

# Smart Development for Quality Communities

A Guidebook for Cattaraugus County, New York  
Elements of a Countywide Vision



Prepared For

The Cattaraugus County Legislature

By

The Cattaraugus County Department of Economic Development, Planning and Tourism

and

**THE SARATOGA ASSOCIATES**

LANDSCAPE ARCHITECTS, ARCHITECTS, ENGINEERS, AND PLANNERS, P.C.

Under Contract with Randall Arendt and National Lands Trust

Cover Photos by Randall Arendt, Cattaraugus County, and Federal Highway Administration

June 30, 2001

© Cattaraugus County

## CATTARAUGUS COUNTY LEGISLATURE

Gerard J. Fitzpatrick, *Chairman\**  
D. John Zimbardi, *Vice-Chairman\**  
Crystal J. Abers  
David Anastasia  
Jon K. Baker  
Elliott J. Ellis, Jr.,  
E. James Ellis\*  
Gary M. Felton  
Richard L. Giardini, Jr.  
Carol A. Ginter  
Earl R. Helms

Mark S. Williams, *Majority Leader*  
Carmen A. Vecchiarella, *Minority Leader*  
Charles G. Krause\*  
Patrick J. McCrea\*  
Thomas M. Moser\*  
Anthony L. Revetti  
William R. Rostan  
Paul J. Schafer  
James J. Snyder  
Howard D. Zollinger

## CATTARAUGUS COUNTY PLANNING BOARD

Paul R. Bishop, *Chairman\**  
William Sprague, *Vice-Chairman*  
Ann Padlo, *Secretary*  
Paul Mager, *Assistant Secretary*  
Jack Berger  
Kameron Brooks  
Charles Couture

Robert Keis  
Florence Fuller  
Michael John  
Donald Patterson\*  
James Rich  
David Rivet

## CATTARAUGUS COUNTY DEPARTMENT OF ECONOMIC DEVELOPMENT, PLANNING AND TOURISM

Thomas M. Livak, *Director*  
Linda Exford, *Senior Account Clerk Typist*  
Terry H. Martin, *Chief Planner\*\**  
Carol M. O'Brien, *Planner\*\*\**  
Margaret E. Puszcz, *Stenographic Secretary\*\*\**  
Debra Opferbeck, *Tourism Specialist*  
Deborah G. Maroney, *Development Specialist*  
Teri Parker, *Keyboard Specialist*  
Joseph Williams, *Procurement Specialist*  
Fred Scicchitano, *Business Counselor*  
Laurie Andrews, *Business Counselor*  
Becky Smith, *Keyboard Specialist*

\*County leaders who initiated funding support for the Leadership Training and Visioning Project with Randall Arendt.

\*\*Designed the Leadership Training and Visioning Project, Project Manager and co-author.

\*\*\*Professional support staff to the Leadership Training and Visioning Project.



COUNTY LEGISLATURE

GERARD J. FITZPATRICK  
*Chairman*

303 Court Street  
Little Valley, New York 14755

June 30, 2001

Community Leaders and Citizens  
47 Municipalities in Cattaraugus County, New York

Dear Colleagues:

Cattaraugus County has created a new theme for economic growth in the 21<sup>st</sup> Century – Smart Development for Quality Communities. This is our vision for the future. It encourages new growth using new ideas that will give our children good jobs and beautiful, affordable communities in a clean environment. Cattaraugus County has many unique communities that include 83,955 people, 36,000 jobs and 1,800 businesses in 32 towns, 13 villages and two cities. These communities lie between Buffalo, New York and Bradford, Pennsylvania offering a diversity of rural and urban settings and lifestyles.

This “visioning” exercise is one of many necessary approaches, and it shows us how to promote growth without damaging community character or rural ambiance. Cattaraugus County and The Saratoga Associates prepared this guidebook for you as part of our work with Randall Arendt of Rhode Island. The ideas presented are foundation stones for comprehensive planning in the 21<sup>st</sup> Century. We hope you find them useful, and suggest that you introduce them after careful study, step-by-step in the coming years.

This guidebook was prepared under the supervision of the Cattaraugus County Department of Economic Development, Planning and Tourism. For more information, call 716-938-9111 x2307, or write to 303 Court Street, Little Valley, New York 14755 or visit our Internet Web Site at [www.co.cattaraugus.ny.us](http://www.co.cattaraugus.ny.us). We encourage you to adapt this vision to your local situation.

Sincerely,

Gerard J. Fitzpatrick  
Chairman

GJF:THM:mep

T H E   S A R A T O G A   A S S O C I A T E S

**LAND ECONOMIC & ENVIRONMENTAL PLANNING**

The Saratoga Associates is a multi-disciplinary professional firm with over 32 years experience in providing landscape architectural, architectural, planning and engineering services throughout the Northeastern United States. The firm has worked with over 100 communities to develop strategies and plans that promote the appropriate mix and balance of community development and preservation to realize their goals for sustainable communities.

As both an economic development and community-planning firm, we partner with our clients to establish communities that are vocational, inspirational and sustainable. In this era of rapid economic change, the task of building a local economic base never ends. At times, this means integrating open space. At other times, it is a matter of creating village centers. At others, it is a matter of rebuilding the economic base. Success occurs as a result of continuing to respond to market demands, capital availability and community values in a manner that creates value.

Because the plans often result in profound outcomes that shape the revitalization of communities, The Saratoga Associates utilizes an effective public participation process that is all-inclusive and embraces a diversity of interests representing all facets of the community. This Visioning process for Cattaraugus County employed these principles and the resulting findings provide a strong foundation for the communities and county to achieve sustainable and vibrant settings in which to live, work and visit.

**This document was prepared in collaboration with Cattaraugus County by:**

Daniel C. Sitler, RLA, MBA, Senior Principal

**Graphic Design**

Emelia Jones/Joan Burns

**THE SARATOGA ASSOCIATES**

Landscape Architects, Architects, Engineers and Planners, P.C.

443 Broadway

Saratoga Springs, New York 12866

Tel: 518-587-2550 – Fax 518-587-2564

[www.tsasaratoga.com](http://www.tsasaratoga.com)

Table of Contents

**1. EXECUTIVE SUMMARY – NEW LEADERSHIP.....1**  
A. Encourage A New Type of Leadership ..... 1  
B. Define the Problem and A Solution ..... 2  
C. Identify Elements of A Countywide Vision .....3  
D. Celebrate Our Working Landscape .....6  
E. Take the Next Step – It’s Up to You .....7

**2. FINDINGS ON COMMUNITY VALUES – CONSENSUS BUILDING .....16**  
A. Seek A Vision for Sustainability ..... 17  
B. Build Economic Value ..... 23  
C. Improve Infrastructure for 21<sup>st</sup> Century ..... 24  
D. Promote Culture and Environment ..... 26  
E. Open “Windows of Opportunity” ..... 27

**3. PROPOSED GUIDELINES FOR ECONOMIC DEVELOPMENT .....28**  
A. Guide Land Use Through Public Policy ..... 28  
B. Prepare for New Development..... 29  
C. Renew Our Communities ..... 29  
D. Coordinate Infrastructure Development..... 32  
E. Increase Our Capacity for Growth..... 35

**4. PROPOSED GUIDELINES FOR COMMUNITY CHARACTER .....37**  
A. Expand Community Visions ..... 37  
B. Embrace Community Stewardship ..... 39  
C. Establish Community Strategies ..... 40  
D. Enjoy Community Character ..... 40  
E. Engage In Inter-municipal Planning..... 41

**5. PROPOSED GUIDELINES FOR A SUSTAINABLE ENVIRONMENT .....43**  
A. Balance Growth with Protection ..... 43  
B. Use Scientific Knowledge ..... 44  
C. Design A Better System..... 46  
D. Support Comprehensive Planning ..... 47  
E. Create A Positive Vision for the Future ..... 50

**6. CONCLUSION.....53**

**LIST OF EXHIBITS AND APPENDICES**

**EXHIBITS**

Exhibit No. 1: Map Showing Regional Location of Cattaraugus County, New York ..... 10

Exhibit No. 2: Map of Cattaraugus County’s 47 Municipalities (32 towns, 13 villages and 2 cities) .. 11

Exhibit No. 3: Summary of Cattaraugus County’s Population (by municipality and county) ..... 12

Exhibit No. 4: A Vision Framework for Cattaraugus County (2001) ..... 13

Exhibit No. 5: Randall Arendt’s Visual Preference Survey Results (1999) ..... 14

Exhibit No. 6: Randall Arendt’s Rural Design Techniques for Well-Organized Roadside  
Commercial and Light Industrial Areas (2000 - 2001) ..... 15

Exhibit No. 7: Growth Centers Map (Countywide Growth Patterns) ..... 36

**APPENDICES**

Appendix No. 1: Leadership Training and Visioning Program with Randall Arendt for  
Cattaraugus County, New York (1999-2001) ..... 57

Appendix No. 2: Focus Group Minutes and Attendance (1999-2001) ..... 58

## **1. EXECUTIVE SUMMARY – NEW LEADERSHIP**

The future of Cattaraugus County is open-ended. As its population grows over the course of the 21<sup>st</sup> Century, the county will need to attract new jobs and protect its rural character and natural environment.

The 21<sup>st</sup> Century can be full of promise, opportunity and natural, scenic beauty if people and businesses support a public, comprehensive planning process. This can be accomplished by guiding growth with a coordinated vision of the future, and by providing technical services. This guidebook is advisory in nature, and offers a basic starting point by creating a community vision for Cattaraugus County. (see Exhibit No. 1 for map showing Cattaraugus County's location in the region, Exhibit No. 2 for map of towns, villages and cities, and Exhibit No. 3 for population density and trends).

### **A. Encourage A New Type of Leadership**

Instead of a top down leadership approach that imposes its will on communities, Cattaraugus County is using a “bottom-up” planning approach for this new century. This approach is guided by a vision that was created with community participation.

First, a “Vision Framework” was formulated to guide comprehensive planning at all levels in Cattaraugus County. Community forums were conducted, and the county began to use “focus” groups for the first time with a grant from the New York Planning Federation (1991–1995).

Second, three special studies were completed, one on countywide infrastructure needs, one on a community development strategy, and the other on the growth needs of business while protecting community character and nature. These in-depth studies were funded by the county and state grants, and illuminate actual conditions in Cattaraugus County (1994-2000).

Third, a “Visual Preference Survey” was conducted, with the participation of people from all sections of Cattaraugus County. In addition, these community leaders were offered special training on how to place residential, commercial and light industrial uses on the land. Both activities were funded by the Cattaraugus County Legislature (1999-2001).

Fourth, a “Community Based Consensus” was developed which incorporates highlights from previous work. These focus groups were funded by the Cattaraugus County Legislature (1999-2001).

At each point in this extended process (1991-2001), community leaders received training, digested new information, and played a direct role in shaping elements for a vision of Cattaraugus County's future. For example, in 2001, this training was provided to approximately 60 community leaders by Randall Arendt. The Cattaraugus County Legislature made the necessary commitments to sponsor this visioning process. The County Planning Board announced in 1993 that, “This approach is unique in that it turns all of Cattaraugus County into a ‘think

tank'. It adds brain power to local Home Rule power."<sup>1</sup>

As of 2001, this process has produced the following two "vision" guidebooks:

Smart Development for Quality Communities, A Guidebook for Towns and Villages in Cattaraugus County, New York (2001). Randall Arendt and Cattaraugus County collaborated in the production of this vision guidebook, with assistance from the Natural Lands Trust of Pennsylvania. It includes numerous design concepts and techniques that are applicable to residential, commercial and light industrial land use for the county's 47 municipalities, and demonstration projects on specific sites for two rural villages (Franklinville and Little Valley, New York). These demonstration projects are meant to serve as local models, to give creative, new ideas to our community officials and citizens.

Smart Development for Quality Communities, A Guidebook for Cattaraugus County, New York - Elements of A Countywide Vision (2001). The Saratoga Associates and Cattaraugus County collaborated in the preparation of this guidebook. Six focus groups were held across the county in order to develop a consensus on community values and priorities, based on a countywide vision framework, findings from in-depth studies on special topics, visual preferences

---

<sup>1</sup> Summation of Findings by the Cattaraugus County Planning Board, What Should Be the Scope of Countywide Comprehensive Planning?, (Cattaraugus County Department of Economic Development, Planning and Tourism, June 1993, page 1); also published as Appendix H of the report, A Planning Agenda from the Community's Perspective, Goals Project, Phase One (Cattaraugus County Planning Board, September 1995).

among a cross-section of community leaders, and participant's interactions and comments.

These companion guidebooks offer new knowledge for all stakeholders and potential stakeholders in Cattaraugus County. They present growth-friendly and environmentally safe pathways into the future. Our challenge in the coming years will be:

- To promote economic development.
- To provide a better understanding of how to protect community character, watersheds, and ecosystems.

## **B. Define the Problem and A Solution**

The purpose of Cattaraugus County's Leadership Training and Visioning Initiative is two-fold:

- To train community leaders in specific, successful ways to encourage new growth, protect property values, discourage sprawl and strip development, prevent environmental problems, and promote trails and open space.
- To shape a vision to guide land use decision making in Cattaraugus County.

The underlying problem and a solution were identified by Cattaraugus County in its groundbreaking study, Pathway to the Future, Planning for the 21<sup>st</sup> Century, 31<sup>st</sup> Annual Report (Cattaraugus County Planning Board, February 26, 1992, pages 14-19), which is based on a series of community forums:

*The mission, and challenge, of County Planning is to introduce a vision and a sense of direction and balance to the multiplicity of elected officials, municipalities, government agencies, and private entities who drive the development process in Cattaraugus County... Everything is becoming more dispersed...*

*In addition to losing control over its land, the county and its municipalities pay the price for this sprawl ... Increasingly complex problems include environmental violations, strip development along county and town highways, incompatible land uses adjacent to each other, disparities in assessment, traffic congestion and dispersed populations who demand urban services...*

*Cattaraugus County government thereby of necessity must deal with multiple objectives. One of those objectives is to protect Cattaraugus County for future generations. Another objective is to promote development now in order to create jobs for residents and to increase the tax base and thereby spread the tax burden over a wider range of diverse landowners. These two county objectives are often in apparent conflict, and without a strong planning function, this conflict does not get resolved...*

*By attracting developers, investors, and housing into already urbanized corridors, villages, and cities and close to major intersections, the whole county benefits. It helps protect the rural area while allowing development to blossom in urban nodes and enclaves. These high-density areas in turn generate jobs, multiplier effects, and population movements that protect as well*

*as benefit the rural areas of Cattaraugus County...*

*This type of coordinated and balanced policy does not happen spontaneously or automatically. A comprehensive, continuous planning process is needed to deal daily with the multiplicity of people, firms, agencies and governments who are actively developing numerous sites in locations scattered throughout Cattaraugus County. There virtually is no other way to influence trends for the better.*

Preparing an overall vision for the future is a first step towards coordinating the actions of the county's many stakeholders. It can show them how to achieve a balance between continued growth, which is driven by new developments, and preservation which is tied to rural community character and the natural environment in Cattaraugus County.

### **C. Identify Elements of a Countywide Vision**

These guidebooks present the following elements of a countywide "vision":

**Vision framework (1991-1995).** An overall Vision Framework was developed between 1991 and 1995 by the Cattaraugus County Planning Board and the Department of Economic Development, Planning and Tourism using a series of community "town hall" forums. A grant from the New York Planning Federation enabled the county to retain Dr. David Szczerbacki of Alfred University to demonstrate the value of focus groups as a means to go beyond regular business meetings and community forums in order to develop consensus. An estimated 200 people from all sections of the county

participated in these community forums and focus groups over a period of several years. The resulting Vision Framework, written from forum findings by Dr. Terry H. Martin, was reviewed during Dr. Szczerbacki's focus groups (1994-1995), Randall Arendt's Visual Preference Survey (1999) and The Saratoga Associates' countywide focus groups (1999-2001).

The Cattaraugus County Planning Board then approved the refined Vision Framework on April 26, 2001. This framework is designed to guide all aspects of county, municipal, state, federal and private sector actions in a wholesome manner, and to coordinate a multiplicity of actions among agencies, municipalities and developers towards a common future based on common interests (see Exhibit No. 4 for Vision Framework).

**In-depth study on special topics (1994-2000).** Special studies were conducted once an initial Vision Framework was formulated. These in-depth studies "grounded" the vision in the reality of actual conditions. Special topics were examined closely, separate from the focus groups, by the Cattaraugus County Planning Board, the Department of Economic Development, Planning and Tourism, and consultants. The county published the following studies:

The Local Land Use and Infrastructure Study, Cattaraugus County, New York (prepared by The Saratoga Associates, Saratoga Springs, New York, 1996). This study documents development activity countywide, presents growth projections with maps, and proposes development principles for future infrastructure development.

Cattaraugus County - Revitalizing the Route 16 Corridor, A Strategic Development Plan for Corridor Communities (prepared by EastWest Planning & Development, Inc., re-named River Street Planning & Development, Troy, New York, 1998). This study examines existing conditions and development potentials in all municipalities located along the Route 16 highway corridor in Cattaraugus County. It utilizes a community participation and survey method and recommends specific steps for revitalizing each community in the corridor. A New Look At Gravel Mining in Cattaraugus County – 21<sup>st</sup> Century Planning for the Route 16 Corridor (prepared by Terry H. Martin, Ph.D. under the leadership of the Cattaraugus County Planning Board, at the request of the Cattaraugus County Legislature, 2000). This study presents an in-depth look at a specific land use in a specific section of the county, and relates it to comprehensive planning, watershed protection, and assessment of cumulative impacts. This study presents a positive vision for gravel mining and host communities during the 21<sup>st</sup> Century.

Sections 3, 4 and 5 respectively, of this guidebook are based on highlights from these special studies.

**Visual preference survey and rural design training (1999-2001).** Randall Arendt conducted a Visual Preference Survey (1999) and Rural Design Training (2000-2001) for community leaders from all sections of Cattaraugus County. The best alternative futures were identified, based on audience preferences in visual responses to slides, presentations, and discussions. Participants of this survey had a direct say in shaping a future vision for Cattaraugus County. The survey sessions and subsequent training on rural design techniques were a significant learning experience for participants (see Exhibit No. 5 of this guidebook for Randall Arendt's findings on community preferences, and Exhibit No. 6 and the separately published guidebook by Randall Arendt described earlier for rural design concepts and techniques).

**Community consensus building (1999-2001).** In order to integrate the findings from previous work, and to fashion a community-based consensus, Cattaraugus County provided funding and retained the services of The Saratoga Associates, under a sub-consulting agreement to Randall Arendt and the Natural Lands Trust (these principals had been retained to complete the visual preference survey, special training and the separate guidebook on rural planning and design techniques for towns and villages in Cattaraugus County). Daniel Sitler, a principal with The Saratoga Associates, conducted six focus groups in a cross-section of locations in the county, working in collaboration with the county's Department of Economic Development, Planning and Tourism.

The purpose of these focus groups was to resolve perceived conflicts and seek a consensus among participants on the best alternatives for future land use and development in Cattaraugus County. At the heart of this process was a discussion of what constitutes good planning concepts and design principles for this rural county (see Appendix No. 1 for a summary of the overall program for 1999-2001).

The six focus groups conducted by The Saratoga Associates included:

Western Focus Group. On December 9, 1999, 23 people attended for the Route 62 Corridor area (Perrysburg to Randolph and Onoville Marina vicinity).

Central Focus Group. On November 30, 1999, 30 people attended for the Route 219 Corridor area (Ashford, Ellicottville, Great Valley, Salamanca, and the Allegany State Park vicinity).

Eastern Focus Group. On November 29, 1999, 36 people attended for the Route 16 Corridor area (Yorkshire to Franklinville, and the Hinsdale vicinity).

Metropolitan Area Focus Group. On September 25, 2000, 36 people attended for the City of Olean area (including Portville and Allegany vicinity).

Countywide Focus Group. On July 18, 2000, 30 people attended representing inter-related resources and countywide land use issues, including agriculture.

Vision Review Focus Group. On June 25, 2001, 32 people attended to review and comment on the proposed elements of a countywide vision.

In summary, the foundational principles expressed in the Vision Framework, Special Studies, Visual Preference Survey and Rural Design Training were used as starting points in the six focus groups. The county distributed copies of relevant studies widely and made them available to participants prior to meetings, and major highlights were incorporated into the first focus group presentation. With each successive focus group, Daniel Sitler refined the content by means of making changes to a Power Point slide presentation (during each presentation) with audience help using a laptop computer. The results reflect the cumulative, collective consensus of participants (see Section 2 of this Guidebook for the resulting consensus).

These focus groups were well attended, with an average of 31 people at each session. The participatory process educated those who attended and invited their help in formulating the county's vision. Such a broad base of involvement provided general knowledge and a range of perspectives that were integrated into the findings (see Appendix No. 2 for the minutes and attendance list for each focus group).

Other sources were identified before, during and after these meetings that shed light on the values of preservation and development. These other sources are listed in the minutes of the focus groups and were incorporated into the cumulative thinking process.

#### **D. Celebrate Our Working Landscape**

Cattaraugus County is rich in natural, cultural, and economic resources. This rural county offers year-round outdoor activities, scenic beauty, ethnic diversity, and newly emerging economic opportunities.

Today, the natural setting and the legacy of the Seneca Nation of Indians, the Amish Community, and early settlers gives Cattaraugus County many unique settlements. Looking to the future, this county is beginning to see improvements to Route 219 and Interstate 86, and is already experiencing significant tourism traffic for Ellicottville's ski resorts and the Allegany State Park. Additional growth is anticipated, and changes will continue to occur.

Cattaraugus County is a "working landscape." It is what we have at this point in time, and it must meet many core needs that are so critical to the very existence of society. These needs are expressed in our ethnic and cultural communities and in farming, manufacturing, rural residential living, forestry, mining, hunting, tourism, and outdoor recreation with scenic views including waterfront activities along the Allegany River.

The challenge for the 21<sup>st</sup> Century is to manage these many diverse needs on the county's land base in a sustainable manner, for this and future generations.

New development is desired when it is properly located, scaled, designed and operated. It provides economic and social benefits to the people of Cattaraugus County. Unfortunately sometimes with development, there is a potential to significantly change the distinctive landscape, which can degrade the characteristics that originally made this county attractive for settlement.

For example, a loss of tree cover can damage rural landscapes along county roads. Within hamlet areas and villages, inappropriately scaled or sited buildings can

negatively affect adjoining neighbors and historic districts. Continued urban sprawl can damage wetlands and wildlife habitats and undermine older downtowns in the county by attracting people and businesses to suburban edges and farmland. Environmental problems such as contaminated groundwater and soils can drive up the future cost of doing business for private enterprises. In towns, farmland can be divided and sold to non-farming interests creating conflicts between homes and the noises and smells of farming practices. Scenic beauty can be destroyed by pipelines, wireless telecommunications towers, electric transmission lines, and new development with access roads along ridgelines.

How can community and business leaders handle these issues successfully? The challenge may seem impossible at times. Cattaraugus County is beginning to meet that challenge and to answer that question, based on the community process described earlier. The answer is:

- To promote new growth by using good planning concepts, design principles, and conservation techniques.
- To protect the county's watersheds and ecosystems by understanding the scientific basis of cumulative effects from numerous developments over time.

This is not a perfect answer, but it is practical, and it shows us how to get started. It also helps us to understand how:

- To save money in the long run for public and private stakeholders, by preventing problems and helping businesses to grow with new designs.
- To improve the quality of life by giving people jobs and beautiful living environments.
- To protect the environment and rural character of existing settlements for future generations.

#### **E. Take the Next Step – It's Up to You**

The following recommendations are made to translate this answer into action.

**General recommendations.** Community leaders should support these proposals:

- Stakeholders in Cattaraugus County should be encouraged to use the ideas in these vision guidebooks to make better decisions in the early stages of planning and project reviews, before final decisions and construction occurs.
- Updated comprehensive plans should be prepared in the coming decades for Cattaraugus County and its 47 municipalities. These comprehensive plans should designate "growth areas" where new development will be encouraged through incentives.
- Technical assistance should be offered to municipalities and private sector decision-makers, so that new design concepts and techniques can be used to plan new projects countywide in order to slow down the rate and intensity of urban sprawl and strip development.

**Submit these guidebooks to the Cattaraugus County Legislature.** These guidebooks should be submitted by the County Planning Board to the Cattaraugus County Legislature for review, adoption and periodic updates in support of developing a countywide, “balanced” growth policy.

**Adopt vision guidebooks as advisory planning and land use policy.** The Cattaraugus County Legislature has the option to adopt these guidebooks, as advisory planning and land use policy. This policy would guide the Cattaraugus County Planning Board in reviewing new project proposals, and in developing a new countywide Comprehensive Plan (which would also be advisory in nature).

**Use resources in guidebooks to prepare updated comprehensive plans.** The sources and references made in the county’s vision guidebooks should be consulted during the preparation and updating of comprehensive plans. Updated plans would guide stakeholders in consistent and desirable directions at all levels of public and private sector decision making.

**Distribute guidebooks widely.** These vision guidebooks (and later a new comprehensive plan for Cattaraugus County), should be distributed widely to stakeholders throughout the county. This would improve the development process by contributing accurate data, a coherent strategy, stability of public purpose and direction over time, and coordination of actions by people who are making decisions for future growth on the land.

The concepts and techniques in these guidebooks can be used for planning, designing and reviewing new development proposals. Stakeholders can thereby benefit immediately from using these guidebooks for their own purposes, while protecting the long-term public interest.

**Use the county’s Internet home page.** These “visioning” guidebooks are advisory in nature, and should be posted on the county’s web site and made available to the public. An understanding of their contents by our citizens can assist public discussions with county officials for many decades. Useful ideas would then be available to guide public and private actions in Cattaraugus County throughout the 21<sup>st</sup> Century, on a continuing basis.

**Encourage community leaders.** The next step is up to community and business leaders in Cattaraugus County. A “bottom-up” grass roots approach is recommended for the 21<sup>st</sup> Century, with the county providing an overall vision, a countywide comprehensive plan, and technical assistance.

**Participate in state programs.** As of June 2001, New York State is currently in the process of establishing policies to achieve the Governor's Quality Communities Initiative<sup>2</sup>. In light of this pending action by the state, the county should support approval of these new state policies.

Cattaraugus County will benefit by coordinating its actions with state level policies and funding programs. At the same time, at the beginning of a new century, the county's vision guidebooks present carefully crafted "elements," or building blocks, that can stand on their own and guide the county into the future.

**Accept the challenge to work together.** It may take decades to achieve a balanced growth policy in actual practice, but there is still time in the years that will span the 21<sup>st</sup> Century. People can work together as they already have during the past decade in the county's community forums, special studies, surveys and focus groups.

The challenge is to create new economic wealth for Cattaraugus County without creating other problems. This guidebook recommends a clear pathway, and presents the following theme for the new century:

**"Smart Development for Quality Communities"**

It is recommended that these proposed elements of a countywide vision be adapted to local situations and introduced carefully, one-step-at-a-time. The purpose is to give public and private sector stakeholders new ideas, from one year to the next, for implementing plans and projects successfully.

The outcomes of this work are expected to create sustainable growth for our citizens in a process that protects nature.

---

<sup>2</sup> See the publication, State and Local Governments Partnering for A Better New York (Governor George E. Pataki, Quality Communities Interagency Task Force, Albany, New York, January 2000), or go to [www.state.ny.us/governor](http://www.state.ny.us/governor) and click on Quality Communities Interagency Task Force Document.

Exhibit No. 1

MAP OF REGIONAL LOCATION OF CATTARAUGUS COUNTY, NEW YORK

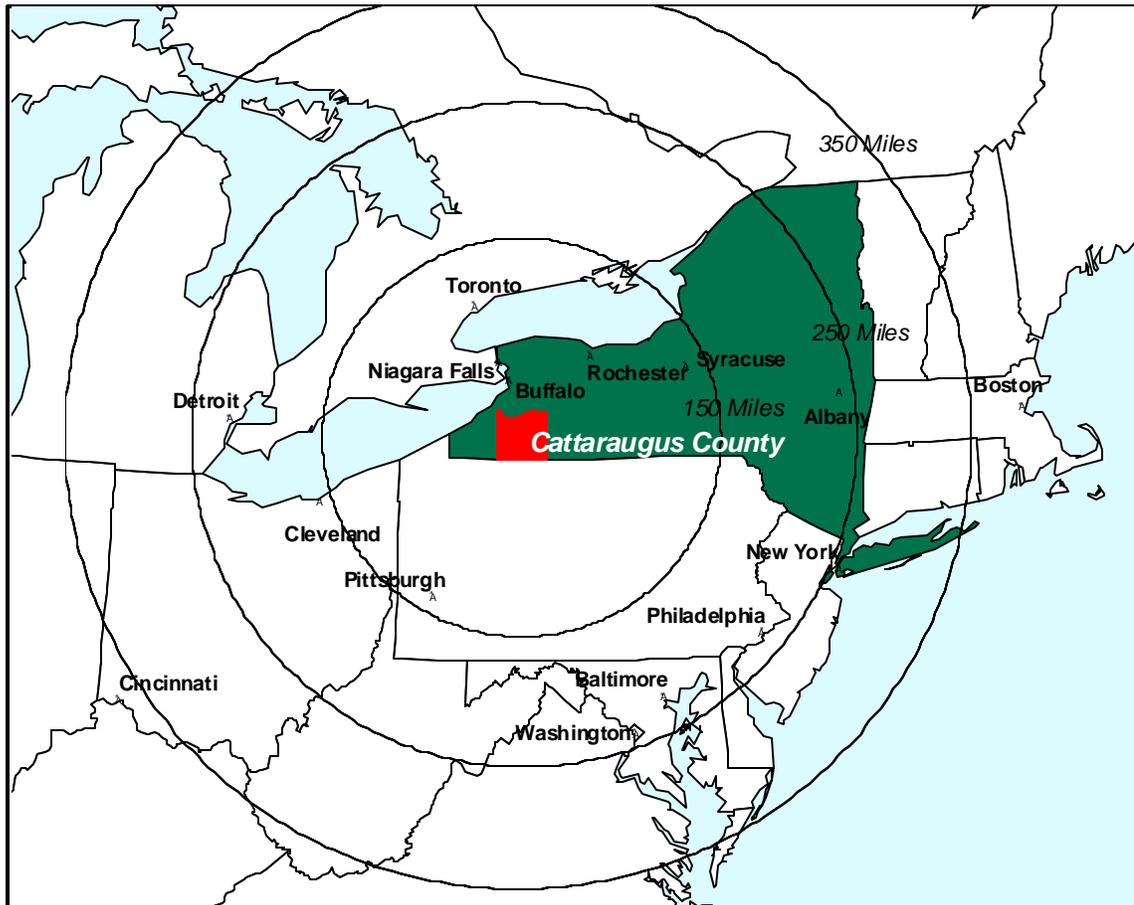


Exhibit No. 2

MAP OF CATTARAUGUS COUNTY'S 47 MUNICIPALITIES  
(32 Towns, 13 Villages and 2 Cities)

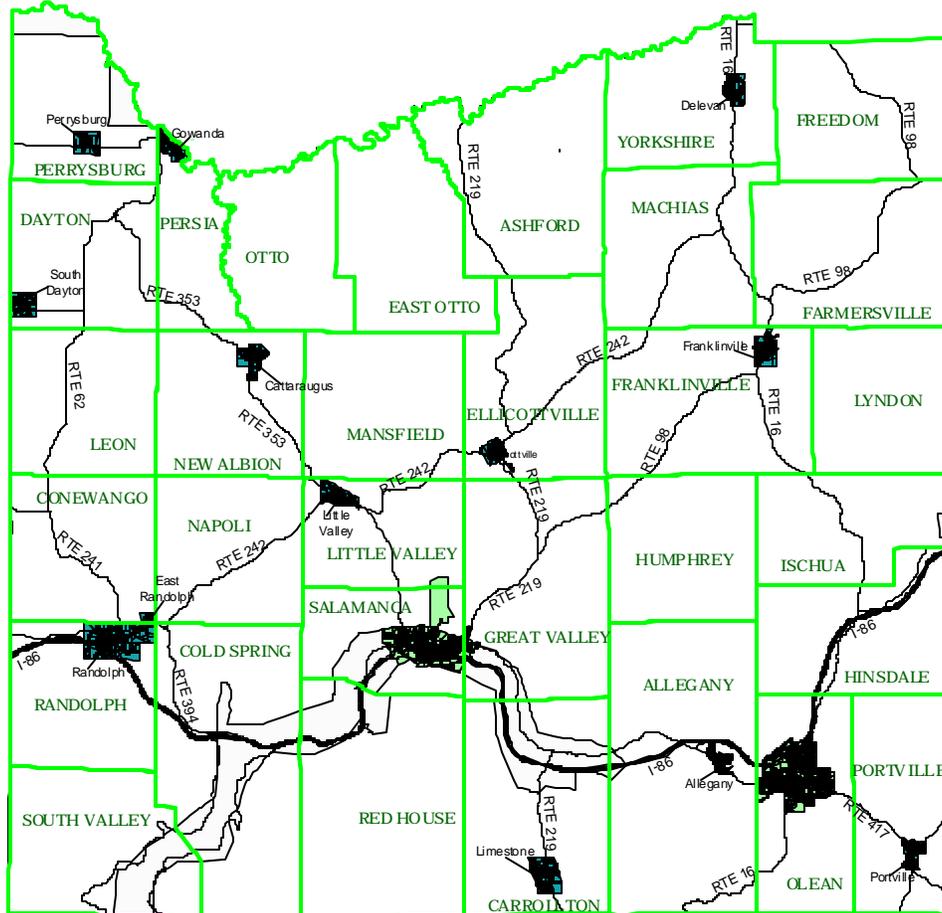


Exhibit No. 3

SUMMARY OF CATTARAUGUS COUNTY'S POPULATION (by municipality and county)

Municipality	Year		Persons		Year		Population Change	
	2000	%	18 & over	%	1990	Number	%	
<b>Allegany Town</b>	<b>8,230</b>	100	6,616	100	8,327	<b>-97</b>	<b>-1.2%</b>	
Allegany Village	1,883				1,980	<b>-97</b>	<b>-4.9%</b>	
<b>Allegany Reservation</b>	<b>1,099</b>	100	770	70.06%	1,143	<b>-44</b>	<b>-3.8%</b>	
<b>Ashford Town</b>	<b>2,223</b>	100	1,628	73.23%	2,162	<b>61</b>	<b>2.8%</b>	
<b>Carrollton Town</b>	<b>1,410</b>	100	1,044	74.04%	1,555	<b>-145</b>	<b>-9.3%</b>	
Limestone Village	411				459	<b>-48</b>	<b>-10.5%</b>	
<b>Cattaraugus Reservation</b>	<b>388</b>	100	248	63.92%	359	<b>29</b>	<b>8.1%</b>	
<b>Coldspring Town</b>	<b>751</b>	100	548	72.97%	732	<b>19</b>	<b>2.6%</b>	
East Randolph Village	161	100			236	<b>-75</b>	<b>-31.8%</b>	
<b>Conewango Town</b>	<b>1,732</b>	100	1,038	59.93%	1,702	<b>30</b>	<b>1.8%</b>	
<b>Dayton Town</b>	<b>1,945</b>	100	1,383	71.11%	1,915	<b>30</b>	<b>1.6%</b>	
South Dayton Village	662				601	<b>61</b>	<b>10.1%</b>	
<b>East Otto Town</b>	<b>1,105</b>	100	804	72.76%	1,003	<b>102</b>	<b>10.2%</b>	
<b>Ellicottville Town</b>	<b>1,738</b>	100	1,352	77.79%	1,607	<b>131</b>	<b>8.2%</b>	
Ellicottville Village	472				513	<b>-41</b>	<b>-8.0%</b>	
<b>Farmersville Town</b>	<b>1,028</b>	100	743	72.28%	869	<b>159</b>	<b>18.3%</b>	
<b>Franklinville Town</b>	<b>3,128</b>	100	2,236	71.48%	2,968	<b>160</b>	<b>5.4%</b>	
Franklinville Village	1,855				1,739	<b>116</b>	<b>6.7%</b>	
<b>Freedom Town</b>	<b>2,493</b>	100	1,758	70.52%	2,018	<b>475</b>	<b>23.5%</b>	
<b>Great Valley Town</b>	<b>2,145</b>	100	1,609	75.01%	2,090	<b>55</b>	<b>2.6%</b>	
<b>Hinsdale Town</b>	<b>2,270</b>	100	1,665	73.35%	2,095	<b>175</b>	<b>8.4%</b>	
<b>Humphrey Town</b>	<b>721</b>	100	522	72.40%	580	<b>141</b>	<b>24.3%</b>	
<b>Ischua Town</b>	<b>895</b>	100	669	74.75%	847	<b>48</b>	<b>5.7%</b>	
<b>Leon Town</b>	<b>1,380</b>	100	796	57.68%	1,245	<b>135</b>	<b>10.8%</b>	
<b>Little Valley Town</b>	<b>1,788</b>	100	1,363	76.23%	1,881	<b>-93</b>	<b>-4.9%</b>	
Little Valley Village	1,130				1,188	<b>-58</b>	<b>-4.9%</b>	
<b>Lyndon Town</b>	<b>661</b>	100	478	72.31%	503	<b>158</b>	<b>31.4%</b>	
<b>Machias Town</b>	<b>2,482</b>	100	1,848	74.46%	2,338	<b>144</b>	<b>6.2%</b>	
<b>Mansfield Town</b>	<b>800</b>	100	577	72.13%	724	<b>76</b>	<b>10.5%</b>	
<b>Napoli Town</b>	<b>1,159</b>	100	785	67.73%	1,102	<b>57</b>	<b>5.2%</b>	
<b>New Albion Town</b>	<b>2,068</b>	100	1,481	71.62%	1,978	<b>90</b>	<b>4.6%</b>	
Cattaraugus Village	1,075				1,100	<b>-25</b>	<b>-2.3%</b>	
<b>Oil Springs Reservation</b>	<b>2</b>	100	1	50.00%	3	<b>-1</b>	<b>-33.3%</b>	
<b>Olean City</b>	<b>15,347</b>	100	11,565	75.36%	16,946	<b>-1,599</b>	<b>-9.4%</b>	
<b>Olean Town</b>	<b>2,029</b>	100	1,537	75.75%	1,999	<b>30</b>	<b>1.5%</b>	
<b>Otto Town</b>	<b>831</b>	100	623	74.97%	777	<b>54</b>	<b>6.9%</b>	
<b>Perrysburg Town</b>	<b>1,771</b>	100	1,376	77.70%	1,838	<b>-67</b>	<b>-3.6%</b>	
Perrysburg Village	408		325	79.70%	404	<b>-8</b>	<b>-0.2%</b>	
<b>Persia Town</b>	<b>2,512</b>	100	1,888	75.16%	2,530	<b>-18</b>	<b>-0.7%</b>	
Gowanda Village	1,986				2,016	<b>-30</b>	<b>-1.5%</b>	
<b>Portville Town</b>	<b>3,952</b>	100	2,914	73.73%	4,397	<b>-445</b>	<b>-10.1%</b>	
Portville Village	1,024				1,040	<b>-16</b>	<b>-1.5%</b>	
<b>Randolph Town</b>	<b>2,681</b>	100	1,922	71.69%	2,613	<b>68</b>	<b>2.6%</b>	
Randolph Village	1,316		969	75.20%	1,298	<b>18</b>	<b>1.4%</b>	
East Randolph Village	469				393	<b>-76</b>	<b>-19.3%</b>	
<b>Red House Town</b>	<b>38</b>	100	28	73.68%	159	<b>-121</b>	<b>-76.1%</b>	
<b>Salamanca City</b>	<b>6,097</b>	100	4,449	72.97%	6,566	<b>-469</b>	<b>-7.1%</b>	
<b>Salamanca Town</b>	<b>544</b>	100	423	77.76%	477	<b>67</b>	<b>14.0%</b>	
<b>South Valley Town</b>	<b>302</b>	100	240	79.47%	281	<b>21</b>	<b>7.5%</b>	
<b>Yorkshire Town</b>	<b>4,210</b>	100	3,065	72.80%	3,905	<b>305</b>	<b>7.8%</b>	
Delevan Village	1,089				1,214	<b>-125</b>	<b>-10.3%</b>	
<b>County</b>	<b>83,955</b>	100	61,992	100	84,234	<b>-279</b>	<b>-0.3%</b>	

## Exhibit No. 4

### A VISION FRAMEWORK FOR CATTARAUGUS COUNTY, NEW YORK (2001)

Cattaraugus County has one overarching goal and vision. It is to achieve a balance between rural and urban development trends. This balance is needed in order to protect Cattaraugus County for future generations:

- As a place where people want to live, work, raise their children, retire and invest their earnings and futures.
- As a community of diverse interests and attractions during the four seasons of the year, with a clean environment, creating a sense of excitement and a sense of place and identity.
- As an attractive business setting, drawing people and commerce from a multi-state area and from the global economy, thereby bringing new income into Cattaraugus County and creating jobs, business opportunities, and hope for the future.
- As an attractive community of mixed land uses, rural and urban, productively deployed and working cooperatively (rather than in constant conflict) for the benefit of residents, property owners, business interests, visitors, and the local tax base.

This vision is wholesome, healthy, and robust with opportunities. It portrays a rural community that is blessed not only with great natural endowments, but also by wise decision making and planning. It satisfies diverse interests within Cattaraugus County. It is not easy to give one interest special treatment without affecting or even hurting other interests. A balance is needed.

This vision would encourage new development, but in controlled directions and densities. Growth would continue, but with principles and guidelines. Locations would be selected based on density limits established in carefully designed plans, negotiations, and zoning ordinances.

Of particular interest to a balanced growth policy are techniques that cluster land uses together, preserve open space, exert controls over highway frontage development, separate incompatible uses from each other, prevent environmental problems, coordinate locations, design better subdivisions,

create trail systems, and spread costs over time as well as over a broader base of taxpayers.

Low density residential, commercial, agricultural and recreational uses would be encouraged among the valleys, farms, woodlands, and hillsides. Higher density developments would be encouraged to locate closer to existing villages and urban services, and in the vicinity of major intersections. This would reduce the cost of improvements to roads and for extending water and sewer systems. It would protect the rural areas and open spaces of Cattaraugus County, including its farmland, scenic mountains, valleys, woodlands, and its land, air and water for future generations.

This framework is the basis for implementing the following goal from the Cattaraugus County Planning Board's report, "*Pathway to the Future – Planning for the 21<sup>st</sup> Century*" (February 26, 1992):

*"The overriding effort to achieve economic development, if done without a comprehensive concept of development and without disciplined land use planning, can destroy the quality of life and character of a rural community.*

*"On the other hand, without economic development, a community may suffer the ill effects of unemployment, decline and blight.*

*"A balance is therefore needed, Cattaraugus County is not looking for decline, nor is it seeking unbridled development that destroys an established way of life along with the environment. It is seeking instead a planned and well-balanced growth throughout the County."*

This vision is for the 21<sup>st</sup> Century.

*Approved on April 26, 2001 by the Cattaraugus County Planning Board. This vision is based on "The 1990s – A Time for New Directions," by Terry H. Martin, Ph.D., published in the county's Pathway to the Future study (1992), and reprinted in the Cattaraugus County Local Land Use and Infrastructure Study, Appendix E, (The Saratoga Associates, March 1996).*

**Exhibit No. 5**

**RANDALL ARENDT'S VISUAL PREFERENCE SURVEY RESULTS (1999)**

**SINGLE-FAMILY RESIDENTIAL**

**Rated Highest**

Houses fronting or backing directly onto neighborhood open space  
Neighborhood trails  
Neighborhood greens and commons  
Shade trees lining streets  
Front porches, picket fences  
Houses with modest to moderate front setbacks  
Streets of modest to moderate width  
Streets that curve or which have bends "closing the view"  
Cul-de-sac islands with tree plantings  
Streets with boulevard medians planted with trees

**Rated Lowest**

Absence of neighborhood open space, greens, or commons  
Streetscapes with few or no trees  
Streets that are long and straight  
Houses with visually prominent garage doors  
Houses built extremely far from the street, diluting the "neighborhood feel"  
Wide streets  
Treeless lots

**TWO-FAMILY RESIDENTIAL**

**Rated Highest**

Units separated by garages (no common wall between living spaces)  
Buildings with one front door and one side door as principal entrances  
Buildings with front doors recessed (visually subordinate)  
Buildings with continuous front porch unifying both "halves"  
Buildings with traditional regional styling

**Rated Lowest**

Buildings with prominently paired front doors  
Non-traditional building styles (e.g., raised ranch)

**MULTI-FAMILY RESIDENTIAL**

**Rated Highest**

Units facing open space  
Units with varied rooflines and with facades having recessed and projecting elements  
Units designed according to historic architectural traditions  
Units facing streets directly with no front parking (except parallel curbside)  
Streetscapes with shade trees

**Rated Lowest**

Units fronting onto parking lots  
Neighborhoods with few or no trees  
Units with front-facing garages projecting forward of the main building

**COMMERCIAL / LIGHT INDUSTRIAL**

**Rated Highest**

Parking visually minimized from the road:  
➤ depressed in the landscape  
➤ screened by stone walls, berms, low hedges, or thick vegetation  
➤ screened by buildings located relatively close to the road  
Non-generic buildings reflecting local historical building traditions  
Parking lots with many trees  
Shops arranged around "village green" types of open spaces  
Two-story "Main Street" design  
Sidewalks and shade trees  
People-friendly places  
Signs made of wood rather than plastic  
Low signs ("monument" style)

**Rated Lowest**

Roadside view dominated by large expanses of asphalt in front parking lots  
Sparse landscaping, few or no shade trees  
Boxy, flat-roofed, non-descript buildings  
Cluttered signage  
Tall, visually dominant pole signs

Based on survey results presented in Randall Arendt's *Smart Development for Quality Communities, A Guidebook for Towns and Villages in Cattaraugus County, New York (April 2001)*.

**Exhibit No. 6**

**RANDALL ARENDT'S RURAL DESIGN TECHNIQUES FOR WELL-DESIGNED ROADSIDE COMMERCIAL AND LIGHT INDUSTRIAL DEVELOPMENT (2000 - 2001)**

**CIRCULATION**

- A circular traffic flow should be created around central areas, making use of streets and alleys.
- Parking lots in adjacent premises should be linked together so customers may drive from one shop to another along the corridor without having to re-enter and exit the main road.

**BUILDING DESIGN**

- Building massing, as perceived by the eye, can be reduced by designing sections with projecting or recessed facades and with different roof heights.
- Second-story construction is very strongly encouraged even if not required. Second-floor uses may include ski-condos, apartments for students, etc., over first floor commercial uses.
- Second-story accessibility can be enhanced by designing buildings on sloping ground with at-grade access on both first and second floor levels. On flatter sites, the land can be graded to create lower and higher building areas so ADA-required ramps could be installed within the gradient limits for such ramps.
- Parapet walls give extra height to single-story structures and help to hide roof equipment.

**SIGNAGE**

- Signs made of wood or metal are always preferred over plastic signs.
- Internally-lit plastic signs should be allowed only with opaque backgrounds so only the lettering is visible (in translucent characters) at night.
- Sign heights should not exceed five feet.
- "Monument" signs are strongly preferred over tall "pole" signs.

**PARKING, OFF STREET LOADING, AND OUTDOOR STORAGE**

- These unsightly but necessary uses should be located behind buildings. The buildings can then be built closer to the street, observing a maximum setback (instead of a minimum setback). This puts the more unsightly aspects of a commercial or industrial use in the back, out of sight from the road, and enables buildings, signs and display windows to be closer to the passing public and therefore to be more visible with a more attractive setting.
- Parking, loading, and storage areas should be screened behind a variety and density of shrubs that are trimmed at car-hood height, bolstered by a row of deciduous shade trees planted 30 – 40 feet apart along the street right-of-way.

**DRAINAGE**

- "Greenways" can serve walkers and cyclists, and drainage (improving water quality).
- Planting beds can also be bio-retention areas for storm water, reducing needs for irrigation.

**LANDSCAPING**

- The best designs around buildings and property edges use native species of trees, shrubs and perennial flowers for low maintenance and to re-enforce "the spirit of the place." Oaks, maples, and hickories are great trees, and daylilies, brown-eyed susan's, daisies and Queen Anne's Lace are excellent perennials.
- Fences and berms are less attractive than plants, but are useful for screening purposes.

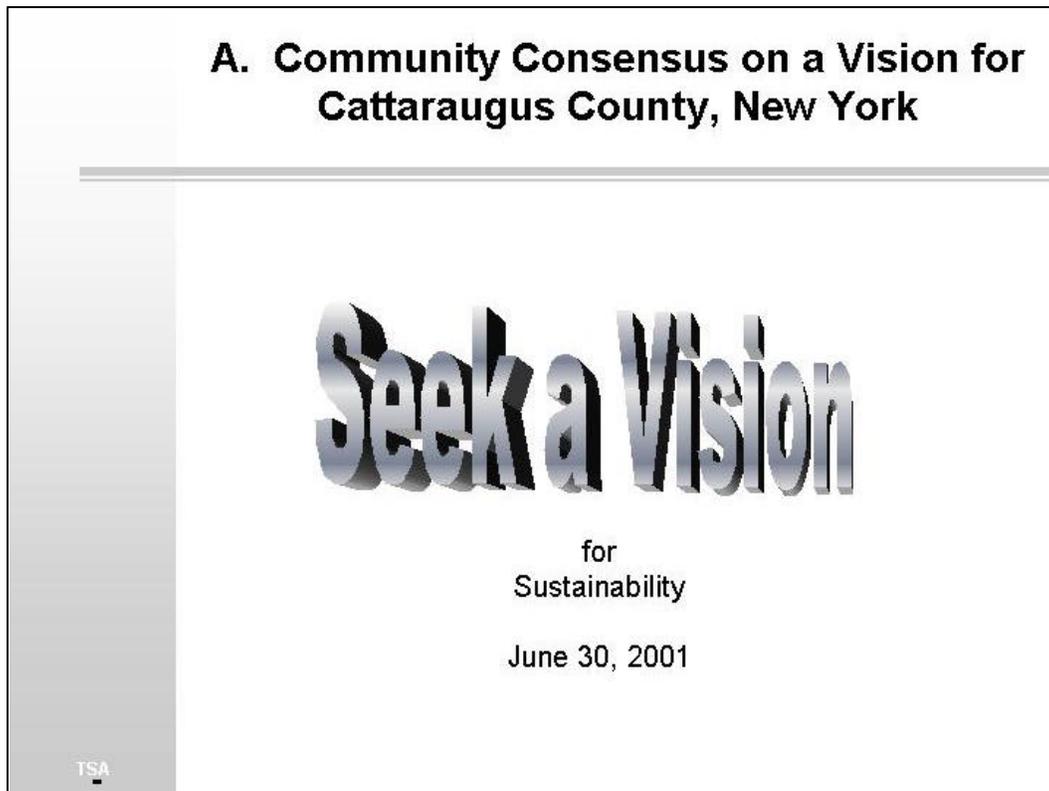
Based on survey results presented in Randall Arendt's *Smart Development for Quality Communities, A Guidebook for Towns and Villages in Cattaraugus County, New York (April 2001)*.

## **2. FINDINGS ON COMMUNITY VALUES CONSENSUS BUILDING**

The following section presents a cumulative, collective consensus of participants in the six successive focus groups that are described in the previous section. Within each successive focus group, the consultant refined the content from previous group sessions. Changes were made on a Power Point slide presentation in live interactions with participants, using a laptop computer. This method elicited new ideas and more active responses from participants.

This consensus (1999-2001) was developed within the context of Cattaraugus County's Vision Framework, which is presented in Exhibit No. 4. It incorporates highlights on desired future conditions from Randall Arendt's Visual Preference Survey and Rural Design Training, which are presented in Exhibit No. 5 and Exhibit No. 6, and from Special Studies, which are presented in Sections 3, 4, and 5 of this guidebook.

The final consensus is presented here in the same easy to read visual format that was used in the focus groups.



## Welcome to Cattaraugus County's Future (based on findings from six focus groups)

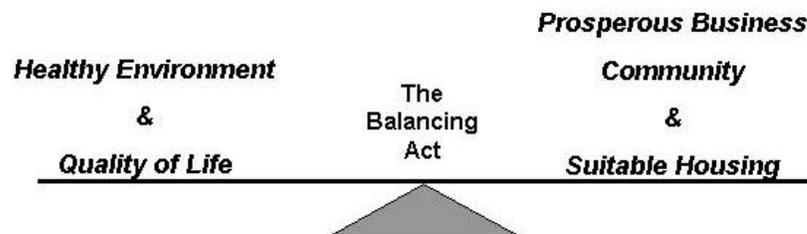
### Elements of a Countywide Vision

These values are recommended to frame land use investments, programs and policies, and to design and review projects by the County, its municipalities, New York State and private decision makers (guided by Cattaraugus County's Vision Framework).

TSA

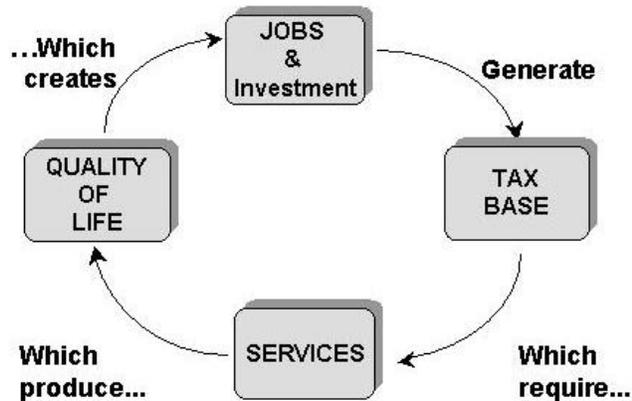
### A vision is meant to achieve a "sustainable" community

The term "vision" may be interpreted differently based on one's perspective, but a sustainable community is one which is in "balance." It can continue to provide food, shelter and employment for many generations.



TSA

## Sustainable communities: community and economic development relationships



TSA

## Essential questions for shaping Vision and Land Use Policies

What is it about where we live, work and relax which will persuade others (especially our own children) to decide that this is the place for them to build their own future?

- What around us offends or pleases others?
- What should we preserve or change?
- What land use decisions do we make so our lives and those of future generations are better?



*Photo courtesy Cattaraugus County Department of Economic Development, Planning and Tourism*

**This guidebook attempts to offer some answers.**

TSA

## Focus on county's defining assets

---

### "Naturally yours..."

Community character, natural resources and beauty are Cattaraugus County's major assets. The distinctive character of the Cattaraugus County setting and its villages, rural culture and ethnic and cultural diversity has served as the catalyst for settlement. The future economic health of our communities depend upon maintaining that character and those assets.

The distinctive community character, natural resources, scenic beauty, rural culture and ethnic diversity and individual opportunities are *the economic engines of the county.*

## Land Use: Preserve the distinctive rural and urban working landscape

---



*Photo courtesy Cattaraugus County Department of Economic Development, Planning and Tourism*

TSA

## Preserve and enhance existing community centers

- a. **Enhance and build upon the Cities, Villages and Hamlet centers and their historic role as the centers for housing, schools, agriculture services, medical facilities, and retail and arts activities.**
- b. **Focus development and redevelopment within and adjacent to existing developed areas: Cities, Villages and Hamlets. Coordinate inter-municipal issues of common interest: shared services such as water, sewer and road access.**
- c. **Control perimeter expansion around urban areas. Avoid sprawl. Designate growth areas adjacent to urban areas that have supporting sewer and water infrastructure and road access.**
- d. **Identify incentives and strategies to promote enhanced investment in established communities.**

TSA

## Avoid undesirable residential development characteristics



*Photo credit: Randall Arendt*

## Avoid undesirable commercial and light industrial layouts



Photo credit: Randall Arendt

## Achieve desirable residential development characteristics



Photo credit: Randall Arendt

## Achieve desirable commercial and light industrial layouts



Photo credit: Randall Arendt

## Utilize effective land use policies to preserve the desired distinctive Cattaraugus County lifestyle.

- a. **Implement Randall Arendt's Visual Preference Survey findings, which are illustrated in the preceding photographs.**
- b. **Prepare and update and adopt appropriate county and municipal development standards and guidelines for subdivision, large lot and scattered site development and land use that protect green space along roads and view sheds.**
- c. **Expand technical assistance to all 47 municipalities to develop proper land use plans and design techniques and skills to administer programs (for example Comprehensive Plan and SEQR).**
- d. **Influence state policies and regulations such as NYS Uniform Fire Prevention Building Codes. Benchmark with adjoining states to be competitive and stay involved with state policy making.**

TSA

## B. Build Economic Value



TSA

*Photo courtesy Cattaraugus County Department of Economic Development, Planning and Tourism*

### **Maintain a sound economic base in order to achieve sustainable communities for current and future generations.**

- a. **Add “value” to tourism and “quality” to recreational development opportunities (e.g. Allegany State Park, Ellicottville, Ski Resort, Onoville Marina).**
- b. **Identify appropriate locations for diversity of industrial (light, medium, high tech) and business development and supporting community services; including both greenfield and redevelopment sites.**
- c. **Promote agricultural and forest uses of the land and appropriate reclamation of mining properties.**
- d. **Support diversity of agriculture and education of the public about agriculture and “working landscape” business practices, particularly in the Routes 62, 219 and 16 highway corridors.**

TSA

## Maintain a sound economic base in order to achieve sustainable communities for current and future generations. *(continued)*

- e. Foster collaboration between economic development initiatives (tourism, cultural, business, recreation, natural systems and related resources) to implement a shared vision efficiently and effectively.
- f. Maintain high quality educational systems. Respond to changing 21<sup>st</sup> Century needs with diversity of programs and through collaborative efforts. Successful schools are needed to ensure future growth with desirable quality of life.

TSA

## C. Improve Infrastructure for 21<sup>st</sup> Century



Photo credit: US Highway Administration Website



Photos courtesy Cattaraugus County Department of Economic Development, Planning and Tourism

TSA

**Invest in infrastructure that supports the economic base and preserves the environment.**

---

- a. **Invest in county and state road networks to improve access between communities and to realize the economic potential of the Route 219 highway expansion.**
- Identify funding mechanisms and coordinate them through county programs.
  - Improve east-west road connections, particularly to Route 62 Communities.
  - Utilize hamlet-friendly road standards (context sensitive design) – keep sidewalks, street trees, curb-side parking and pedestrian oriented building setbacks (NYS legislation may be needed).
  - Provide safe roads for larger agricultural equipment and school buses in Route 62, 219 and 16 Corridors.

TSA

**Invest in infrastructure that supports the economic base and preserves the environment. (continued)**

---

- b. **Invest in fiber optics, telecommunications, sewer and water systems to serve the county's business and residential centers and accommodate future development within existing core areas as defined in the county infrastructure study.**
- Expand systems to designated areas of growth within and adjacent to existing development areas.
  - Reinvest in capital facilities to maintain functional capacity.
- c. **Develop and maintain new information systems, such as GIS, to provide accurate and timely information for decision-making.**

TSA

## D. Promote Culture and Environment

---



*Photos courtesy Cattaraugus County Department of Economic Development, Planning and Tourism*

### Maintain the high quality of life as a key feature in maintaining a distinctive lifestyle

---

- a. **Protect the natural resources of the county, scenic ridge lines and improve the quality of air and water resource systems – aquifers and stream watershed systems. Think regionally, act locally.**
- b. **Protect the most rural areas of the county from Locally Unacceptable Land Uses by developing cohesive open space and appropriately scaled development plans and regulation.**
- c. **Identify green belts and countywide trail systems connecting development nodes and preserve open space and agriculture (Farmland Protection Plan).**
- d. **Celebrate the distinct history and heritage of Cattaraugus County.**

TSA

## E. Open “Windows of Opportunity”

---

- Cattaraugus County already is a desirable place to live with a high quality of life.
- Increasing accessibility from transportation improvements will lead to increasing prosperity with development and change.
- Open these windows of opportunity to protect what we have and to grow with good community design and land plans.

TSA

## State, county and municipal regulatory responsibilities

---

### NYS Land Use Regulations

*All 47 municipalities, county government and private sector leaders have equally important roles and need to work with New York State to achieve desired goals and policies for a better future for a better future for our citizens and stakeholders.*



**Our Shared Vision – The Time to Act is Now  
Every Day of the 21<sup>st</sup> Century**

TSA

### 3. PROPOSED GUIDELINES FOR ECONOMIC DEVELOPMENT

The following guidelines are based on what we learned during the Leadership Training and Visioning Program and are adapted from the Local Land Use and Infrastructure Study (1996) referred to earlier. This study presents a countywide perspective on future development needs. The guidelines presented below are recommended for inclusion in the county's emerging policy concerning the management of the land base and new development in the 21<sup>st</sup> Century.

The intent is to establish a set of fundamental principles that are available to everyone doing business in Cattaraugus County. These principles can bring continuity to the process of making local plans, reviewing projects, and formulating economic development objectives.

#### A. Guide Land Use Through Public Policy

Cattaraugus County will need new ideas and new tools in the coming decades to deal with changing conditions, and to maintain healthy and safe communities. These communities offer a high quality of life that is closely associated with our rural, natural character. The county's new theme sums up the task in a wholesome manner:

#### **“Smart Development for Quality Communities”**

Public policy goals should:

**Create community identity.** New growth should remain in harmony with the county's rural character and be free from avoidable land use conflicts. This can be done by:

- Preserving and enhancing the unique characteristics that give our towns, hamlets, villages, and cities (and neighborhoods) their distinctive “sense of place.”
- Retaining lower density development patterns in farming areas (and encouraging higher density uses for existing urban areas).
- Promoting the rolling topography, scenic vistas, rural landscape, historic buildings and small town character which provide distinctive visual and cultural quality to this county. These characteristics uniquely define southwestern New York State.

**Fulfill local needs.** The task before us is to attract and retain businesses, design mixed uses, and achieve development patterns that fulfill different needs for our county's stakeholders (i.e., for economic, social and cultural growth among county residents and for prospective residents).

For example, whenever possible, housing and neighborhoods should be:

- Located within walking distance of jobs, schools and shopping outlets.
- Linked to recreational facilities, parks, and trail networks.
- Designed to preserve historic aspects, to mix old and new construction, to create a mix of safe housing opportunities for high-middle income, low-income and special-needs populations.

**Benefit local taxpayers.** New development should occur in a cost-effective manner, and achieve a favorable return (i.e., benefits to costs) from public sector service investments. The natural, economic and cultural resources of the county should be included in these calculations.

For example, continued urban sprawl and strip development will increase taxpayer's costs and will damage the environment in the longer term. By directing new growth into existing growth centers, costs can be reduced by maximizing use of existing communities, public resources and infrastructure.

## B. Prepare for New Development

Cattaraugus County and each of its 47 municipalities should be prepared in the coming decades for new development.

**Plan ahead.** Develop land use policies, comprehensive plans, community facilities, and infrastructure.

**Work cooperatively.** Coordinate development efforts with regional, state and federal agencies, especially the new initiative in New York State called "Quality Communities."

**Use new tools.** Implement appropriate regulatory policies and tools to achieve desired community development in each municipality (e.g., zoning, site plan and subdivisions regulations).

**Offer technical assistance.** Provide technical assistance to municipalities so they can prepare or update comprehensive plans

and other appropriate development tools. This can be accomplished by:

- Distributing county plans and policies.
- Preparing "model" ordinances, under the county's "neighbor-helping-neighbor" concept for providing technical assistance (e.g., zoning, site plan, and subdivision regulations).

## C. Renew Our Communities

**General principles.** Cattaraugus County should consider the following general principles whenever steps are being taken to revitalize a community:

Help Urban Cores and Neighborhoods. The key to successful downtown revitalization is to bring people back to core areas of our existing communities. Rather than favoring current patterns of urban sprawl and strip development on inexpensive open space and farmland, steps should be taken to concentrate community development within or near the business and neighborhood cores of the county's 32 towns (i.e., hamlets), 13 villages, and two cities.

To accomplish this purpose where changes are occurring, special "growth areas" should be designated in comprehensive plans. Growth areas are those locations that can be readily served by existing or nearby water and sewer systems, neighborhoods, downtowns, transportation networks, and public utilities.

New development should therefore be encouraged to locate in or near existing communities and growth areas. New centers of commercial and industrial development

should be mixed with or “retro-fitted” to existing urban areas and infrastructure, in accordance with comprehensive plans and designated “growth areas.” This is expected to encourage mixed-use development in declining urban centers (e.g., retail stores, housing, and private and public services such as community centers and schools).

A priority should be placed on adaptively reusing existing vacant or under-utilized parcels and structures in downtown areas and along village edges. “In-fill” projects should be promoted for urban areas for business and residential purposes, and for creating “mixed use” districts whenever possible.

Create Growth Areas Near Infrastructure.

The future expansion of infrastructure should be guided by comprehensive plans that designate desirable growth areas. From this viewpoint, the majority of future residential, commercial and industrial activities should be occurring within these growth areas, which should be located in or near existing infrastructure and urban services.

Pay Attention to Urban Perimeters.

The expansion of new growth along urban perimeters should be controlled. The geographic expansion of an existing community should occur only if there are no opportunities to accommodate proposed developments within existing business and neighborhood cores, or if such development will conflict with established uses.

Alternately, annexation should be encouraged in appropriate situations for growth areas that are located on urban

perimeters, when these growth areas are designated in comprehensive plans.

Expand Existing Growth Areas.

Community leaders should identify areas for future growth and development in every municipality, even if not presently served by infrastructure, where such future development would be appropriate for creating new community capacity and character, or for maximizing the use of major transportation access. An example would be re-use of depleted mining sites near major highways for new, non-mining economic development.

Sufficient land should be allocated in growth areas that are designated in comprehensive plans. Projections of future population increases and business expansions would be needed, as would an understanding of real estate markets.

Protect Rural Open Space.

Inappropriate development in rural areas can increase costs to taxpayers in the long term. Where possible, growth in rural areas should be limited to uses that cannot be accommodated in the county’s existing urban areas (e.g., farming, lumber milling, livestock breeding and horse stables), or that are not appropriate for downtown and neighborhood cores (e.g., grain mills, fertilizer storage and natural gas co-generation facilities).

In many cases, the scenic character of Cattaraugus County will be the catalyst for attracting future development. For this reason, scenic resources and the rural “working landscape” should be protected.

Many land uses are more appropriate for rural areas and scenic vistas. These include low-density seasonal housing, and well designed year-round residential uses (including minor subdivisions). Other uses that are appropriate to rural areas and scenic vistas are recreational, tourism, and resort developments, small businesses start-ups, forestry, aqua farming, traditional farming, mining, and open space conservation.

Create Incentives. Incentives and new strategies can motivate stakeholders in twin directions: to promote new investments in established communities and designated growth areas, and to protect open space and scenic vistas.

The use of incentives should be restricted only to communities that have adopted updated, comprehensive plans. This would encourage communities to plan ahead.

**Principles for agricultural and forest uses.** Support basic principles that conserve land for “non-urban” uses, such as:

Preserve Prime Agricultural Soils. Agricultural land is a valuable and declining resource in Cattaraugus County.

Consider low-intensity uses for recreational and rural residential purposes to be appropriate for farming districts, but only to the extent that new development does not destroy or permanently remove prime soils from farming purposes.

Give Priority to Farming. Create incentives that make active farming of viable agricultural parcels a priority, and conserve prime agricultural areas to the maximum extent practicable.

In general, new urban projects on rural or agricultural land should be discouraged unless it is in or near existing urban areas, highway interchanges, infrastructure, or in growth areas that are designated in comprehensive plans.

Use State and County Forestland. Use state forest lands for recreational and trail activities, and only rarely, as a tradeoff to accomplish economic development (which requires legislative action at county and state levels on a case-by-case basis).

**Principles for residential uses.** Support residential growth in appropriate locations:

Link Density to Location. New, high and medium density residential projects should be limited to established downtown business centers and neighborhoods, or to growth areas that are designated in comprehensive plans. Growth areas on urban perimeters can accommodate major housing subdivisions near major highways and existing water and sewer systems.

Residential development in rural agricultural areas should be limited to very low-density uses such as residential farm and year-round seasonal homes.

Recognize Manufactured Home Quality. Mobile home park designs should be upgraded consistent with higher quality manufactured housing.

Seek Housing Rehabilitation Funds. New funding sources should be sought or established for a county-level housing incentive fund. This fund would be used to prepare sites in designated growth areas for new housing construction, for “in-fill” on vacant parcels, or for rehabilitation of older housing in established neighborhoods.

**Principles for economic development.** The following elements for a sound economic strategy are essential to maintaining community wealth:

Industrial Uses. Comprehensive plans should identify and target specific locations in the county and its 47 municipalities that are appropriate for industrial and business park development.

- Industrial and business projects should be located within population centers of the county that have a high level of accessibility (i.e., that use existing public services, infrastructure and highway interchanges).
- Industrial development should be promoted within existing business districts in the county's major highway corridors, or in the City of Olean, the City of Salamanca, or within potential growth areas near U.S. Route 219 and Interstate 86 interchanges.

Commercial Uses. New commercial development should be directed to downtown cores and designated growth areas.

- Mixing retail and office uses with residential uses reinforces urban centers within the county's hamlets, villages, cities, and designated growth areas, which will conserve the rural landscape.
- Mixing new commercial use of land with existing business centers ensures long term economic viability, builds up strong consumer habits over time, and is essential for maintaining healthy community function and character.

Agricultural Uses. Agricultural related businesses should be promoted in the Routes 62, 16 and 219 highway corridors.

Small Business Uses. Cattaraugus County should continue, and expand, its small business development program and loan fund for start-up, expansion and retention purposes. The county's many small businesses are expected to grow, which will create jobs in the future.

#### **D. Coordinate Infrastructure Development**

**Improve sewer and water systems.** Where necessary, multi-year capital improvement programs should be organized for existing sewer and water systems, to repair, replace or expand them to better serve the county's business and residential centers. A shared, multi-year approach to accommodate future growth within existing urban cores or designated growth areas is the only feasible answer to these very expensive investments.

- Expansion of sewer and water service systems should be restricted to growth areas that are designated in comprehensive plans.
- Proposals to construct public sewer and water systems in agricultural and other rural areas should be discouraged.

**Design better land use layouts.** The purpose of Cattaraugus County's highway network is to link people and their social and economic activities together, on both an intra-county (local) and interregional (national and international) basis.

The following six principles should be used to evaluate highway improvements and comprehensive plans from a community growth perspective:

First, Reinforce Economic Development.

New economic development opportunities for the county are expected to originate with natural resources, agriculture, tourism and resort attractions (recreational), housing, mining, manufacturing and commercial retail uses. Every effort should be made to promote these activities by considering the following factors:

- Create designs for new or improved roads and fiber optics and other communications systems that serve functional, business, and aesthetic considerations.
- Minimize the encroachment of proposed urban development and roads on scenic vistas and on prime agricultural, mining, and forestry lands.
- Locate proposed roadways and access points to improve the visibility of growth areas in the corridor, in order to maximize awareness of existing commercial, business and farm related land uses (or alternately, to screen or buffer mining and slaughterhouse activities).
- Re-direct new highway alignments to preserve or improve the physical integrity of existing communities and village street grid systems.
- Improve roads, bridges and off-street parking and loading areas to reinforce the success of existing industrial, commercial, and residential uses.

Second, Design a Better Highway Network.

As summarized in Cattaraugus County's *U.S. Route 219 Economic Development Strategy studies*, and the *Allegany State Park Perimeter Study*, the county's prime

economic development opportunities should be considered whenever plans are being made to improve highway access or capacity within the county. These improvements can open the county to new markets for industrial, timber, food product, mining, recreational, tourism and residential expansion. For example, value can be added to natural resource-based industries including agriculture, gravel mining and timber. The manufacturing and distribution sectors in the local economy can also be expanded.

Secondary opportunities relate to expanding jobs in the commercial base. This includes enhancing tourism related markets in Ellicottville. It includes supporting specialty retail and light industrial centers in Springville, Ashford, Ellicottville, Great Valley, Salamanca and Limestone.

Salamanca and Limestone are both proposed as gateways into Allegany State Park, with Salamanca being the park's major, central gateway. Limestone is the county's major gateway into New York State from Pennsylvania.

Third, Link Local Transportation Improvements to Broader Systems.

A new, proposed freeway should be linked to, but not encroach upon, the existing U.S. Route 219 roadway, in order to protect existing businesses, housing and farms. This separate design should include the entire existing Route 219 from Springville to Salamanca.

The existing local road networks should be maintained and not abruptly terminated at an expanded Route 219 or at Interstate 86. Crossovers or underpasses should be integrated into highway designs.

Whenever possible, multi-modal transportation facilities should be proposed that link expanded highway access with its increased truck traffic, to existing and proposed rail services. These opportunities are most prominent in the Cities of Olean and Salamanca.

Fourth, Reinforce the Built Form of Existing Communities. New or improved roads and interchanges should be designed to support new infrastructure and growth areas in adjacent towns and villages. They should not be designed to compete with existing downtown cores. New centers that compete with activities in existing downtown cores should not be encouraged unless they are a product of a comprehensive planning process and are located within designated growth areas. Community leaders are expected to have control over these choices through local plans, incentives, and ordinances.

Appropriate distances should be maintained from interchanges and intersections to nearby service areas (i.e., areas of population concentrations in hamlets, villages, and cities). These distances should be designed to provide direct visual and functional access, to enhance scenic beauty. Generally this type of design work is a function of natural features and local land use objectives (e.g., comprehensive plans).

The improvement of transportation systems, access roads, and off-street parking and loading areas can make the built form of hamlets, villages and cities more efficient, and can attract economic activity by offering convenient access and multiple choices for consumers with each visit.

New growth in the region is expected to increase in relation to transportation related improvements, including automobile, truck, rail, and bus and shuttle services. Transportation planning should therefore take existing farming areas, hamlets, villages, cities and proposed growth areas in local plans into account.

For example, there should be a minimum of six interchanges between Springville and Salamanca for an expanded Route 219. Interchanges should be designed to serve the Town of Ashford Business Park, the Village of Ellicottville's ski resorts and historic downtown district, the Great Valley-Killbuck area, and the City of Salamanca (the Village of Limestone is already served by a four lane Route 219 to the south of Salamanca).

At the Cattaraugus Creek, the existing bridge and a proposed new bridge (for a proposed Route 219 freeway) should be designed for local access. Interchanges on a new freeway should be located immediately north and south of the creek and "reconnect" to the local road system. This local service access would connect future growth areas with regional markets.

In the longer term, give special attention to the Village of Limestone because of its status as a proposed "gateway" into New York from Pennsylvania, and as a four-season entrance into Allegany State Park. Highway capacity should be designed in a manner that does not destroy the integrity of the village's existing street system or the wilderness experience offered as people drive from the highways into the State Park.

Fifth, Add Value Through Scenic Byway Principles and Designations. Scenic viewsheds and receptor sites should be identified whenever any highway is designed or improved within the county:

- Scenic viewsheds include Zoar Valley along Cattaraugus Creek from Ashford to Gowanda, ski slopes in Ellicottville, prime agricultural lands in Great Valley, waterfront vistas along the Allegany River, and historic sites and recreational assets in Salamanca, Limestone, and at Onoville Marina.
- New or improved highways should reflect the regional landscape character of Cattaraugus County in both functional and visual terms. Doing so will maintain the visual beauty of the county and thereby reinforce the attraction of the county for location decisions based on quality of life considerations. This is expected to permanently enhance business recruitment efforts, and to support the tourism industry.
- Major natural resources such as topography, rivers, wetlands, ridgelines, agriculture and forest preserves should be identified, preserved and enhanced to maximize enjoyment of nature and beauty of the region.
- A scenic byway program pursuant to federal and state guidelines should be considered especially for the proposed expansion of Route 219.

Sixth, Coordinate Highway Improvement Plans With Emergency Access Program.

Every effort should be made to improve emergency access in Cattaraugus County.

- Cattaraugus County's emergency access plans should be coordinated with all highway improvements, including NYSDOT.
- Inter-municipal, mutual aid agreements can protect access and ensure shared services, and should be negotiated among county, municipalities, fire districts and highway departments.

## **E. Increase Our Capacity for Growth**

Cattaraugus County should develop permanent, continuous economic development services at the county level:

- To improve the quality and capacity of industrial and tourist assets in the county, and to keep them separate so that they do not interfere with the unique needs of each type of activity.
- To promote all tourism activities in the county, such as skiing, hunting, fishing and cultural resources including, with mutual agreement, the Seneca Nation and Amish cultures. Resources such as the Onoville Marina in South Valley, Lime Lake in Machias, and the network of four season trails in the county should also be marketed.
- To catalogue scenic resources and design a scenic easement program in order to preserve valuable tourist sensitive attractions and scenic vistas.
- To foster the creation, expansion and retention of commercial, small business and industrial activities countywide, including aqua-farming.

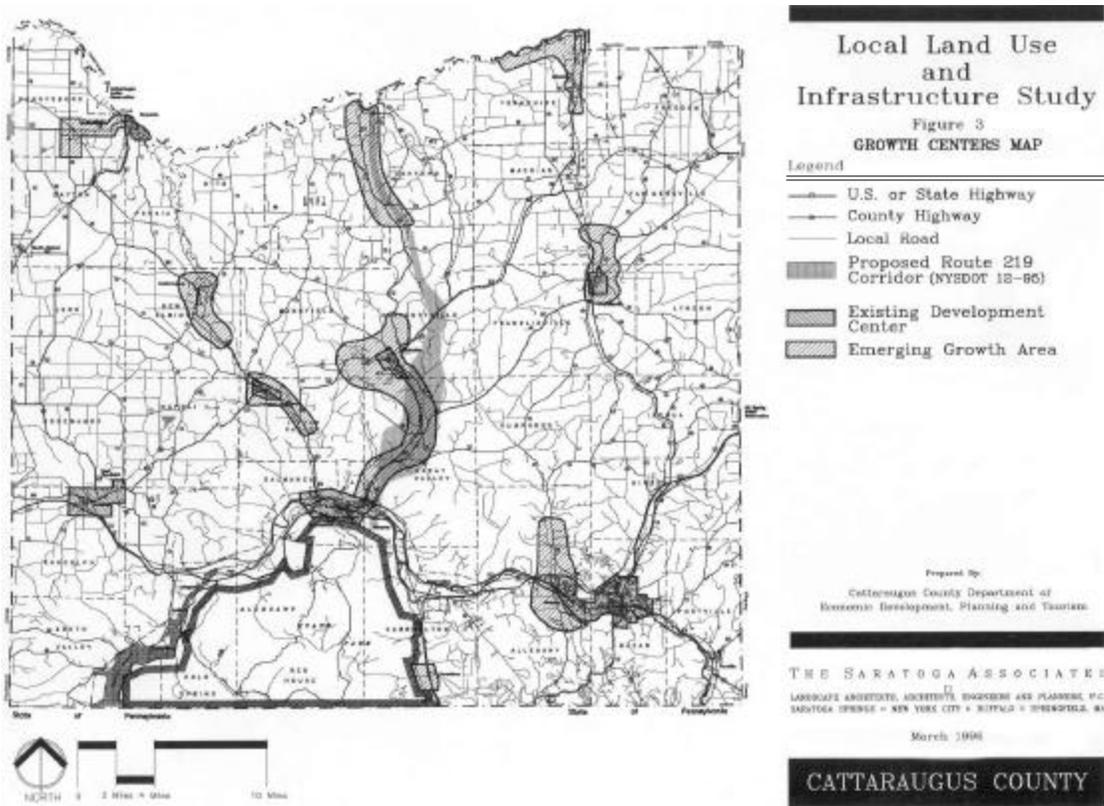
- To promote regional markets, financial sources, existing infrastructure, and parcels that are available for land assembly and new development.
- To increase the planning and development capabilities of Cattaraugus County's various departments, and the County of Cattaraugus Industrial Development Agency.
- To create community development programs and preservation funds, for the Cities of Olean and Salamanca. The county's 13 villages and the many hamlets in the county's 32 towns should also be made eligible under criteria that are consistent with the guidelines presented in these visioning guidebooks.

These "visioning" guidebooks support existing communities, and encourage new development in villages and growth areas such as those illustrated in Exhibit No. 7. These guidelines are also expected to curb urban sprawl and strip development around the edges of these growth areas in the coming decades.

The growth areas shown in the map are based on actual growth patterns. In order to accommodate new growth in the 21<sup>st</sup> Century, this guidebook recommends that new growth areas outside of those shown on the map be recognized only if they are designated in updated, adopted comprehensive plans at municipal or county levels.

**Exhibit No. 7**

**COUNTYWIDE GROWTH PATTERNS**



(Map from Local Land Use and Infrastructure Study, prepared for Cattaraugus County by The Saratoga Associates, 1996)

#### 4. PROPOSED GUIDELINES FOR COMMUNITY CHARACTER

The previous section is based on principles for increasing economic development related to the proposed expansion of Route 219. An expanded highway would move traffic quickly along this north-south highway corridor in the central section of Cattaraugus County, which is still relatively underdeveloped except for the Village of Ellicottville around the ski resorts.

The following guidelines promote desirable “character” for Cattaraugus County’s settlements. These guidelines are based on the study, Cattaraugus County - Revitalizing the Route 16 Corridor, A Strategic Development Plan for Corridor Communities (1998). This study develops principles for communities that are located in the Route 16 corridor, which runs north to south through the eastern half of Cattaraugus County. The Route 16 Corridor has a more densely developed community fabric with a greater mix of fast and slow moving traffic serving regional and local needs.

The guidelines in this section are focused more on improving places where people live and work. Community renewal is therefore recommended as a major priority for comprehensive planning purposes.

As with the other advisory suggestions in this guidebook, these guidelines can be adapted wherever changes are occurring. Local officials should therefore modify these guidelines for special needs, as may be appropriate for comprehensive planning purposes. The intent is to give everyone a consistent public policy framework for

developing good jobs and distinctive community character in the 21<sup>st</sup> Century.

##### A. Expand Community Visions

Community leaders are also encouraged to study lessons learned in other communities across rural America. For example, the 1998 Route 16 study presents a national perspective called “new urbanism” that provides a common, broader theme even as each community seeks its own identity:

*Across the nation, other communities have succeeded in creating balanced and sustainable visions for their communities which value social and environmental preservation strategies alongside vigorous business activity. This strategic plan represents a sustainable development strategy which is based on the concept of stewardship: “the careful, economical, long-term management of land, community and resources” (page III-2).*

*(Quote from Michael Kinsley, Economic Renewal Guide: A Collaborative Process For Sustainable Development (Rocky Mountain Institute, 1997), p. 8.)*

The county’s 1998 Route 16 study conducted a corridor-wide survey of residents, business and farming interests (see Appendix B to the Route 16 Study). The following findings reflect a desire to improve upon the status quo:

- Areas of consensus include the need to improve the overall appearance of the Route 16 corridor, provide jobs for the younger generation, and encourage the creation of new businesses.

- Residents and businesses strongly value quality of life and small town atmosphere; want additional light manufacturing and retail development along the corridor.
- Preserving rural character ranked as a high priority among residents and farmers, but not local businesses.
- Business owners and farmers expressed dissatisfaction with utility rates, financial incentives, and access to capital.
- A limited understanding of zoning issues was apparent among all three groups surveyed.

The 1998 Route 16 study proposes the following vision statement for the corridor:

*By the year 2010 we will distinguish the Cattaraugus County Route 16 corridor as a cluster of communities which have developed an economy that provides well-paying jobs for their citizens, maintained their natural environment and rural heritage, and built communities on a human scale (page III-4).*

In bringing this broader vision into reality, each community can achieve its own unique sense of place, its own identity.

The following summary describes the action plans that are proposed to implement this overall vision (based on pages I-1 to I-10):

- Land use: Develop and implement programs designed to increase public awareness and support for land use planning and regulation.

- Transportation: Monitor traffic along Route 16 and encourage the New York State Department of Transportation to implement selective improvements to the highway including passing lanes where necessary and appropriate.
- Infrastructure: Expand existing infrastructure into appropriate developable areas of the corridor and build intermunicipal cooperation through the sharing of services.
- Agriculture: Work with local and regional farmers and agriculture-related businesses and organizations to develop strong programs to market and distribute local products.
- Housing: Provide a decent home and suitable living environment for families living within the Route 16 corridor by improving the condition of housing and providing incentives to property owners for housing rehabilitation.
- Economic development: Provide support to existing businesses along the Route 16 corridor.
- Economic development: Provide technical and financial assistance to prospective and existing entrepreneurs, particularly those who are low income.
- Tourism: Undertake the development of a comprehensive tourism development strategy.

- Historic preservation: Establish a portfolio of incentive programs to encourage improvement, rehabilitation and reuse of historic residential, commercial and industrial buildings throughout the Route 16 corridor.
- Environmental quality: Implement appropriate land use and zoning measures to regulate the location of sand and gravel mines and communicate concerns to the NYS Department of Environmental Conservation during the mining permit process.
- Recreation: Develop a linear park concept with trail systems along the Route 16 corridor to provide linkages among the various recreational sites, trails and tourism destinations in the county through the acquisition of easements from private landowners.

## **B. Embrace Community Stewardship**

The 1998 Route 16 study recommends creating and preserving community character in Cattaraugus County:

*The guiding principles embrace the concept of community stewardship... often referred to as the “new urbanism,” promote the development of viable mixed income and mixed use communities. This new approach to planning takes as its ideal traditional small towns like Franklinville or Ellicottville, using them as a guide for the design of Main Streets, town squares and commercial zones, as well as for architectural style, public amenities, the scale and general proportions of buildings and street and as a model for neighborhood housing density.*

*The proposed guiding principles focus on preserving the unique character and heritage of the corridor communities while balancing future physical and economic development. Communication principles seek community input, accountable management and ongoing evaluation of plan goals and strategies... (page I-3)...*

The 1998 Route 16 study recommends that comprehensive planning and zoning be used to implement these guiding principles. It describes these land use tools as follows:

*Comprehensive plans and zoning are two different things. Simply stated, zoning laws are the tools with which comprehensive plans are implemented. They are the means with which communities address development issues or concerns.*

*Zoning laws do not, in and of themselves, constitute comprehensive plans. In fact, zoning laws, or particular portions of them, that do not conform to a municipality’s comprehensive plan are subject to nullification by the court system in the State of New York. A comprehensive plan outlines a municipality’s land use strategy for the future with the underlying purpose of serving the welfare of the entire community. It is normally, but not necessarily, a written document (page VIII-135).*

### C. Establish Community Strategies

The 1998 Route 16 study recommends that each community develop its own strategy for comprehensive planning over time:

*A community's vision represents its understanding of the past, present and future. Vision offers a roadmap for the future and suggests guidelines to community members collaborating in the enterprise which direct their actions toward shared and complimentary mission... (page III-3)...*

*Effective goals and action strategies derive from explicit community values and principles. Statements of principle define and describe the community's strongly held values and touch on the community's aspirations for the future.... while preserving the rural character and traditional way of life still evident in the corridor communities (pages 111-3,4).*

This guidebook encourages community leaders to select ideas that are appropriate to each community, and to develop an overall, coherent “vision” that is tailor made to local circumstances. An example would be a vision to develop an integrated trail network on a countywide basis. This community vision can then be adapted and incorporated into comprehensive planning as changes begin to occur at municipal levels.

### D. Enjoy Community Character

The proposals that are described in the 1998 Route 16 study would create mixed-use designs in hamlets, villages, and cities (neighborhoods and downtowns) that allow

people to walk or bicycle from home to jobs, shopping, recreation centers, and schools:

*This approach contrasts suburban subdivision and strip mall style of development which ...is unreasonably expensive not only in terms of land used, but also with regard to infrastructure cost (construction and maintenance of sewers, water and power lines, roads, etc.). In addition, the modern suburb or subdivision has resulted in the segmentation of communities into widely separated zones for living, working, shopping, and recreation, all of which require at least one car...*

*Protecting the traditional neighborhood pattern in hamlets along the corridor and replicating it other development clusters is a primary focus (page III-5)....*

The proposed guiding principles to achieve this purpose are:

- *Recognize, value, and preserve the unique rural heritage and aesthetic character of the Route 16 corridor*
- *Balance future development so that it sustains the rural, small town character of the communities along the corridor while stimulating sustainable economic growth*
- *Ensure that community plans are substantively shaped by community input and driven by community needs*
- *Ensure that management and monitoring frameworks empower citizens to evaluate and refine results to maximize positive community impact.*

- *Encourage pedestrian friendly layout and design, especially in hamlets*
- *Offer varied transportation choices and improve transit services including mass transit, vanpools and support for telecommuting*
- *Encourage mixed-use sustainable development throughout the corridor through promotion of integrated traditional development patterns and designs that weave together housing, stores and work sites with recreation areas, parks and public spaces*
- *Focus sustainable economic development in identified clusters of hamlets*
- *Support open space preservation and the sustainable utilization of natural resources*
- *Maintain and develop affordable decent housing (pages III-5, 6).*
- *Develop programs and strategies to sustain agriculture as a viable way of life.*
- *Maintain the Route 16 corridor communities as a quality place to live by protecting the assets and amenities present in the corridor communities including nicely lined streets, rural character, strong schools, and existing economic opportunities including tourism, recreation and agriculture.*
- *Enhance the development potential of the corridor by sustaining the vitality of the community centers through business district revitalization, the creation of thematic businesses, and enforcement of ordinances designed to enhance land use planning and development.*
- *Expand commercial activity along the corridor by seeking expanded development of small specialty shops and professional services.*

#### **E. Engage In Inter-municipal Planning**

The 1998 Route 16 study takes special care to look at a major highway corridor that runs from north to south through the eastern half of Cattaraugus County. The following corridor-wide goals were developed with direct public participation at community meetings:

- *Promote and protect the health, safety, economy, convenience, appearance, and general welfare of the residents and municipalities on the Route 16 corridor.*
- *Create and maintain economic opportunity for corridor residents by building a diverse, sustainable high-wage economy.*
- *Correct deficiencies in basic community infrastructure as a prerequisite to economic growth. Priority actions include the call for investment in the physical infrastructure including improvements to water, sewer, road, and housing infrastructure.*
- *Strengthen the corridor's civic and planning infrastructure by demonstrating an ongoing commitment to community planning, land use education and zoning development and review.*

- *Focus on tourism and gravel mining activities as areas needing special attention, planning and investment.*
- *Employ formal management of the development process through an increased emphasis on communication and coordination within and across communities.*
- *Develop and cultivate effective community leadership from the public and private sectors who display a commitment to balance community and business interests.*
- *Create a highly competent workforce by coordinating workforce development initiatives and preparing the corridor's young people for success in twenty-first century jobs (pages III-6.7).*

Additional proposals are also presented in the 1998 Route 16 study that are not presented here, which should be pursued because they are devoted to improving each separate community. Over time, a desirable coordination of land use patterns and an improved quality of life are expected to occur among all communities in the Route 16 highway corridor.

With appropriate adaptation in the use of these guidelines, similar outcomes can be expected in other areas of the County (all of which have intermunicipal coordination problems).

For example, the Allegheny River corridor needs to be studied. The river meanders northward out of Pennsylvania, crosses in a broad arc through the southern part of Cattaraugus County in New York State (through the Seneca Nation of Indians, many towns, and the Cities of Olean and

Salamanca), and then passes back into Pennsylvania near the Kinzua Dam.

This is approximately 50 miles of river (100 miles of waterfront), which is more than Buffalo and Niagara Falls combined. While not as spectacular, what we have is close to nature and has great scenic beauty.

All across America, communities are discovering that the edges of their rivers and lakes are prime locations for preservation of open space, recreation, and (if properly designed) enclaves for business, commercial and residential activity.

Unfortunately, the Allegheny River has historically been ignored and development has intruded upon it without sound planning or design work.

We need a program to design and create a lasting, positive mix of land uses and trails along the edges of this wonderful river, which flows across the very heart of Cattaraugus County.

Another example is the Cattaraugus Creek watershed, which includes the northern 23 municipalities in Cattaraugus County. It also drains parts of Wyoming, Erie and Chautauqua Counties and the Cattaraugus Reservation of Seneca Nation of Indians. It also includes the Village of Arcade and the Village of Gowanda.

Cattaraugus Creek contains Zoar Valley, which is host to scenic vistas, virgin timber several hundred years old, as well as white water rafting and canoeing for outdoor sports enthusiasts.

A major intermunicipal effort would be needed to preserve this priceless asset, which flows across the full reaches of Cattaraugus County's northern border.

## 5. PROPOSED GUIDELINES FOR A SUSTAINABLE ENVIRONMENT

The following guidelines are designed for the 21<sup>st</sup> Century and make up the long-term “environmental” element of Cattaraugus County’s vision of the future. These guidelines are based on research that is presented in the planning study, A New Look At Gravel Mining in Cattaraugus County – 21<sup>st</sup> Century Planning for the Route 16 Corridor (2000).

Although the county’s 2000 study takes an in-depth look at gravel mining in the Route 16 highway corridor, its findings have countywide and statewide implications for all land uses, not just gravel mining. It presents a balanced strategy that would accommodate all land uses, and allow everyone to live successfully with nature in the next 50 or more years.

### A. Balance Growth With Protection

The county’s 2000 study of gravel mining describes Cattaraugus County’s proposed advisory policy for “balanced development” (see Exhibit No. 4 for a generic orientation to this proposed land use policy):

*New growth and jobs are needed to raise community standards of living, and to improve the quality of life in order to retain and attract and keep new generations of productive people in Cattaraugus County.*

*New growth can cause problems, however, if natural and built assets in Cattaraugus County are damaged or degraded by the cumulative effects of numerous, poorly designed developments in incompatible or inappropriate locations...*

*Specific thresholds and standards need to be developed to protect not only the purity of air, water (surface and groundwater), and land, but also the viability of existing cities, villages, and hamlets and the scenic beauty and quiet ambience of the rural countryside. People love these assets, which are essential to the continued growth of the county’s slowly evolving ... land uses... (page 40).*

How can rural communities attain a “balanced growth” pattern? What are cumulative effects? A special effort was made to answer these questions at the state level in 1996, when the Commissioner of the New York State Department of Environmental Conservation (NYSDEC) appointed a Working Group of 22 different stakeholders from all regions of the state to study the issue. It should be pointed out that the final report in 1998 on cumulative impact reflects the opinion of a majority of the study group’s members and does not reflect official state environmental policy as of the year 1998. Although there is still no state statutory definition of cumulative impact as of 2001, the work of this group is a breakthrough because it clarifies many of the issues surrounding the cumulative impact problem.

For example, in its 1998 report to NYSDEC<sup>3</sup>, this Working Group states its objective as, “...to attempt to resolve the various legitimate competing interests involved in cumulative impact analysis in

<sup>3</sup> Working Group on Cumulative Impact – Final Report, prepared by a statewide task force for the Commissioner of the New York State Department of Environmental Conservation (NYSDEC), Albany, New York (by John Armentano, Esq., et.al., November 4, 1998).

order to make it more workable and practical...(p. 3).” The final report then presents a proposed definition:

*“Cumulative Impact means the effect of an action itself and the effects of other actions, which taken together substantially increase or substantially accelerate an effect on the same aspect(s) of the environment. The lead agency is responsible for determining a reasonable period of time and a reasonable geographic area within which the actions and effects are to be considered.” (pages 4-5).*

A major unresolved issue on the cumulative impact problem was whether this new definition should be implemented through existing environmental regulations or through comprehensive planning procedures. The County’s gravel study recommends that the cumulative impact problem be addressed as a part of comprehensive planning during the environmental review of those plans prior to a municipal or county’s adoption process.

In these plans, the cumulative impact problem would be treated in the following manner:

*This newly proposed definition looks at the effects of two or more actions, related or unrelated, on the same resource, be it a watershed, lake, wetland, or highway corridor. The actions can be related or unrelated to each other in this approach, but cumulative impact assessment would not be required unless the combined effects of these related and unrelated actions would likely create stress for that resource (e.g., as would be defined by published thresholds and standards in a*

*county or municipal comprehensive plan). This new approach is...more appropriate to ecosystem and sustainable development concepts and trans-boundary issues (page 39)....*

This guidebook proposes that a cumulative impact approach be included in Cattaraugus County’s vision of the future because development pressures will begin to intensify beyond current patterns in the next 50 or more years. The best way for Cattaraugus County to promote continued growth in the longer term would be to protect its natural setting, scenic vistas, and rural community character from the beginning of this century.

## **B. Use Scientific Knowledge**

The County’s 2000 study of gravel mining also makes the following conclusion:

*If all stakeholders are to prosper and thrive in the study area without damaging the environment or each other’s legitimate interests, then sound scientific knowledge is needed as well as more responsive laws and regulations at state and local levels (page 34).*

This conclusion is based on contemporary planning and scientific literature. It is clearly illustrated also in the Scientific Subcommittee’s report to the 1998 cumulative impact study, which presents the latest scientific and public policy thinking on the cumulative impact problem:

*From the scientific perspective, the phenomenon of cumulative impacts is widely accepted as a real environmental problem. A body of literature exists to identify, categorize, explain and analyze these impacts. It is widely recognized that, currently, SEQRA environmental review emphasizes the assessment of impacts of a single action. The assessment of the cumulative impacts of many related, but independent, actions remains problematic (page 1).*

The county's 2000 study of gravel mining describes cumulative impacts as follows:

*Cumulative impacts may occur when the effects of two or more separate causes interact, which intensifies, accumulates, accelerates or multiplies problems in a given resource beyond normal thresholds of public health and safety, or desirable community character and values such as are reflected in local comprehensive plans and zoning...*

*When viewed longitudinally in the context of a shared environment such as the Ischua Creek Watershed and its highway corridor...separate activities may ultimately have collective, interactive, combined or cumulative effects on natural land, air and water systems or on the quality of life, highway capacities, and a community's future...*

*Cumulative effects, if left unchecked, may occur "off-site," or spread across boundaries such as municipal, county or state lines. Ultimately, these effects can create new cost burdens to taxpayers, degrade other stakeholders' investments, and compromise the natural environment's ecosystems throughout the highway corridor...(page 55).*

The Planning Subcommittee's report to the 1998 cumulative impact study makes these observations:

*The underlying phenomena that (cumulative impact assessment) examines almost always reside in the physical reality of the environment or in the use of the state's land, water and air resources. For this reason, the planning subcommittee kept returning again and again in its discussions to the need to understand sound scientific knowledge, land use analysis, and economic development objectives.*

*For example, urban systems sustain the activities of a majority of people in New York State...These cities are nested in the state's land base, use the state's water and air, and interconnect by rail, road, utility, water, and air networks and telecommunications grids, which in turn connect their diverse activities to the broader economy and global village. The people who depend on these cities also depend in numerous ways (whether they are aware of it or not) on surrounding suburban and rural areas...*

*...All regions are experiencing various ranges and types of cumulative impacts which, if left unchecked, can become problems...(page 5).*

Examples of cumulative impact problems in the natural environment are air pollution, long range transport of dispersed atmospheric particulates, bio-accumulation of toxics in the food chain, non-point chemical run-off within watersheds, groundwater and surface water contamination, loss of special land types (wetlands, groundwater recharge areas and wildlife habitats), damage to open space, reduction

of species diversity, threats to endangered species, and disruption by chemicals of healthy hormonal systems in both wildlife and humans.

Examples of cumulative impact problems in the man-made environment are toxic waste shipment and disposal, increases in trans-boundary problems (traffic congestion, flooding, and erosion), increases in urban sprawl and strip development on farmland (and subsequent higher costs to taxpayers), deteriorating urban cores, damage to existing community character, underutilized capacities of existing water and sewer systems in older urban cores, continuous out migration (young people, skilled workers, and businesses), disruption of scenic beauty in rural viewsheds, and loss of a pristine sense of wilderness.

All of these problems taken together can reduce the quality of life and compromise future growth in Cattaraugus County in the 21<sup>st</sup> Century. As of the year 2001, no one yet understands how to prevent these problems from getting worse, even as they are slowly becoming more intense and more deep-seated in daily life.

The Planning Subcommittee's report to the 1998 study on cumulative impact also makes specific observations, such as the following:

*Approvals for numerous individual projects in rural areas also increase man-made, impervious surfaces (which in turn increase storm water run off within each watershed and concentrate chemicals, salts, heavy metals, and organic compounds in the water column)...*

*...Older urban and suburban areas are experiencing, paradoxically it seems, both*

*cumulative traffic, air and water quality problems with increased demands for energy consumption and solid waste disposal on the one hand, and deterioration, out migration and disinvestment on the other.*

*Cumulative impact assessment may offer a partial solution to these problems only if the process is designed appropriately and incentives are created to facilitate the process...(Pages 5 to 6).*

### C. Design A Better System

The following three recommendations are made to design a more effective and cost-effective system of environmental protection for the 21<sup>st</sup> Century.

**Use incentives.** First, as is proposed in the 1998 cumulative impact report, community leaders in Cattaraugus County should support the use of incentives. By adding valuable incentives to public planning and development activities, the local economy would not get mired in unproductive or costly regulations. The 1998 Planning Subcommittee's report observes that incentives from the state and local levels would create self-fulfilling, positive activities in our communities:

*Incentives would simplify the process because public agencies, developers and environmental groups would want to support a (cumulative impact) requirement if it offered:*

- *A safe environment.*
- *A more efficient process.*
- *Incentives, or benefits, for stakeholders (page 8).*

**Find a common ground.** Second, cooperative efforts should be encouraged between development and environmental advocates. The Planning Subcommittee's 1998 report identifies a common ground that can bring adversarial groups together:

*New York State is no longer a pristine wilderness. It has extensive "built" environments, expanding land uses, and growing population densities...This is where environmentalists and developers may find a common interest, although for different reasons: First, the greater the increase in human activity at specific locations, the greater the magnitude and scale of potential environmental problems at those locations and surrounding ecosystems. Second, the greater the magnitude of environmental problems, the greater the cost of new development. It is in everyone's interest, therefore, to prevent, mitigate, or remediate environmental problems (page 6).*

**Take a broader view.** Third, municipal and county planning should take a broader view of problems and solutions when conducting comprehensive planning activities. The Planning Subcommittee report recommends that a broader view be taken in order to deal with actual problems and natural processes in a shared environment:

*In this scenario, the phrase, "stressed resources" is broadened beyond natural systems to include the man-made resource base, such as highways, water and sewer systems, utilities, and historic and cultural features (i.e., "stressed resources" includes natural and man-made systems). In certain circumstances, an existing community itself could become a stressed*

*resource if it faces major encroachments, pressures or pollution. In this scenario, while new development is to be encouraged, ecosystems and existing communities are resources also worth promoting and preserving...(page 54).*

## D. Support Comprehensive Planning

As growth continues and scientific knowledge evolves over the next 50 or more years, stakeholders and planners in Cattaraugus County will need to pay attention to the following trends:

**Everything is changing.** Comprehensive planning is a continuous process. Community leaders should expect situations to keep changing and update their plans accordingly. For example, the special studies described earlier in this guidebook confirm the consequences of past and present trends. Everything in the county continues to change. There will be further consequences in the future.

The 1998 study on the cumulative impact problem acknowledges that:

- While there are still disputes about cumulative impacts, concerns continue to be expressed in planning literature and in public media about the adverse effects of growth and urban sprawl.
- Cumulative impact assessment is becoming established in other states and in federal environmental assessment processes.
- There is a growing basis for cumulative effects in the scientific literature.

Because of these trends, it may not be wise to ignore the cumulative impact problem. It may be necessary in the coming decades to incorporate a definition of cumulative impact, and related standards in state statutes and comprehensive plans.

**Cumulative effects are objective.** The types of land use issues that are described in this guidebook will be found wherever new development activities impose themselves on the natural land base. These effects are objective, will not go away if ignored, and are best understood through scientific study, land use analysis, and disciplined economic development controls.

As growth continues in the coming decades, we may see an increase in what the 1998 Planning Subcommittee report on cumulative impact refers to as, *“deleterious effects that potentially can spread out of control across property lines, down watershed inclines, through local ecosystems, along highway corridors, or that intensify beyond desirable limits on a given resource (e.g., a watershed or a highway corridor).”* (page 37).

**Everything is being dispersed.** As of 2001, the county’s 47 municipalities already include 83,955 people and their homes, approximately 1,800 businesses and 36,000 jobs, and extensive highway and utility networks which are scattered over 1,336 square miles. This human sprawl straddles both Lake Erie and Allegany River watersheds and ecosystems.

While Cattaraugus County’s population still has a low density, and is mostly rural based, there is a slow and steady growth pattern in the county. Although the county’s

population has been relatively stable over the previous 50 years, this growth pattern is expected to mature during the 21<sup>st</sup> Century, perhaps at a slowly accelerating rate.

**Keep dispersal in a balance.** Dispersal is desirable for many reasons, up to certain thresholds. It is people’s Constitutional right to move, live and own property wherever they want. The U.S. Supreme Court has also upheld municipal authority to create plans and implement zoning regulations, under limits, to protect the public interests. Cattaraugus County will therefore need to balance these tensions in order to maintain healthy towns, hamlets, villages, and cities in the next 50 years or more.

Our communities are already nested in existing land use patterns that reflect a sustainable dispersal across the landscape. There are as yet no significant, costly urban concentrations of people, or pollution, in Cattaraugus County. Therefore expectations for constantly expanding social, economic and physical problems are still minimal.

The challenge during the 21<sup>st</sup> Century will be to find a balance between our slowly growing urban areas and our slowly shrinking open spaces and scenic vistas. People want well-planned urban clusters in a context of forestland, scenic vistas, open spaces, farmland, and rural valleys in the midst of rolling hills. Many people also want a lifestyle of self-sufficiency as safety factors in the growth and survival of families, communities, and civilization. We are fortunate in Cattaraugus County because:

- Problems related to urban sprawl and strip development in Cattaraugus County are still very mild and not yet as severe as in the more urban watersheds of New York State.
- Preventive measures are still feasible in Cattaraugus County, and can save money for both public and private sector stakeholders compared to waiting until more intense problems occur (when remediation becomes vastly more costly).
- As of 2001, it is still possible for community leaders to guide growth in desirable directions. It is not too late for people in this rural county to work together in this common purpose.

**Public policy tools will be improved.**

Scientific knowledge and public policy will continue to evolve in order to deal successfully in a cost-effective manner, with urban growth and long-term cumulative impacts. This will most likely require changes to comprehensive planning and environmental laws, at state and local levels.

As of 2001, municipal and county officials have an opportunity to shape these changes. The best way to accomplish this objective is to begin long term comprehensive planning as the need arises, and to influence state legislative policies on land use and economic development.

In support of this public policy process, Cattaraugus County has placed its gravel study and information on the statewide study group's 1998 report on cumulative impacts quoted above, on its Internet Home Page. This information can be downloaded for free as a PDF file, at [www.co.cattaraugus.ny.us](http://www.co.cattaraugus.ny.us) (click on Planning Board and look for Gravel Study or Cumulative Impacts).

**Comprehensive planning is important.** In the short term, new development will be needed in our towns, hamlets, villages and cities. Our people, especially young people, need good jobs in order to stay and raise families in this region. We need to promote new growth, and at the same time, use good planning and design techniques to protect our watersheds and ecosystems.

In order to achieve this balance, the county's 2000 study on gravel mining recommends that a new emphasis should be placed on long term comprehensive planning:

*The underlying purpose of local comprehensive planning is to use fair and equitable procedures and due process to create orderly growth in a community, raise the standard of living, improve the quality of life, enhance the general welfare of all stakeholders in a community, and protect the environment for future generations. This same purpose is inherent to the county's vision of the future...(page 41).*

*Cattaraugus County's capacity for sustainable development in the Route 16 Corridor is flexible depending on how carefully the land base and water resources are utilized. Local governments should therefore encourage new economic growth and jobs in the coming decades, including mining, by improving local comprehensive planning and zoning.*

*To this end, Cattaraugus County should work with municipalities and regional and state agencies and mining companies, to provide educational and technical assistance services on planning topics to local communities. The County should also provide guidance for all stakeholders through a countywide vision of the future and an updated county comprehensive plan, as a framework to guide local planning and land use decision making...(page 56).*

*...the environment, quality of life, and rural character of Route 16 communities can be protected by these guidelines in the next 50 or more years. Communities would be able objectively to identify which resources (natural and man-made) are becoming stressed. A stressed resource could then be evaluated in a public comprehensive planning process by using cumulative impact analysis that is based on published thresholds and standards (page 57).*

The Cattaraugus County Planning Board's mission is to improve this type of long range comprehensive planning at the county level. The need is clear because, as of 2001, the county's original Comprehensive County Land Use Plan (1977, 1983) has not been updated for twenty years. Institutional

support for this task will be needed from the Cattaraugus County Legislature through its County Planning Board and various departments as may be appropriate.

Cattaraugus County's vision guidebooks are designed to provide a solid foundation and starting point for taking the next step. The first step was preparing a countywide vision of the future, which is presented in the county's vision guidebooks. The next step will be to prepare and implement a new Comprehensive Plan for Cattaraugus County.

#### **E. Create a Positive Vision for the Future**

Cattaraugus County's 2000 study on gravel mining concludes that visioning and comprehensive planning could help resolve adversarial issues between the gravel industry and host communities.

The study found that gravel companies already are conducting some of the best conservation and reclamation practices in Cattaraugus County, and that these private entities are interested in making further improvements in the coming years. The study also found that host communities have assets and land use tools that could benefit future re-use of depleted mining sites.

The type of public-private cooperation that is recommended in the 2000 study on gravel mining would create a promising future. For example, the county's 2000 study on gravel mining presents the following perspective on the future of gravel mining:

*... all stakeholders have the option to look forward to reclaimed land being turned into a variety of new, profit-making and "community-friendly" land uses such as the following:*

- *valuable lakeside access*
- *scenic vistas and open space*
- *wetlands*
- *wildlife and fish habitats*
- *greenways and trails*
- *farm land*
- *public parks and outdoor recreation areas*
- *private resorts*
- *housing subdivisions*
- *commercial plazas*
- *business, office and light manufacturing "parks"*
- *visitor centers and educational experiences*
- *secondary access roads separate and parallel to Route 16.*

*By designing a broader range of new uses for depleted mining sites, mined land can be integrated later with community plans and special assets such as water and sewer systems, public access to water bodies, access roads, trail systems, fiber optics telecommunications systems, and mixed-use developments. Planned developments could use old mining sites for new attractions, or enclaves and nodes of new high-tech activities for Route 16 communities. Ultimately, this new*

*approach would allow for a creative mix of new light industry linked to the global economy, and up-scale quality housing for future generations. This would improve the standard of living, quality of life, and environmental cleanliness of corridor communities (page 47)....*

*...It is recommended ... state legislation be amended (1) to convey special benefits when PUD (Planned Unit Development) techniques are applied to the reclamation of depleted mining sites, and (2) to require NYSDEC to recognize PUD techniques as a potentially significant addition to reclamation mechanisms under state laws.*

*To illustrate, a 400-acre mining site could be established as a PUD in the Year 2000 and be developed in four separate phases of 15 years and 100 acres each (i.e., over a 60-year period of time). Each 15-year phase would incorporate community conditions under a separate Special Use Permit, and a SEQR Supplemental EIS for each new phase would look at increasingly detailed end uses as new information is developed on markets and economic development opportunities. At the end of 60 years, the completed reclamation PUD would be fully compatible with the surrounding community's planning for public access to water, infrastructure, land use, open space and trail systems, and priorities for economic development marketing. Everyone would benefit, especially the mining company (page 61)...*

*...A common definition for Planned Unit Development (PUD) is a development that allows mixed land uses in a well designed, flexible site layout that can be built in phases over a period of years, by using creative and flexible techniques that are not allowed under traditional zoning. Each phase can be controlled through a Special Use Permit (e.g., mining, residential, commercial, industrial, recreation or other land uses within a single, coordinated development plan that achieves a local government's comprehensive planning goals). A PUD would give an applicant greater advantages for future economic development and greater protection from incompatible neighbors (page 61 footnote)....*

- *The standard of living, quality of life, community character, rural ambiance, and the environment would be protected and improved for everyone even as a wide variety of stakeholders continue to expand their interests along Route 16.*

This in-depth, 2000 planning study on gravel mining presents other proposals not included here, as well as the following vision of the future for Cattaraugus County's Route 16 highway corridor:

*The balanced approach that is presented in this report's five strategies would encourage, over the course of the next 50 or more years, the population of corridor communities to double or triple at the same time that:*

- *Mining companies would become increasingly successful over the coming decades, and protect their reclaimed sites with local zoning controls.*

## 6. CONCLUSION

In conclusion, this guidebook presents the following resources to help begin a comprehensive planning process in Cattaraugus County:

- A Vision Framework. A community vision can bring diverse stakeholders together in a common task, to begin implementing Cattaraugus County's new theme for the 21<sup>st</sup> Century:

### **“Smart Development for Quality Communities”**

- Visual Preference and Rural Design Guidelines. These new ideas can be applied to residential, commercial and light industrial land uses.
- A Community Based Consensus on Future Development. This consensus reflects the potential in the future for collective understanding of common problems and challenges.
- Guidelines on Special Topics. Highlights from three county studies are presented which offer in-depth illustrations and recommendations for economic development, community revitalization, and long-term environmental protection.

Each element in this guidebook contributes to our understanding of how to create a new future. By applying them appropriately to various situations in Cattaraugus County, community leaders can achieve a balanced growth policy during the 21<sup>st</sup> Century.

The 1998 report by the statewide Working Group on Cumulative Impact sets a precedent for this “balanced” approach. It presents a viewpoint that supports economic development, comprehensive planning and

environmental regulations. For example, the Planning Subcommittee's report supports this viewpoint, and calls for wisdom:

*In the long term, human activity will increase within the state's ecosystems. Long-range trends and new technologies will continue to extend the impacts of this activity, constantly dispersing and intensifying it across the many ecosystem boundaries of New York State...*

*.... Given the underlying dynamics, an unresolved issue is how to encourage new growth in old areas suffering decline and, at the same time, control the adverse effects of new growth in the open spaces around the older urban areas. Taken as a whole, any public policy initiatives in this area of need will affect everything, including the cost and standard of living (page 17)....*

*The planning subcommittee presents the preceding scenario for purposes of public policy formation, with the hope that some broad-based consensus will eventually be formed with regard to cumulative impact analysis. We need this consensus in the long run. After all, our descendants will need a clean environment and a workable system of governance. Without this wisdom, crisis management and high cost solutions will be the long-term answer (page 25)....*

Cattaraugus County has published this guidebook in order to seek this wisdom through an advisory public policy on planning and land use. This proposed policy shows how the “brain power” of local Home Rule power can assert itself in the public interest. It can be guided by local and county comprehensive planning and related tools and techniques.



# **APPENDICES**



**Appendix No. 1**

**LEADERSHIP TRAINING AND VISIONING PROGRAM WITH RANDALL ARENDT  
FOR CATTARAUGUS COUNTY, NEW YORK (1999-2001)**

<b>A. Kick-off Events with Randall Arendt</b>		<b><u>COMPLETED</u></b>
1. Reception – Meet Randall Arendt (Holiday Valley)	70 People Attended	Sept. 16, 1999
2. Visual Preference Workshop by Randall Arendt (Holiday Valley)	50 People Attended	Sept. 16, 1999
3. Visual Findings Workshop by Randall Arendt (Cooperative Extension)	66 People Attended	Nov. 4, 1999
<b>B. Six Focus Groups by Saratoga Associates</b>		<b><u>COMPLETED</u></b>
1. Four focus groups were held for County sub-areas: Eastern – Route 16 (Franklinville) Central – Route 219 (Ellicottville) Western – Route 62 (Leon) Metropolitan – (Olean, Allegany, Portville)	36 People Attended 30 People Attended 23 People Attended 36 People Attended	November 29, 1999 November 30, 1999 December 9, 1999 September 25, 2000
2. One focus group was held Countywide on Rural Issues, Agricultural & Natural Resources (Ellicottville)	30 People Attended	July 18, 2000
3. One focus group was held Countywide to review the proposed “elements” for a Future Vision (Little Valley)	32 People Attended	June 25, 2001
<b>C. Rural Design Training By Randall Arendt</b>		<b><u>COMPLETED</u></b>
1. Workshop No. 1: Residential (Cooperative Extension)	45 People Attended	Feb. 3, 2000
2. Workshop No. 2: Residential (Cooperative Extension)	40 People Attended	Feb. 4, 2000
<b>D. Rural Design Training By Randall Arendt</b>		<b><u>COMPLETED</u></b>
1. Workshop No. 1: Commercial – Industrial (Cooperative Extension)	54 People Attended	Feb. 28, 2000
2. Workshop No. 2: Commercial – Industrial (Cooperative Extension)	46 People Attended	Feb. 29, 2000
<b>E. Preparation of Vision Guidebooks and Announcing New Theme (January – June 2001)</b>		<b><u>COMPLETED</u></b>
Randall Arendt presented a Development Guidebook written for Cattaraugus County, and the county announced its new theme for the 21 <sup>st</sup> Century: “Smart Development for Quality Communities,” on June 7, 2001 at a conference in Franklinville, New York, attended by 112 local, county and state leaders. This new information will be provided for many years to hundreds of local officials, developers, and interested citizens, through the county’s technical assistance service.		
<b>F. Demonstration Projects – Two Actual Cases By Randall Arendt (March 2000– June 2001)</b>		<b><u>COMPLETED</u></b>
Randall Arendt has completed, working under the County’s supervision and with local officials and concerned stakeholders, the following two demonstration projects.		
1. Demonstration Project No. 1: Residential Subdivision	Mayor, Village Board, etc.	Village of Franklinville*
2. Demonstration Project No. 2: Commercial and/or Industrial	Mayor, Village Board, etc.	Village of Little Valley*

*\*Selected by Cattaraugus County Legislature / Development and Agriculture Committee on December 1, 1999.*

**Appendix No. 2**

**FOCUS GROUP #1 – FINDINGS ON THE ROUTE 16 CORRIDOR  
BY THE SARATOGA ASSOCIATES AND CATTARAUGUS COUNTY  
FRANKLINVILLE FIRE HALL  
NOVEMBER 29, 1999**

**THEMES – BASED ON 36 PEOPLE IN ATTENDANCE**

**LAND USE:**

- Broaden Route 16 development. Most public attention is currently centered on the City of Olean. There is a need to spread planning efforts throughout the entire corridor. Good jobs and businesses are needed in every community between Yorkshire and Olean-Portville-Allegany.
- More inter-municipal cooperation is needed in land use information and in the sharing of information. Create model ordinances, bring communities together, and continue to expand development in appropriate locations.

**ENVIRONMENT:**

- Improve NYSDOT road maintenance, and manage the use of salt in the winter.
- Protect aquifers along the Route 16 watersheds.
- Protect historic districts, hamlets, villages and crossroad communities. This can become a springboard for further development and for heritage tourism.
- Need better in-fill for existing, already built-up areas to provide better opportunities for the people who live in the Route 16 corridor, and to reduce the cost of future public improvements.

**QUALITY OF LIFE:**

- Protect and preserve the rural life style.
- Retain rural character as a distinct amenity to attract people into the region.
- Protect rural areas outside of the City of Olean from strip development.
- Manage large-scale uses of land such as quarries and landfills, in a way that protects the watersheds and is acceptable to community values.

**ECONOMIC DEVELOPMENT:**

- An overarching theme was identified from the County's Goals Project – Phase One Report - Development is needed, but there is also a need to preserve rural character. Development and rural preservation are needed throughout the corridor not just in the City of Olean.
- Communities need help in planning and guiding in a way that makes sense, in a practical and affordable manner.
- Cattaraugus County should consider funding expanded planning and development services for Route 16 communities.
- Local officials need help in basic processes such as SEQR, project development and review, writing of grants and overall community development.

- Larger communities have the ability to pay for professional help such as Ellicottville, Olean and Salamanca. Smaller communities have only volunteer boards and no planning consultants or staff. Volunteers try but are not versed in the legal and regulatory issues that confront them every month.

**MOST UNIQUE AND DISTINCTIVE ISSUES:**

- An overall theme is needed countywide to promote new development but in a way that preserves rural character and existing community investments.
- Need for Networking (to overcome alienation in corridor).
- Need to manage large land uses such as quarries and landfills.
- Support planning throughout the entire Route 16 highway corridor (resources, technical assistance and visioning are all needed).

**STUDIES REFERRED TO DURING FOCUS GROUP NO. 1:**

- Goals Project – Phase One Study – A Planning Agenda from the County’s Perspective
- Route 16 Corridor Study
- 1995 Focus Groups by Dr. David Szczerbacki
- Randall Arendt Visual Preference Survey
- County Park Study
- Local Land Use and Infrastructure Study

**COUNTYWIDE IMPLICATIONS:**

- Rural development, preservation of rural landscapes and good development is needed throughout the Route 16 corridor, in appropriate areas, such as crossroads, hamlets and villages, as well as the City of Olean.
- Protect the natural environment such as aquifers and watersheds.
- The natural setting and natural resources are what makes the county special; identify and implement appropriate protection measures.
- Create opportunities for individuals to make a living (new jobs and businesses); pursue and diversify economic development initiatives.
- Promote social and community activities.
- A high degree of pride in place contributes to the character of living in Cattaraugus County. People have deep roots for living in Cattaraugus County. People are very proud of that; interpret and celebrate the cultural history.
- Educational opportunities should be expanded countywide, perhaps via the Internet; utilize variety of techniques to effectively communicate.
- The audience supported Randall Arendt’s Visual Preference Survey findings.
- Commitment of county staff resources to support countywide and municipal initiatives.

*(These Focus Groups were sponsored and organized by Cattaraugus County. The Focus Groups were conducted by Daniel Sitler of The Saratoga Associates and minutes were prepared by Terry Martin, Chief Planner and Margaret Puszcz, Stenographic Secretary in the Cattaraugus County Department of Economic Development, Planning and Tourism).*

**FOCUS GROUP #1 – ROUTE 16 CORRIDOR  
11/29/99 7:00 PM  
FRANKLINVILLE FIRE HALL, FRANKLINVILLE**

<b>NAME</b>		<b>REPRESENTING</b>
Asquith	Joan	Machias
Asquith	Russ	Machias
Broadwell	Lee	Franklinville
Cuff	Joanie	Tourism Specialist, Cattaraugus County
Dickinson	David	Supervisor, Town of Franklinville
Dickinson	Jim	Great Valley
Donovan	Tim	Resident, Franklinville
Dzeikonski	Walter	Chief of Police, Franklinville
Green	Gary R.	Councilman, Town of Farmersville
Hahn	Terry	Trustee, Village of Franklinville
Hahn	Sharon	Franklinville Planning Board
Halloran	Patrick	Great Valley Businessman
Harrington	Judy	Mayor, Village of Franklinville
Hellier	Peter	Allegheny Planning Board
Horowitz	Carol	Town of Olean
Hughes	Richard	Town of Franklinville
Kellogg	Kathy	Buffalo News
Kubiak	Barbara	Franklinville
Lasson	Richard	Trustee, Village of Franklinville
Law	Doug	Supervisor, Town of Machias
Martin	Terry	Chief Planner, Cattaraugus County
McCrea	Patrick	County Legislator, Franklinville Area
McDuffey	Nancy	Mayor, Village of Portville
Moser	Tom	Town of Portville Planning Board/County Legislator
O'Brien	Carol	Planner, Cattaraugus County
Pericak	Thomas	NYS Department of Transportation
Puszcz	Margaret	Stenographic Secretary, Cattaraugus County
Rathbun	Dale	Town of Hinsdale Planning Board
Rostan	William	Olean Planning Board
Sayegh	John	City of Olean
Sitler	Dan	The Saratoga Associates
Struble	Chuck	Town of Hinsdale Planning Board
Swartz	Dave	Village of Franklinville ZBA
Ulmes	Bob	Franklinville
Walker	Connie	Councilwoman, Town of Yorkshire

**FOCUS GROUP #2 – FINDINGS ON ROUTE 219 CORRIDOR  
BY THE SARATOGA ASSOCIATES AND CATTARAUGUS COUNTY  
CORNELL COOPERATIVE EXTENSION  
ELLCOTTVILLE, NEW YORK  
NOVEMBER 30, 1999**

**THEMES – BASED ON 30 PEOPLE IN ATTENDANCE**

**LAND USE:**

- The audience had a strong interest in maintaining the assets of rural life, scenic beauty, and agriculture throughout Cattaraugus County, especially in the Route 219 corridor if a freeway is constructed between Springville and Salamanca.
- Cooperation is needed so that everyone works together when a new road is put in. For example, sewer and water systems should be developed at the same time a new road would be constructed. This would save a lot of money and time in the longer term, and would provide economic development.

**ENVIRONMENT:**

- Develop some coordination among municipal policies at local levels to protect aquifer and streams. The environment needs to be studied and protected in a county and regional context, not just by looking at each municipal problem without considering next-door neighbors.
- Call for community assistance in SEQR, planning, project review and development.
- Call for Cattaraugus County to be involved in NYS Policies that affect the municipalities such as update of building code and other land use issues.

**ECONOMIC DEVELOPMENT:**

- Call for investment in telecommunications (fiber optics) and capital facilities like sewer, water and roads between Springville and Salamanca (including Great Valley).
- Broaden the small but already diverse economic base in Cattaraugus County. Diversify high tech businesses and provide possible sites for those investments along the Route 219 highway corridor, connecting into the international trade corridor with Canada.
- Design the educational system to prepare the work force for the new global economy.
- Coordination and collaboration is needed between local, county and regional levels (between economic and planning agencies).

**QUALITY OF LIFE:**

- An education program is needed to educate residents to celebrate the region's heritage.
- Inform people about what is special in Cattaraugus County.
- Develop programs and policies to preserve the cultural, historic and natural resources.
- Randall Arendt's Vision – use his widely recognized design concepts and techniques to develop land uses in a manner that protects and respects community character.

Focus Group #2 – November 30, 1999 – Page 2

- People friendly community designs and plans – create opportunities for individuals to get out and enjoy nature, festivals and trails. In the long term, this could become very significant in the regional context for attracting and keeping people and businesses in Cattaraugus County.

**MOST UNIQUE AND DISTINCTIVE ISSUES:**

- Promote and attract tourism, manufacturing, telecommunications (fiber optics), high technology.
- A better understanding is needed for maintaining existing infrastructure, through reinvestment, in order to be competitive in the broader region and economy.
- Preserve community and county character to maintain people's interest in visiting and investing.

**STUDIES REFERRED TO DURING FOCUS GROUP NO. 2:**

- NYSDOT studies on Route 219
- County studies on Route 219
- ARC Economic Development Demo Projects
- 1995 Focus Group on Route 219
- Local Land Use and Infrastructure Study
- Randall Arendt Visual Preference Survey

**COUNTYWIDE IMPLICATIONS:**

- Preserve environmental setting, history and culture.
- Invest in infrastructure for access.
- Re-investing in existing facilities and communities and finding ways to pay; begin developing a capital investment program.
- Provide communities assistance with project review and development, and with regulatory compliance.
- Continue to foster business development (keeping and expanding existing businesses, and attracting new businesses); coordinate economic development initiatives.

*(These Focus Groups were sponsored and organized by Cattaraugus County. The Focus Groups were conducted by Daniel Sitler of The Saratoga Associates and minutes were prepared by Terry Martin, Chief Planner and Margaret Puszcz, Stenographic Secretary in the Cattaraugus County Department of Economic Development, Planning and Tourism).*

**FOCUS GROUP #2 – ROUTE 219 CORRIDOR**  
**11/30/99 7:00 PM**  
**CORNELL COOPERATIVE EXTENSION, ELLICOTTVILLE**

<b>NAME</b>		<b>REPRESENTING</b>
Anderson	Mary	Community Action
Arena	Roy A.	Councilman, Town of Great Valley
Bishop	Paul	Chairman, Cattaraugus County Planning Board
Brand	Wendy	Councilwoman, Town of Allegany
Dill	Carol J.	Town of East Otto Planning Board
Downing	Sara	Ellicottville ZBA
Downing	Jim	Ellicottville Citizen
Freeman	Deborah A.	Glenwood
Griffis	Simon Peter	Ashford Hollow Foundation/Griffis Sculpture Park
Hauser	Craig	Bradford, PA
Heinlim	Robert	Cathy Young-149 <sup>th</sup> District
Hutten	Mike	East Otto Country Associates
Janowicz	Paul	Town of Great Valley Planning Board
John	Cleo	Seneca Nation of Indians
Kessel	Jeff	Village of Limestone
King	William	Supervisor, Town of Ashford
Krog, II	Peter	Krog Corporation
LeFeber	Rick	Cattaraugus Local Development Corporation
Martin	Terry	Chief Planner, Cattaraugus County
McRae	Andree	Hunt Real Estate & County Tourism Promotion Agency
Meeder	Nancy	Town of Mansfield Planning Board
Nickelson	Gerry	Ellicottville Town Planning Board
Ormond	Allan	Cattaraugus County Department of Public Works
Puszcz	Margaret	Stenographic Secretary, Cattaraugus County
Reynolds	Lynn	Town of East Otto Planning Board
Rich	James	Cattaraugus County Planning Board
Sitler	Dan	The Saratoga Associates
Termini	Rock	Buffalo
Walker	Ed	Mayor, Village of Limestone
Weissman	Harry	Supervisor, Town of East Otto

**FOCUS GROUP #3 – FINDINGS ON ROUTE 62 CORRIDOR  
BY THE SARATOGA ASSOCIATES AND CATTARAUGUS COUNTY  
LEON FIRE HALL  
DECEMBER 9, 1999**

**THEMES – BASED ON 23 PEOPLE IN ATTENDANCE**

**LAND USE:**

- Route 62 is the least developed major highway corridor in Cattaraugus County.
- There are contradictions – all audience members wanted jobs and development, but some don't want to see planning or zoning at all.
- Villages are good places to raise families, and are good places for in-fill housing to occur, such as Gowanda and Randolph.
- Avoid strip development because it has negative affects on the landscape, and too many driveways onto major roads can create public safety problems.

**INFRASTRUCTURE:**

- Local roads need to be maintained and widened in order to accommodate large agricultural equipment and school buses more safely.
- Need to improve east west road access between Route 62 and Route 219.
- Need a reuse for J. N. Adam Facility in Perrysburg.

**QUALITY OF LIFE:**

- Hamlets in the Route 62 corridor are unique.
- Most members of the audience like life the way it is in the Route 62 highway corridor.
- Some audience members, however, want things improved to make their life better.
- Assistance is needed so that this small agricultural area is a safer place to live.

**COMMUNITY ASSISTANCE:**

- Educational information should be given to the public about agriculture and how the “working landscape” can become a valuable part of open space and rural heritage (allowing people to work the land in perpetuity without damaging the county's rural character).
- Give assistance on the best practices for the working landscape such as spreading manure, in order to prevent hostilities between new people, and those people who have lived and farmed in Cattaraugus County for generations.

**MOST UNIQUE AND DISTINCTIVE ISSUES:**

- Route 62 is the least developed major highway corridor in Cattaraugus County.
- Potential conflicts exist between those who want planning and zoning, and those who do not want planning and zoning.
- Improvements to highways and local roads, and for public safety is a major felt need in the Route 62 corridor
- East-West road access needs to be improved between Route 62 and Route 219.
- The rural quality life is strongly desired and supported by the communities in the Route 62 corridor.
- The importance of the rural “working landscape” created by farming should be stressed and recognized countywide. It is a more, affordable way to protect open space, wetlands and agricultural soils for the long term.
- Local assets are undervalued and not appreciated, such as the Amish, Onoville Marina and the “Dredge” marsh ecosystem.

**STUDIES REFERRED TO DURING FOCUS GROUP NO. 3:**

- Onoville Master Plan
- 1995 Focus Group on Route 219
- Local Land Use Infrastructure Study
- Randall Arendt Visual Preference Survey

**COUNTYWIDE IMPLICATIONS:**

- Preserve rural life style.
- Rural lifestyle can be preserved through effective planning. Without planning or zoning, local officials have no say over new land uses, even incompatible ones; develop consensus on type of regulations.
- Route 62 communities do not recognize the value, or undervalue, what they have, such as the Amish Community, Onoville Marina, and the “Dredge” marsh ecosystem. How can these assets be protected and promoted?

*(These Focus Groups were sponsored and organized by Cattaraugus County. The Focus Groups were conducted by Daniel Sitler of The Saratoga Associates and minutes were prepared by Terry Martin, Chief Planner and Margaret Puszcz, Stenographic Secretary in the Cattaraugus County Department of Economic Development, Planning and Tourism).*

**FOCUS GROUP #3 – ROUTE 62 CORRIDOR**

**12/9/99 7:00 PM**

**LEON FIRE HALL, LEON**

<b>NAME</b>		<b>REPRESENTING</b>
Abers	Crystal	Town of Dayton
Bentley	Gordon	Town of Dayton
Berger	Jack	Cattaraugus County Planning Board, Randolph
Blake	Karen	Perrysburg
Brooks	Torrance	Cattaraugus County Planning Board, Cattaraugus
Brooks	Terrald	Cattaraugus
Davis	Jeffrey	Recreation Manager, Onoville Marina
Exford	Linda	Town of Leon
Gabel	Dan	Dayton
Martin	Terry	Chief Planner, Cattaraugus County
McCalhan	Michael	Town of Conewango
Nephew	Mark	Gowanda
Nephew	Barb	Trustee, Village of Gowanda
O'Brien	Carol	Planner, Cattaraugus County
Pagett	Joe	Cattaraugus
Patterson	Donald	Cattaraugus County Planning Board, Perrysburg
Petzen	Joan	Ag & Farmland Protection Board
Puszcz	Margaret	Stenographic Secretary, Cattaraugus County
Sitler	Dan	The Saratoga Associates
Strickland	Karen	Mayor, Village of South Dayton
Van Rensselaer	Howard	Mayor, Village of East Randolph
Weishan	Mike	Village of Cattaraugus/Town of New Albion Planning Board
Wescott	Dorothy A.	Village of Perrysburg

**FOCUS GROUP #4 – FINDINGS ON ENVIRONMENT (COUNTYWIDE)  
BY THE SARATOGA ASSOCIATES AND CATTARAUGUS COUNTY  
CORNELL COOPERATIVE EXTENSION - ELLICOTTVILLE  
JULY 18, 2000**

**THEMES – BASED ON 30 PEOPLE IN ATTENDANCE**

**LAND USE:**

- Land use policies are needed to support new development in old agricultural areas, but also, to establish ways to resolve conflicts between existing agriculture and new development.
- Preserve agricultural land. This is important for the county's economy and lifestyle in the longer term, and is a basis to preserving open space (a "working landscape").
- Recognize that encroachment of non-farming uses such as new residential development can cause conflicts with acceptable farming practices (i.e., manure spreading, planting, and harvesting).
- Foster farmsteads to support vitality in the farming community, as a priority in the county's economic development efforts.
- Promote business-to-business transactions within the county, such as equipment, fertilizer and seed sales; farm produce can be sold to other businesses that add value, such as cabbage for sauerkraut; milk for Amish Cheese, keeping the profits in local communities.
- Dairy farms have been consolidating and growing larger, causing problems with disposing of manure, and creating adverse impacts on neighbors and watersheds.
- The non-farming population needs a better way of interfacing with farmers. Everyone needs food, and farmers need to be protected and given essential services to stay in business over time as markets and conditions keep changing.

**ENVIRONMENT:**

- Preserve and protect the county's viewsheds. Scenic vistas are a great natural resource that is slowly being destroyed in Cattaraugus County.
- Remove junked and abandoned cars.
- Protect watersheds and county water supplies.
- Regulate burn barrels.

**QUALITY OF LIFE:**

- Protect rural life style.

**ECONOMIC DEVELOPMENT:**

- Transfer of Development Rights should be studied and applied in Cattaraugus County.

**MOST UNIQUE AND DISTINCTIVE ISSUES:**

- Need to resolve conflicts between new developments, and established farmers and farming practices.
- Need to preserve agricultural land and prime agricultural soils.
- “Value” added business opportunities based on farm produce and natural resources should be sought out and developed.
- Need to understand that preserving agricultural land also preserves the rural character of the County.
- Need to find improved technology for disposal of manure from dairy farming.
- Need to protect “viewsheds,” and treat scenic vistas as a natural resource along with timber, gravel, and farming.
- Improve the County’s Refuse Disposal System.

**STUDIES REFERRED TO DURING FOCUS GROUP NO. 4:**

- Catskills Watershed Agreements
- Randall Arendt Visual Preference Survey
- Local Land Use Infrastructure Study

**COUNTYWIDE IMPLICATIONS:**

- Create practical and affordable planning tools that each community can use.
- Disseminate information widely, such as improving the countywide GIS system, and promoting tourism opportunities.
- Coordinated Technical Assistance is needed for all 47 municipalities.
- Need to make the County Refuse Disposal System more user friendly with better hours, etc.
- Coordinate road systems by connecting Route 62 on the West Side of the county with Route 219. Do not allow the state to create dead ends on local roads when they build a new Route 219 highway.
- Develop and adopt a Farmland Protection Plan.
- Develop value added economic activities based on agriculture resources and agriculture setting.

*(These Focus Groups were sponsored and organized by Cattaraugus County. The Focus Groups were conducted by Daniel Sitler of The Saratoga Associates and minutes were prepared by Terry Martin, Chief Planner and Margaret Puszcz, Stenographic Secretary in the Cattaraugus County Department of Economic Development, Planning and Tourism).*

**FOCUS GROUP #4 – AGRICULTURE AND NATURAL RESOURCES**  
**7/18/00 1:30 PM**  
**CORNELL COOPERATIVE EXTENSION, ELLICOTTVILLE**

<b>NAME</b>		<b>REPRESENTING</b>
Blake	Karen	Perrysburg Area
Bockmier	Jim	Bockmier's Farm Market
Brady	Eric	GIS for Seneca Nation
Broughton	Candice	Hay Farm, North Otto
Conhiser	Ed	Dairy Farmer
Dailey	Terry	Allegheny State Park
Easton	Cleon	Veterinary
Eaton	Steve	Farmer
Fuller	Florence	Cattaraugus County Planning Board, Killbuck
Janowicz	Paul	Town of Great Valley Planning Board
Johnson	Dick	North Harmony Planning Board
Kellogg	Kathy	Buffalo News
Krause	Charlie	Cattaraugus County Legislator, Great Valley
Linderman	Jerry	Town of Hinsdale Planning Board
Martin	Terry	Chief Planner, Cattaraugus County
McDuffey	Nancy	Mayor, Village of Portville
Mosher	Tom	Town of Portville Planning Board/County Legislator
O'Brien	Carol	Planner, Cattaraugus County
Ormond	Allan	Cattaraugus County Department of Public Works
Padlo	Ann	Cattaraugus County Planning Board, Olean
Petzen	Joan	Cornell Cooperative Extension/Ag & Farmland Protection Board
Puszcz	Margaret	Stenographic Secretary, Cattaraugus County
Rathbun	Dale	Town of Hinsdale Planning Board
Sitler	Dan	The Saratoga Associates
Struble	Chuck	Town of Hinsdale Planning Board
Swartz	Dave	Chair, Village of Franklinville ZBA
Turano	Sharon	Jamestown Post Journal
Valent	Frank	Valent Stock & Dairy Farm
Wahl	Glen	Town of Napoli
Zilker	Dave	Buncy Reality (retired farmer)

**FOCUS GROUP #5 – FINDINGS ON OLEAN METROPOLITAN AREA  
BY THE SARATOGA ASSOCIATES AND CATTARAUGUS COUNTY  
JAMESTOWN COMMUNITY COLLEGE  
SEPTEMBER 25, 2000**

**THEMES – BASED ON 36 PEOPLE IN ATTENDANCE**

**LAND USE:**

- Promote recreational development - develop a regional network of trails in and around the metropolitan area as a long-term goal.
- Maximize development in this established urban area. The City of Olean is Cattaraugus County's "Central City."
- The City of Olean is a regional center for retail, medical facilities and performing arts.
- The City of Olean is Cattaraugus County's major manufacturing center.

**ENVIRONMENT:**

- Preserving "greenfields" (open space and agricultural lands) around the edges of the Olean Metropolitan area will help retard the outward movement of urban sprawl and will help divert new growth into revitalizing downtown Olean.
- Policies and programs are needed at the state level to allow local governments to balance the finances in a metropolitan context and to make "brownfield sites" feasible and attractive to developers and to discourage new development on "greenfields" around the urban edges.

**QUALITY OF LIFE:**

- A clean environment will help people stay and invest in the Olean Metropolitan Area.
- Call for improved community social services.

**ECONOMIC DEVELOPMENT:**

- Re-investment in downtown Olean should be a major priority.
- A new Community College Campus is needed in downtown Olean.
- Recognize that bringing fiber optics and other hi-tech infrastructure into the metropolitan area is one of the most significant tasks facing local officials today.

**MOST UNIQUE AND DISTINCTIVE ISSUES:**

- The City of Olean is Cattaraugus County's central city, and should be recognized as such, as the major industrial, medical, retail, university, and arts center of this rural area.
- The Olean metropolitan area has seven local governments for 35,000 people, supported by an enormous, aging infrastructure.
- The suburban and rural areas surrounding the Olean metropolitan area have great beauty and scenic values that need to be protected by better "design" for all new developments, and by diverting new developments into existing urban areas such as the Villages of Allegany and Portville.

**STUDIES REFERRED TO DURING FOCUS GROUP NO. 5:**

- Olean Downtown Business Strategy
- Economic Development Zone Program
- Riverfront Trail Study
- JCC Campus Study
- Post Office Study
- Local Land Use and Infrastructure Study
- Randall Arendt Visual Preference Survey

**COUNTYWIDE IMPLICATIONS:**

- There is no significant growth of the population or tax base in the City of Olean. The existing metropolitan area is slowly sprawling outward, into the Town of Allegany, along Route 16 and towards Portville. This needs to become a major area of concern for future long term planning. Olean and Allegany should not take from each other in an unproductive, competitive situation. Coordinate on an inter-municipal basis, issues of common interest/concern (traffic, land, infrastructure).
- Provide information on issues of common concern/interest (brownfields, inter-municipal planning).

*(These Focus Groups were sponsored and organized by Cattaraugus County. The Focus Groups were conducted by Daniel Sitler of The Saratoga Associates and minutes were prepared by Terry Martin, Chief Planner and Margaret Puszcz, Stenographic Secretary in the Cattaraugus County Department of Economic Development, Planning and Tourism).*

**FOCUS GROUP #5 – OLEAN METROPOLITAN AREA**  
**9/25/00 7:00 PM**  
**JAMESTOWN COMMUNITY COLLEGE – ACADEMIC HALL, OLEAN**

<b>NAME</b>		<b>REPRESENTING</b>
Bishop	Paul	Chair, Cattaraugus County Planning Board
Blumenthal	Mike	Blumenthal's
Bothner	Richard & Peg	Olean
Brand	Wendy	Councilwoman, Town of Allegheny
Ebert	John	Olean Times Herald
Ellis	James	Cattaraugus County Legislator, East Otto
Gleason	James	Olean
Hamed	Steve	City of Olean
Hensel	Tricia	Olean Chamber
Isaman	Ray	Councilman, Town of Hinsdale
Johnson	Donald	Town of Hinsdale Planning Board
Jones	Casey	City of Olean
Kellogg	Kathy	Buffalo News
Linderman	Jerry	Town of Hinsdale Planning Board
Marlis	Aaron	Portville
Martin	Terry	Chief Planner, Cattaraugus County
McCole	Charles	Town of Olean Planning Board
McDuffey	Nancy	Mayor, Village of Portville
Moser	Tom	Chair, Town of Portville Planning Board/County Legislator
O'Brien	Carol	Planner, Cattaraugus County
Pollock	Ronda	Portville
Polson	Craig	City of Olean
Puszcz	Margaret	Stenographic Secretary, Cattaraugus County
Rathbun	Dale	Town of Hinsdale Planning Board
Rich	James	Cattaraugus County Planning Board, Allegheny
Rostan	Candy	City of Olean
Rostan	William	Cattaraugus County Legislator, Olean
Sayegh	John	City of Olean
Schanzenbacher	George	Economic Development Zone
Schibler	Phyllis	Town of Hinsdale Planning Board
Sitler	Dan	The Saratoga Associates
Sorokes	Larry	Jamestown Community College, Olean
Stetz	Tom	Village of Allegheny Planning Board
Switezer	Gail	Town of Olean

**FOCUS GROUP #6 – REVIEW OF FINDINGS COUNTYWIDE  
BY THE SARATOGA ASSOCIATES AND CATTARAUGUS COUNTY  
CORPORATE BUILDING – LITTLE VALLEY  
JUNE 25, 2001**

**BASED ON 32 PEOPLE IN ATTENDANCE**

Terry Martin, Chief Planner for Cattaraugus County, opened this event and asked audience members to introduce themselves and then he introduced the County's consultant. The minutes of the five previous Focus Groups are excellent references, and will be included in the final report along with minutes for this last Focus Group, and a summary of highlights from all six focus groups.

Daniel Sitler, a Principle of The Saratoga Associates, made a Power Point slide presentation that reflects the cumulative comments and changes that were made during the previous five focus groups. During the presentation, Dan Sitler asked for changes or objections. A number of changes were noted and are included in the final report as Section 2 in this guidebook, instead of being duplicated here. It is called, "Findings on Community Values – Consensus Building."

During the course of Focus Group 6, there were no objections to the findings of the previous five focus groups, nor to the one-page "Vision Framework" statement, Randall Arendt's findings, or the Basic Vision Power Point presentation by Daniel Sitler.

An overall summary of issues raised during all six Focus Groups is attached, which was prepared after the last Focus Group was completed. It is recommended that reference continue to be made to the minutes of the previous five Focus Groups, which contain additional information.

**STUDIES REFERENCED DURING FOCUS GROUP #6  
(and in follow-up responses submitted within one week)**

- Summation Of Findings By The Cattaraugus County Planning Board On What Should Be The Scope Of Countywide Comprehensive Planning?, prepared by the Cattaraugus County Planning Board and the Department of Economic Development, Planning and Tourism, published June 24, 1993 (Based on a series of Community Forums held in different sections of Cattaraugus County between November 1991 and March 1993); also published as Appendix H of the report, A Planning Agenda from the Community's Perspective, Goals Project, Phase One (Cattaraugus County Planning Board, September 1995).
- Pathway to the Future, Planning for the 21<sup>st</sup> Century, 31<sup>st</sup> Annual Report, prepared by the Cattaraugus County Planning Board and the Department of Economic Development, Planning and Tourism, (February 26, 1992) and Our 30<sup>th</sup> Year Book – A Retrospective (Cattaraugus County Planning Board, November 1991).
- Cattaraugus County - Revitalizing the Route 16 Corridor, A Strategic Development Plan for Corridor Communities, prepared by EastWest Planning & Development, Inc. now renamed River Street Planning & Development, (January 1998).
- Smart Development for Quality Communities, A Guidebook for Towns and Villages in Cattaraugus County, New York, prepared by Randall Arendt and Natural Lands Trust under a contract with Cattaraugus County and supervised by the Department of Economic Development, Planning and Tourism (April 2001).

- The Local Land Use and Infrastructure Study, Cattaraugus County, New York, prepared by The Saratoga Associates, Saratoga Springs, New York (1996).
- A New Look At Gravel Mining In Cattaraugus County Twenty First Century Planning for the Route 16 Corridor, (requested by the Cattaraugus County Legislature, sponsored by the Cattaraugus County Planning Board and prepared by Terry H. Martin, Ph.D., with support from the Cattaraugus County Department of Economic Development, Planning and Tourism, September 2000).
- State and Local Governments Partnering for A Better New York (Governor George E. Pataki, Quality Communities Interagency Task Force, Albany, New York, January 2000) or go to [www.state.ny.us/governor](http://www.state.ny.us/governor) and click on Quality Communities Interagency Task Force Document.
- Working Group on Cumulative Impact – Final Report, prepared by a statewide task group of 22 stakeholders from all sections of the state, for the Commissioner of the New York State Department of Environmental Conservation (NYSDEC), Albany, New York, by John Armentano, Esq., *et.al.*, November 4, 1998, which consists of the following component parts:
  - The Main Report (16 pages) presents a proposed statewide rule and definition of cumulative impact with hypothetical examples. It accepts scientific validity of cumulative impacts in a general manner, and recommends that it be linked to comprehensive planning and incentives to facilitate the implementation process.
  - Attachment No. 1: The Scientific and Technical Subcommittee Report (10 pages) concludes from a scientific perspective, that the phenomenon of cumulative impact is widely accepted in the scientific literature as a real environmental problem. It also acknowledges that the application of cumulative impact assessment in practice remains problematic. It points out that science is still evolving in the literature on this topic. This report discusses the need to look at indicators of resource loss, define which resources are stressed, and establish geographic and time boundaries for assessing and managing cumulative impacts. It recommends that cumulative impact assessment should be coordinated with comprehensive planning processes.
  - Attachment No. 2: The Planning Subcommittee Report (25 pages) states that a true consensus was not reached on a preferred, statewide implementation strategy, and a recommendation on cumulative impact is not made. Instead, it presents a scenario to illustrate for policy formation purposes, one way in which a statewide cumulative impact rule could be implemented by linking cumulative impact analysis to comprehensive planning and resource management through incentives and exemptions. This scenario discusses interrelated issues and encourages a balance between protecting the environment and promoting economic development, instead of relying on future crisis management to solve problems.
  - Attachment No. 3: Dissenting Opinions (13 pages) reflects minority positions on various aspects of the overall discussion. A majority of the study group members accepted the Main Report and its two subcommittee reports.
  - Attachment No. 4: List of 22 Members, Statewide Working Group (1 page).

*(These Focus Groups were sponsored and organized by Cattaraugus County. The Focus Groups were conducted by Daniel Sitler of The Saratoga Associates and minutes were prepared by Terry Martin, Chief Planner and Margaret Puszcz, Stenographic Secretary in the Cattaraugus County Department of Economic Development, Planning and Tourism).*

**FOCUS GROUP #6 – COUNTYWIDE**

**6/25/01 7:00 PM**

**COUNTY FAIRGROUNDS – CORPORATE BUILDING, LITTLE VALLEY**

<b>NAME</b>		<b>REPRESENTING</b>
Barrile	Larry	Limestone Area Chamber of Commerce
Barrile	Lorraine	Limestone Area Chamber of Commerce
Blake	Karen	Town of Perrysburg
Brand	Wendy	Allegheny Town Board
Case	Thomas	Village of Limestone Planning Board
Christner	Michael	Landscape Architect/NYS Department of Transportation
Clark	Jody	Seneca nation of Indians Transportation
Curtis	Nicholas	Cattaraugus Empire Zone Corporation
Donovan	Tim	Franklinville
Ellis	James	Cattaraugus County Legislator, East Otto
Greer	Joe	Carrollton Town Board
Griffis	Simon	Ashford Hollow Foundation/Griffis Sculpture Park
Janowicz	Paul	Town of Great Valley Planning Board
Kessel	Jeff	Village of Limestone Planning Board
Kinn	Christine	Chautauqua County Planning
Krause	Charlie	Cattaraugus County Legislator, Great Valley
LeFeber	Rick	Cattaraugus Local Development Corporation
Martin	Terry	Chief Planner, Cattaraugus County
Moser	Tom	Cattaraugus County Legislator, Tn of Portville Planning Board
Nichols	Theodore	Village of Little Valley Board of Trustees
O'Brien	Carol	Planner, Cattaraugus County
Ormond	Allan	Town of Little Valley Planning Board
Petzen	Joan	Cornell Cooperative Ext./Ag & Farmland Protection Board
Puszcz	Margaret	Stenographic Secretary, Cattaraugus County
Randall	Edward	Village of Perrysburg Planning Board
Roszyk	Eugene	Town of Little Valley Planning Board
Ruper	Tammy	Town of Little Valley
Sitler	Dan	The Saratoga Associates
Turano	Sharon	Jamestown Post Journal
Wescott	Dorothy A	Deputy Mayor, Village of Perrysburg
Witherell	Margaret	Persia
Zilker	David	Town of Machias

**ATTACHMENT TO FOCUS GROUP MINUTES JUNE 25, 2001  
SUMMARY OF GENERAL CONCERNS BASED ON ALL SIX FOCUS GROUPS  
PREPARED AFTER THE LAST FOCUS GROUP WAS COMPLETED**

**GENERAL CONCERNS**

- Cattaraugus County needs an overall theme, or future vision, that presents earlier findings from participants in Cattaraugus County's visioning process in a simple and interesting format. These participants overwhelmingly agreed that they want new development and better jobs, but also they want to preserve a rural lifestyle and protect the environment of Cattaraugus County.
- What is a vision of the future? A vision is what we want to happen in order to achieve sustainable, desirable communities in Cattaraugus County.
- The rural quality of life in Cattaraugus County is strongly desired and supported by almost all participants in these six Focus Groups. This includes support for maintaining rural atmosphere, scenic beauty, cultural and historical assets, natural resources, and agricultural land uses throughout Cattaraugus County.
- Jeff Kessel, former Mayor of Limestone and the first ever recipient of Cattaraugus County's "Community Leadership Award," said that we need to develop people's leadership skills. Such skills are needed to implement the vision. Part of implementation is developing leaders and encouraging broad-based "networking" among communities. This builds on Cattaraugus County's previous "neighbor-helping-neighbor" technical assistance philosophy.
- While most communities have leaders, Mr. Kessel said, they also need technical assistance and resources. Otherwise, you cannot implement this vision or plan. The County should promote technical assistance for land use planning and economic development, even if it has to charge a fee for it (including assistance for comprehensive planning, business development, infrastructure grants, SEQR environmental reviews, regulatory compliance, inter-municipal cooperation, and training in project review and development).
- Strong sentiments were expressed in the audience of Focus Group No. 6 that the county should commit itself to providing staff resources to on-going technical assistance to its 47 municipalities, and that the model zoning materials produced by Randall Arendt should be published and distributed countywide, in addition to the Guidebook.
- Most participants of the six Focus Groups want to preserve and develop the crossroads, hamlets and villages that are scattered all around the county, and the Cities of Olean and Salamanca. These are excellent places for "in-fill" development in already built up areas, which would reduce sprawl and future costs for public improvements. Randall Arendt's conservation concepts and quality site planning and good design techniques were accepted by participants, many of whom completed the four sessions of special training that Randall Arendt led in February 2001. These crossroads, hamlets, villages and the two cities in rural Cattaraugus County, can become "Places of the Heart" for future generations.

*Attachment to Focus Group Minutes June 25, 2001- Page 2*

- A major concern was expressed with regard to strip development along our rural roads. There is a tangible need to prevent strip development by using good design techniques, as well as preserving scenic views from major highways, because strip development is already occurring across Cattaraugus County. It degrades the beauty of Cattaraugus County's working landscape, and driveways on main roads, each serving a single home or business, create traffic safety problems as driveways increase in number over a period of years.
- Participants from the private sector felt that we need to understand what businesses look for when they come into a community. Communities are often not business friendly, often unintentionally. Also, many businesses are looking inward in order to adapt to the changing economy, and as a result have somewhat withdrawn from surrounding communities. Extra efforts are needed to make contacts and to include businesses in public planning efforts.
- A recurring comment was that we need to improve local roads by maintaining and widening them so that school buses and large farm machinery can move safely in the more rural areas of the county. This appears to be a special problem in the Route 62 corridor.
- A very few participants felt that this vision looks like a government thing. Where is the private sector? This sounds like government is the answer. The government is not the answer. The answer needs to come from businesses and people.
- In some portions of the county, along Routes 62 and 16 in particular, there is apparent opposition to planning and zoning.
- Many other participants felt that we need to understand what we can and cannot do, what helps and does not help us develop quality communities. A lack of new, relevant knowledge and skills in this rural area is a handicap to creating quality communities. Education and training should be a high priority every year.

## **CONCERNS IN THE COUNTY'S MAJOR HIGHWAY CORRIDORS**

### **Route 16 (north-south):**

- Growth should be promoted in the Route 16 corridor. New development and better jobs are wanted, but we also need to protect community character and the environment.
- We need to understand that communities along the Route 16-highway corridor are becoming “bedroom communities” for the Olean and Buffalo metropolitan areas. This is not undesirable as long as residential growth does not accelerate strip development and sprawl, or create numerous driveways into main roads, which would create traffic safety hazards.
- Protect the natural environment including watersheds and aquifers.
- Most rural communities do not have professional planning resources, but need professional planning services nevertheless. Who will pay for these services?

### **Route 219 (north-south):**

- Expansion of Route 219 to higher capacities will help the local economy, but should be designed as a scenic highway with special land use design controls at major interchanges.
- Preserve rural life, scenic vistas, and the unmarred, wooded landscapes in communities along the Route 219 corridor, and promote attractions that fit into this landscape such as the Griffis Sculpture Park and the Essex Arts Center.
- Extend fiber optics and 21<sup>st</sup> century infrastructure throughout Cattaraugus County, centered on the Route 219/I-86 crossroads and connecting to fiber optics region wide.
- Diversify beyond agriculture.
- Expand quality recreation opportunities year round such as the international Holiday Valley Ski Resort in Ellicottville.
- We have a real sense of culture and history in Cattaraugus County, in Ellicottville and Salamanca, and with the Seneca Nation of Indians and Amish Community. “Interpretation” activities and Heritage Tourism promotion can become successful cornerstones of the tourism industry.

**Route 62 (north-south):**

- Efforts are needed to work in cooperation with the Amish Community, which is concentrated mostly along the Route 62 highway corridor in Cattaraugus County north of Randolph.
- Local west to east road access needs to be improved between Route 62 and 219, and safety issues need to be resolved for school buses and agricultural equipment.
- Protect viewsheds, especially from damaging aspects of telecommunications towers, which are beginning to be constructed throughout Cattaraugus County.
- Improve education of the non-farming population about the operating practices of farming.
- Cattaraugus County is a “working landscape,” which can be protected through Cattaraugus County’s “Right to Farm” Law. This is an affordable way to protect agricultural soils, wetlands, open space, and rural character countywide. Agriculture is a major aspect of rural heritage and allows people to work the land in perpetuity without damaging the environment or rural character. Agriculture also is a major sector of the local economy.

**Interstate -86/Southern Tier Expressway (east-west)**

- Special development plans need to be prepared for major interchanges in Cattaraugus County on I-86, and for major attractions and community assets within a 10-mile radius of those interchanges.
- Promote businesses that use trucking and rail services in all locations where Routes 62, 219 and 16 intersect with I-86.
- The communities that are located along I-86 and along the perimeter of the Allegany State Park, need help in preparing and promoting special heritage and outdoor recreational themes that support new and better tourist sensitive settings.

**SUMMARY OF SPECIAL CONCERNS**

**Influence State Policies and Regulations:**

- Cattaraugus County should stay involved in state level changes to state policies and regulations because these changes will affect Cattaraugus County in the future. This includes building codes, brownfields requirements, grant programs, land use law, the Governor’s Quality Communities Initiative, and much more.

**Cattaraugus County’s Defining Characteristics:**

- Cattaraugus County is a “working landscape” which meets many core needs, including agriculture, outdoor recreation and resort activities, residential centers, timber, and gravel mining, manufacturing and business operations.
- It is a major challenge to manage these core needs without damaging Cattaraugus County’s “working landscape” or the rural character of its many crossroads, hamlets, villages, towns, and two cities.

- Randall Arendt's rural design work in Cattaraugus County is about "character development" for communities. There was unanimous support in all six Focus Groups (with very rare, isolated exceptions) for Randall Arendt's Visual Preference findings, and for his specially prepared "Guidebook" for Cattaraugus County, which was written and published in the Spring 2001. His cumulative work to date is a significant start in Cattaraugus County for 21<sup>st</sup> Century planning and development.
- The Seneca Nation of Indians and the Amish Community give Cattaraugus County major heritage content, as well as ethnic diversity with cultural and rural amenities. These are exceptionally important communities for Cattaraugus County's future. The county's future prosperity is also important for supporting these two specialized, culturally organized economies. Support should be given to Seneca Nation and Amish Community cultural and business activities, and the potential for joint ventures should be explored.

**Land Use:**

- County and municipal planning and rural design techniques should be promoted in which local officials have a say over new land uses and locations, to prevent placing conflicting types of land uses together, to encourage downtown revitalization, and to slow down the rate of sprawl outward away from existing growth centers.
- County and municipal attention and resources should be devoted to redevelop existing built-up areas such as in-fill development in or near crossroads, hamlets, villages and two cities to prevent urban and suburban sprawl, and to prevent urban decay.
- New development should be redirected into the cities of Olean and Salamanca, which already have this full range of essential services and infrastructure.
- The county's viewsheds should be protected and promoted. Scenic vistas are great natural resources that were created by ice age glaciers. These vistas are being marred by ever expanding, uncontrolled development, and gas and electric transmission lines that are slowly spreading over the rolling landscape of Cattaraugus County.
- Wooded ridgelines should be preserved and linked with green areas inside built-up areas such as crossroads, hamlets, villages and cities using trail systems, scenic greenways and viewsheds.
- Various trail systems should be expanded throughout Cattaraugus County such as hiking, biking, horseback riding, cross-country skiing, and snowmobiling. Trails are regional assets, and give people an opportunity to enjoy the great outdoors. In the long term, trails could become very significant to the county's future by attracting and keeping people and businesses in Cattaraugus County, as part of a well-rounded quality of life.
- Transfer of Development Rights (TDR) should be studied and applied in Cattaraugus County, in which farmers can sell development rights to investors who in turn can then build higher densities in designated areas within the county's villages and cities. This would save farmland and open space, and give farms a financial return without dividing up and selling off pieces of farmland to non-farmers.
- Technical Assistance is needed on a wide variety of land use planning, design, site review, zoning and environmental protection techniques for all 47 municipalities in Cattaraugus County.

**Metropolitan Centers:**

- Cattaraugus County has two, small metropolitan areas centered in the cities of Olean (population 16,946) and Salamanca (population 6,566). The quality of life in these two urban areas can be improved by putting “green” back into older city neighborhoods and downtowns, such as planting trees, creating greenways, and by redeveloping polluted brownfield sites, and by developing the Allegany River waterfront for recreational uses and special commercial and residential enclaves especially in areas outside city limits that offer scenic vistas.
- Downtown revitalization should be promoted for both cities and sprawl should be discouraged that occurs outward away from city edges (by diverting new developments into existing urban areas and rural growth centers).
- The City of Olean is Cattaraugus County’s Central City (meaning the county’s major metropolitan area and regional center for manufacturing, retail sales, medical facilities, residential concentration, university and colleges facilities, and performing arts). The broader urban area around Olean includes seven local governments with a combined population exceeding 35,000 people, which is supported by a large, aging infrastructure. There is a growing need for inter-municipal cooperation shared services, and joint ventures in and around the county’s central city.

**Farming:**

- Develop a countywide Farmland Protection Plan, and link it to watershed protection.
- Initiate a program to extend fiber optics telecommunications capabilities to farms. This could increase future business activities for farmers, linking them to the world.
- Support new agricultural investments, and the use of new technologies, especially those that solve manure disposal and re-use problems. Manure spreading is valuable to farming.
- Preserve viable farmland and prime soils for future generations. Prime agriculture land and soils are valuable and irreplaceable resources.
- Blend new development with old farming areas, by using rural design techniques, and offer conflict resolution mediation to resolve disputes between agricultural practices and non-farming newcomers.
- Promote business-to-business transactions between farms, for buying and selling “value-added services,” and products to each other and the general public.
- Expand agri-tourism programs and activities countywide by linking farms and markets to regional promotion campaigns.

**Environment:**

- Understand the “connectedness” of nature and how environmental problems often cross municipal, county and state boundaries. There is a need for county, regional and state level cooperation on the issue of trans-boundary environmental impacts.
- Protect the scenic beauty of rolling hills and ridgelines countywide, and the “working landscape” of the county’s many farms in the glacial valleys. This would by itself preserve much of the county’s open space and rural atmosphere and enhance tourism images.
- Protect the county’s water supplies, which are among the best quality in New York State.

**Sound Economic Base:**

- Support and coordinate economic development objectives to retain existing jobs and create new jobs, and which take advantage of the International Trade Corridor with Canada. This trade corridor connects Toronto and Buffalo in the north, to Baltimore and Washington in the south, via Route 219, which runs north-south through the heart of Cattaraugus County.
- Diversify “the park experience” by improving communities around the Allegany State Park, by expanding tourist sensitive experiences – from primitive camping to quality hotels and restaurants; from trails to adventure sports. This opens new opportunities for creative entrepreneurs and the possibilities are varied and unique (approximately 1.6 million visitors per year drive through these communities on their way into and out of Allegany State Park).
- Keep an eye on the freeway alternative for Route 219. It is expected to create new jobs for everyone, but make sure that New York State does not create “deadends” out of local roads that intersect with Route 219, and support efforts to prepare special development plans for major new interchanges.
- Keep agricultural, forest, and gravel mining land uses healthy and sound.
- Use better design techniques to reclaim mining properties. By using land use design techniques, the reclamation of spent mining sites can add value to communities and give gravel companies new sources of future revenues. Proper design and zoning protections in the longer term are preferred to allowing reclaimed mining sites to become unproductive or unsightly, or isolated and not connected to the surrounding community.

**Invest in Infrastructure:**

- Encourage a better understanding on the value of maintaining existing infrastructure on a regular, continuing basis. In the longer term, this is less expensive than continued neglect.
- Give “context sensitive design” training to all engineers at the New York State Department of Transportation, especially during major highway upgrades that pass through crossroads, hamlets, villages and cities.
- Improve local east-west road connections between Routes 62 and 219. This would improve the efficiency of local businesses and home-to-work travel by residents.
- Invest in sewer and water systems, telecommunications (fiber optics), and e-commerce so that rural communities can compete with urban areas and with the larger global economy.

*Themes for Developing a Countywide Vision:*

- Cattaraugus County has a “working landscape.” It consists of:
  - A farming community
  - A manufacturing community
  - A timber community
  - A gravel mining community
  - A tourism and resort community
  - A large residential community (in 13 villages, 32 towns and 2 cities)
  - A waterfront community dispersed along the Allegheny River, which flows east to west through Cattaraugus County
  - An outdoor community (hunting, fishing, adventure sports)
  - Ethnic, culturally organized communities (Seneca and Amish).
  - A vision that promotes growth and development brings with it an expectation and responsibility for protecting the county’s existing open space, rural character and natural environment. Randall Arendt’s design techniques give substance to this vision.
  - Develop a shared vision – the time to act is now.

*(End of general summary of concerns from all six Focus Groups).*



**B. PHASE TWO: SPECIAL IN-DEPTH STUDIES**

**1. DEVELOPMENT AND GROWTH PROJECTIONS FOR LOCAL LAND USE AND INFRASTRUCTURE STUDY (1996)**

- |   |                  |               |
|---|------------------|---------------|
| • Seneca Nation of Indians<br>(The Saratoga Associates)   | January 12, 1996 | Salamanca     |
| • City of Salamanca<br>(The Saratoga Associates)  | January 12, 1996 | Salamanca     |
| • Towns of Mansfield and East Otto<br>(The Saratoga Associates)   | January 15, 1996 | Eddyville     |
| • Town of Carrollton and Village of Limestone<br>(The Saratoga Associates)  | January 15, 1996 | Limestone     |
| • Villages of Little Valley and Cattaraugus<br>Towns of Little Valley and New Albion<br>(The Saratoga Associates) | January 15, 1996 | Little Valley |
| • Village and Town of Ellicottville<br>(The Saratoga Associates)  | January 16, 1996 | Ellicottville |
| • County Legislators NYS Route 16 Corridor<br>(The Saratoga Associates)   | January 16, 1996 | Ellicottville |
| • Town of Coldspring<br>(The Saratoga Associates)   | January 16, 1996 | Ellicottville |
| • Town of Ashford<br>(The Saratoga Associates)  | January 16, 1996 | Ashford       |
| • Town of Great Valley<br>(The Saratoga Associates)   | January 22, 1996 | Great Valley  |
| • City of Olean<br>(The Saratoga Associates)  | January 22, 1996 | Olean         |
| • Village and Town of Allegany<br>(The Saratoga Associates)   | January 22, 1996 | Allegany      |
| • Town of Napoli<br>(The Saratoga Associates)   | January 23, 1996 | Little Valley |
| • City of Salamanca and<br>Seneca Nation of Indians<br>(The Saratoga Associates)                                  | January 23, 1996 | Salamanca     |

- NYS Route 16 Corridor Group  
Villages of Delevan and Franklinville;  
Towns of Yorkshire, Franklinville, Freedom,  
Farmersville and Machias  
(The Saratoga Associates) January 23, 1996 Delevan
- Village and Town of Perrysburg  
(The Saratoga Associates) January 24, 1996 Perrysburg
- Village of Portville and Towns of  
Portville, Olean and Hinsdale  
(The Saratoga Associates) January 24, 1996 Olean
- Route 62/241 Corridor Group  
Towns of Leon and Dayton  
(The Saratoga Associates) January 24, 1996 Leon

**2. REVITALIZING THE ROUTE 16 CORRIDOR**

- May 1, 1997  
(EastWest Planning & Development) Corridor / Municipal Leadership Franklinville
- May 2, 1997  
(EastWest Planning & Development) Corridor / Municipal Leadership City of Olean
- May 2, 1997  
(EastWest Planning & Development) Corridor / Municipal Leadership Hinsdale
- July 1, 1997  
(EastWest Planning & Development) Corridor-wide Needs/Assets Franklinville
- July 2, 1997  
(EastWest Planning & Development) N. Corridor Existing Conditions Yorkshire
- August 28, 1997  
(EastWest Planning & Development) N. Corridor Businesses Yorkshire
- August 29, 1997  
(EastWest Planning & Development) Mid-Corridor Businesses Franklinville
- October 20, 1997  
(EastWest Planning & Development) Corridor-wide Goals Franklinville

**3. A VISION FOR A SPECIAL NEED – GRAVEL MINING STUDY (1999-2000)**

- April 15, 1999  
(Robert Keis) Status of Applications for Gravel Mining  
Site Permits in Route 16 Corridor Little Valley
- May 20, 1999  
(Robert Keis) Scoping Meeting for Gravel Study Little Valley

*Smart Development for Quality Communities*

- July 15, 1999  
(Robert Keis) Meeting with Municipal Officials Machias
- September 9, 1999  
(Robert Keis) Meeting with Gravel Companies Franklinville
- October 26, 1999  
(Robert Keis) Meeting with the Deputy Regional Permit Administrator for Region 9, NYSDEC Little Valley
- November 16, 1999  
(Robert Keis) Meeting with NYSDEC Little Valley
- December 15, 1999  
(Robert Keis) Meeting to discuss report contents Little Valley
- February 23, 2000  
(Robert Keis) Meeting to review draft report Little Valley
- March 28, 2000  
(Robert Keis) Meeting to discuss proposed Action plans and policy recommendations Little Valley
- October 25, 2000  
(Paul Bishop and Robert Keis) Gravel Study Presented to the Cattaraugus County Legislature Little Valley

**C. PHASE THREE: LEADERSHIP TRAINING AND VISIONING (1999-2001)**

- Reception – Meet Randall Arendt September 16, 1999 Ellicottville
- Visual Preference Survey  
(Randall Arendt) September 16, 1999 Ellicottville
- Visual Preference Findings  
(Randall Arendt) November 4, 1999 Ellicottville
- Focus Group #1 Route 16 Corridor November 29, 1999 Franklinville  
(The Saratoga Associates)
- Focus Group #2 Route 219 Corridor November 30, 1999 Ellicottville  
(The Saratoga Associates)
- Focus Group #3 Route 62 Corridor December 9, 1999 Leon  
(The Saratoga Associates)
- Rural Design Training #1: Residential February 3, 2000 Ellicottville  
(Randall Arendt)
- Rural Design Training #2: Residential February 4, 2000 Ellicottville  
(Randall Arendt)

*Smart Development for Quality Communities*

- Rural Design Training #3: Commercial-Industry February 28, 2000 Ellicottville  
(Randall Arendt)
- Rural Design Training #4: Commercial-Industry February 29, 2000 Ellicottville  
(Randall Arendt)
- Focus Group #4 Agriculture & July 18, 2000 Ellicottville  
(The Saratoga Associates) Natural Resources
- Focus Group #5 Olean Metropolitan September 25, 2000 Olean  
(The Saratoga Associates) Area
- Guidebook Presentation Countywide June 7, 2001 Franklinville  
(Lt. Governor Mary O. Donohue and Randall Arendt)
- Focus Group #6 Countywide June 25, 2001 Little Valley  
(The Saratoga Associates)

**D. PHASE FOUR: LEGISLATIVE REVIEW AND ADOPTION (PENDING)**

The following two guidebooks are based on Phases 1, 2 and 3 of the process described above:

- Smart Development for Quality Communities, A Guidebook for Cattaraugus County, New York: Elements of A Countywide Vision (2001). The Saratoga Associates and Cattaraugus County conducted six focus groups across the county in order to develop a consensus on community values and priorities, based on the countywide vision framework, findings from in-depth studies on special topics, visual preferences among a cross-section of community leaders, and participant's interactions and comments.
- Smart Development for Quality Communities, A Guidebook for Towns and Villages in Cattaraugus County, New York (2001). Randall Arendt and Cattaraugus County collaborated in the production of this special guidebook, with support from the Natural Lands Trust of Pennsylvania. It includes numerous design concepts and techniques in residential, commercial and light industrial land use for the county's 47 municipalities, and demonstration projects on specific sites for two rural villages (Franklinville and Little Valley New York) as local models to guide community officials and citizens in the future. Special, concurrent training was also provided to approximately 60 community leaders by Randall Arendt in 2001.

In Phase Four, at the county level, these two visioning guidebooks may serve as a cornerstone for:

- Preparing an updated, countywide Comprehensive Plan for the 21<sup>st</sup> Century.
- For reviewing proposals for new development in Cattaraugus County.
- For providing technical assistance to municipal and private sector decision-makers.

It is recommended that the Cattaraugus County Legislature review and adopt these two "vision" guidebooks as advisory land use and planning policy for Cattaraugus County. Being advisory in nature, these guidebooks would not be mandatory or regulatory in nature.

## SUGGESTED CHECKLIST FOR PREPARING COMPREHENSIVE PLANS

The following topics may be useful to study, depending upon each community's unique circumstances:

### **GROWTH TRENDS AND PATTERNS (Data Collection and Analysis)**

**Developing a Vision of the Future:** A vision of the future should be developed as a first step, based on on-going community participation. A community-based vision can bring cohesiveness to an otherwise chaotic process.

**Physical Characteristics and Land Use:** Existing development patterns and the physical characteristics of the land (which may limit the direction and density of future development).

**Environmental Constraints:** Basic environmental conditions, features, assets and liabilities.

**Population Characteristics:** Population characteristics and composition, and estimates of future changes.

**Economic Considerations:** The present economic base, markets, and factors affecting the future opportunities for business creation and retention.

**Circulation Facilities:** Existing land use and transportation facilities and future traffic circulation needs based on anticipated growth, organized around existing urban cores, major highways and growth areas.

**Community Facilities:** Existing public facilities and services, with estimated future needs from new growth.

### **DEVELOPMENT PLANS AND POLICIES (Guidance and Directives)**

**Land Use Plan:** The proposed location, extent, intensity and dispersal of existing and projected development on land for residential, commercial, industrial, public and other purposes.

**Economic Development and Environmental Protection:** The balance needed between the location, design and expansion of industrial, commercial and tourist assets, and measures to protect the environment.

**Access Plan:** Linkages between housing and places of work, for commerce and industry, and the location of thoroughfares, highways, and mass transit facilities, (including local street classifications and standards for off-street parking and loading systems).

**Community Facilities Plan:** The location and extent of facilities needed to serve the general population, including water and sewer systems, schools, parks and open space, fire stations, public buildings, refuse disposal and other public facilities (with options for cost-sharing among communities).

### **IMPLEMENTATION OF PLANS (Routine Administration)**

**Local Planning and Zoning:** Town and city plans, village zoning ordinances, including obtaining the necessary technical assistance and legal advice.

**Site Plan and Subdivision Regulations:** Town, village and city regulations (including preparing model regulations and obtaining technical assistance at county and state levels).

**Financial Analysis and Capital Improvements Program:** Future fiscal capabilities of the county and each town, village and city (e.g., a multi-year Capital Improvements Program based on comprehensive plans).

**Continuing Planning:** Plans need to be updated to include state statutory requirements for plan content and process (this is a very important step that should be re-studied every several years).

*Prepared by Cattaraugus County Department of Economic Development, Planning and Tourism, Little Valley, New York.*

# Cattaraugus County

A Place to Grow

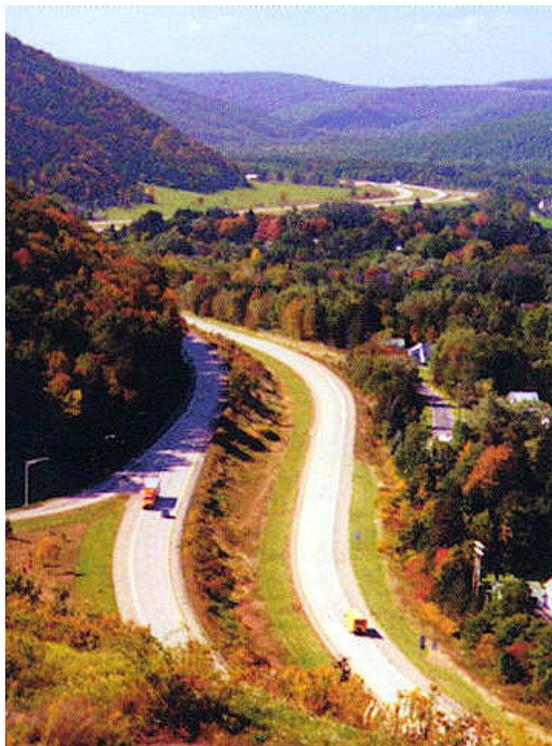


Photo courtesy Cattaraugus County Department of  
Economic Development, Planning and Tourism

Welcome to New York!