoning and subdivision laws. Clustered development that protects farmland from development is one example of a regulatory tool. Regulatory tools and direct outreach with farms could be done in partnership with Cornell Cooperative Extension of Lewis County. Similarly, any financial tools that revitalize vacant barns and abandoned secondary structures in agricultural districts are encouraged. According to the Preservation League of NYS, there are not many financial incentives available for owners of privately used barns, especially considering that the New York State Barn Restoration and Preservation Grant Program is no longer funded. However, the New York State Office of Parks, Recreation and Historic Preservation administers and coordinates several programs of interest or possible benefit to barn owners, including:

1. State and National Register of Historic Places (often a prerequisite for financial incentive programs);
2. State preservation grants;
3. Certified Local Government program; and
4. Technical advice on repair and rehabilitation projects.

With the growth in renewable energy development in New York State since the passing of the Climate Leadership and Community Protection Act, the town and village feel it is important to analyze the relationship between renewable energy development and farmland viability. Any proposed renewable energy project should promote prime farmland protection, farmland mitigation plans, and decommissioning plans. The town and village would like to encourage small, building-mounted solar energy systems on existing agricultural buildings and structures as well as dual-use opportunities on farmland leased for large solar energy systems. The value of agricultural activities compared to leasing land for solar energy systems can be compared using the interactive [Agriculture/Solar Calculator – NEW YORK STATE \(tughill.org\)](https://tughill.org/agriculture-solar-calculator).

Goal 5.4 Promote and improve partnerships to sell, promote, and share local and regional products, opportunities, and resources

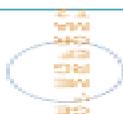
Many local and regional organizations are supporting the farming economy. For instance, the Cornell Cooperative Extension of Lewis County's programs, which can be found at ccelewis.org, support farmers and farmers markets, promote local foods, and centralize agricultural resources, such as their guide to farming, dairy resources, and local food guide. The town and village should also partner with Lewis County Soil and Water Conservation District to provide educational and outreach opportunities.

Some niche markets, such as maple syrup (sap) production, should be promoted. The [North Star Food Hub](https://www.northstarfoodhub.com) provides local foods year-round. Other opportunities to provide a regional farmers' market or grocer that operates year-round and is stocked with local and regional products should be explored, similar to the Amish community's efforts. There are many resources available that promote local agritourism, such as the Lewis County Chamber of Commerce's Cuisine Trail Map, Cornell Cooperative Extension of Lewis County's local food guide, and others. Any information about these opportunities and additional resources should be linked on the town and village websites.



Transportation and Mobility

VISION
PROVIDE SAFE, CONVENIENT, AND EFFICIENT TRANSPORTATION OPTIONS FOR PEOPLE AND GOODS WITHIN LOWVILLE, WHICH ARE SUPPORTIVE OF THE COMMUNITY’S LAND USE POLICIES, AND WHICH MINIMIZE THE IMPACT OF TRAFFIC ON COMMUNITY CHARACTER AND QUALITY OF LIFE.
GOALS
Goal 6.1. Create a multimodal transportation network in the town and village
Goal 6.2 Improve pedestrian safety and sidewalk quality
Goal 6.3 Address concerns over commercial traffic in downtown core
Goal 6.4 Maintain and enhance highway facilities and roadways as prescribed in NYS Department of Transportation guidelines
STRATEGIES
6.1.1, 6.3.1 Develop a map of future roads and streets throughout the village.
6.1.2, 6.2.1 Implement complete street and climate smart communities policies, programs, and projects that create a cohesive network between routes and destinations that are safe and accessible for all users, regardless of age, income level, or ability. Such complete streets policies should address concerns over multimodal uses on roads, agricultural vehicles on roads, and concerns of highway traffic in downtown and rural residential areas.
6.1.3 Consider additional parking opportunities in the downtown area and the possibility of shared parking for adjacent lots.
6.1.4 Work with Lewis County and other municipalities in the county on a public transportation system, such as van carpooling, ridesharing, and other innovative rural mobility transportation options.
6.2.2 Continue to enhance the pedestrian environment and safety with street crossings, improved crosswalk signals and consideration of speed limit modifications where necessary.
6.2.3 Improve and add sidewalks where necessary and require sidewalk construction with new development.
6.2.4 Complete the Lowville Village Center Pedestrian Trail.



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6.2.5 Enforce snow shoveling policies on all village sidewalks.
6.3.2 Explore and evaluate the alternatives to commercial traffic passing through the village with the NYS Department of Transportation, such as a potential bypass route or design standards that can control traffic congestion.
6.3.3 Encourage the redevelopment of the rail line to Utica.
6.4.1 Collaborate with the Tug Hill Commission to complete an official town road map.
6.4.2 Continue to support the siting of electric vehicle infrastructure in the village of Lowville.

The town is crisscrossed by 84.6 miles of public roads. Of this total, approx. 19.7 miles are under state jurisdiction, approx. 11.5 miles are under county jurisdiction, approx. 40 miles are under town jurisdiction, and 13.4 miles are village streets. In 2019, according to the NYS Department of Transportation, it was estimated that the most traveled segment of road in Lowville is the overlap of State Routes 12 and 26 in the village core which has an annual average daily traffic count (ADT) of 11,568. Both the town and the village have local law road standards.

Several town roads have segments designated as seasonal use. They are, at the present, part of Hoffman Road, Wilcox Road, and part of Nefsey Road. Seasonal use is an annual designation by the Town Board to limit snow plowing. Consistent review and update of an official town road map, in collaboration with the Tug Hill Commission, as well as the creation of a map for future roads will help Lowville manage existing roads while planning for future growth.

Lowville sees street repair, including drainage repair, in both the village and the town as a priority area. With regards to parking, most respondents to the Lowville community survey answered that they would like to see more walking opportunities with little to no change to current parking. However, according to the Lowville community survey results, traffic congestion concerns caused by parking issues exist around the post office, Jreck Subs, the school, and several other key areas within Lowville. Potentially parking improvement priorities would be addressing these congestion concerns, repaving, repainting, and redesigning existing parking lots. The four corners parking lot has been praised as a good example of a parking improvement.

As mentioned previously, residents would like to see more walking opportunities in Lowville. Sidewalk beautification—including sidewalk repair, new sidewalk construction, and plantings between streets and sidewalks—are welcome endeavors. Sidewalk widening for comfort of walking, for Americans with Disabilities Act compliance, and for general pedestrian safety is also supported by the town and village.



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Furthermore, the streetscapes should be enhanced through defined bikeways, strengthened pedestrian crosswalks, street-side amenities, pedestrian lighting, street furniture, and wayfinding signage. The Lowville welcome sign should be redesigned, and new directional signage should be created.

Goal 6.I. Create a multimodal transportation network in the town and village

Multimodal network Provide mobility and access for all users and models of travel. Main streets, for example, become connections between modes, as motorists become pedestrians and pedestrians become transit users.

The town and village plan to implement complete street policies that create a cohesive network between routes and destinations that are both safe and accessible for all users, regardless of age, income level, or ability. Such complete streets policies should address concerns over multimodal uses on roads, agricultural vehicles on roads, and concerns of highway traffic in downtown and rural residential areas. Street furniture should also be considered, such as benches, bike racks, and horse-and-buggy tie-up poles.

Examples of other complete streets projects are walkability maps, advisory or paved shoulders for bicyclists and pedestrians, bike lanes, shared use paths, and updated sidewalks. An example of a climate smart community program is the Municipal Zero-emission Vehicle (ZEV) Program. The town and village should consult the Village of Lowville Infill Development Study of 2005 for more detail on improving linkages, especially with the Village Park.

The town and village will consider additional parking opportunities and adequate lighting in the downtown area and the possibility of shared parking for adjacent lots. In addition to parking, the need for electric vehicle infrastructure is growing and should be considered when reviewing parking in the village. Funding is available for implementing complete street projects, and the town and village—in partnership with other organizations—plan to pursue financing options like this in the future, including but not limited to the Transportation Assistance Program and Climate Smart Communities Grants.

Urban areas of the United States have seen a rise in the share economy with people using ridehailing services like Uber and Lyft or micromobility options like Lime, Bird, and Revel. However, rural communities like Lowville are a car-dependent culture with most people depending on personal cars to move around. However, barriers like cost or ability can make transportation in rural areas difficult. For instance, seniors or people with mobility issues might have to rely on friends, family, and neighbors to make a trip to a grocery store or the bank. The town and village of Lowville would like to research innovative technologies and business models that match passenger demand with operator and vehicle supply on the fly, such as microtransit, for these segments of the population and develop policies to support those endeavors.



The town and village plan to work with Lewis County and other municipalities in the county on the existing and any new public transportation systems, such as van carpooling, ridesharing, and other innovative rural mobility transportation options. The town and village can assist the Lewis County Community Development Program with public transportation priorities for the county, town, and village. Any other partnerships to further this goal are welcome.

Goal 6.2 Improve pedestrian safety and sidewalk quality

The village of Lowville contains public infrastructure for pedestrians in the form of crosswalks, curbing, sidewalks, and street trees. These features add greatly to the character and livability of the village, calming traffic, creating a safer walking environment, and providing shade in the summer. This infrastructure is in various states of quality. The maintenance of a quality pedestrian environment is a critical factor in luring new businesses to locate in Lowville. The village hopes to complete the Lowville Village Center Pedestrian Trail, which will provide great value to residents.

Since the last comprehensive plan was adopted in 2008, the NYS Department of Transportation has undertaken projects for significant sidewalk and streetscape improvements to the downtown area. To build off these and other sidewalk improvement efforts, it is important to know what assets exist, currently. Thus, an important first step would be to develop a comprehensive walking and pedestrian plan that includes walkability maps. Such a plan should analyze high priority and low priority areas to improve connections. High priority areas, for instance, include the hospital, municipal offices, and recreational spaces. The town and village will consider requiring sidewalk construction through zoning updates for new development, especially in the village.

Any sidewalk improvements must enhance the pedestrian experience and safety by including things like street crossings, improved crosswalk signals, and speed limit modifications where necessary. Snow maintenance on sidewalks in the winter is a concern, so snow shoveling policies on all village sidewalks must be enforced. Conversations about sidewalk improvements, additions, safety, and more should include the Lewis County Chamber of Commerce, Lewis County Historical Society, the NYS Department of Transportation, and any others who can provide support and lend technical expertise to the efforts.

Goal 6.3 Address concerns over commercial traffic in downtown core

In the Lowville community survey results, Lowville's roads were rated average. Many residents want to see traffic flow improve in the village of Lowville. There has been much concern in recent years about traffic, particularly truck traffic at the village's main intersection (State Street and Dayan Street). In 2019, according to the NYS Department of Transportation, the annual average daily truck traffic count for this intersection was 934. A route that bypasses downtown Lowville, which came up in the 1998 community survey, has been suggested by residents, but traffic was identified as having a positive impact on local businesses. Thus, Lowville would like to explore and evaluate alternatives and identify solutions for calming busy truck traffic in the downtown core. The NYS Department of Transportation should be included in this process.

Lowville is a critical crossroads in the North Country and connects the region to the Mohawk Valley region. Therefore, the town and village should continue to advocate for the development of a four-lane highway to Utica to transport products created in Lowville and the North Country more efficiently. Also, there has been a trend toward reinvigorating the railroad networks



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across the United States. Following this trend, the town and village encourage the redevelopment of the rail line to Utica for the transportation of goods as well as people.

Goal 6.4 Maintain and enhance highway facilities and roadways as prescribed in NYS Department of Transportation guidelines

The town's Highway Department and village's Department of Public Works do a good job of maintaining the town and village roads and highway facilities, respectively. In the town, maintaining a current and complete official town road map is important to road maintenance efforts. It also will help the town highway superintendent identify any roads that require improvements. Town and village highway facilities should continue to be maintained and improved, when possible.

Recreation

VISION
PROVIDE AND PROMOTE DIVERSE, AFFORDABLE, AND ACCESSIBLE RECREATIONAL AND TOURISM OPPORTUNITIES FOR ALL TOWN AND VILLAGE RESIDENTS AND VISITORS.
GOALS
Goal 7.1 Highlight the Black River and its tributaries as a blueway opportunity and natural assets for businesses, tourism, and recreation
Goal 7.2 Improve, expand, and highlight lodging opportunities in Lowville
Goal 7.3 Encourage the development and expansion of infrastructure that supports tourism and recreation in the town and village
STRATEGIES
7.1.1, 7.3.1 Continue to enhance recreational opportunities on the Black River and its tributaries, such as Mill Creek, by supporting the Friends of the Black River working group and any efforts of other organizations doing similar work. Establish and implement goals for conservation, recreation, and trail maintenance and growth.
7.2.1 Promote additional lodging opportunities, such as campsites, Airbnb’s and other short-term rentals, bed and breakfasts, hotels, and other sites. Any lodging opportunities that link visitors to destinations should be highlighted.
7.3.2 Consider the need for upgrades to the existing village park while maintaining, expanding, or updating features such as the tennis courts and playgrounds. Some potential updates could include a new gazebo, picnic tables, and/or nature trails. If usage grows, consider adding fee-for-services and rentals, such as making reservations and cleanup.
7.3.3 Continue to support and expand year-round, indoor, and outdoor youth and adult athletic, recreational, and cultural programs.
7.3.4 Continue to support the development of the Maple Ridge and Double Play properties, including the expansion for walking and cross-country skiing trails, amphitheaters, rollerblading spaces, and fields.
7.3.5 Expand the trails network throughout the town and village. Potential areas of trail growth are rails-to-trails conversion projects, which could incorporate pedal cars, walking trails over or along the tracks, or any other appropriate alternative, Maple Ridge and Fairgrounds properties, and/or non-motorized recreation opportunities on private property.



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7.3.6 || Promote recreation opportunities using Avenza maps or similar platforms where the public can geolocate themselves on trail maps like www.visittughill.com or engage via social media platforms. The town and village can lead or support outreach campaigns and explore opportunities to expand signage in the town and village.

7.3.7 || Collaborate with Lowville Central School and the Lewis County Agricultural Society to continue to develop public recreational facilities and open school facilities on the weekend to the public.

7.3.8 || Collaborate with other municipalities and organizations to assess the need for a community center or other community recreational assets.



The town of Lowville is unusual for a town in the Tug Hill region in its lack of NYS Forests or Wildlife Management Areas. However, the town is near the Tug Hill Wildlife

Management Area and Whetstone Gulf State Park and has access to the Black River, local parks, and trails. As for recreation facilities, the Maple Ridge Center, formerly a 182-acre horse farm

on the East Road, was developed jointly by the Adirondack Mennonite Camping Association (AMCA) and the Lewis County Agricultural Association. The AMCA continues to develop land for the purpose of community service programming and a public park. The Double Play Sports Community Center is another community recreation facility that is growing.

The village features the 49-acre Lewis County Fairgrounds site located in its northeast corner. The area became home to the County Fair in the 1870s. The property features a racetrack with a grandstand, a baseball diamond, a soccer and football field, and a skating rink. Also located within the village is Veteran's Memorial Park, which is located behind the Post Office.

Lowville Academy and Central Schools is a leader in providing recreation and community facilities in Lowville. The school facilities are used for adult and youth recreation for both indoor and outdoor programs. This includes the athletic fields at Bostwick Street and the athletic fields at the Lewis County Fairgrounds. Since the previous comprehensive plan was adopted in 2008, the school created an artificial turf athletic field behind the school grounds and improved



their tennis court facility. The school is also the location for the town and village Summer Recreation Program.

The Lowville community survey results highlighted interest in converting old rail lines to walkable and bikeable trails. The community would also like to provide new and improved existing recreation opportunities in a way that protects environmental quality and historical properties. Residents and leaders could benefit from learning more about green buffers around parking lots, opportunities to increase access to the Black River for non-motorized recreation, and opportunities to improve open space. Generally, the town and village will be looking into indoor and outdoor multigenerational recreation opportunities that are both seasonal and available year-round. There is strong community support for new walking trails, biking trails, and other non-motorized activities. The town and village's recreation goals as well as more recreation assets are described in the three goal descriptions on the following pages.

Goal 7.1 Highlight Black River and its tributaries as a blueway opportunity and natural assets for businesses, tourism, and recreation

The Black River, an over 200-mile waterway that forms the eastern boundary of the town, is a prime recreation and tourism draw. Activities include fishing, canoeing, and kayaking. Lowville's portion of the river features a boat launch located at Beeches Bridge. The village and town share the goal of enhancing the quality of the Black River and developing additional recreational opportunities with this natural asset. Mill Creek flows from west to east through the village. The creek's scenic qualities give it potential as a recreational resource, possibly as a site for trail development. The town and village would like to continue to enhance recreational opportunities on the Black River and its tributaries by supporting the Friends of the Black River working group and any efforts of other organizations doing similar work.

Goal 7.2 Improve, expand, and highlight lodging opportunities in Lowville

The share economy is growing, and entrepreneurial endeavors like short-term rentals are a prime example. Tug Hill and the Adirondacks have seen an explosion in the popularity of individual homeowners or investors utilizing popular websites to rent out rooms, single-family homes, seasonal homes, and apartment units for short periods of time, often resulting in significant income to the property owners. In addition to short-term rentals, other lodging opportunities that are encouraged are campsites, bed and breakfasts, and hotels. Any sites that link visitors to destinations should be highlighted.

Goal 7.3 Encourage the development and expansion of infrastructure that supports tourism and recreation in the town and village

The town and village would like to implement actions for conservation, recreation, and trail maintenance and growth. A few noteworthy trails in Lowville are the Dadville and Village Center Pedestrian Trails. The town is home to a 98-acre NYS Department of Environmental Conservation Demonstration Area in Dadville. The site, which was formerly the Lowville Tree Nursery (in operation from 1923 to 1971), features a nature trail, an arboretum with 500 different species of trees and shrubs, and a trout pond. The Lowville Village Center Pedestrian Trail is also near completion and an asset to the community.

The town and village would like to see the trail network throughout the town and village expand. Potential areas of trail growth from the Kraft-Heinz plant to the fairgrounds are



rails-to-trails conversion projects, which could incorporate peddle cars and/or rail bikes, walking trails over or along the tracks, or any other appropriate alternative. A trail corridor along inactive portions of the Mohawk, Adirondack, Northern Railroad, and the Lowville Beaver River Railroad should cut through that industrial zone. The corridor should feature multi-use trails along both sides of the rail line, which would support walking, cycling, running, skating, and other activities. This section of the railroad could become the start of a tourism corridor that would connect local destinations—like the Lowville Depot and farmer’s market—as well as destinations in nearby Carthage and Croghan. The Maple Ridge and Fairgrounds properties would also be ideal locations for trail expansion. There is also potential to expand trails onto private property.

An important part of growing recreational opportunities is supporting recreational options that already exist and growing demand for more opportunities. Therefore, the town and village plan to promote recreation opportunities using Avenza maps or similar platforms where the public can geolocate themselves on trail maps like <https://www.visittughill.com/> or engage via social media platforms. The town and village can lead or support outreach campaigns like these and explore opportunities to expand signage in the town and village.

Private recreational facilities and infrastructure also add a lot of value to the Lowville community. Therefore, the town and village plan to continue supporting the development of the Maple Ridge and Double Play properties, including the expansion for walking and cross-country skiing trails, amphitheaters, rollerblading spaces, and fields. Any other projects or initiatives that expand year-round, indoor, and outdoor youth and adult athletic, recreational, and cultural programs are welcome. A park and zoo experience similar to Happy Hollow Park and Zoo could be explored.

The Lowville Central School and the Lewis County Agricultural Society provide public access to their school and recreational facilities, which should continue to be encouraged and promoted. These make Lowville rich in recreational assets, however, the town and village welcome the opportunity to collaborate with other municipalities and organizations to assess the need for more community centers or other community recreational infrastructure.

Case Study: Happy Hollow Park and Zoo

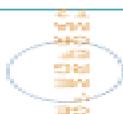
The mission of the Happy Hollow Park and Zoo is to connect people to nature through play. It was established through the City of San José, Parks, Recreation & Neighborhood Services Department and is supported through partnership with Happy Hollow Foundation. According to their website, “the whimsical atmosphere inside the park creates an exciting visitor experience and a fun workplace.”

Happy Hollow is divided into many different departments, including celebrations, communications, conservation, education, and more. This space and place is diverse in both employment and recreational opportunities. Its website and social media sites help communicate with the public and promote its programs and operations.



Infrastructure and Public Utilities

VISION
PROVIDE A UTILITY AND INFRASTRUCTURE SYSTEM THAT MEETS THE DEMANDS OF THE CURRENT RESIDENTS, MAINTAINS EXISTING INVESTMENTS, AND SUPPORTS FUTURE DEVELOPMENT.
GOALS
Goal 8.1 Improve and expand public water and sewer in the village and town to the extent practicable and in conjunction with Smart Growth objectives
Goal 8.2 Continue to coordinate with county leaders to improve and expand infrastructure and public utilities
Goal 8.3 Update regulatory tools whenever necessary
STRATEGIES
8.1.1, 8.2.1 Continue to develop a joint sewer and water capital plan including evaluation of future expansion projects.
8.1.2 Complete roads, hydrants, manholes, and storm drainage projects, including the Five Streets project.
8.1.3 Monitor and assess storm water infrastructure needs and increase load capacity, as needed.
8.1.4 Upgrade water delivery lines and water meters, as needed.
8.1.5 Provide public water alternatives to the Amish community that respect their cultural standards
8.1.6 Address well water quality concerns in the town and village, especially point source pollution concerns with manure storage.
8.1.7 Monitor progress on and pursue other sewage treatment capacity increases.
8.2.2 Support county studies and communicate with county leaders to discuss solutions to Lowville’s biggest infrastructure and utility issues.



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8.2.3 Improve telecommunications infrastructure, especially fixed and mobile broadband services, in partnership with Lewis County, internet service providers, and other organizations. When possible, apply to grant programs that support these efforts.
8.2.4 Pursue Smart City Innovation initiatives, such as LED-powered streetlights projects, free Wi-Fi hotspots in the village, and any other “SMART” projects.
8.2.5, 8.3.2 Identify build-ready sites or community solar project sites in brownfield areas, such as a solid waste facility, and explore the creation of a solar overlay district on marginal land in the town and village.
8.2.6, 8.3.3 Discuss community choice aggregation initiatives with Lewis County and explore the possibilities of a community solar schema in the town and village.
8.2.7, 8.3.4 Consider payment-in-lieu-of-taxes schema for negotiating with renewable energy developers.
8.3.1 When necessary, upgrade permit procedures for drilling wells.
8.3.5 Discourage the development of transmission lines within scenic vistas and landscapes.

Public works services, infrastructure, and utilities are considered average by town and village residents, according to the Lowville community survey results. Some residents would like to see water and sewer services expand to more households. At the time of writing this comprehensive plan, two other infrastructure and development trends are growing around Tug Hill: broadband expansion and solar energy system development. Renewable energy development, both solar and wind energy, has broad support of most residents, according to the same Lowville community survey. Broadband expansion is also popular among residents. These assets and goals are discussed further in this section.

Goal 8.I Improve and expand public water and sewer in the village and town to the extent practicable

The village and surrounding portions of the town are supplied with public water. The system was originally constructed in the 1890s. Water from spring and stream sources near Crystal Lake in the town of Watson flows nine miles west to a pump station on East State Street (near the Shady Avenue intersection) on the east side of the village, where it enters the distribution system with excess pumped to a 3-million-gallon storage tank, the “Village” Tank, northwest of the village on Number Three Road. The system is permitted by the NYS Department of Environmental Conservation to withdraw 1.6 million gallons per day, though the village has begun the process to increase withdrawal to 2.2 million gallons per day. Filtration capacity is 1.2 million gallons per day. The average daily usage was approximately 1.2 million gallons per day in calendar year 2021.

The “Town Tank” was built on Number Three Road, as well, at a slightly higher elevation in 2005 to serve sections of the town and the village that had low pressure, but mainly serving



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Consolidated Water District #1. In 2021, the town completed a \$1.3 million granular activated charcoal filtration project for the “Town Tank” to meet the demands of the US Environmental Protection Agency and NYS Department of Health to improve water quality and bring it up to Department of Health requirements. The system serves approximately 4,000 people in the village and 350 in the town’s Consolidated Water District #1, according to the U.S. Environmental Protection Agency’s Consumer Confidence Reports. Several commercial and institutional properties utilize groundwater, including Doyle’s Pub & Restaurant, East Road Adult Home, the Dadville Forestry Demonstration Area (hosted by the NYS Department of Environmental Conservation), Ridge View Motor Lodge, and Tug Hill Vineyards, according to the same Consumer Confidence Reports. The system serves seven districts in the town of Watson (though the town has plans to drop down to six districts serviced by the village), one in the town of Martinsburg, and one in the town of New Bremen.

The water provided from the village to the town covers 150 meters in Water District #1 with two properties serviced in Martinsburg by payment of rent. The town has five other districts. District #3 is on East State Street—an extension of the village’s system—and includes 16 meters. District #4 includes the Brookside Senior Living Community and surrounding area, which includes approximately 60 meters. District #5 includes Walmart, Inc., and the extension of East Road, which covers four meters in the town and feeds Martinsburg’s district. District #6 has one customer on State Route 26. District #9 feeds five meters and extends out to Number Four Road. In 2005, Districts #2, #7, and #8 were incorporated into District #1. The town is considering expanding districts into certain areas. The withdrawal capacity from the village to the town is 158,000 gallons per day—assuming water was withdrawn 24 hours a day 7 days a week. The average daily usage is approximately 40,000 gallons per day in the town, as of 2021.

The village of Lowville public sewer was built in 1939 and updated in 1994, 1998, 2001, 2006, and yearly since 2016. The system serves approximately 3,500 people and has a permitted flow of two million gallons per day. The system covers the entire village and parts of the town along portions of Waters Road, Number Four Road, and NYS Routes 12, 26, and 812. The town has its own pumping station that pumps effluent to the village system. Effluent flows to a treatment plant on East State Street in the southeastern corner of the village and is discharged into Black River, which is designated by Department of Environmental Conservation as a class C stream at the discharge point. The 2006 upgrade at the Treatment Plant improved the aeration capacity and replaced much of the aging infrastructure. Based on Department of Environmental Conservation mandate, the village constructed a discharge pipeline to take the effluent directly to the Black River.

Since the last comprehensive plan, the village has taken on three major water and sewer infrastructure projects. The Five Streets Project brought in \$19 million in investment to upgrade water infrastructure and was completed in September 2021. In this project, the village fixed three miles of water mains, storm drainage, waterlines, curb stops, fire hydrants, and more across Water Street, Stowe Street, Park Avenue, Shady Avenue, Trinity Avenue, and portions of East State Street.

The Five Streets Project also fixed some storm drainage concerns around the Commons and on James Street. All sewer mains were replaced, and a new sewage pump station was built on the corner of East State Street and Water Street. Some additional valves and aerators were



incorporated into the new sewage pump station. Aeration was also incorporated into the three-million-gallon water tank to maintain the quality of the water. Another positive outcome from this Five Streets Project was the regrading and repaving of these streets to NYS Department of Transportation specifications.

The second project involves the development of more groundwater wells with a total investment of around \$5.7 million. Currently, several groundwater wells have been installed, developed, and approved while two new wells are in development. The village needs to extend transmission lines from these wells to the water treatment plant. Upon completion of the two news wells and the transmission lines, the village will seek approval from the NYS Department of Health. The NYS Department of Health suggests that the village develop two water treatment plants to have one serve as a backup in case of maintenance or any other issue.

The third and last water and sewer infrastructure project is a two-phased sewer project undertaken by the village. The first phase of this project began in 2016 to service the increased sewage demands of the Kraft-Heinz corporation. About \$3 million was invested to add a new sewer line from Kraft-Heinz to the sewer plant. The second phase is scheduled to commence construction in October 2021 with a total cost of \$9.2 million and should be complete by fall 2022. In the second phase, the sewer plant will receive significant upgrades to nearly all system components, including the desludging of lagoons, new liners, aeration tubing, power upgrades, and more.

To maintain the efficiency and capacity of the system, the town and village should continue to upgrade water delivery lines and water meters, as needed. The town and village should be sensitive to Anabaptist communities' cultural standards and provide appropriate alternatives. Whenever a well water quality concern is brought to the town or village, especially point source pollution concerns with manure storage, it should be addressed as soon as possible.

The town and village plan to continue developing a joint sewer and water capital plan that will evaluate future expansion projects. Infrastructure and transportation projects should also be considered when maintaining and expanding the public sewer system, especially those that relieve combined sewer overflows. Therefore, proper maintenance of roads, hydrants, manholes, and storm drainage projects should continue. These critical infrastructure, stormwater and drainage infrastructure, and sewer treatment capacity needs should be monitored and assessed, as needed.

Goal 8.2 Continue to coordinate with county leaders to improve and expand infrastructure and public utilities

Renewable energy production deployment is increasing for many reasons, including improved technology, declining manufacturing costs, consumer trends, federal and state tax incentives and new laws that encourage expansion. In New York State, the 2019 Climate Leadership and Community Protection Act has caused a significant increase in proposed solar facilities on Tug Hill and in other rural areas. The town and village should consider the impact of renewable energy systems on the economy, land use, and quality of life in Lowville.

The towns of Lowville and Martinsburg are home to the Maple Ridge Wind Farm, the largest wind energy producer east of the Mississippi River. The complex features 195 towers, each of which stand 400 feet tall (when a blade tip is vertical) and produce 1.65 megawatts of



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electricity. The entire project provides 322 megawatts of energy, which can power approximately 100,000 homes. The town of Lowville adopted wind energy regulations in 2009.

There are three important factors to consider when defining solar: whether the energy will be consumed primarily onsite or offsite, the physical size of the system, and the system's energy production capacity. The town and village plan to identify build-ready sites or community solar project sites in brownfield areas, such as a solid waste facility, and explore the creation of a solar overlay district on marginal land.

Figure 39 shows potential locations for solar development around Lowville and was created by the Development Authority of the North Country in 2020. The black symbols represent substations while the orange lines represent transmission lines. Areas in green are existing or proposed solar energy systems. Areas in yellow are potential parcels for small solar energy systems while the red are parcels with potential for large solar energy systems. Areas in purple fit the standard criteria for both small and large solar energy systems.

Lewis County will be a critical partner as Lowville continues to evaluate the impact of renewable energy systems on the economy, land use, and quality of life. The town and village intend to discuss community choice aggregation initiatives with Lewis County and explore the possibilities of a community solar schema in the town and village. Lewis County can also support the town and village while they consider a payment-in-lieu-of-taxes schema for negotiating with renewable energy developers.

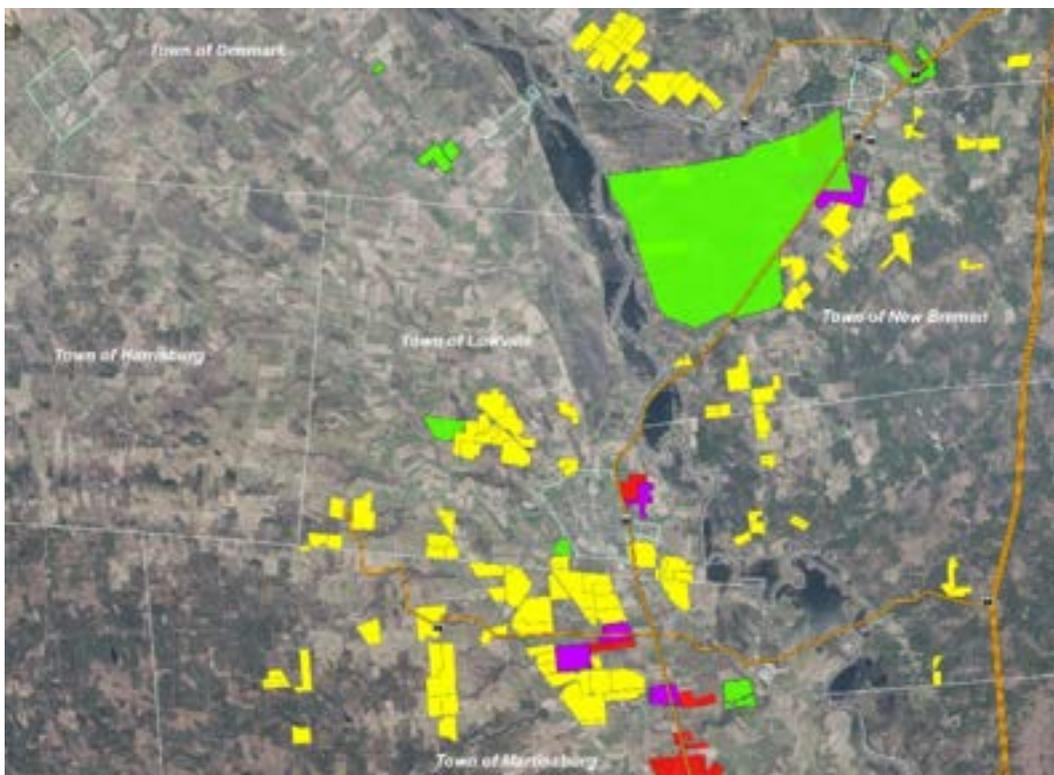


Figure 39. Snapshot of the Potential Locations for Solar Development in Lewis County

Lewis County often conducts studies that identify solutions to Lowville's biggest infrastructure and utility issues. The town and village should support these studies in both the design and

execution stages. For instance, Lewis County contracted ECC Technologies, Inc. to conduct a study and survey of broadband infrastructure and barriers to access, such as affordability concerns. The town and village can support the Lewis County broadband ad hoc committee in its efforts to improve telecommunications infrastructure, especially fixed and mobile broadband services.

*The town and village would also like to pursue Smart City Innovation initiatives. These initiatives include LED-powered streetlights projects, which has become a hot topic in the River Area Council of Governments. Free Wi-Fi hotspots in the village would also provide an added benefit to public spaces and residents. Any other “SMART” projects are welcome. “SMART”: Sustainable, Modern, Accountable, Reliable, and Thriving.
- NYS Empire State Development*

Goal 8.3 Update regulatory tools whenever necessary

To achieve many of the strategies outlined in this section, the town and village will need to review and update their local laws. When necessary, they should also upgrade permit procedures for drilling wells. Regulations that require an environmental impact statement and mitigation measures to be undertaken by transmission line developers in scenic areas and landscapes will be considered, such as adding transmission line development to the town and village’s respective SEQR Type I action lists.



Community Facilities

VISION
ENSURE THAT A HIGH-QUALITY LEVEL OF PUBLIC FACILITIES AND SERVICES ARE PROVIDED TO TOWN AND VILLAGE RESIDENTS.
GOALS
Goal 9.1 Provide social, cultural, and civic opportunities for town and village residents
Goal 9.2 Promote and expand education opportunities
Goal 9.3 Improve access to daycare and other family services
Goal 9.4 Improve local governance
STRATEGIES
9.1.1, 9.3.1 Work with partners to develop community centers in the town and village, such as Double Play, Maple Ridge, and any other proposed centers.
9.1.2, 9.2.2, 9.3.2 Support expanded affordable day care services in partnership with the Lewis County Planning Department and educate families about childcare aid and other available services. Explore the expansion of existing and proposed community centers to include daycare centers.
9.1.3, 9.3.3 Support Lewis County efforts to renovate its highway garage and community buildings and open channels of communication with the facilities' managers.
9.2.1 Support improved continuing education services, such as the satellite Jefferson Community College facility, Boards of Cooperative Educational Services (BOCES) programming. Partner with Lewis County's Chamber of Commerce and other organizations to promote in-person and online education opportunities.
9.4.1 Maintain inventory of municipally owned and other community facilities.
9.4.2 Continue to promote municipal cooperation and shared services whenever appropriate and feasible.



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9.4.3 Consider town and village board meeting time changes to accommodate working residents, such as a meeting time after 5:00 p.m.
9.4.4 Improve communication, outreach, and overall transparency with town and village residents, especially after boards make any decisions.
9.4.5 Expand the village's virtual communication through social media and online information repositories.
9.4.6 Develop a committee to investigate Freedom of Information Law considerations for developing social media accounts. Pursue training opportunities and reach out to experts and attorneys.
9.4.7 Include virtual access to board meetings in municipal procedures.

The village of Lowville has what is sometimes referred to as “vertical” infrastructure. This includes government buildings such as the town and village hall, county office buildings, a library, schools, and the post office. It is important that these facilities remain in the village as they strengthen its function as a center and bolster traffic at neighboring retail establishments as well. Lewis County completed a Court House construction project in 2008. This facility is located adjacent to the existing Court House. It is important to work with County officials to determine the location of future County building projects.

The town and village of Lowville are served by the Lowville Central School District. The district operates one facility, Lowville Academy and Central School, which houses grades K-12. According to the NYS Education Department's Information and Reporting Services, the total enrollment in 2020-2021 was 1,246 with class sizes ranging from 72 to 106. The total number employed by the district in 2007 and 2008 was 220. The only other schools located in the community are Amish schoolhouses.

The town and village are served by the Lowville Fire Department. This volunteer organization provides fire protection to the entire area with its Fire Hall located on State Street within the village. Lewis County Search and Rescue, a non-profit entity located on West State Street, provides emergency services to the town and village. The town and village plan to maintain an inventory of municipally owned and other community facilities.

Fire protection, ambulance services, and schools and educational facilities were rated highest over any other community service or facility in the Lowville community survey results. The lowest ranking community facilities and services were childcare and building and zoning code enforcement. The goals outlined in this section highlight the town and village's community facilities and services goals and strategies.



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Goal 9.1 Provide social and cultural opportunities for town and village residents

Lowville residents would like to see the town and village become a more welcoming community by creating more social, cultural, and recreational opportunities, such as new community centers for children, youth, and adults; a community pool; and more restaurants and breweries. A welcoming committee, family mentor program, and more organized community events are encouraged. Any projects that encourage young people to move to Lowville or local youth to stay in Lowville should be a priority since outmigration is an issue in the community. Any new or existing opportunities should be communicated more effectively to the public.

The town and village should work with partners to develop community centers in the town and village, such as Double Play, Maple Ridge, and any other proposed centers. See the section on recreation for more details. The town and village plan to support Lewis County efforts to renovate its highway garage and community buildings and open channels of communication with the facilities' managers.

Goal 9.2 Promote and expand education opportunities

The town and village support improving continuing education services, such as the satellite Jefferson Community College facility and Boards of Cooperative Educational Services (BOCES) programming. In addition to Jefferson Community College and BOCES, the town and village should partner with Lewis County's Chamber of Commerce and other organizations to promote in-person and online education opportunities for the work force. Any opportunity to improve knowledge, skills, and attitudes for a successful career are welcome.

Education and outreach should expand beyond training and skill development to include access to information and education on how to be a productive member of the work force. For instance, substance abuse and the exposure of drugs and alcohol to youth are concerns within the Lowville community. Drunk driving was also identified by the community as a concern. Therefore, mental health resources and services should be shared with those suffering from substance abuse. These efforts could potentially help someone develop healthy coping mechanisms and become a productive member of the workforce.

Goal 9.3 Improve access to daycare and other family services

As mentioned before, childcare services were one of the lowest ranked community services by residents who took the Lowville community survey. Therefore, the town and village should support expanded affordable day care services in partnership with the Lewis County Planning Department and educate families about childcare aid and other available services. Another area of opportunity is the expansion of existing and proposed community centers to include daycare centers. The town and village should also open lines of communication with the facility managers of community buildings where childcare services could be located. Also, resources for in-home daycare services should be easily accessible to Lowville residents interested in opening a daycare in their home.

Goal 9.4 Improve local governance

Many residents would like to see local governance improve. For instance, some residents stated on the Lowville community survey that general notice, outreach, and other communications need to be expanded and improved. Typical board meeting times are



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inconvenient for some residents who would prefer a meeting time later in the evening. Virtual meetings could allow for greater attendance and should be included in municipal procedures, as well. Generally, residents would like the town and village to look for opportunities to engage the community in public business in a meaningful way that gives them access, standing, and influence. Surveys could be one approach to giving the public access and influence over local government. Social media accounts for the town and village could also provide more access to the public, however, a committee should investigate Freedom of Information Law considerations for local governments interested in developing social media accounts.

Regarding zoning, residents believe that the renovation of existing structures as well as proper property maintenance should be encouraged and enforced. Many residents who took the Lowville community survey were unfamiliar with the zoning laws while others thought there were inconsistencies in the enforcement of those laws. Local laws, especially zoning, should be consistently reviewed and updated to reflect concerns relevant to the municipalities, especially if previous regulations are out-of-date. Lastly, any efforts to promote municipal cooperation and shared services are welcome.



Transformative Opportunities

The map on the next page shows the new vision for the village center and the surrounding areas, which can be found in the village of Lowville’s Downtown Revitalization Initiative grant application. In the section on transformative opportunities, there is a list of proposed projects believed to provide significant returns on investment, which include:

Economic Development Projects	Tourism Projects	Quality of Life Projects	Recreation Projects
<ol style="list-style-type: none"> 1. Skewed Brewing 2. Elements Day Spa 3. American Legion 4. The Trading Post 5. Residential Renovations 6. National Abstract 7. Mixed-Use Redevelopment 8. Tug Hill Artisan Roasters 9. Lowville Farmers Co-Op 10. PB&J Café and Lloyds of Lowville 	<ol style="list-style-type: none"> 11. 1812 House 12. Town Hall Theater 13. Lewis County Historical Society 14. Judge’s Quarters Bed and Breakfast 15. Welcome Center 	<ol style="list-style-type: none"> 16. Downtown Complete Streets 17. Double Play Community Center 18. Hand in Hand Childcare 19. Bateman Apartments 20. Lowville Commons 21. Community Services Hub 22. Downtown Mural Project 	<ol style="list-style-type: none"> 23. Veteran’s Park Improve-ments 24. Downtown Trailhead 25. Rail-with-Trail Corridor



DRI PROJECTS MAP

PART III: LAND USE PLANS AND POLICIES

This section of the comprehensive plan identifies the policies that, when implemented, will guide development in the town and village over the next 20 years. The policies provided in this section may be implemented through existing or new Smart Growth management techniques such as zoning and subdivision regulations, use of incentive zoning, and transfer or purchase of development rights to name a few.

Rural Areas

AGRICULTURE

The Importance of Agriculture to Lowville. Agriculture is of fundamental importance to the economy of both Lowville and the region. It is important not just for the farm jobs that are created, but also for the agri-business which supports farm operations. Lowville is made up of large amounts of prime farmland, most of which is still in production. This natural resource is an important and valuable economic asset, which must be managed wisely.

Agriculture is important for non-economic reasons, as well. The culture of Lowville and the region is agriculturally oriented. Agriculture is responsible for the rural atmosphere that residents feel is important. This atmosphere is largely defined by rural landscapes composed of open space, farm fields and pastures, farm buildings and outbuildings, and rural lifestyles.

Challenges to agriculture in the region are the intrusion of non-farm uses into traditional agricultural areas and the parcelization of the farms into smaller lots. Non-farm uses mixed into agricultural areas can be a problem, particularly when they are residential in nature. Agriculture is an industry. It involves many activities which may impact residential living such as irregular hours of operation, the use of heavy machinery, the spraying of chemicals, the spreading of manure, and unpleasant noise, lights, and smells. Urban and suburban residents often move to rural areas for open space and need to understand the industrial aspects of agriculture.

Agricultural Protection in Lowville. The loss of farmlands to development, traditionally, has been characterized mainly by small, incremental development decisions being made by farmers to subdivide small parcels over long periods of time. The acreage of vacant agricultural land is minimal. This land has mostly reverted to succession growth. Development pressures from large solar energy systems are a major concern for agricultural loss, and areas of greatest concern are prime farmland and farmland of statewide importance. While there has been some farmland loss due to subdivisions for residential development, some of the agricultural lands have changed hands from small family farms to a few large farms and crop farming.

While development pressures in Lowville are presently moderate, this could change quickly, and the town should be prepared. Agricultural land protection programs listed in the Lewis County Agricultural and Farmland Enhancement Plan (April 2021) are good options. A more aggressive means of preserving farms is through agricultural zoning. By this method, farms are prevented from being subdivided into parcels below a size considered to be viable for agricultural operations. Such a size is believed to be approximately 100 acres. This acreage represents the “core” parcel of the farm, excluding the out-parcels, and thus is not in any way intended to represent the gross farm size believed to be viable. Other zoning approaches are



cluster development (see [Appendix 5, Growth Management Tools](#)) and limiting subdivision of large lots by regulating the amount of their frontage that can be converted into new lots. This technique is illustrated in [Appendix 5, Growth Management Tools](#).

COMMERCIAL USES IN RURAL AREAS

Lowville is largely an agricultural and residential community. Most commercial and non-farm industrial uses are located within the village in compact commercial and industrial areas. There are relatively few commercial or industrial businesses in the rural areas of the town. These businesses are generally located in the vicinity of the village of Lowville and are largely located in a linear or “strip” pattern along principal state arterial highways. There are a few agriculturally related businesses scattered throughout the remainder of the town.

The town should be prepared to locate low-density mixed residential/commercial uses in suitable areas where market forces dictate. Some of these areas might then have the potential to become the focus for new hamlet development combining an appropriate mix of commercial and residential uses. The hamlets of Dadville and West Lowville are such areas. With proper design controls, setbacks, building height and bulk controls, and parking screening and placement, many nonresidential uses can be assets when in close or mixed proximity to residential neighborhoods. Careful buffering, screening, and fencing can also be used in areas where there are more serious problems of use compatibility.

Stand alone or unconcentrated commercial development is appropriate but should be restricted to small areas of the town and to those types of developments which have an appropriate scale and character with the existing surrounding area and have a vital economic reason to locate this way. Unconcentrated development should be only sparingly allowed, and where it is allowed, it should be carefully regulated by performance criteria which significantly reduce impacts on adjacent lands, such as those described in [Appendix 4, Design Vocabulary Matrix](#). Adult commercial uses are inappropriate in the town and should be prohibited. Provisions have been made for their location in the village.

Home-based businesses are becoming increasingly popular. It is important to the health of the local economy to accommodate such business start-ups where the use can be demonstrated to be in harmony with the neighborhood and will not detract from or compete with the existing village center commercial area. Controls on the intensity of the use—site lighting, signs, parking, aesthetics, traffic generation, noise, and other such characteristics are important. The allowed use of the site must be clearly defined so that subsequent owners and changes in use do not alter the site so as to detract from the neighborhood.

RESIDENTIAL USES IN RURAL AREAS

Historical Patterns of Residential Development. Most of the existing and new residential construction in the town is single-family detached dwellings. The single-family dwelling pattern has historically predominated, usually at very low densities, scattered throughout the town. Houses are usually located on lots that were former farmlands that have been subdivided. There are very few large-scale subdivisions of land and there are no examples of large-tract subdivisions.

Reasons for the Existing Pattern. The demand for housing has been slow but steady. Higher density development has historically tended to locate within the village where public water and sewer facilities are available. There are few town-based water or sewage disposal facilities, although several village water lines have been extended into the town over the years (see



Goal 8.1. Improve and expand public water and sewer in the village and town to the extent practicable, in Part II for more details). These water districts may eventually provide opportunities for higher density residential expansion in the future.

Concentrations of residential development have been forced to locate where there is the availability of well water, and soil suitability for on-site sewage disposal. Existing constraints created by these factors have necessitated very low-density construction, as on-site sewage disposal systems require at least 20,000 square feet (and often more area) for proper functioning.

Variety in Residential Development Patterns. There are a number of forms that residential developments can take, depending on the economics of the development and the goals to be achieved. Larger scale single-family subdivision developments in rural areas are usually of three patterns. They can be linear along existing highways, they can cover entire tracts of land, or they can be in a clustered configuration.

Linear roadside subdivisions have a negative effect on the function of major highways, by allowing an excessive number of driveway entrances which endanger traffic flows. While the preservation of open space may be a desirable goal, a pattern of open space locked-up behind a row of houses along the road is often an undesirable pattern. The open space may be inaccessible to the public for recreation and enjoyment. It places new housing construction on display, not the unique landforms, vistas, vegetation, and agricultural activities which form the character of the town. The linear pattern may also restrict wildlife movement and ultimately detract from the preservation of the rural character and quality of life which makes Lowville a unique place to live.

Conventional subdivisions completely consume all land in the subdivision area. Open space is dispersed in small pieces to individual homeowners. While giving each landowner a small piece of private property, conventional subdivision does not reserve enough open space to meet many important community objectives. The open space in a conventional subdivision, while constituting a major part of the subdivision, is configured in such a way that its visual impact is significantly diminished or negated. A conventional subdivision, even with massive amounts of open space, has no rural character. Conventional subdivisions can also cause traffic problems because they typically have only one or two points of access to the main road they lie along. These access points can become busy intersections. Finally, conventional subdivisions can impede a sense of community and walkability from one to another as they can contribute to sprawling development patterns, which is not ideal.

Cluster subdivisions are a viable alternative to conventional types and are discussed in detail in Appendix 5, Growth Management Tools.

Manufactured Homes. Manufactured homes are an important option for affordable housing and are a common housing type. Interest in tiny homes over traditional, average-sized housing is increasing in popularity as an affordable housing option, as well. Severe restrictions on manufactured homes in the village of Lowville have increased their popularity in the town. There have been some attempts to locate manufactured home parks in the town, but a manufactured home park has yet to be developed.

Despite being a popular North County housing choice, manufactured homes can create problems when a preponderance of them in an area begins to discourage other higher valued housing types from locating in the area. The experience of many communities is that large



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numbers of unregulated manufactured homes may have the effect of seriously eroding the local tax base due to rapid depreciation and aesthetic deterioration.

There are two things that can be done to lessen the impact of manufactured homes. These include 1) setting a minimum width standard for manufactured homes and 2) establishing manufactured home design standards. Design standards can have a significant impact on the appearance of manufactured homes. The most effective design considerations include requiring 1) a pitched roof; and 2) exterior siding and porches of traditional site-built homes. Proper site locations along with accessory buildings and screening can significantly change the appearance of horizontal dimensions.

These design improvements can help make manufactured homes fit in much better with neighborhoods of conventional housing, protecting housing values and the community tax base. These design improvements will increase the cost of housing, however, so they may not be appropriate in all areas where manufactured homes are allowed or should be supplemented by incentive programs that may be available at the state or county level. The town can even look into budgetary options to incentivize home improvements.

Village Expansion in the Town and Future Development

The village of Lowville has expanded by annexation on several occasions since its founding. There is potential that it may expand more in the future. Any future residential expansion should take place in the higher density residential zoning districts in the town surrounding the village. Commercial business and industrial development should also be concentrated around the village so that those areas may be incorporated into the village for access to village services, such as municipal water and sewer.

Most development is dependent on the access to water infrastructure. So, expansion of municipal water infrastructure and services should be encouraged where appropriate while considering the limits placed by state agencies, such as the Department of Environmental Conservation. Lewis County's Central Lewis County Water Study will provide information on the public water system's capacity to treat and transmit additional water supply, which will need to be considered for any future development projects.

Current Zoning Districts in Rural Areas

- **R-30/R-40** – Residential (town zoning law)
- **OC** - Open Space and Conservation (town zoning law)
- **AG** - Agriculture (town zoning law).

Location and Character. Residential, open space and conservation, and agriculture zones cover most of the town and consist of woodlands, farms (active and abandoned), and low-density residential development made up of single-family dwellings and manufactured homes. Scattered commercial uses are also present. These areas include large acreages of Department of Environmental Conservation-regulated wetlands, flood hazard areas, and steep slopes. These areas are interspersed by town and county roads as well as NYS Routes 12, 26, and 812.



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Policies

1. The intensity of development should be compatible with a rural environment and lower than that of the village unless the proposed development site is to be annexed into the village.
2. Medium- or high-density development should be located as close to the village limits as possible and not in agriculture, open space, or areas dedicated to conservation. Infill development of existing buildings and structures is highly encouraged.
3. Deteriorated and vacant buildings should be restored and converted. Mixed use restoration projects should be considered.
4. Trees, vegetation, and other landscape features should be retained as much as possible on development and residential sites. Uses should be appropriately landscaped so as to fit into the rural setting.
5. Scenic roadsides and viewsheds should be identified and preserved.
6. Land subdivisions should preserve large lots of agricultural and wooded open space whenever possible, preferably by using cluster development.
7. Low density zoning in agricultural areas should be maintained to minimize subdivision activity.
8. Nonfarm intrusions into agricultural areas should be minimized, thus minimizing conflicts with existing agricultural operations.
9. Agricultural support uses should be allowed near primary agricultural areas.
10. Residential uses should be buffered and screened from commercial, office, and other conflicting uses that rely on vehicular transportation.
11. Residential lots should be large enough to ensure that sewage, which is disposed of on-site can safely percolate, and that wells will not overdraw groundwater supplies.
12. Home businesses should be accommodated but regulated to promote harmony with the neighborhood.
13. Minimum lot frontages directly along principal highways outside the village should generally be 220 to 240 feet so as to substantially limit access points.
14. Standalone commercial, office, industrial, and warehouse site development can be allowed in certain parts of the town. Standards for setbacks, buffer zones, screening, and vegetation, building size and bulk, impervious surfaces, lighting, noise, odor, signs, on-site circulation, parking and loading, access, drainage, and erosion control should be used to ensure that the impacts of development are controlled and fit with the character of the town.
15. Signs should be limited and placed so as to minimize impacts on naturally aesthetic views.
16. Signs should not be too large and should not encroach upon road right of ways. Though the town cannot control most content on signs, they should be as concise and informative as possible with a simple design that is easy to read.



17. New or re-designed freestanding signs should be maintained and complementary to the area.
18. Parking areas should generally be to the side or rear of buildings, and appropriately screened from public view and repaved as needed with clearly delineated parking spots. Electric vehicle charging station infrastructure should be incorporated into parking design to the extent possible.
19. Driveways should not visually overpower the principal use of the property. Driveways in front yards wider than two cars should be screened by vegetation along the edges.
20. Street views should be kept neat, clean, and complementary to the surrounding neighborhood, using existing regulations such as the Property Maintenance and Unsafe Structures local laws.
21. Mining should be carefully controlled.
22. Large solar energy systems intended to supply energy principally into a utility grid for the purpose of off-site sale or consumption and/or with a total ground surface area of greater than 4,000 square feet should be properly screened with natural vegetation or berms; and setback from property lines to minimize any negative impacts on neighbors, pedestrians, and the community. They should not be located on prime farmland to extent possible. They should be prohibited in residential zones.

Village Neighborhoods

The bulk of the village of Lowville is made up of pleasant traditional residential streets. These areas have “small town charm” and create a sense of community for their residents. Most are also within a short walk of the village center.

Lots are typically small, ranging from around 9,000 square feet to 20,000 square feet with frontages ranging from approximately 40 feet to 160 feet. Buildings are typically two to three stories and are located relatively close to the street. The relationship between building height and the space between buildings on opposite sides of a street creates spatial enclosure which creates a very comfortable environment for pedestrians. Furthermore, these areas are served by public sewer and water and most feature sidewalks, curbs, and street trees. Infill development should be encouraged here as well as new development (where soil and other environmental conditions permit).

The village encourages homeowners to follow appropriate design conventions to conserve the village character. For instance, landscaping and groundskeeping adds to this character. Homes with flowers, gardens, hedges, and trellises around buildings and the edge of properties are preferred to those without. Furthermore, big, open porches add character to residential homes and should be properly maintained and should not be removed to the extent possible. Chain-linked fences are the least preferred fencing type while picket fences are most preferable. Lastly, garages and parking lots should not be placed in front of principal structures.

Variety in Residential Dwelling Types, Colors, and Materials. It is important that Lowville provide opportunities for a variety of residential types and situations. Opportunities should be



provided for homes for people of all ages and income levels, at various densities. In pursuing this objective, it is important to accommodate single-family dwellings, accessory apartments (i.e., accessory dwelling units), duplexes, and multiple-family dwellings.

Variety in residential building colors is encouraged. Some vibrant colors can add character to the village but may be considered off-putting to some residents.

The change in cost of building materials over the decades can be seen throughout the village. Older, pre-war homes are built with stone, brick, or wood while newly constructed homes use vinyl and other modern materials. Stone, exposed brick, and wood are preferred materials; vinyl siding is acceptable, as well, though should include unique detailing for two-story homes; and the least preferred siding material is aluminum and vinyl without detailing. Ultimately, the most important aspect of facades is that they be well maintained and conserve a sense of individuality and authenticity to its detailing.

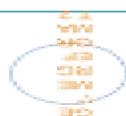
Accessory Dwelling Units. Attached, detached, and internal dwelling units that are accessory to principal dwelling units on a lot, also known as in-law apartments or accessory apartments, are growing in popularity, nationally. Accessory dwelling units can benefit communities by addressing the housing need, providing low-cost housing, and increasing population density, which in turn reduces unattractive sprawl patterns and can protect open space. The town and village can consider accessory dwelling units as an as-of-right use and/or implement a site plan review process for accessory dwelling units in areas where their placement may be more controversial. They can also consider pre-approved designs for faster approval processes.

Short-Term Rentals. Short-term rentals are another emerging concern that are a unique combination of both commercial and residential uses. Short-term rentals can provide landowners with additional income and can provide more affordable lodging options for tourists. However, sometimes short-term rentals can be nuisances for neighbors and can even raise rent prices in the area. The town and village can enact new requirements and identify a board that will oversee short-term rental review and any administration. Some potential land use controls that could be enacted are noise and nuisance regulations, parking requirements, special use permitting requirements, and/or licensing. Reviewing boards and local laws may also place a cap on the number of days within a specified time period that a dwelling unit can be used as a short-term rental or place a limit on the number of guests allowed per rental.

Zoning Districts in Village Neighborhoods

- **R** – Residential (village zoning law)
- **P** – Park (village zoning law)

Location and Character. Residential zones consist of the stable single-family small residential neighborhoods surrounding the central business district. These neighborhoods are of three types. The older traditional neighborhoods of the village core consist of residences close together on long narrow lots. There is a strong street orientation, including uniform front yard setbacks, street trees and sidewalks. A second type of neighborhood includes some of the newer neighborhoods which have lot arrangements similar to the older traditional neighborhoods but are lacking some of the street amenities such as street trees, and in some cases, sidewalks. A third distinctive neighborhood is a new area of housing on very large wide lots with virtually no street orientation or amenities whatsoever. Interspersed throughout the village are parks which provide quaint places to recreate, congregate, and pass through.



Policies

1. Infill development of existing buildings and structures is highly encouraged.
2. New residential homes should strive to include detailing and materials that are complimentary and compatible with the character of the historic homes.
3. Manufactured homes and accessory dwelling units should be permitted in some areas but should be subject to design and review standards appropriate for the areas in which they are located.
4. Short-term rentals should comply with noise and nuisance regulations, parking requirements, special use permitting requirements and/or licensing, a cap on the number of days within a calendar year that a dwelling unit can be used as a short-term rental, and limits placed on the number of guests allowed per rental.
5. Lots should be kept in the 7,500 to 24,000 square feet range so that efficient use of existing infrastructure (sewer system, sidewalks, etc.) is made.
6. Future streets should be laid out in a block pattern that respects the current one. Cul-de-sacs should be discouraged unless necessary to preserve environmental features.
7. Buildings should respect a maximum setback or “build-to” line.
8. Sidewalks and mature street trees shall be required and maintained. Cutting down healthy, mature trees should be avoided.
9. Buildings should range from two to three stories in height.
10. All existing residential buildings should maintain their historic styles and architectural elements around the eaves, trim, and porches. Original porches and original woodwork, stone, and brick detailing should be preserved on historic buildings.
11. New development and construction should follow a set of design recommendations that fit the character of the Lowville community.
12. Parking and driveways should be located to the rear or side of buildings and maintained. Parking and driveways should be visually secondary to principal building.
13. Multi-family dwellings should have parking to the rear, adequate space, screening, bulk control, sidewalks, and proper street orientation. Accessory apartments (i.e., accessory dwelling units) and multi-family dwellings should be in character with single-family dwellings.
14. Any exterior paint or siding should comply with the village’s design standards.
15. Small solar energy systems are permitted and should not reflect glare into neighboring properties or public streets. It is recommended that any ground-mounted small solar energy systems be properly screened with natural vegetation or berms.
16. Large solar energy systems are prohibited.



17. Green infrastructure features including bio-retention ponds, culvert daylighting, porous pavement parking areas, and additional tree planting should be incorporated into future park design and in both public and private parking areas.

Neighborhood Commercial

Although these village areas are primarily residential, some institutional uses (e.g., churches and schools), and small commercial operations are located within them. There are also several established nodes of concentrated commercial uses within them. In these areas, the village should encourage mixed uses that promote livability and improve the lifestyle of residents and visitors. Complete streets policies for neighborhood commercial areas should be incorporated into current development and subdivision standards.

Though the village cannot control most content on signs, it encourages signs to be clear, concise, and simple. Commercial signs in any part of the village should not be too large, rather they should fit the local character of the community. For instance, neon, plastic, and hand-painted signs should be used sparingly and wooden signs are most preferable. A design standard that establishes uniformity in sign design should be pursued, perhaps using the village of Old Forge as a template. Place-finding signs should be encouraged.

Zoning Districts in Neighborhood Commercial Areas

- **NC-1** – Neighborhood Commercial 1 (village zoning law)
- **NC-2** – Neighborhood Commercial 2 (village zoning law)

Location and Character. These zones are mixed use areas that include small scale retail sales and service establishments and light manufacturing uses which are closely surrounded by dwellings. These areas have generally been developed more recently with commercial uses of designs which tend to contrast sharply with the character of the residential neighborhoods of which they are a part.



According to the American Planning Association, “[a] complete streets policy ensures that the entire right of way is routinely designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street.”

American Planning Association, Complete Streets: Best Policy and Implementation Practices (March 2010).

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1. Infill development of existing buildings and structures is highly encouraged.
2. Deteriorated and vacant buildings should be restored and converted. Mixed use restoration projects should be considered.
3. Any development should encourage mixed uses that promote livability and improve the lifestyle of residents and visitors.
4. Complete streets policies for neighborhood commercial areas should be incorporated into current development and design standards.
5. Building scale, form, and materials (i.e., roof pitch, building materials, building styles, and building colors) should be consistent with the neighborhood and follow a set of design guidelines.
6. Buildings should respect a maximum setback or “build-to” line.
7. All non-residential uses should be buffered and screened from adjacent residential uses and residential zones.
8. Storage and parking should be located to the rear or side of buildings. The side and rear yards of non-residential buildings should not face public streets, if possible, especially if they include dumpsters, parking, or other unsavory features.
9. Parking lots should be paved well with delineated parking spots, including accessible parking spots and electric vehicle charging station infrastructure when practical.
10. Lighting should be controlled and use LED technology.
11. Sidewalks and mature street trees should be required. Cutting down healthy, mature trees should be prohibited or minimized to the extent possible.
12. Planted areas should be retained and maintained along the street, especially between the street and sidewalk and the sidewalk and non-residential buildings.
13. Free standing signs should be limited.
14. Signs should follow the village’s design standard, which includes being updated as well as well-maintained.
15. Murals are encouraged on the blank sides of non-residential buildings.
16. Architectural elements in new developments and renovations, whether simple or ornate, should be placed around the eaves, trim, and porches of non-residential buildings to avoid blocky buildings with no detailing.
17. Windows on any non-residential building should be well placed and proportioned to the extent practicable.
18. Windows in historic non-residential buildings should be authentic to their historic design and style.
19. Chain-linked fences should be prohibited or limited and screened from view with vegetation.



20. Small solar energy systems are permitted and should not reflect glare into neighboring properties or public roads. It is recommended that any ground-mounted small solar energy systems be properly screened with natural vegetation or berms.

Village Center Area

The village center area functions as the center of the Lowville community as well as the Lewis County seat. Iconic downtown buildings with unique and interesting exterior façades can be found throughout downtown Lowville. Lowville's assets include this rich heritage and historic architecture.

Several factors are necessary for the village to function as a vital pedestrian oriented social center. First, there must be pedestrian origins and pedestrian destinations. Unique, wayfinding signage could improve navigation and direct residents and visitors to points of interest. Second, there must be proper pedestrian services and features to allow the movement of people comfortably and conveniently between uses. These services and features should also be accessible to people of all abilities.

Pedestrian origins refer to houses, apartments, and convenient parking areas. Housing within walking distance of downtown uses is considered important to a central business district's success. Apartments over commercial buildings, housing close to the core, senior citizen, special needs housing in and around the village center, and mixed income housing are all useful to retaining a commercial base. For people accessing the center from outside a normal five-minute walking distance, convenient parking is necessary to create a suitable walking origin. Parking lots should be shared by property owners, or municipally owned. On-site parking for individual uses should be discouraged so as to maximize developable land and keep central village building densities high enough to make walking between uses convenient, practical, and interesting. Complete streets policies for the village center should be incorporated into current development and subdivision standards.

Likewise, pedestrian destinations are important to the vibrancy of the downtown area. Public institutions such as schools, churches, meeting halls, libraries, public buildings, cultural centers, and government buildings are important assets to the downtown area, bringing spin-off pedestrian traffic to businesses. Retail sales and services are often a primary pedestrian destination of village centers and provide an important part of the commercial economic base that the village needs to sustain itself. New infill development of these uses should be sought based on the Village of Lowville Infill Development Plan of 2005 or other recent studies.

The Lowville village center has historic integrity. This is an asset, providing a quality of life that is increasingly unobtainable in other areas. It is also an asset in attracting tourist dollars. New development and building improvements should complement and leverage this historic character.

The village has historically been a road transportation junction. Motor vehicle traffic funnels through the village in many directions. This traffic often conflicts with the traditional village center function. The village is experiencing difficulty maintaining itself as a traditional social and commercial center partially because of traffic congestion. This can be aggravated by the conflict of motor vehicles with large groups of pedestrians such as school children at lunch



hour using the streets. Alternative routes for heavy traffic flow should be considered in other areas of the village and town.

Zoning District of Village Center

- **C** - Village Center (village zoning law)

Location and Character. This zone encompasses the existing village central business district, which offers a wealth of social, cultural, and historical resources. Downtown Lowville has a traditional development pattern of store fronts along a common front building line, facades often unbroken between stores, and building heights of one to three stories. The traditional character of the core includes noble materials such as brick, masonry, glass, iron, and wood. Modernized facades have developed to include metal and vinyl siding, largely detracting from the traditional aesthetic of the historic core. Historic building facades with original materials, when properly maintained, conserve a sense of individuality and authenticity to the village's historic origins.

The colors of historic main street buildings should be complementary and historically based. The village should consider implementing a consistent color palette for main street buildings or identify prohibited building colors that are inconsistent with the historic character of the village. Murals, though non-traditional, do add character to the downtown area.

More recent infill has broken the traditional building pattern. Parking lots have been placed on the street front, and some commercial buildings have been constructed which are not of traditional scale or architecture. This area could benefit greatly from better definition and organization of parking spaces and is troubled by traffic congestion. Any development, restoration, or renovation should include mixed uses that promote livability and improve the lifestyle of residents and visitors while paying special attention to the retention of historic fabric and the preservation of the historic charm and sense of place.

Policies

1. Mixed use and complete streets policies should be incorporated into development and subdivision standards.
2. Uses that are high automobile traffic generators, i.e., drive-through banking, convenience stores, etc. should be prohibited.
3. High density retail sales and services and office uses should be encouraged with retail located on ground floors and office or residential uses above.
4. Infill development of existing buildings and structures is highly encouraged.
5. Deteriorated and vacant buildings should be restored and converted. Mixed use restoration projects should be considered.
6. Maintenance easements should be required for lot line development.
7. Buildings should respect a maximum setback or "build to" line.
8. The pedestrian friendliness of the village center should be continued through proper, human scale building setbacks, street trees, and wide sidewalks.



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9. Original woodwork, stone, brick, metalwork, and windows should be preserved on existing buildings.
10. New construction should respect the architectural character of neighboring buildings. Blocky, one-story buildings with vinyl siding and no detailing should be prohibited in new developments and renovations.
11. Parking, dumpsters, or other unsavory features should be located to the rear or side of buildings and should not face public streets.
12. Parking in side yards shall be fenced and screened with vegetation to maintain the front building line. Furthermore, where parking lots abut residential land uses, buffering and screening should be provided.
13. Parking lots should be paved well and have delineated parking spots, including accessible parking spots and electric vehicle charging station infrastructure when practical.
14. Parking, areas around public facilities, and walkways should have adequate LED lighting.
15. New curb-cuts should be limited, and shared access should be encouraged or required.
16. Chain-linked fences should be prohibited in the village center.
17. Signs should follow the village's design standard, which includes being updated and well-maintained. A design standard that establishes uniformity in sign design should be pursued, perhaps using the village of Old Forge as a template.
18. Commercial signs should not be too large and should fit the local character of the community.
19. Any exterior paint or siding should comply with the village's established design standard for main street buildings.
20. Windows on any building are encouraged to include shutters, mullions, window grids, and accent windows like arched, ornate, or textured-glass windows to the extent practical.
21. Windows in historic buildings should be restored to their historic design and style. Large glass windows for storefronts on main street are recommended.
22. Small solar energy systems are permitted and should not reflect glare into neighboring properties or public roads. It is recommended that small solar energy systems go on the flat roofs in the village's central business district or, if ground-mounted, be properly screened with natural vegetation or berms.

Industrial Areas

Industrial uses require access to major transportation routes, such as railroads and important highways. Hamlets and villages are ideal locations since they typically have this access. These locations also allow some workers who live nearby to walk to and from work. Care must be taken, however, to separate loud or foul-smelling industrial uses from village centers and residential neighborhoods. Better locations are at neighborhood and village edges, hamlet



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edges, or within the town. Lowville welcomes industrial growth and encourages future developers to consider infill options before construction on undeveloped land.

Zoning Districts of Industrial Areas

- **I-1/I-2/I-3** – Industrial (town zoning law)
- **I** - Industrial (village zoning law)

Location and Character. Mill Creek Commerce Park has been located within the town and village on the Number Four Road. The park allows all types of commercial and industrial uses, including retail sales and services. It can be serviced by village utilities and has the potential to be an important commercial and industrial employment center in the future. The commerce park is an ideal location for uses that are generally unsuitable for village locations because of space needs or potential negative impacts on adjacent residential uses. However, it may not be large enough to support future industrial development.

The village also has an industrial area located along the historical railroad corridor east and south of the village center. This area is home to Lowville's large industries such as Kraft and AMF. This area is largely built out. Though this area is currently industrial, the vision is to encourage mixed uses within the zone.

Policies

1. The limited space of the Mill Creek Commerce Park and the existing village industrial areas should be used for appropriate commercial, industrial, and mixed uses.
2. Uses should be buffered and screened from residential zones and public roads.
3. Front yards should be minimized to prevent waste of valuable land.
4. Hedges, mature trees, and other landscaping features should be placed around buildings and the edge of properties.
5. The side and rear yards of commercial buildings should not face public roads, especially if they include dumpsters, parking, or other unsavory features.
6. Wide sidewalks from the center to industrial zones should be included in development plans, so workers can walk to and from work.
7. Uses should comply with drainage controls.
8. Lighting should use LED technology and controls need to be implemented and enforced to protect nearby residences.
9. Parking lots should be paved well with parking spots delineated, including accessible parking spots and electric vehicle charging station infrastructure when practical.
10. Signs should follow the town's and village's design standards.
11. Exterior paint or siding should comply with the village's and town's established color palette for commercial and industrial buildings.
12. Murals are allowed and encouraged on the blank sides of industrial and commercial buildings.



13. Small solar energy systems are permitted and should not reflect glare into neighboring properties or public roads. It is recommended that small solar energy systems go on roofs of buildings or be properly screened with natural vegetation or berms.

Automobile Commercial Areas

Some areas along major highways should be designated for automobile-oriented uses which are inappropriate in the village center area. These areas should be small and within walking distance of residential areas. These uses might include large product retail facilities for boats, manufactured homes, cars, car washes, fast-food establishments, drive through businesses, service stations, motels, and other like businesses. These types of businesses require a commercial strip location.

Some of the negative images of these strips, and their highway-function destroying nature, can and should be managed through proper sign controls, access management techniques, pedestrian and bike friendly design, and the appropriate screening of unattractive features. Construction, reconstruction, or other change in the design of buildings and automobile-oriented lots must consider pedestrian, bikes, vehicular, and other types of circulation elements to plan for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways, which include motorists, pedestrians, bicyclists, children, persons with disabilities, seniors, movers of commercial goods, and users of public transportation. Green infrastructure is highly encouraged, especially the placement of electric vehicle charging infrastructure.

Zoning Districts of Automobile Commercial Areas

- **CB** – Commercial Business (town zoning law)
- **CB-R** – Commercial Business Residential (town zoning law)
- **AC** - Automobile Commercial (village zoning law)

Location and Character. These zones are located along NYS Routes 12, 26 and 812 with the most intensively developed area being along South State Street. These areas have been developed with commercial uses with an automobile rather than pedestrian orientation. However, the goal is to make these areas more consistent with a complete street layout and design.

The village may consider reducing the area of the AC zone in the southwestern portion of the village west of the intersection of Routes 12 and 26 (behind the Tops plaza). The R zone to the north could be extended into this area and a recreational vehicle corridor as well as high-density residential development could be located there. The automobile commercial zone furthest west on County Route 31 is primarily composed of county lands and buildings, which might make it more suitable as a community service zone with higher-density residential areas around it, especially considering that it is served by municipal water.

Policies

1. Land and buildings should be developed in an aesthetically pleasing way following a uniform design recommendation as these areas are located at entrances to the village.
2. Construction, reconstruction, or other improvements in any automobile commercial area—especially, areas along East State Street and Shady Avenue—should emphasize



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streetscaping and wayfinding, with pedestrian amenities, facade enhancements, and signage that create a welcoming, cohesive, and safe environment.

3. Wide sidewalks are preferred in most cases.
4. Blocky buildings with no detailing, and no windows are discouraged.
5. Parking, dumpsters, or other unsavory features should be to the rear or side of buildings and should not face public roads.
6. Buffering and screening of side and rear yards should be provided adjacent to residences and residential zones.
7. Front yard parking (when necessary) should have a vegetative buffer, preferably with mature trees. Cutting down healthy, mature trees should be avoided.
8. Electric vehicle charging station infrastructure should be incorporated into existing parking lots and expanded throughout automobile commercial areas when practical.
9. Uses should comply with drainage controls.
10. Access controls should be maintained, including shared access where possible.
11. Windows on buildings should be well placed and proportioned to the extent practicable.
12. Free standing signs should have height and size limitations and follow design standards set by the village and town.
13. Any exterior paint or siding should comply with the village's established design standard for commercial buildings.
14. Chain-linked fences are prohibited.
15. Small solar energy systems are permitted and should not reflect glare into neighboring properties or public roads. It is recommended that small solar energy systems go on roofs of buildings or be properly screened with natural vegetation or berms.



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Appendix 1: Results from the Lowville Comprehensive Plan Community Survey

Appendix 2: Results from the Employment Information and Business Survey

Appendix 3: Summary of SWOT Workshops

Appendix 4: Design Vocabulary Matrix

Appendix 5: Growth Management Tools

Appendix 6: Comprehensive Plan Maps

APPENDIX I. RESULTS FROM THE LOWVILLE COMPREHENSIVE PLAN COMMUNITY SURVEY

Overview. In January 2021, the Lowville Town and Village Comprehensive Planning Committee unveiled a community survey for the Town and Village residents. 2,013 postcards were sent to homeowners in Lowville with information about the community survey, including the link to the comprehensive plan website and who to contact to request a paper copy of the survey. 194 survey responses were recorded online through the Google Form survey. More villagers (n=139) filled out the survey than did town residents (n=42), and a few people who do not live in Lowville also filled out the survey (n=13). Of those who responded to the survey, half have lived in Lowville for 20 years or more, followed by 18% of the respondents living in Lowville for five years or less. 15% of respondents have lived in Lowville between 11 and 20 years and 12% for six to ten years. Three quarters of respondents own their home and the remainder rent (21%) or occupy without payment of rent (4%).

Participants were asked about their community characteristics (i.e., services, growth, and development) and their current employment. 36 respondents identified as business owners and were able to complete a business owner survey. Lastly, the respondents were able to give additional information to inform the comprehensive planning process.

Economic Development. Schools and medical facilities are ranked above average for community services and are considered primary employment industries in the town and village of Lowville. 35% of respondents reported that they work in educational, health, and/or social services, which was higher than any other industry and reflects the percentages estimated by the 2018 American Community Survey. Supermarkets were considered average while restaurants, night life, and retail

properties were considered below average, on the whole, by respondents.

Respondents agree that any commercial, retail, or industrial growth or development must protect environmental quality, first and foremost. Another highly rated objective is attracting new business and commercial development while protecting historical structures. Any economic or community development objectives that support village and town beautification and placemaking are encouraged by the respondents. There was slightly less support for manufacturing and industrial development than business and commercial development, but most respondents still agreed that it would make for a good objective. There is little appetite by respondents for local government controlling the rate of development or for requiring on-site parking for new businesses.

Generally, job growth in all industries is strongly supported by respondents, including home businesses. Those respondents who telework stated that broadband was the number one barrier to successfully completing work tasks. Several business owners stated that they would like more reliable internet for their businesses as well as advertisement and marketing support. If respondents did not work in Lowville, they state that their reason was better career opportunities outside of Lowville.

Historic Resources. Respondents would like to see historical structures protected and revitalized—including downtown buildings and older homes—such as cleaning up the facades of these historical structures. Furthermore, respondents would like to see more appropriate uses for existing historical spaces. Lastly, it was recommended that unique ways to highlight Lowville's history—like Stash's redoing the old logo—be encouraged.

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Housing. Residential properties in Lowville were ranked slightly below average, on the whole, by respondents. However, rental properties were the second lowest rated community service. As for housing growth and development objectives, respondents support more low- and moderate-income housing options followed by increased residential construction. The least popular objectives were controlling the rate of housing development, discouraging urban sprawl, and providing more lawn area in residential districts, though more respondents for these three options were undecided than were either in agreement or disagreement. It is important to note that assisted living facilities and retirement communities were one reason several respondents moved to Lowville.

Generally, property taxes were consistently identified as an issue for residents. Comments show that people believe they do not get the “bang for their buck” and that discourages people from moving to or staying in Lowville. With regard to community beautification, people would like to see grant opportunities to for making exterior improvements to deteriorating residences and less junk in yards.

Natural Resources. Some respondents believe that air quality could be improved, especially considering the odors from local agricultural activities. Furthermore, many respondents believe that any economic or community development—especially commercial, retail, and industrial development—should protect environment quality. Similarly, green initiatives should be encouraged and prioritized. It was recommended that new businesses that support and utilize local timber and wood products should be encouraged.

Agriculture. Some respondents recommended that new businesses that support and utilize local products, such as dairy and maple products, should be encouraged. It was also recommended that the town and village code for agribusiness development in local zoning laws so that farms can sell products on site.

Similarly, farmer’s markets should continue to be supported. Though not a significant problem, there could be efforts made to control noise and odor from industries and farms.

Transportation and Mobility. Lowville’s streets and roads were rated average, on the whole. Most respondents want to improve traffic flow in the village of Lowville. Street repair, including drainage repair, in both the village and the town was popular amongst respondents, as well. There was little support for new traffic-directing projects (e.g., turning lanes and roundabouts) or structures and installations that slow down traffic, such as narrower streets or chicanes. However, a route that bypasses downtown Lowville, which came up in the 1998 community survey, was recommended by several respondents.

When asked what improvements respondents would like to see to parking in Lowville, most respondents answered that they would like to see more walking opportunities with little to no change to current parking. There was a desire to improve traffic congestion caused by parking issues around the post office, Jreck Subs, the school, and several other key areas within Lowville. Changes that were suggesting to parking were repaving, repainting, and/or redesigning existing parking lots. The four corners parking lot was praised as a good example of a parking improvement.

Sidewalk beautification was mentioned throughout the survey, including sidewalk repair, new sidewalk construction, and plantings between streets and sidewalks. Sidewalk widening for comfort of walking, for Americans with Disabilities Act compliance, and for general pedestrian safety was supported by many respondents. Several respondents believe the responsibility falls on the town and the village.

Recreation. The most popular recreational growth and development objective is converting old rail lines to walkable and bikeable trails. The objectives of protecting environmental quality and historical structures

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were ranked second and third. Most respondents were either undecided or did not know whether the following objectives would be positive: regulating green buffers around parking lots, increasing access to the Black River for non-motorized recreation, and maintaining or improving open space. Generally, any recreational objectives should look into indoor and outdoor multigenerational opportunities that are both seasonal and available year-round. There was support amongst respondents for new trails for walking, biking, and other non-motorized activities.

Infrastructure and Public Utilities. Public works services/infrastructure and utilities were rated average, on the whole, by respondents. Renewable energy development, both solar and wind energy, has the broad support of most respondents. Some respondents would like to see water services expanded to more households.

Community Facilities and Services. Fire protection, ambulance services, and schools and educational facilities were rated highest over any other community service or facility on a scale of very poor to excellent. Medical facilities and police protection were also rated high. The lowest ranking community facilities and services are childcare and building and zoning code enforcement. Community facilities and centers as well as broadband were also rated below average. Cellular coverage was ranked below average, as well, but was closer to average than broadband services.

Respondents would like to see Lowville become a more welcoming community by creating more social, cultural, and recreational opportunities, such as new community centers for children, youth, and adults; a community pool; and more restaurants and breweries. A welcoming committee, family mentor program, and more organized community events were recommended by several respondents, as well. Any projects that encourage young people to move to or local youth to stay in Lowville

should be a priority since outmigration was an issue identified by several respondents. Respondents believe that any new or existing opportunities should be communicated more effectively to the general public.

Substance abuse was also a concern to respondents, including the local market for drugs and exposure to youth. Drunk driving was also identified as a concern. Mental health resources were recommended as a means for addressing the issue of substance abuse.

Many respondents would like to see local governance improve. For instance, respondents stated that general notice, outreach, and other communications need to be expanded and improved. The meeting time is inconvenient for some respondents who prefer a meeting time later in the evening. Virtual meetings could allow for greater attendance. Generally, respondents recommend that the town and village look for opportunities to engage the community in public business in a meaningful way that gives them access, standing, and influence. Surveys were a favored means of engaging the public.

With regard to zoning, respondents believe that the renovation of existing structures as well as proper property maintenance should be encouraged and enforced. Many respondents were unfamiliar with the zoning laws while others thought there were inconsistencies in the enforcement of those laws. Some respondents thought that the zoning was out-of-date and that new regulations should take their place. Fewer respondents thought that the laws were too restrictive, but there were concerns stated in several responses.

Highlighted Results

Only the top results are highlighted in this Appendix. Also, the comments on qualitative questions are limited to three comments per topic for reference. To see the full results, go to [Comprehensive Plan 2021 – Town of Lowville \(racog.org\)](https://www.racog.org).

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What were your reasons for choosing to live in the Lowville area?

Response	Village of Lowville		Town of Lowville	
	Number of responses	Percentage of responses	Number of responses	Percentage of responses
Family and friends	80	58.4%	27	69.2%
Good schools	65	47.4%	10	25.6%
Rural atmosphere	63	46%	22	56.4%
Quality of life	63	46%	19	48.7%
Sense of community	54	39.4%	17	43.6%
Low crime rate	52	38%	12	30.8%
Job opportunities	45	32.8%	12	30.8%
Cost of living	32	23.4%	8	20.5%
Air quality	24	17.5%	5	12.8%
Recreation opportunities	20	14.6%	7	17.9%
Good government	11	8%	2	5.1%
Adult/Senior living	7	5.1%	3	7.7%
Tax rate	5	3.6%	1	2.6%
TOTAL	137		39	

What are some of the problems that you have noticed in the Lowville area?

Response	Village of Lowville		Town of Lowville	
	Number of responses	Percentage of responses	Number of responses	Percentage of responses
Lack of employment opportunity	76	58.5%	15	40.5%
Deteriorating conditions of downtown core (e.g., dirty appearance, unpainted buildings, poor retail hours, etc.)	65	50	12	32.4%
Lack of retail business	64	49.2%	16	43.2%
Lack of cultural opportunities	59	45.4%	13	35.1%
Lack of recreational facilities (e.g., indoor gym, pool, skating rink)	47	36.2%	15	40.5%
Parking issues downtown	33	25.4%	8	21.6%
Noise and odor from industries and farms	33	25.4%	8	21.6%
Historic properties deteriorating or in danger of demolition	33	25.4%	8	21.6%
Inefficiencies and duplication of services (e.g., police departments, first response, recycling, and trash)	31	23.8%	2	5.4%
Insufficient transportation options	23	17.7%	5	31.5%
Lack of opportunities to socialize with neighbors and community at large	21	16.2%	7	18.9%

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Lack of curbing and storm drainage problems in the village	20	15.4%	1	2.7%
New families in the area do not feel welcome	18	13.8%	4	10.8%
Traffic problems downtown	17	13.1%	4	10.8%
Hospital issues	17	13.1%	4	10.8%
High energy prices	16	12.3%	3	8.1%
Lack of handicapped accessibility (e.g., sidewalks, into buildings, parking)	14	10.8%	2	5.4%
Lack of volunteers or volunteer opportunities	11	8.5%	3	8.1%
Poor drinking water quality	8	6.2%	9	24.3%
Encroachment of commercial uses into residential areas	7	5.4%	3	8.1%
Parking issues in areas other than downtown	7	5.4%	3	8.1%
TOTAL	130		37	

What services or opportunities would help you and/or your family feel more welcome and more connected with others in Lowville?

Category	Comments
Cultural and social opportunities (28)	<ul style="list-style-type: none"> • More opportunities to get out and meet people culturally • More community-based activities • More holiday activities for families (tree lighting, summer picnics in community park open to all, Halloween parades for the school children, carriage rides for village tour)
Recreation and tourism (23)	<ul style="list-style-type: none"> • More recreational facilities • Walking trail, Biking and cross-country skiing trail • Walking/Bike Pathways/Ski-Snowshoe trails
Community centers (10)	<ul style="list-style-type: none"> • A community center for my kids • Community center - (now in the works - needs funding) • Community/fitness center

If you do not attend town or village board meetings, please let us know why and how would you like to participate in your local government?

Why don't you attend town or village board meetings?

Category	Comments
Notice, outreach, communication, uninformed (17)	<ul style="list-style-type: none"> • Short notice • I believe most people aren't aware of what is taking place within our Town or Village Board meetings • no idea where or when they are
Meeting time (15)	<ul style="list-style-type: none"> • Work schedule prohibits • I normally work during those hours • There is a complaint that young community members don't take part, we can't when you hold the meeting during the day.
Personal reasons (11)	<ul style="list-style-type: none"> • Can't hear talking very well - do not want to participate • I've simply never done this. I am interested in getting more involved. It's a matter of habit and attention.

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	<ul style="list-style-type: none"> No Transportation
<i>How would you like to participate in your local government?</i>	
Category	Comments
Notice, outreach, and communication (16)	<ul style="list-style-type: none"> online communication a more inviting and friendly format advertising these meetings might get more of a cross section of our population, to include younger school age participants, this might change the flavor of the meetings send out newsletters and postcards with monthly information, provide transcripts of meetings online (on Facebook or website) and by email
Virtual (13)	<ul style="list-style-type: none"> Welcome the availability of on-line access to such meeting The Zoom meeting option has been nice. Please continue to do this post-pandemic. In person or virtual
Surveys (8)	<ul style="list-style-type: none"> Online surveys I think that participating in something like this survey is a better way for my voice to be heard than at a board meeting public surveying awareness

Rate the following community services/infrastructure conditions on a scale of very poor to excellent.

COMMUNITY SERVICE AND INFRASTRUCTURE	Very poor (1)	Below Average (2)	Average (3)	Above Average (4)	Excellent (5)	N/A Don't Know	TOTAL	Mean
VILLAGE								
Fire protection	0	0	20	41	70	4	135	4.25
Ambulance service	0	1	19	41	60	14	135	3.87
Schools/educational facilities	1	1	8	57	52	12	131	3.93
Medical facilities and centers	7	11	44	45	25	2	134	3.48
Police protection	5	8	42	35	30	14	134	3.26
Postal service	7	18	52	29	26	1	133	3.35
Library service	1	7	46	33	30	16	133	3.27
Parks/open space	1	21	54	35	15	5	131	3.21
Houses of worship	1	0	33	44	29	27	134	3.14
Utilities	2	11	74	28	16	4	135	3.24
Markets/Grocery stores	11	19	71	28	5	1	135	2.96
Streets or roads	5	29	69	26	5	1	135	2.96
Public works	3	18	57	29	12	12	131	2.95
Residential properties	4	18	68	27	4	9	130	2.86
Cellular coverage	6	30	54	17	17	11	135	2.82
Restaurants/Nightlife	10	47	53	12	7	4	133	2.6
Community sponsored programs	2	23	63	17	7	20	132	2.58
Retail properties	4	40	59	14	4	12	133	2.53
Broadband (i.e., internet services)	8	39	49	15	10	12	133	2.58
Community facilities and centers	17	42	41	15	4	11	130	2.34
Zoning code enforcement	3	17	54	12	5	40	131	2.08
Building code enforcement	3	18	51	12	7	39	130	2.12
Rental properties	15	49	38	7	2	20	131	2.02
Childcare	11	23	23	8	5	62	132	1.39
TOWN								
Fire protection	0	1	9	7	19	3	39	3.9
Ambulance service	0	0	8	8	21	2	39	4.13
Schools/educational facilities	0	0	9	5	16	6	36	3.53
Medical facilities and centers	0	5	17	9	6	1	38	3.34

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Police protection	1	2	11	10	12	3	39	3.54
Postal service	4	6	14	5	8	2	39	3.03
Library service	0	1	12	12	7	6	38	3.18
Parks/open space	1	5	9	11	7	3	36	3.25
Houses of worship	0	0	10	14	7	7	38	3.18
Utilities	0	4	21	5	3	5	38	2.79
Markets/Grocery stores	1	5	22	7	0	2	37	2.84
Streets or roads	1	7	22	6	3	0	39	3.08
Public works	0	4	16	6	4	6	36	2.78
Residential properties	0	5	21	5	1	5	37	2.65
Cellular coverage	3	12	8	9	2	3	37	2.62
Restaurants/Nightlife	3	6	17	4	2	4	36	2.56
Community sponsored programs	0	7	17	5	2	6	37	2.57
Retail properties	1	6	18	5	0	7	37	2.35
Broadband (i.e., internet services)	10	9	7	5	2	5	38	2.08
Community facilities and centers	1	12	10	4	4	5	36	2.53
Zoning code enforcement	2	2	18	3	2	11	38	2.16
Building code enforcement	1	3	15	4	1	13	37	1.97
Rental properties	2	9	17	0	0	8	36	1.97
Childcare	2	6	10	1	0	18	37	1.3

VILLAGE: How much do you agree with the following statements about the current zoning regulations?

STATEMENTS ABOUT ZONING REGULATIONS	Strongly Disagree (1)	Disagree (2)	Undecided/Don't Know	Agree (3)	Strongly Agree (4)	TOTAL	Mean
The current zoning regulations should encourage the renovation of existing structures.	2	2	55	49	25	133	1.9
The current zoning regulations are too restrictive.	5	27	81	16	4	133	0.92
The current zoning regulations improve the quality of the village or town.	4	21	81	25	1	132	0.95

TOWN: How much do you agree with the following statements about the current zoning regulations?

STATEMENTS ABOUT ZONING REGULATIONS	Strongly Disagree (1)	Disagree (2)	Undecided/Don't Know	Agree (3)	Strongly Agree (4)	TOTAL	Mean
The current zoning regulations should encourage the renovation of existing structures.	0	1	15	11	10	37	2.03
The current zoning regulations are too restrictive.	1	7	22	6	1	37	1
The current zoning regulations improve the quality of the village or town.	0	5	22	9	1	37	1.11

Please explain why you agree or disagree with the previous statements on the current zoning regulations.

Category	Comments
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Unfamiliar, no experience with zoning, simplify zoning, contractors (22)	<ul style="list-style-type: none"> Never had to deal with zoning I do not own a business or a home, so I do not have to deal with this at this time I have never looked into the zoning regulations so I cannot answer
Inconsistencies in enforcement; Poor enforcement; Poor Leadership (17)	<ul style="list-style-type: none"> The zoning laws tell me how far from the front of the yard my house can be but not every street is required to have sidewalks or keep said sidewalks clean & accessible. Rules are inconsistently applied. Zoning Board is a huge problem. Zero creativity. Stronger code enforcement would encourage owners to keep properties in good repair
Out-of-date regulations, need for new regulations (15)	<ul style="list-style-type: none"> Too much emphasis on big box commercial establishments; zoning should encourage reestablishment of downtown core commercial spaces; building exteriors and storefront renovations should be more strictly regulated to be consistent with historic preservation best practices (including avoiding garish color palates. Need to encourage people to make better use of downtown properties and existing buildings, particularly in the historic core of the village Improvements need to be made to keep things current The recent addition of certain types of signage by some businesses has created light pollution and they do not fit with the integrity of the village. I believe zoning should be in place and enforced to ensure the Village retains its character and that projects are well thought out and planned to stick within certain guidelines

How much do you agree or disagree with the following recreational growth and development objectives for the next 10 years?

RECREATIONAL AND OBJECTIVES	GROWTH DEVELOPMENT	Strongly Disagree (1)	Disagree (2)	Undecided/ Don't Know	Agree (3)	Strongly Agree (4)	TOTAL	Mean
VILLAGE								
Convert old rail lines to walkable and bikeable trails		6	4	10	44	68	132	3.17
Protect environmental quality		1	4	11	68	49	133	3.08
Protect historical structures		2	8	13	66	43	132	2.94
Support increased recreational opportunities		2	5	14	68	44	133	2.95
Encourage tourism		3	6	11	71	41	132	2.97
Maintain and improve open space		1	4	20	65	43	133	2.83
Increase access to the Black River for swimming, kayaking/canoeing, etc.		3	10	17	66	37	133	2.77
Require green buffers around parking lots		4	17	47	42	22	132	1.91

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TOWN							
Convert old rail lines to walkable and bikeable trails	0	1	4	15	19	39	3.15
Protect environmental quality	0	1	3	15	20	39	3.26
Protect historical structures	0	0	7	19	12	38	2.76
Support increased recreational opportunities	0	1	6	19	12	38	2.82
Encourage tourism	0	2	8	16	12	38	2.63
Maintain and improve open space	0	0	6	21	11	38	2.82
Increase access to the Black River for swimming, kayaking/canoeing, etc.	0	3	13	12	11	39	2.21
Require green buffers around parking lots	1	3	14	13	7	38	1.95

How much do you agree or disagree with the following housing growth and development objectives for the next 10 years?

HOUSING GROWTH AND DEVELOPMENT OBJECTIVES	Strongly Disagree (1)	Disagree (2)	Undecided/D on't Know	Agree (3)	Strongly Agree (4)	TOTAL	Mean
VILLAGE							
Provide low/moderate income housing	11	17	27	70	9	134	2.17
Support increased residential construction	2	17	39	57	18	133	2.1
Provide more lawn area in residential districts	4	19	52	51	8	134	1.69
Discourage urban sprawl (e.g., through mixed housing and clustered development)	10	19	53	39	13	134	1.62

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Control the rate of housing development	8	32	53	37	4	134	1.49
TOWN							
Provide low/moderate income housing	1	4	10	17	4	36	2.11
Support increased residential construction	0	5	15	16	1	37	1.68
Provide more lawn area in residential districts	1	4	17	13	3	38	1.58
Discourage urban sprawl (e.g., through mixed housing and clustered development)	0	4	21	10	3	38	1.32
Control the rate of housing development	0	6	15	15	2	38	1.71

How much do you agree or disagree with the following commercial, retail, and industrial growth and development objectives for the next 10 years?

COMMERCIAL, RETAIL, AND INDUSTRIAL GROWTH AND DEVELOPMENT OBJECTIVES	Strongly Disagree (1)	Disagree (2)	Undecided/ Don't Know	Agree (3)	Strongly Agree (4)	TOTAL	Mean
VILLAGE							
Protect environmental quality	1	4	11	60	56	132	3.13
Attract new business and commercial development	3	3	10	73	44	133	3.04
Protect historical structures	4	6	16	61	45	132	2.87
Encourage manufacturing and industrial development	3	10	13	73	34	133	2.84

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Require on-site parking for new businesses	10	25	42	36	18	131	1.83
Control the rate of commercial and retail development	14	47	27	38	5	131	1.85
Control the rate of manufacturing and industrial development	14	40	32	40	6	132	1.8
TOWN							
Protect environmental quality	0	0	2	18	18	38	3.32
Attract new business and commercial development	0	0	6	21	10	37	2.78
Protect historical structures	0	1	5	18	13	37	2.92
Encourage manufacturing and industrial development	0	3	9	16	10	38	2.47
Require on-site parking for new businesses	2	5	7	18	7	39	2.41
Control the rate of commercial and retail development	2	10	10	13	2	37	1.86
Control the rate of manufacturing and industrial development	2	8	10	14	3	37	1.95

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How much do you agree or disagree with the following miscellaneous growth and development objectives for the next 10 years?

MISCELLANEOUS GROWTH AND DEVELOPMENT OBJECTIVES	Strongly Disagree (1)	Disagree (2)	Undecided/ Don't Know	Agree (3)	Strongly Agree (4)	TOTAL	Mean
VILLAGE							
Encourage job growth in all industries	1	7	6	72	44	130	3.13
Encourage solar energy development	3	8	15	56	49	131	2.92
Encourage wind energy development	4	8	21	51	46	130	2.75
Encourage home businesses	3	9	24	62	31	129	2.57
Improve traffic flow in the village	3	18	25	59	23	128	2.41
Control the rate of development, generally	10	37	40	39	4	130	1.67
TOWN							
Encourage job growth in all industries	0	0	5	18	15	38	3
Encourage solar energy development	1	4	6	15	12	38	2.68
Encourage wind energy development	3	6	6	11	13	39	2.56
Encourage home businesses	0	0	9	14	14	37	2.65
Improve traffic flow in the village	1	5	10	17	3	36	2.06
Control the rate of development, generally	2	9	8	17	1	37	2.03

With regard to parking and parking lots in the village and around business, let us know if there are any improvements or changes that you would like to see.

Category	Comments
No change; Encourage walking (19)	<ul style="list-style-type: none"> ● There are enough parking areas in general to allow growth without requiring additional costs of required on-site parking ● At this point there seems to be enough parking downtown. More may be needed if there is an increase in downtown business ● With the current layout of the village and the businesses where they are, parking is fine. However, if we want to grow the village, parking will have to change to accommodate new businesses.
Improve traffic congestion, parking in key areas (14)	<ul style="list-style-type: none"> ● Post Office (7) <ul style="list-style-type: none"> ○ The only place I think that parking is really difficult is the Post Office, so I walk there whenever I can. ○ Post Office, downtown businesses ○ Post office parking is a nightmare ● Jreck Subs (2) <ul style="list-style-type: none"> ○ I would recommend addressing the Shady and State street intersection. Trucks pull over right in front of Jrecks causing a traffic congestion at times. ○ Additional parking lot near Jreck subs etc., always really packed, and busy at that end of street, lots of businesses no parking ● School (2)
Repave, repaint, redesign existing lots (11)	<ul style="list-style-type: none"> ● Repave parking lots ● Tops Plaza (3) <ul style="list-style-type: none"> ○ I would like to see the Tops parking lot striping upgraded with a dedicated driving lane in the lower section with in and out lanes designated.

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- o Designate driving lanes at Tops Plaza
- o Place some directional markings in the Tops parking lot
- Make the current parking area behind the movie theater nicer and create a well-lit walkway to Shady Avenue

Which of the following street-related issues do you think are most important in the village?

Response	Number of responses	Percentage of responses
Sidewalk beautification (e.g., sidewalk repair, new sidewalk construction, and plantings between street and sidewalk)	130	71.4%
Street repair	119	65.4%
Pedestrian safety (e.g., better signage for pedestrian safety, crosswalks, and crosswalk curb extensions)	84	46.2%
Protecting bicyclists (e.g., better signage for bicycle safety and bike lanes)	77	42.3%
Better traffic directing (e.g., turning lanes and roundabouts)	23	12.6%
Structures or installations that slow down traffic (e.g., chicanes, street narrowing, and speed tables)	13	7.1%
TOTAL RESPONSES	182	N/A – Checkbox

What are some objectives that you would like to see the town and village of Lowville highlight in the comprehensive plan?

Category	Comments
Economic (and community) development (41)	<ul style="list-style-type: none"> ● Beautification and placemaking (16) <ul style="list-style-type: none"> o Downtown beautification projects (2) o Beautification with art o Blight Removal and Placemaking ● Economic development, generally (7) <ul style="list-style-type: none"> o Encourage downtown development and business growth (2) o Less of a focus on controlling growth and development. o Economic Development ● Retail (6) <ul style="list-style-type: none"> o Improved retail locations and infrastructure to assist retail development o To encourage retail, other businesses and industry into the area so that there are jobs for people. o Retail development ● Support small, local business development and growth (5) <ul style="list-style-type: none"> o help small business startups by tax help or helping to speedup red tape slowed because we don't want new changes o Encourage rather than discourage business startup and expansion o Downtown small businesses/restaurants to encourage visitors
Transportation and mobility (38)	<ul style="list-style-type: none"> ● Sidewalks (12) <ul style="list-style-type: none"> o Walkable community, pedestrian friendly sidewalks, and alleys to access local business, restaurants, and shops. o Sidewalk construction and widening of Waters Road where there are walkers, runners, and bikers. Widening streets and better sidewalks in the village. Much could be done to encourage non-motorized travel within and on the outskirts of the village. o safer sidewalks/walking/running spaces ● Streets (12) <ul style="list-style-type: none"> o DPW is currently doing many streets with refilling and would like to see curbing on village streets. o Bring back 4 lanes of traffic on State street. Add turning lane on Shady Avenue

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- o Divert through traffic from downtown and make the core area more walkable
- Snow removal (4)
 - o snow removal problem, icy turns for driver
 - o Dumb in the north. The DPW have a hard-enough time plowing now!!!
 - o I think it would lead to congestion and would be an issue for snow removal

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What are some objectives that you would like to see the town and village of Lowville highlight in the comprehensive plan?
CONTINUED

Recreation (and tourism) (27)	<ul style="list-style-type: none"> ● Recreation, generally (8) <ul style="list-style-type: none"> ○ With so much of the year being cold and snowy, an indoor walking track would be great and increase good health outcomes ○ increased recreational opportunities ○ Walking paths and community recreation both indoor and out ● Rails to trails (7) <ul style="list-style-type: none"> ○ Use of abandoned rails to convert to walking, biking, skiing, or snow mobile trails ○ Establish the rail trail at least in the village and town--long overdue! ○ Rails to Trails. I would like to see a rails-to-trails system established in/around the town/village. At a minimum, some sort of connector trail from the fairgrounds to Maple Ridge/JCC to allow for off-road walking/biking/skiing between the two year-round. If possible, a trail north of the village along the rail corridor to Castorland or to Croghan would be awesome! Or possible south too, to somehow connect with the canal trails towards Boonville? ● Trails, generally (5) <ul style="list-style-type: none"> ○ walking and biking trails to highlight the beauty of the area ○ Recreational trails for walking/biking ○ create a walking/biking friendly environment, continue with green initiatives, create more non-motorized recreational paths through the village and to other villages in our county
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Do you have any suggestions for the Town and Village of Lowville Comprehensive Planning Committee as they update the town and village's comprehensive plan and zoning regulations?

Category	Comments
Local government (18)	<ul style="list-style-type: none"> ● Make consistent incremental changes ● too little contact between elected officials and people who elected them ● Encourage code officers to find ways to say yes rather than no. ● Seek advice from other planning committees outside our area. Include young adults from various walks of life/professions on local committee. Keep community informed of your work in progress. ● Comments made previously on zoning and planning board. This is one of the most significant issues we have
Economic development (17)	<ul style="list-style-type: none"> ● In order to attract businesses and customers, the village needs to be more visually appealing. As I mentioned before, I think many of the business owners/rental property owners on South State Street need to be held accountable. ● Revitalizing/repurpose derelict businesses throughout the village ● Need an affordable grocery store (Aldi's), currently drive to Carthage ● Clean up facades and tidy up public frontages ● Some private and commercial property owners take great pride, others don't, with seemingly no consequences.
Housing (10)	<ul style="list-style-type: none"> ● I'm quite satisfied with Lowville, except that my village taxes are high compared to the services they provide. ● Your comprehensive plan should also include plans to base property tax on land mass instead of the value of your home, or to increase the sales tax and decrease the property tax so everyone is paying this tax, home owners and renters alike instead of just those who own property. This would remove punishments to residential owners and business owners for improving the exterior or interior of their building or lot, which would encourage them to do so instead of discouraging them to do so. If everyone is paying increased taxes - spread out over more people with less impact on individuals - this should also provide more funds for community endeavors. ● Some private property owners take great pride, others don't, with seemingly no consequences.

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Additional comments:

Category	Comments
Participation, public engagement, and communication (8)	<ul style="list-style-type: none"> ● I would be interested in meeting to discuss these proposals [name omitted] ● Engage and update residents on new platforms - create a webpage specifically for Lowville, create and maintain social media platforms. Most people of various age groups use social media and the internet regularly, and if you want an engaged community you must first engage with them on the platforms they use most. Create a separate website and promote it, create a Facebook, create an Instagram - hire someone or increase someone's pay or hours to maintain this and keep residents up to date on what is happening. I had never heard of your website https://lowville.racog.org/ before this survey. ● Participants should visit other communities outside of the North Country to get a feel for what is possible.
Youth, outmigration (5)	<ul style="list-style-type: none"> ● Recruiting and retaining young locals should be emphasized at Lowville Academy, with abundant opportunities for well paying, sustainable employment that only requires a high school degree. Rural America is facing unprecedented depopulation, and with a stagnant, or declining population, we face a stagnant or declining tax base which will further exacerbate rural flight. Retaining young locals and investing in the future of Lowville should be a top priority. ● The reason our children would not stay and live in Lowville is because of the lack of job opportunities and limited activities for people who are not outdoor recreational people. There are so many communities like Lowville that have much more to offer. ● Get students involved in the comprehensive planning process - they are the upcoming generation; we should be asking them what they want for their village/town in 10 years and what we can do to retain residents.
Economic development, community development, and community facilities (3)	<ul style="list-style-type: none"> ● It would be nice if we had more restaurant and shopping options. I think it's more than time to tear down the old McDonald's and put another fast-food restaurant there. Increased transportation would be a nice addition. If Uber was available, it would help decrease drunk driving. People would like to be able to call for a ride. Also, an outdoor pool would be a nice addition for families in the summer. ● For my spouse and me, we have lived here all our lives and we were hoping we would see more change, however, there are not many new social activities for the entire community, and we have contemplated leaving. ● I've always enjoyed living here, but I miss the concerts and museums in cities and college towns.

APPENDIX 2. RESULTS FROM THE EMPLOYMENT INFORMATION AND BUSINESS SURVEY

Do you own a business?

Response	Number of responses	Percentage of responses
No, I do not own a business	158	81.4%
Yes, I own a business in the village of Lowville	23	11.9%
Yes, I own a business in the town of Lowville	10	5.2%
Yes, I own a business outside of Lowville	3	1.5%
Yes, I own a business in both the town and village of Lowville	0	-
TOTAL	194	100%

What best describes your job?

Response	Number of responses	Percentage of responses
Educational, health, social services	55	35.3%
Professional, scientific, management, administrative, waste management	13	8.3%
Finance, insurance, real estate, rental, and leasing	9	5.8%
Agriculture, forestry, fishing, hunting, mining	7	4.5%
Public administration	6	3.8%
Retail trade	4	2.6%
Construction	4	2.6%
Arts, entertainment, recreation, accommodation, food services	4	2.6%
Manufacturing	2	1.3%
Transportation, warehousing, utilities	2	1.3%
Information	2	1.3%
Wholesale trade	0	-

Where do you physically work?

Response	Number of responses	Percentage of responses
within the village of Lowville	59	41.8%
outside the town or village, within 10 to 30 miles from home	18	12.8%
unemployed	19	13.5%
from home	17	12.1%

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within the town of Lowville	1	8.5%
outside the town or village, within 10 miles from home	11	7.8%
outside the town or village, over 30 miles away from home	5	3.5%
TOTAL	141	100%

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If you work or commute outside of the town or village of Lowville, can you explain why you chose to do so? You may skip this question if it does not apply to you.

Category	Comments
Better career opportunities outside Lowville, but enjoy living in Lowville (30)	<ul style="list-style-type: none"> • Have been there 19 years, moved to Lowville to be closer to job and in a village. Minimal career opportunities in village of Lowville in my field. • Existing job when I moved here • I work in Utica, NY, as there are no higher education opportunities in Lewis County. In Jefferson County, there is only one institution with little job opportunities. In order to be with my family, I must endure a long commute. • Because that's where the job opportunity was. I would gladly work closer to home if there was a job available in my field. • Forced to my employer
Career requires a lot of travel (4)	<ul style="list-style-type: none"> • Specialty municipal maintenance in the eastern states, I go where needed • You go where the business is at craft shows • My job requires me to travel to different locations in Lewis County • It is required of my job
Retired (3)	<ul style="list-style-type: none"> • Retired • I wrote retired • retired

How do you, typically, get to work?

Response	Number of responses	Percentage of responses
Drive alone in a car, van, SUV, or truck	88	64.2%
Work at home	17	12.4%
Walk	11	8%
Carpool with someone I know	4	2.9%
Drive alone on a motorcycle	2	1.5%
Public transportation	1	0.7%
Bicycle	0	-
Taxi, Uber, or other ridesharing company	0	-
TOTAL	137	89.7%

If you telework/telecommute (i.e., work arrangement that allows an employee to perform work, during any part of regular, paid hours, at an approved alternative worksite--at home or telework center), what are some barriers to you being able to successfully complete your work tasks?

Category	Comments
Broadband (16)	<ul style="list-style-type: none"> • Internet slows down during times of increased usage • High speed internet access • Bad internet and cell phone coverage. • Slow internet • Lack of suitable internet bandwidth and broadband architecture

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No barriers
(3)

- No barriers; Lowville is a great place to work from home (2)
- I need internet access to do my contracting work and usually it's dependable in the town of Lowville

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What type of business do you own?

Response	Number of responses	Percentage of responses
Finance, insurance, real estate, rental, and leasing	8	22.22%
Educational, health, social services	6	16.67%
Retail trade	5	13.89%
Agriculture, forestry, fishing, hunting, mining	3	8.33%
Arts, entertainment, recreation, accommodation, food services	3	8.33%
Professional, scientific, management, administrative, waste management	2	5.56%
Construction	2	5.56%
Transportation, warehousing, utilities	1	2.78%
Manufacturing	0	-
Public administration	0	-
Information	0	-
Wholesale trade	0	-
TOTAL	36	83.34%

Please let us know why your business is or is not in the town or village of Lowville.

Category	Comments
Close to home/Home occupation (8)	<ul style="list-style-type: none"> • My business is here because I live here. • Work from home. Good internet is key • Home based business
Location and clientele (6)	<ul style="list-style-type: none"> • Center of business district in close proximity to PO, Courthouse, other offices. • traffic count and access • The village of Lowville is the center of Lewis County; we want to be centrally located in a historic downtown core that's accessible by multiple modes of transportation, including pedestrian
Origin of materials and services (4)	<ul style="list-style-type: none"> • building infrastructure originates outside of the village • our bush is Watson/ new Bremen, carpentry is done where hired • It's where the structures are.
Land requirements (3)	<ul style="list-style-type: none"> • farm • Dairy Farming • Need land

Does your business have an online component?

Response	Number of responses	Percentage of responses
Yes, partially	24	66.7%
No, no online component at all and no plans to go online	12	33.3%
Yes, all my business is done online	0	-
No, but I am planning to bring the business online	0	-
TOTAL	36	100%

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If your business is partially, completely, or going online, what services would you like to support your efforts?

Category	Comments
Broadband (7)	<ul style="list-style-type: none">Fiber optic internet; fast reliable internet for all; Increased broadband accessibility throughout the County
Advertisement and marketing (5)	<ul style="list-style-type: none">Advertisement; Solid brand of our community helps with all our credibility; Website development
Electricity (1)	<ul style="list-style-type: none">More reliable electrical service. The number of power outages is considerably more than anywhere else I have lived
Nothing, do not know	<ul style="list-style-type: none">None; Not sure

APPENDIX 3. SUMMARY OF SWOT WORKSHOPS

Overview. The town and village of Lowville's comprehensive planning committee hosted two one-hour visioning workshops (January 26, 2021, at 6:30 p.m. and February 2, 2021, at 10:00 a.m.) for the community. In these workshops, the Tug Hill Commission facilitated discussions around strengths and weaknesses of the communities, opportunities to improve the communities, and barriers to those opportunities, which are outlined in this report. Note that the themes are randomly numbered and are in no particular order.

Strengths

- 1. Safe place to live:** Safe community to live in; Can leave car/house unlocked; Low crime rate; Can walk or run under streetlights; Generally, walkable; Family friendly
- 2. Farmer's market:** Access to fresh and local products, though cooperation is needed; Coordination and collaboration to allow this is a strength
- 3. Sense of community:** Close connections within the community; Community feel/vibe; Good neighbors; Networking opportunities, such as connections with people, developing ideas, promoting, good community involvement and different programs in which to get involved; Lots of volunteers; Community support like helping each other; Amish/Mennonite communities are good neighbors, and add charm and diversity to the area
- 4. Clean and beautiful environment:** Access to fresh air and clean water, i.e., no pollution; Scenic area; Spring cleanup
- 5. Good elementary and high schools:** Fantastic school; Great school district; Small town that is welcoming kids to the school and transitioning new kids into the school
- 6. Hospital:** Fantastic hospital; Hospital right in the community
- 7. Shared governmental services:** Municipalities are sharing services at all levels, including state, county, town and village
- 8. Recreational opportunities:** Snowmobile trail in backyard; Bowling alley, ski area, movie theater, race track, sliding hill, and a lot more that the Lowville area has to offer: Lots of things to do, especially with a small population; Hockey rink; Recreational opportunities (for many groups) including
 - Fairgrounds
 - Physical activity
 - Walkability is key, such as being able to walk to a movie theater
 - Kayaking and hiking opportunities close to town
 - Playgrounds are a one-stop shop for parents offering many outdoor opportunities and can be found at the local schools and Veteran's park, and include picnic tables, tennis courts, free parking, basketball courts, etc.

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9. **Community centers and gathering places:** Fairgrounds (though, underutilized) is a great space for the community, and it has an “open-door policy”; Don’t have to travel far to gather; Double Play Community Center’s opportunities; Cornell Cooperative Extension’s 4-H program; Access to the following venues for gathering
 - a. Historical society
 - b. Via the Chamber of Commerce
10. **Economic strengths:** Village with retail shops; Large manufacturing facilities; Employment in schools and hospital; Many businesses are providing opportunities; Retail opportunities
11. **“Feels” like home:** “It’s comfortable and it’s home”; Kids go away for schooling, but come back when they have kids to live; It’s some people’s hometown, so they grew up here
12. **Community resources and utilities:** Infrastructure; Services, such as water, sewer, brush pickup; Drop spots and transfer stations to get rid of rubbish
13. **Small town atmosphere:** Town with agricultural and forested areas; “Country”/rural setting
14. **Low cost of housing**
15. **Access to organizations:** Pratt Northam, etc.; New access to Jefferson Community College
16. **Ideal location:** Proximity to hospital, jobs, schools, restaurants, Double Play Fitness and Community Center; Scenic area; Don’t have to travel far to get the things you need; NYS Routes 12 and 26, 177 and 12, which are important regional crossroads where there could be an opportunity to bring in travelers
 - a. “Gateway” community both a crossroads of major highways, but also “the middle of nowhere”
17. **Transportation options:** New transportation options to Watertown and Utica; Village loop for public transportation
18. **Good quality of life and cost of living**
19. **Social life and community events:** Outdoor dining opportunities, such as food

truck Fridays; Different events scheduled, like Cream Cheese Festival

Weaknesses

1. **Downtown revitalization needed:** Downtown businesses don’t work together, communicate, or coordinate enough, like a downtown business district theoretically would; Would like to see more done in the downtown area that makes people want to visit; Community blight, such as the Old McDonalds building; Lack of free parking (i.e., there could be more free parking and signage to direct people)
2. **Poor zoning:** Zoning and codes are not strong enough and must improve the look of downtown; Incentive needed for building owners follow zoning
 - a. Lake Placid as a case study of a design standard
3. **Poor streetscape and walkability:** Sidewalks are in poor condition and lack consistency, for instance in some places there are no sidewalks; Streetlights don’t go all the way to Walmart, thus making it hard to walk there with no lighting or sidewalks; Sidewalks are too narrow; Not a walkable community (i.e., sidewalks need improvements)
4. **Poor coordination and communication of services:** Poor countywide or North Country-wide communication between villages and towns (Are the websites up to date? Information and contact information is difficult to find. Better communication is needed. No Facebook page); Need to be able to pay taxes online as this is an expectation these days, and bills should be emailed to residents; Unclear leadership for public safety
 - a. Who’s in charge of what? Who addresses problems, i.e., town police vs Sheriff?
 - b. Residents must call too many different places to get answers
5. **Poor housing quality and availability:** Availability of rental housing and affordable housing that is good quality, especially for

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couples or individuals without children; Housing options could be improved

- a. How to find a place to live if you're moving in? This can be difficult, and information is not centralized.

6. **Lack of community connectedness:** New families do not feel welcome; Hard to assimilate if you don't have family and/or friends in the area, and some people don't feel like they belong; Remote working has allowed more people to live here, but people need to find ways to help newcomers feel more welcome and connected to the community

7. **Economic hardships and poverty:** Poor economy and lack of jobs right now, especially for young adults up to age 25; Hard to find jobs in the area if you don't know someone or have connections; Poverty rate is high; Lack of private sector jobs; Not business friendly (i.e., site plan reviews discourage new business development); Food insecurity and food shortage linked to poverty

8. **Need more recreational opportunities:** Rails to trails never materialized, and should be developed; Need for rails to trail, walking trails, and biking trails; Parks need to attract people without kids and families with kids within the village, including adding:

- a. Dog parks;
- b. Walking trails;
- c. Public space to showcase artists; and
- d. Self-guided walks around town using smartphone applications like [this one](#)

9. **Lack of higher education opportunities other than Jefferson Community College**

10. **Limited broadband accessibility**

11. **Need more places to socialize and host social activities**, such as

- a. Evening cafes or something similar that stays open past 8 pm;
- b. Places that consider people with kids, 30-somethings, and not just people with families;
- c. Concerts for all age groups;

d. Activities tied to school or fairgrounds, which has been limited during the pandemic; and

e. Senior-friendly spaces (e.g., indoor walking opportunities)

12. **Need more public transportation**

Opportunities

1. **Community organizing and events:** Veteran's memorial park should be utilized more; Fairgrounds should be utilized more; More community events, such as movie night in the park, that bring the community out together to enjoy (Food truck Fridays should strive highlight "local" vendors); More family-friendly opportunities are needed besides bowling and movies; Snow Ridge has new ownership and could host new events; Resources could be shared between organizations; Local leaders should reach out to local organizations (i.e., Lions Club, Elks, etc.); Potential for more arts opportunities; Maple Ridge has more potential and should be utilized more
2. **Promote public transportation:** Public transportation system should be promoted as this is an opportunity to get people out of their homes
3. **Improve downtown:** Downtown revitalization can make buildings look nicer and be more utilized; Downtown green space could be improved; Signage for parking for visitors could help; Better parking downtown; Downtown revitalization opportunities through the DRI Program should be capitalized
4. **Housing beautification:** City of Oswego incentivizes homeowners to improve their homes/exteriors, which could be good for the Lowville community to implement
5. **Community connectedness:** Have a welcoming packet for new families and maybe a mentoring program for new families; Help people with their utilities, list of people to call; Develop a Facebook page or group for welcoming new families; A countywide or North Country Facebook page and/or social media accounts; The

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- village should give folks the opportunity to lead these efforts, e.g., develop a community steering committee; Encourage “neighborhoodness” through
- a. Holiday lights; and
 - b. Things that cause people to celebrate where they live
6. **Recreation:** Snowshoe opportunities; Kayaking opportunities; Mountain Bike trails and walking trails could be developed; Rails to trails projects
 7. **Tourism:** Build on cream cheese festival for tourism; Agritourism opportunities; Need more places for people to stay, such as hotels and Airbnb--especially for younger crowds
 8. **Streetscape:** Need to identify walking and running routes and how to incorporate them into road upgrades; Potential for road biking; Signage for parking for visitors could help; Extend sidewalks so that businesses can spill into the open space, i.e., “streateries” (move parking off the street fronts), including
 - a. Patios as an option; and
 - b. Welcoming spaces where people can gather
 9. **Food security:** Take advantage of locally grown produce so people can eat fresh; Expand on food truck Fridays; Develop rail area by food pantry (i.e., community center and/or hub for community activities); More cooperation for the Farmer’s Market; “Bridges Out of Poverty” is helping and should continue to assist the communities
 10. **Location:** Fort Drum should be leveraged to create an economic boost; Lowville as a “gateway” community at the crossroads of four major state highways; Capture the people driving though to stop, shop, eat, and/or stay; Need public parking signs (arrows) to direct people into the community and to points of interest; Branding and marketing of “best kept secrets”
 - a. Being in the middle of nowhere is a strength
 - b. Way of working is different now
 - c. As an example, rails to trails can be highlight cycling opportunities
 - d. Internet in the village allows folks to live and work here, locally or remotely
11. **Housing:** Housing is not necessarily affordable for single people (especially, apartments for 18- to 39-year-olds); Create a tiny house or micro house community; Niches are assets and can add layers to the housing stock; Conduct a housing needs assessment in with Lewis County Planning Department; Encourage and promote mixed housing (by type, size, affordability, etc.); Create design standards and alternatives for new and existing buildings to be “greener”, such as:
 - a. Solar energy systems; and
 - b. High energy efficiency
 12. **Existing transportation system can be built upon:** Collect feedback on potential additional routes and destinations; Lewis County is open to suggestions and needs
 13. **Business development:** Promote and encourage women in business; Establish or promote Grub Hub and grocery delivery; Town “land” resources could be an asset to the village for the expansion of village businesses to the town; Growing entrepreneurship
 - a. What role can the village/town play in this using policy, partnerships, support, and/or tax incentives?
 14. **Environment:** Black River and Mill Creek
 15. **Public safety:** Need better coordination of services and maybe a more succinct website to direct people

Threats/Barriers

1. **Outmigration:** At the state-level, many people are leaving the state, which doesn’t help small individual communities; Need to lay out a community vision and implement policies, especially since people are leaving
2. **Funding:** No grant writer who would work toward common goals between organizations; Lack of funding sources for would-be incentive programs (i.e., how to

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- fund programs?); Town and village need to think creatively about their community investments that
- a. Go beyond infrastructure and vehicles;
 - b. Include green space, weekly concerts, unique events that bring the community together;
 - c. Improve the sense of community connectedness; and
 - d. Provide liquor permits for the fair and waive open container for concerts under the right conditions
3. **Policy implementation:** What are the differences between the town and village? Is there overspending? Duplication of services? Appears to be a lack of coordination between the two; Personalities are getting better, but can complicate well-intentioned efforts; Need to have the right people involved for implementation
 - a. Plans seem to sit on a shelf, nothing comes of them
 - b. Effective communication needed for implementation, change, and getting things done
 4. **Zoning:** Zoning could be a barrier in the future if businesses don't know how to navigate the local laws; Communication with developers needs to improve. How do they get assistance?
 5. **Economic issues can be barriers:** So many things cost money; Loss of manufacturing or hospital would significantly impact the local economy; NYS taxes are high (consider upstate and downstate issues); Poverty, which impacts food security
 6. **Food insecurity:** Need food program for kids (i.e., during summer); Stigmas on kids that receive food
 7. **Volunteerism and civic engagement:** Lack of volunteers and participants in events; How do you appeal to young people and get them involved?; How do you cultivate and keep good leaders?; Can paying more keep good leaders?; Young people don't have opportunities to see "what's out there"
 8. **Sociocultural and political limitations:** Traditions can be hard to overcome, and change isn't always easy; Drug problem, especially meth and opioids; Incompatible and divisive politics
 9. **Broadband availability**
 10. **Unforeseen emergencies and emergency preparedness, such as during the COVID-19 pandemic**
 11. **Lack of communication in the community and perceived barriers in communication:** Younger people communicate differently than others; Instagram vs Facebook, the benefits and drawbacks of each; Share webpage for town and village for sharing news; Simplify access and make it easier to find; Getting people to believe they have a say in their own lives or be interested in their own lives (i.e., they don't necessarily look for news or opportunities to engage); It's a very small group that looks for opportunities to engage

Headlines

What would you like to be said about the community in 5 to 10 years?

1. Lowville becomes entrepreneurial hub of NYS
2. Downtown revitalization a success in downtown Lowville
3. Lowville becomes recreation hub of Lewis County
4. Lowville sees brain gain after decades of brain drain
5. Lowville in Top 10 best small towns to raise a family in NYS
6. Downtown Lowville sees rejuvenation
7. Lowville is the best kept secret
8. Lewis County is the healthiest county in NYS

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9. Access to recreation is the best in the country
 10. Mural/community art featured
 11. Lewis County is your home away from home
 12. Space for the old and the new
 13. 10 best rural places to live (be at the top of the list)
-

APPENDIX 4. DESIGN VOCABULARY MATRIX

The following table serves as the town and village's design vocabulary matrix, which includes general design qualities and architectural standards that are recommended for proposed development plans, especially in the village, hamlets, and historic downtown. It is recommended that any design concept or preliminary applications illustrate how these design qualities and architectural standards will be incorporated into the proposed project. Images used in this section were vetted by both the comprehensive planning committee and the public through in-person workshops and an online survey. The use of materials, colors, and building styles incompatible with the images shown in this design vocabulary matrix should be avoided, as well.

Town of Lowville

Pattern of Development			
Building Style			

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Building Façades and Materials



Front Yards



Side and Rear Yards



Driveways



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Windows			
Signs			

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Village of Lowville

Existing and New Patterns of Development



Building Styles



Façade Types, Materials, and Colors



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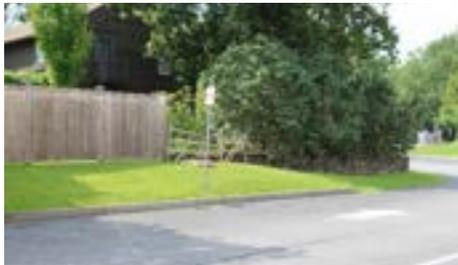
Street View and Front Yards



Detailing



Side and Rear Yards



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Windows



Signs



Street Furniture



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APPENDIX 5. GROWTH MANAGEMENT TOOLS

The basic premise of the plan recommendations is that a town or village should continue to exercise control over development so that it occurs in a manner that is consistent with the town or village's vision for a quality community; a place that is desirable to live, work, and play for an entire lifetime.

Growth management is a process by which a community develops the methods and means (tools) to control the type, location, and amount of land development (growth) in the community. The most common growth management tool is zoning. Zoning identifies distinct districts within which land use parameters are established for the type or use, density, and layout (setbacks) of development. Zoning can be an effective growth management tool when based on a community's comprehensive plan. However, zoning is just one of the tools available to local municipalities. Other tools falling into this category include subdivision regulations and various ordinances dealing with signs, landscaping, open space, noise, odors, and others depending on the needs of a particular community.

Regulatory tools are essential to ensure orderly growth in a community. However, other growth management tools that rely on incentives and voluntary involvement by landowners, are also available to assist communities who understand the importance of managing their growth. Some of these tools include easements, purchase of development rights, transfer of development rights, voluntary land acquisition, and development guidelines in conjunction with community supported plans.

Current growth management tools have been effective to a point; however, it is clear that if development is allowed to continue only under the guidance and regulatory framework of current zoning, the pattern of development will be similar to other highly suburbanized areas of the State and country.

The following pages provide a brief description of some of the growth management tools and techniques that might be appropriate for Lowville based upon the dialogue that has occurred during this comprehensive planning process. These tools are not direct recommendations. It is anticipated that future land use and open space studies will determine the appropriate growth management tools for both the town and village. The following information will provide some understanding and definition of these potential tools.

Clustering

The general concept behind clustering is that density is separated from lot size. In this way, the same number of homes are allowed but there is more flexibility in where the homes are located. Currently, the town regulates density by having a minimum lot size for each zoning district. The minimum lot size in a particular zoning district, for example, might be one acre. Under this regulation, each home must be placed in the middle of a one acre "box". Another way to express this density is that a person can build one dwelling unit (du) per acre – so on 10 acres a person can build 10 homes. However, by expressing the density in this way, the person is no longer confined to dividing the land into one-acre lots. Smaller lots, as the capacity of the land can

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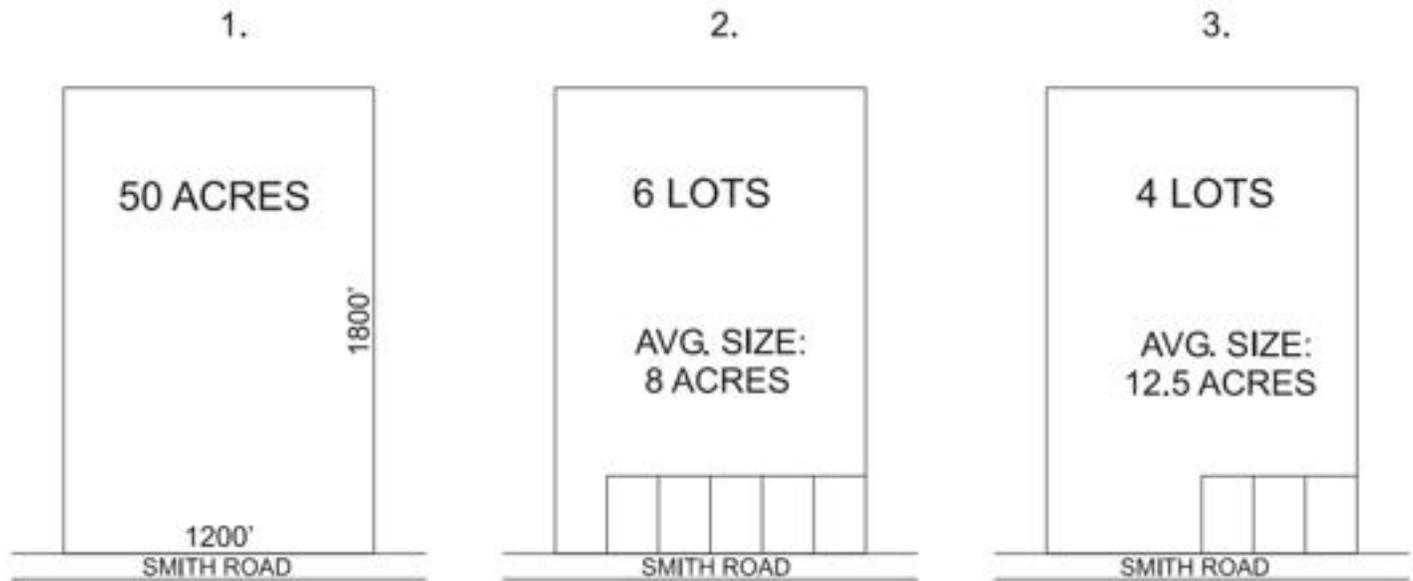
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support, could be clustered on a portion of the site while the remainder remains open. In this way, the entire site is not divided into lots and homes can be sited in the most suitable locations.

There are many options for the remaining open lands derived from clustering. In all cases the open land should be restricted from any further development in some way. One method is through a conservation easement, held by the town, a land trust, or both. There are several options in terms of ownership of the open land under easement. For example, if the original parcel was owned by a farmer, the farmer could retain ownership of the remaining lands. In this case the farmer would continue to farm the land and would retain all the rights of ownership (including the right to transfer title) except the property's development rights, which would already have been used. Or the large remaining open parcel could be sold for a large "estate" farm (as one of the housing units allowed based on the original lot count). In both cases, the open space would be managed by a private landowner.

Clustering can be included in the town's land use regulations as an option or as a requirement. As an option, it is often ignored by developers who are unfamiliar with the concept and therefore are reluctant to try it. This is true even though they can often save money due to shorter road and infrastructure lengths. As a mandate, the town could simply regulate density in terms of dwelling units per acre, as described above, and require some minimum percentage of open space for any subdivision. The minimum percentage of open space should be significant – at least 50% to make a real impact in terms of protecting resources and rural character. It is important to reiterate that the overall allowed density with clustering would not exceed what is possible with a conventional subdivision.

One technique to maintain lower density (a form of cluster subdivision) is a minimum lot frontage to lot depth ratio or 1:3 and a lot frontage to lot width ratio of 1:3. For example, when a lot that is 1,200 feet by 1,800 feet (example 1 below) is subdivided, typically six new lots can be created—leaving a "flag lot" with 200 feet of frontage assuming there is a 200 foot minimum frontage requirement (example 2 below). With a 1:3 minimum frontage to depth ratio requirement, one of the newly created lots would be required to have a road frontage of at least 600 feet (1,800 feet divided by three). The remainder of the lots would be allowed to have smaller frontages of 200 feet. The original lot would yield four new lots rather than six (example 3 below).



Conservation Development

The conservation development is a resource-based process for subdivision design. The town should consider the design of conservation developments instead of conventional subdivisions. The conservation design approach is quite simple and involves collaboration between the Planning Board and the applicant at the earliest state of design – the concept or sketch plan phase. To determine the yield, or possible lot count for a site, subtract the lands which contain severe constraints to development (defined in the subdivision regulations – wetlands, floodplains, very steep slopes, etc.). The maximum number of housing units would be based on the number of acres remaining and the maximum allowable density in the zoning district (for example, 1 du/acre).

Once the number of housing units is established, the design process can begin. Start by identifying the resources present on the site (agriculture land, historic or scenic views, significant tree stands, etc.). Illustrated residential design guidelines, described below, could assist in this process. Once the analysis of resources is done, it is possible to identify lands where development is most appropriate. Locate the homes in these development areas, design road alignments to connect these homes, and then draw the lot lines. Because the area and bulk regulations used for conventional subdivisions are not applicable, the process is creative and not driven strictly by regulations. Randall G. Arendt, in his book *Conservation Design for Subdivisions: A Practical Guide to Creating Open Space Networks* (1996), provides excellent guidance in the use of this approach to subdivision design.

The important aspect of the conservation development is that it is an opportunity for a Planning Board to become involved very early on in the site development process. Under standard subdivision and site plan review procedures, a Planning Board or Zoning Board is in a reactionary mode and must wait for a concept plan to be presented. Under a conservation development procedure, the Planning Board is involved in the process of identifying developable and undevelopable land

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before sketches and concept plans are laid out. The process works well for standard subdivisions as well as cluster developments.

An incentive zoning program establishes a framework that derives community benefits from development activity. The incentive program would generally function as follows; in return for the provision of specified (in advance by legislation) public benefits, the town could permit some increase in allowed density (also specified by legislation). An example of a public benefit that the town might desire would be public access through open lands set aside as part of a conservation development. This access might be used for the development of walking, bicycle, or horse-riding trail systems linking different parts of the community. Examples of other public benefits might be the donation of public open space for a park, the donation of public lakes access, or the provision of low- and moderate-income housing. The amenities are given to the town at no financial cost in exchange for the density bonus incentive. The town would ensure that the amenities gained are “worth” the incentives as part of the incentive zoning review process.

A specific example of the potential use of incentive zoning in the town would apply to the protection of important viewsheds and environmental features. Incentive zoning would permit waving of formal dimensional requirements provided that a conservation design is employed. This would allow flexibility in site design in pursuance of the goals of the incentive program. This growth management tool could be effective to protect the stream corridors, ravines, viewsheds and viewpoints, and other ecologically sensitive areas.

Conservation Easements

One way for the town and village of Lowville to protect scenic resources, open farmlands, and other resources of value to the community would be to encourage the use of conservation easements to protect open land. A conservation easement is a voluntary legal agreement between the landowner and the town, or a third party such as a land trust, to protect land from development by permanently restricting the use and development of the property, thereby preserving its natural or manmade features. The legally binding agreement is filed in the Office of the Lewis County Clerk in the same manner as a deed. The landowner retains ownership of the land, and all of the rights of ownership except the ability to develop the land. The specific restrictions are detailed in the easement agreement.

A landowner can choose to donate a conservation easement on all or part of his/her land. There are often income and estate tax benefits for the landowner associated with the donation of a conservation easement. As part of land development proposals, conservation easements can also be used to permanently protect open space set aside as part of a conservation (clustered) subdivision.

There are additional uses of conservation easements that can be promoted by the town or village. The town or village could consider taking a more pro-active approach to keeping specific parcels of land undeveloped. These are further described in the following three sections.

Purchase of Development Rights (PDR) Program

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The community can take an active role in protecting open space and farmland using conservation easements. The development value of specific parcels of land can be purchased by the town or a land trust. Conservation easements are the legally binding document that ensures that once the development rights are purchased, the land remains undeveloped in perpetuity (although the land may or may not remain in production agriculture). If the development rights are purchased, the process is called Purchase of Development Rights (PDR). The cost of PDR depends on the specific parcel. It is calculated by determining the current appraised value of the property and its appraised value as open or agricultural land without development potential. The difference between these two numbers is the value of the development rights.

Generally speaking, PDR programs are regarded as being fair to landowners because the landowners are compensated directly for their contribution to something the public desires. In other words, the community must “put its money where its mouth is.” The land remains on the tax rolls and is taxed at an assessed value that reflects its restricted use. These programs are also popular with residents because they achieve permanent land protection.

In order to implement a PDR program, the town would need to make a commitment to funding this activity. Initially, this may seem to be a very large expense – and it is. However, through careful analysis, some communities have found that their investment will actually cost less in the long term than it would cost to provide services for new residences that might instead be built on that land. Communities have paid for these programs in various ways including bonding for the money to spread the cost over a period of years. There are also sources of state and federal grant funding available to assist communities in permanently protecting farmland and open space in this manner.

A Purchase of Development Rights program requires up-front planning to implement. Communities with well-defined programs have a higher likelihood of receiving grants due to their competitive nature. The return on this investment in planning can be substantial in terms of both the community’s fiscal situation and community character.

Transfer of Development Rights (TDR) Program

Transfer of Development Rights (TDR) programs use real estate market activity to focus development on suitable locations while protecting open spaces. To establish such a program, the town designates specific areas as “sending zones”. Sending zones are places that the community seeks to preserve. The town also establishes “receiving zones”. These are areas that are suitable for fairly high-density development. Through the TDR program, development rights are sent from the sending zone to the receiving zone. Land in the sending zone will therefore be protected while land in the receiving zone will be densely developed.

Development in the sending zones is tightly regulated for natural resource and open space protection. However, landowners in the sending zone are allowed to sell a certain number of “development rights” to land developers at a price that they negotiate with the developer. Land developers who seek to build in the “receiving zones” can purchase those development rights in order to develop their land more densely. When the landowner in the sending zone sells development rights to the

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developer, the landowner is required to place his/her land under a permanent conservation easement. (Note: TDR can also be accomplished through incentive zoning.)

A TDR program also requires up-front planning. Sending and receiving zones must be carefully designated. In some cases, it may be necessary to consider the development of public water and sewer infrastructure to accommodate the higher density development. In addition, the town must set up the administrative mechanisms to make the program work efficiently. Still, in Lowville, it might be possible to make a TDR program work for portions of the town.

Term Easements and Tax Abatement Program

This type of program, used by several communities in New York State, provides tax abatements for term easements on particular parcels of open space or farmland. As the name implies, a term easement is a voluntary legal agreement between a landowner and the town which is written to last for a period of years, most commonly for 5 to 20 years. Tax abatements are usually calculated on a sliding scale with a larger tax abatement for a longer-term easement. If these protected lands are converted to development prior to the expiration of the term, the tax benefit must be returned, and a penalty paid. While these programs are effective in addressing the loss of open space and farmland in the short term, they simply place these lands on hold. Long-term solutions must still be developed for the future of these spaces.

Residential Development Design Guidelines

The town and village could consider creating illustrated design guidelines for new development. Illustrated design guidelines complement the increased design flexibility allowed by conservation (clustered) subdivisions. No longer restricted to maximizing the number of X-acre boxes allowed by zoning's minimum lot size requirements, the designer of a subdivision can be more conscious of the natural features of the parcel(s) and the surrounding landscape. It is best for the community to provide guidance in this regard by describing what it values and what it seeks to protect. Illustrations make these guidelines more easily understood by developers, review boards, and the public. All types of items can be incorporated into a community's design guidelines depending upon what the community values. Design guidelines could include specific requirements that:

- The builder maintains existing trees to the maximum extent possible during the construction of homes (as opposed to clearing the entire site).
- Homes be located away from rural highways and collectors, or that they be visually buffered from these roads in order to maintain their rural character. Frontage lots should be discouraged.
- Low volume local roads (including subdivision streets) be designed to an alternative rural road standard more in context with their setting. Examples of rural road standards are available from several sources including the Cornell Road Program and the Dutchess County Department of Planning.
- Natural drainage ways, wildlife habitat areas, contours and landforms be respected and disturbance to these areas minimized.

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- Cut and fill activity be minimized and that all disturbed areas be restored with vegetation.

A pre-application conference or sketch plan workshop between the applicant and the Planning Board becomes extremely important in order to creatively deal with design issues early in the process.

Design guidelines are generally informational and collaborative in nature. That is, the applicant has an opportunity to review the guidelines prior to designing a project in order to understand what the community and the Planning Board desires. The sketch plan workshop with the Planning Board is another opportunity to discuss initial design options before the more thorough and expensive design work begins. The workshop should focus on creativity and not confrontation. It will always be in the applicant's best interest to work cooperatively with the Planning Board because the board must ultimately decide where to approve the final plans. Achieving consensus at the start can significantly reduce the time and cost of the review process for the applicant.

Fiscal Model

A fiscal model is a planning tool that can be used to identify the implications of current zoning and other future land use planning scenarios. It is intended as a means of comparing land uses, such as residential and commercial, to determine how increased growth rates would impact the fiscal budget of the town, village, and school districts.

The model includes a series of variables that are model input. For example, a scenario might compare the impact of increased economic development against the current growth rates. There are many useful implications of such a model. Another benefit is that the model is open-ended, which means it is capable of expansion into a much more detailed program without the need to rewrite the model.

APPENDIX 6. COMPREHENSIVE PLAN MAPS
