



LYONS FALLS
CONNECTS
RECREATION · BUSINESS · HISTORY

**Village of Lyons Falls, New York Brownfield Opportunity Area
Step 3 - Implementation Strategy**

May 2019



This document was prepared for the Village of Lyons Falls, New York and the New York State Department of State with state funds provided through the Brownfield Opportunities Area Program.

This page is intentionally left blank.

Table of Contents

1. ABOUT THE PROJECT	01	4. IMPLEMENTATION AND FUNDING	73
What is the BOA Program?.....	01	Strategy 1	74
Project Boundary	02	Strategy 2	75
Project Oversight	04	Strategy 3	76
Community Participation.....	05	New York State Funding	77
Branding	06	Federal Funding.....	80
2. INVENTORY AND ANALYSIS...	07	APPENDICES	
Overview	07	Appendix A: Community Participation Plan	
Historic Context.....	07	Appendix B: Market and Economic Trends Analysis	
Socio-economic Profile.....	08	Appendix C: Draft Zoning Ordinance	
Land Use and Zoning	10	Appendix D: Existing Circulation & Infrastructure Assessment	
Land Ownership	11	Appendix E: Circulation & Infrastructure Return on Investment Report	
Natural Features.....	12	Appendix F: Black River Canal Analysis	
Parks.....	13	Appendix G: Tourism Asset Analysis	
Recreational Trails	14	Appendix H: Target Industry Strategy	
Transportation Networks.....	15	Appendix I: Pulp & Paper Mill Limited Subsurface Investigation	
Infrastructure	18	Appendix J: Phase II ESA - 6793 McAlpine Street	
Tourism Asset Analysis	20	Appendix K: Phase II ESA - Former Lyons Falls School	
Target Industries.....	25	Appendix L: Strategic Site Redevelopment Feasibility Assessments	
Strategic Sites	30	Appendix M: Marketing Strategy	
Environmental Investigations	34		
3. MASTER PLAN.....	38		
Vision.....	38		
Master Plan & Strategies.....	38		
Strategy 1: Promote Economic Development	39		
Strategy 2: Leverage Recreational Assets	52		
Strategy 3: Transform the Public Realm .	58		
Public Infrastructure Improvements	69		

Acknowledgments

Steering Committee Members

Anne Huntress, Village of Lyons Falls Mayor

Tim Petersen, Lyons Falls ALIVE / Lewis County Industrial Development Agency

Rocky Fawcett, Lyons Falls ALIVE / Lewis County Industrial Development Agency

Larry Dolhof, Lewis County Industrial Development Corporation / Business owner / Lewis County Legislator

Donna Dolhof, Lyons Falls Village Board

Katie Liendecker, Former Lyons Falls Mayor, Village Resident

Jim Skorupa, Lyons Falls Resident

Terry Thisse, Business owner

Advisory Committee Members

Michelle Capone, Development Authority of the North Country

Hartley Bonisteel-Schweitzer, Development Authority of the North Country

Carrie Tuttle, Development Authority of the North Country

Frank Pace, Lewis County Planning Department

Eric Virkler, Lewis County Industrial Development Agency

Jennifer Harvill, Tug Hill Commission

Phil Street, Tug Hill Commission

State Representatives

David MacLeod, NYS Department of State

Pete Taylor, NYS Department of Environmental Conservation

Chapter 1. About the Project

What is the BOA Program?

Brownfield sites are typically former industrial or commercial properties where operations may have resulted in environmental impairment. The New York State Department of State (DOS) and Department of Environmental Conservation (DEC) recognize the extensive detrimental impacts these sites have on the marketability and viability of surrounding neighborhoods. The presence, or potential presence, of contaminated sites can negatively affect the psychology of residents and potential investors, leading to disinvestment and blight extending far beyond the immediate site. The BOA Program assists communities in identifying and analyzing sources of neighborhood distress, and provides the resources and capacity to develop and implement revitalization strategies.

The BOA Program was developed in 2003 as the planning component of the NYS Superfund/Brownfield Law (GML Article 18-C, Section 970-r), providing municipalities and community-based organizations with financial and technical assistance to complete area-wide revitalization strategies for neighborhoods impacted by the presence of brownfields and environmental hazards. At the completion of the program, communities will be designated a BOA, increasing their competitive position for access to funding and incentives under the DEC Brownfield Cleanup Program, the Empire State Development Corporation's economic development programs, and many other State and Federal assistance opportunities.

The Lyons Falls Implementation Strategy represents the third and final phase of the BOA program; however, it is only the beginning of the effort to revitalize Lyons Falls. The Lyons Fall Implementation Strategy focuses on conducting pre-development activities to catalyze future investment in Strategic Sites as well as public investments in infrastructure and quality-of-life projects.

PHASE 01 Pre-Nomination

- ← Preliminary analysis of the community and potential brownfield sites
- ← Identification of a study area
- ← Establishment of partnerships with key stakeholders and initiation of public participation process
- ← Initial identification and summarization of opportunities for renewal

PHASE 02 Nomination

- ← Comprehensive analysis of the study area and individual brownfield sites
- ← Analysis of economic and market trends to assist in strategy development
- ← Development of specific recommendations for the revitalization of strategic sites

PHASE 03 Implementation

- ← Detailed individual site assessments, as required, to determine remediation strategies and needs
- ← Creation of a detailed reuse and redevelopment strategy for strategic sites
- ← Development of a marketing strategy for individual redevelopment sites

Goals of the BOA Program



Expand economic development opportunities



Expand and relocate businesses



Explore tourism-related economic opportunities



Improve streetscapes, transportation, and utility infrastructure



Improve waterfront access and gateways into the Village

Benefits of the BOA Program



Enhanced tax credit bonus for sites in the NYS Brownfield Clean-up Program



Priority and preference for funding applications



Funding available for environmental assessments



Streamlined environmental review (SEQR) process for projects



Increased predictability for site development

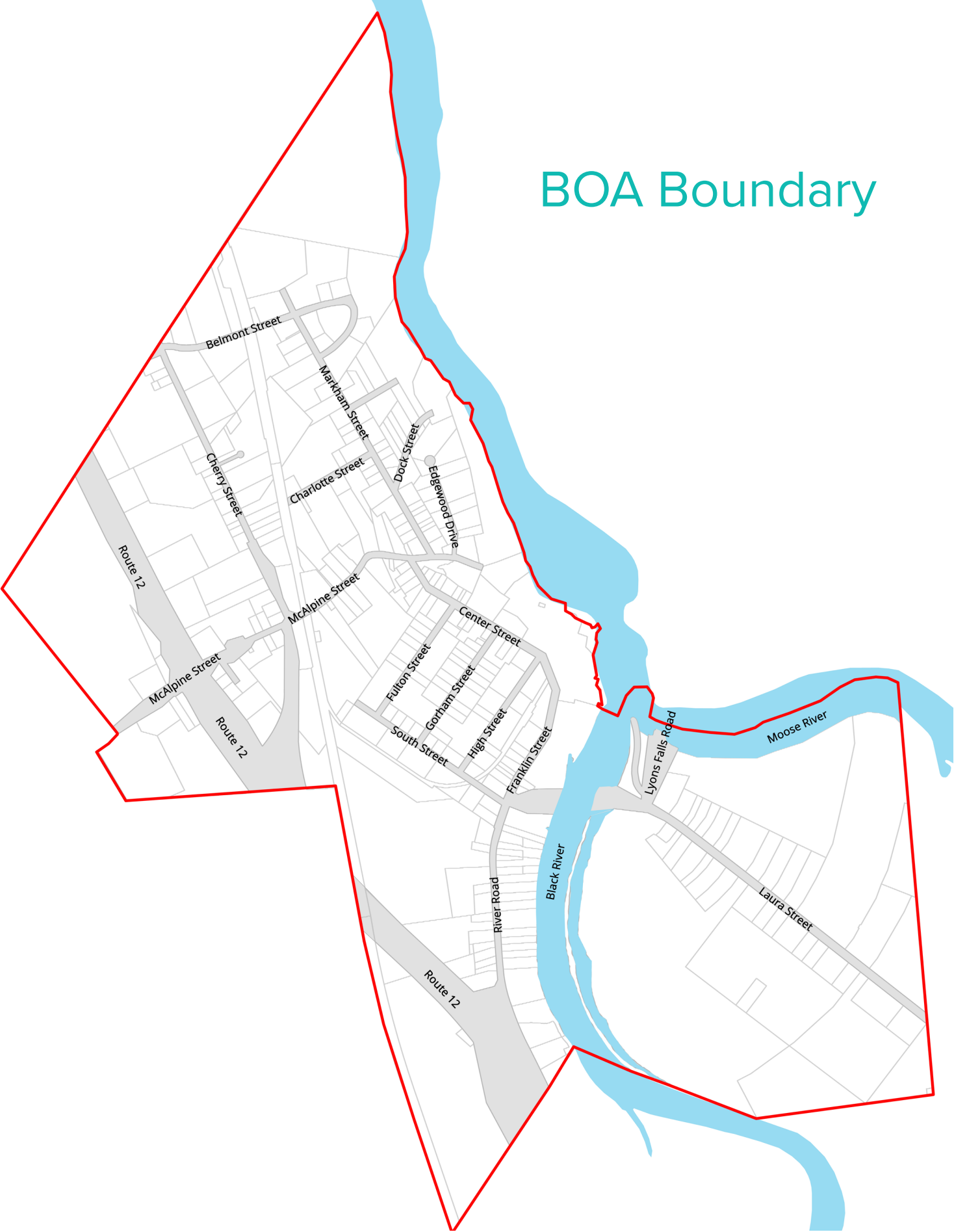
Project Boundary

The project boundary, as shown in the BOA Boundary Map, includes 627 acres and is coterminous with the boundaries of the Village of Lyons Falls. During Step 2 of this project, the boundary was identified through extensive discussions with the Steering Committee, stakeholders, business owners, and property owners with oversight from Lewis County and the Village of Lyons Falls. Multiple factors informed the selection of the boundary including:

- Location of vacant and underutilized parcels
- Location of real or perceived brownfield sites
- Existing infrastructure
- Existing land uses that affect or are affected by potential brownfields
- Natural or cultural resources with physical, social, or economic relations to potential brownfields
- Areas necessary to achieve the goals of the Lyons Falls BOA

The boundary also encompasses several key, catalytic, brownfield properties that offer the most promise for redevelopment. These Strategic Sites include the former Pulp & Paper Mill site along the Black River, the former Agway property on Franklin Street, as well as the Agway/Depot, the former Marino's Pizza, and the former Lyons Falls School on McAlpine Street.

BOA Boundary



Project Oversight

The Step 3 Implementation Strategy was led and administered by the Development Authority of the North Country (DANC). Funding and technical assistance was provided by the Department of State. Partners included Lewis County, the Department of Environmental Conservation, the Village of Lyons Falls, and the Tug Hill Commission. The consulting team was led by Bergmann, with additional support from Allieway Marketing, Camoin Associates, and Watts Engineering.

Advisory Committee

The Advisory Committee provided project oversight and assisted with promotion and outreach efforts. Members included representatives from:

- Development Authority of the North Country
- Village of Lyons Falls
- Lewis County
- Lewis County Industrial Development Agency
- Tug Hill Commission
- Lewis County Development Corporation

Steering Committee

Steering Committee members provided a diverse background of interests and local knowledge that was essential to the planning process and citizen engagement efforts. Members included:

- Property and business owners
- Stakeholders
- Agencies and organizations
- Village representatives

Partners



Development Authority of the North Country
project management, public engagement coordination, and support for the consulting team



NYS Department of State
funding and technical support



Lewis County
contract administration



NYS Department of Environmental Conservation
oversight and technical administration for environmental work



Village of Lyons Falls
oversight, guidance, and direction for the project



Tug Hill Commission
assistance with technical analysis and public outreach

Consulting Team



Bergmann
technical expertise and oversight of subconsultants



Allieway Marketing
branding and marketing strategy



Camoin Associates
financial analysis and feasibility



Watts Engineering
streetscape, traffic, and infrastructure analysis



Bond, Schoeneck & King
legal assistance

Community Participation

Community participation is a critical component of the planning process. Providing the opportunity for public input encourages citizens to be invested in the future of their community and to support the recommendations developed as part of the Implementation Strategy. As outlined in the Community Involvement Plan, the engagement process included the Steering Committee, stakeholder interviews, and wider public outreach.

The BOA planning process was overseen by a Steering Committee that met several times, at regular intervals over the course of the project to provide feedback and guidance during plan development. In addition to the Steering Committee, a branding-specific subcommittee was formed to provide feedback for the BOA logo and tag line.

A series of stakeholder interviews were conducted to gather support and input from key community members. Stakeholders included:

- Lyons Falls History Association
- Members of the Village Board
- Representatives from Snow Belt Housing
- Representatives from Kruger Energy
- Recreation and tourism enthusiasts
- Small business owners
- Developers
- Local residents and property owners

Community members and stakeholders also participated in public outreach events. The first public event was an informational booth at the Farmer's Market designed to solicit feedback and answer questions. Interactive public workshops were held to update residents about the state of the project and to gather additional feedback.

Community feedback helped to build a common vision to guide future actions outlined in this Implementation Strategy.



Lyons Falls Roars Website

As part of the Community Involvement Plan, a website was created to promote and educate the community about the BOA project. The website describes the BOA program, lists those involved in the project team and Steering Committee, describes the goals and elements of the project, and provides digital versions of related documents and deliverables.

The website also provides opportunities for public input including easy-to-use comment forms, ways to submit photos, as well as notification posts for upcoming meetings and events. The webpage can be found at

www.lyonsfallsconnects.com



Branding

It is imperative that the identity and brand of the BOA address strongly-held community values while simultaneously projecting a vision of the future. A strong brand can help the BOA successfully market to potential new businesses and developments. A compelling brand and strategic marketing plan should appeal to business executives who are considering expansion and who are interested in what amenities the area could offer employees, such as recreation options and rich history.

A branding strategy was developed for the Village which included an overall concept, "Connects", that was supported by sub-brands. These sub-brands can be utilized to highlight the Village's unique recreation offerings, business opportunities, and history.

The multi-faceted marketing strategy is intended to:

- Build an identity focused around Village revitalization
- Attract new residents, businesses, and investment
- Highlight the area's strengths related to culture, recreation, and outdoor adventure



Chapter 2. Inventory and Analysis

Overview

This section summarizes various reports and analyses prepared as part of the planning process to support projects and recommendations. When available, the full reports are included as appendices. The inventory and analysis looks at:

- Historic Context
- Socio-economic Profile
- Land Use and Zoning
- Natural Features
- Parks and Trails
- Former Black River Canal and Turning Basin
- Infrastructure
- Tourism Assets
- Target Industries
- Environmental Investigation
- Strategic Sites

Historic Context

Southern Lewis County has been historically connected to the abundance of water, wood, and dairy products in the region. The Village of Lyons Falls was once a hub for paper product manufacturing with the establishment of the Pulp and Paper Mill and the influence of the Black River. The Black River Canal allowed shipping of manufactured products within the Tug Hill Region, which progressed the settlement of the Village.

However, with the closure of its major employer the Pulp and Paper Mill in 2001, the Village has since experienced a significant change in its economy. The Pulp and Paper Mill site is now vacant, with over 20 buildings demolished, and was the catalyst for the Village and County to seek assistance through the BOA Program.



Pulp and Paper Mill, circa 1895



Pulp and Paper Mill, 2016

Socio-economic Profile

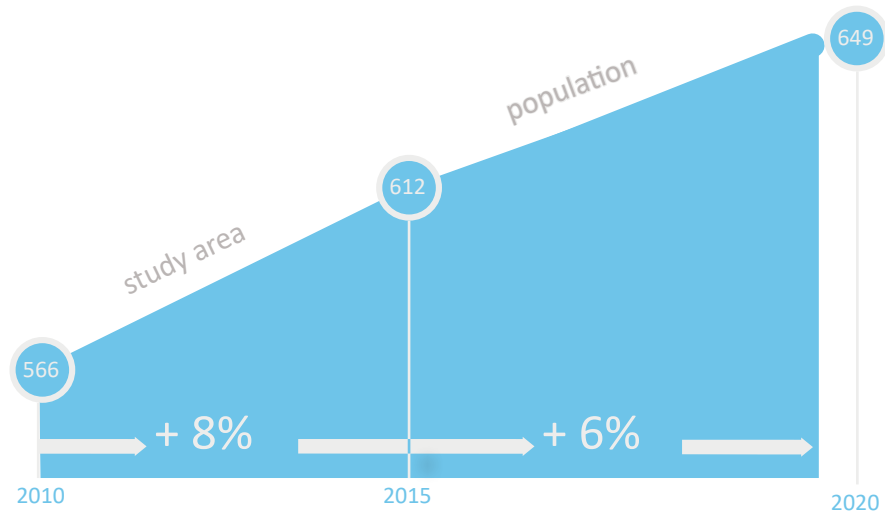
A comprehensive Market and Economic Trends Analysis (Appendix B) exploring regional and local demographic, economic, and market trends was developed in order to make targeted, market-based recommendations for the study area. Key findings from that analysis were used as a foundation to help identify appropriate and realistic redevelopment opportunities within the BOA. See Appendix B for the full report.

Demographics

Population

Population in the BOA is growing at a faster rate than the surrounding region.

Population trends can help a community understand whether it is growing or declining and at what rate. The population of the BOA study area experienced an 8-percent increase between 2010 and 2015, from 566 residents to 612. By contrast, Lewis County and New York State only experienced 2-percent increases in population over that same time period. By 2020, the population of the study area is expected to grow by 6% with the addition of 16 new households.

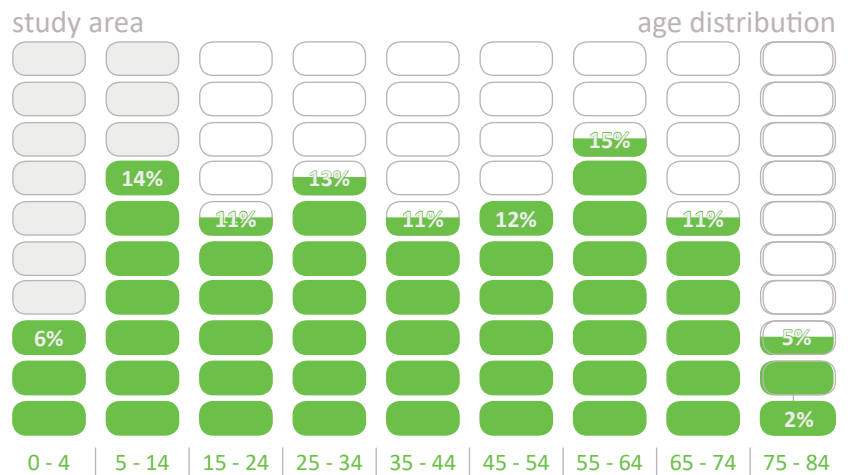


Age

There is a higher proportion of families and seniors in the BOA than in the surrounding region.

The age characteristics of a community are important to consider when exploring potential future growth as well as when deciding how to allocate resources and services to best accommodate residents. By 2020, the study area is projected to see a continued increase in the median age of residents from 40.9 in 2015 to 41.7 in 2020. This 2 percent increase in median age is similar to that in the surrounding region, although the study area is slightly younger than Lewis County.

The most populous age cohort (around 15%) in the study area is between 55 and 64 years-old. The next largest cohort (around 14%) is between 5 and 14 years-old, which is consistent with



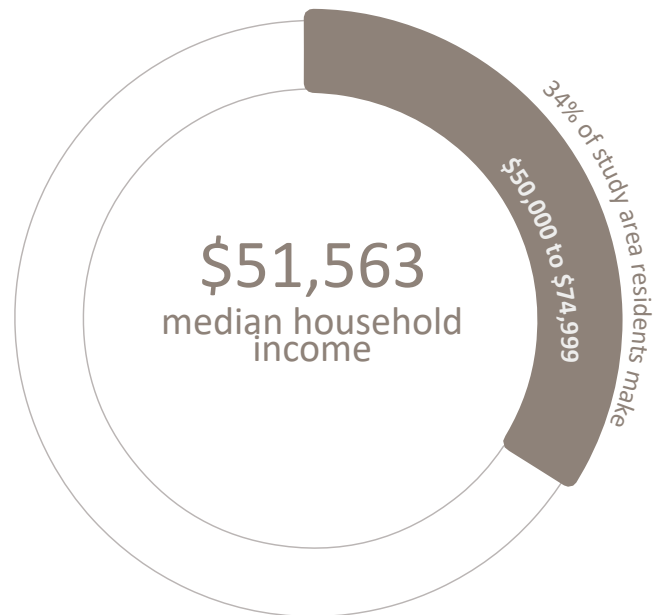
the fact that the study area is experiencing above average growth in families as a percentage of total households. This change over time is an important consideration for Lyons Falls as it continues to allocate future resources and public services.

Income

Household income in the BOA is higher than in the surrounding region.

Income is considered a key economic indicator, as changes in both personal and household income can reflect economic growth or decline in an area. Comparisons between the BOA and surrounding areas can also reveal the economic well-being of the community and whether the regional economy adequately supports residents. The median household income in the study area is \$51,563, which is greater than that in Lewis County (\$46,108) but less than that in New York State (\$58,048). By 2020, the median household income in the study area is expected to increase, but at a lower rate than in Lewis County and New York State.

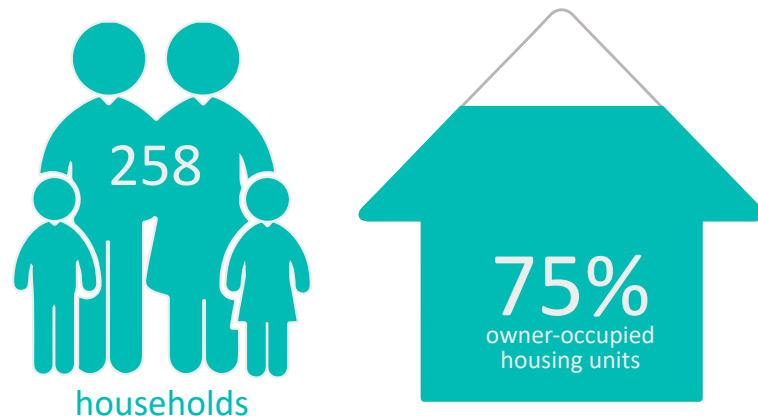
As shown in Figure 3, the largest proportion of households (34%) falls within the \$50,000 to \$74,999 income range. Compared to Lewis County and New York State, the study area has a lower percentage of households in income brackets above \$74,999 and in income brackets below \$24,999.



Housing

Both the number of households and the percentage of renter-occupied housing units are projected to increase in the BOA.

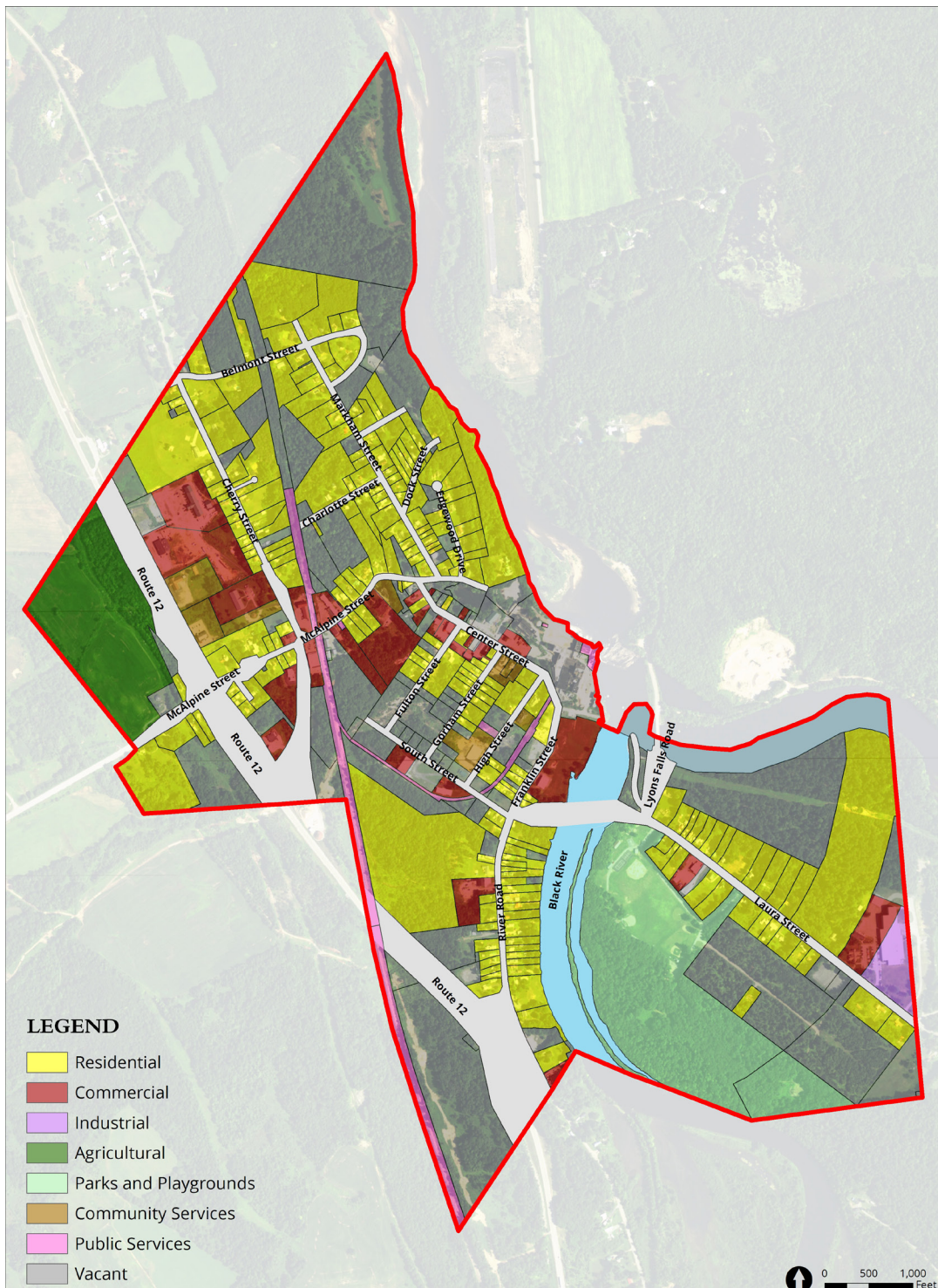
There are approximately 258 households in the study area, with the average household size being 2.37. Around 75% of housing units are owner-occupied, though renter-occupied units are projected to increase at nearly double the rate of owner-occupied units by 2020.



Land Use and Zoning

The Village of Lyons Falls lies along the banks of the Black and Moose River and contains a variety of interspersed land uses. A majority of the land use within the Village is residential. Commercial use is limited, but lies along Cherry, McAlpine and Franklin streets. Vacant land is prominent and exists throughout. The Village also has limited industrial space after the closure of the Pulp and Paper Mill.

A zoning ordinance was drafted for the Village as part of the BOA process, and it was adopted in Fall 2018. See Appendix C for a copy of the zoning ordinance.



Land Ownership

Understanding property ownership and how it relates to future development opportunities within the BOA is necessary when considering and identifying future projects and land uses. Approximately 18 percent of the real property parcels within the Village of Lyons Falls are under public ownership. The Village of Lyons Falls is the largest public land owner with approximately 12 percent (70 acres) ownership, followed by Lewis County (including the Lewis County IDA) with a land ownership of 6 percent (30 acres). The Town of West Turin owns less than 1 percent (2 acres) of the land within the Village of Lyons Falls.



Natural Features

Natural features play a defining role in the Village of Lyons Falls and the surrounding region. The Village is largely influenced by the Moose and Black Rivers, and much of the Village's history is due to the movement of goods that these waterbodies allowed. These rivers now provide popular recreational destinations within the Village, and many tourists utilize these rivers for whitewater rafting, kayaking, canoeing, and fishing. The Moose River reach from Fowlersville to Lyons Falls is categorized as Class V on the International Scale of River Difficulty, as this reach is characterized by long, obstructed rapids that expose users to significant risks.

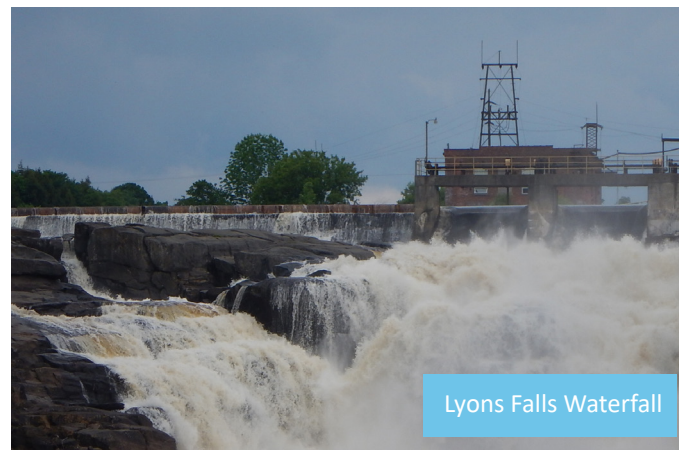
Both the Moose and Black Rivers are categorized as Class C waterbodies by the NYS DEC, indicating that the best use for these waters is fishing. Lyons Falls is the transition point between the upper and middle segments of the Black River and is located at the lower end of the River's cold water reach. Along the upper segment of the Black River (North Lake to Lyons Falls), fishing catches typically include brook trout, brown trout, rainbow trout, smallmouth bass, and chain pickerel. Fishing catches along the middle segment (Lyons Falls to Carthage) of the Black River typically consist of northern pike, smallmouth bass, rock bass, and chain pickerel. Two boat launches are located in the Village. The upper boat launch is at the corner of Laura Street and Lyons Falls Road and provides access to both the Moose and Black Rivers. The lower boat launch is located below Lyons Falls, off of Lyons Falls Road.

Despite the presence of several waterbodies within the Village, there are no state regulated freshwater wetlands or State designated Significant Natural Communities within Lyons Falls.

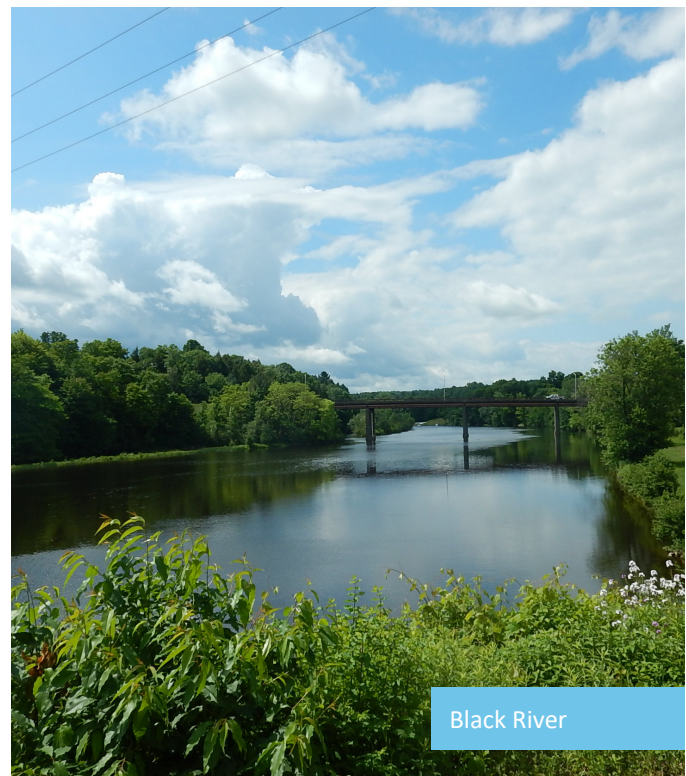
The Village of Lyons Falls is part of the 94-mile Black River Scenic Byway (Route 12) and the Black River Blueway Trail. The Byway is one of 14 scenic byways in the Adirondack North Country.



Whitewater Rafting on Black River



Lyons Falls Waterfall



Black River

Parks

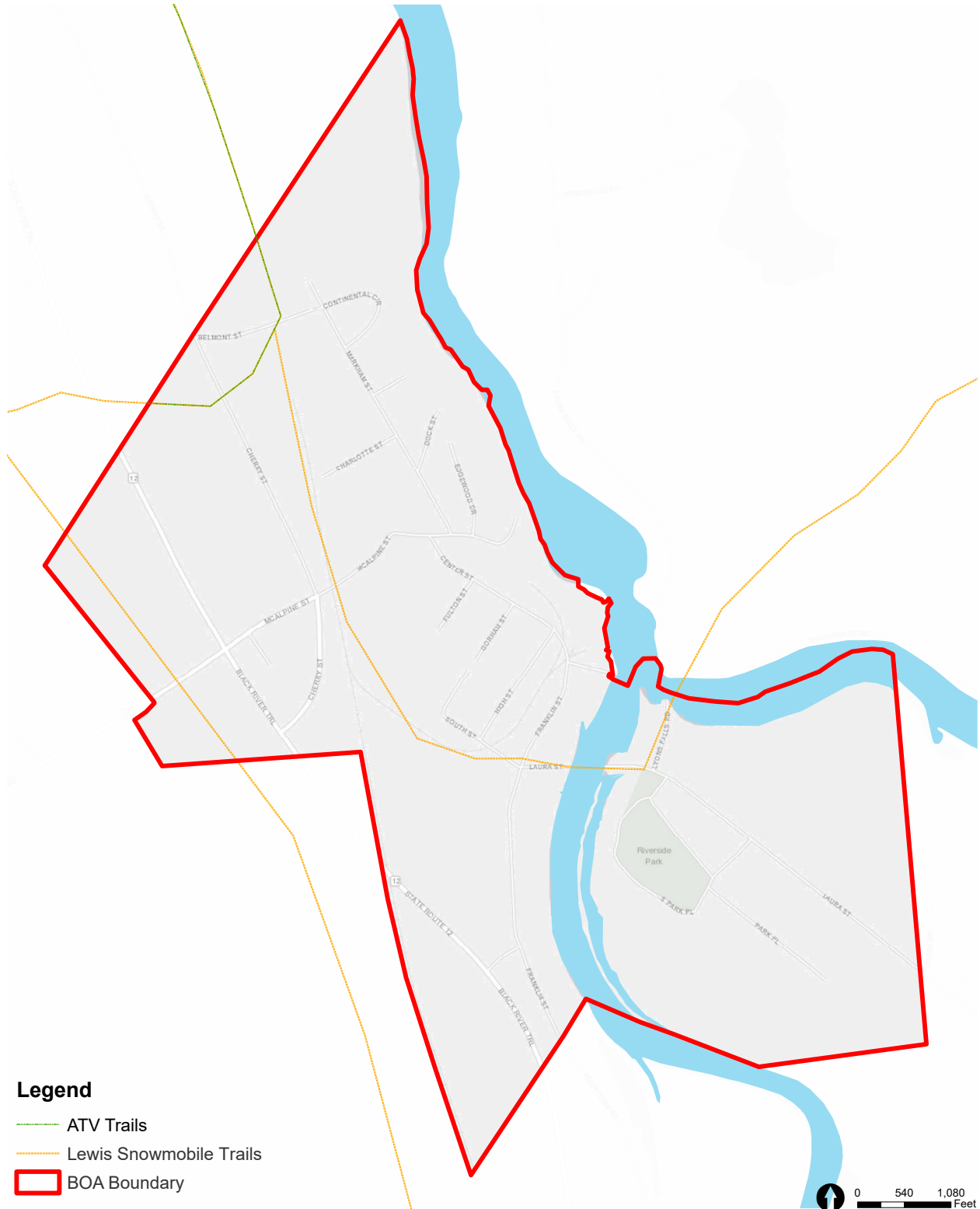
The Village is rich with parks, open space and recreational opportunities. Riverside Park lies on the eastern bank of the Black River and spans approximately 50 acres. This park is a centerpiece for the Village since it contains a variety of sporting fields, a playground, and space to host Farmer's Markets in the warmer months. This park is also home to many scenic vistas and beauty provided by the Black River and open area.

The Village is also surrounded by several State Parks and County resources that provide residents and tourists with ready access to outdoor recreation opportunities. Lyons Falls is located 3-miles west of the Adirondack State Park boundary and is about 12 miles southeast of the scenic Whetstone Gulf State Park. Lewis County features a robust network of snowmobile and horseback riding trails and a variety of hiking experiences, from the Tug Hill Plateau to the Black River Valley the Adirondack Mountains.



Recreational Trails

Lyons Falls and the surrounding region is also home to a plethora of recreational trails. These include multi-use and snowmobile trails. Snowmobiling and ATVs are a large component of recreational activity within Lewis County. Lewis County, as shown on the map, contains over 600 miles in snowmobile designated trails. A few of these trails access the Village of Lyons Falls.



Transportation Networks

The existing transportation network within the Village was analyzed and is provided as Appendix D. This analysis included the following components:

Roadway Classifications and Conditions

Four different roadway functional classes, as defined by the NYS Department of Transportation (DOT), are located within the Village of Lyons Falls: rural principal arterial (NYS Route 12), rural major collector (NYS Route 12D), rural minor collector (portions of McAlpine Street, Franklin Street, Laura Street, and Lyons Falls Road), and rural local (all other streets). Rural principal arterials and rural major collectors are eligible for the Federal Highway Administration's (FHWA) Surface Transportation Block Grant (STBG) funding program. The eligibility of rural minor collectors for STBG funding is evaluated on a case-by-case basis, and rural local roads are not eligible for STBG funding.

In general, the roads within the Village are in fair (cracking, but no potholes) to good (no cracking or potholes) condition, and a majority of these roadways were resurfaced in the last few years. Roads classified as fair should generally be rehabilitated or reconstructed in the next five years, while roads classified as good should generally be rehabilitated or reconstructed in the 10 years.

Traffic Volumes

Traffic volumes in the Village were obtained from the NYS DOT and are within typical ranges for each roadway classification, indicating there is capacity for additional development. Traffic volumes are the highest along NYS Route 12. North of Cherry Street, traffic volumes on NYS Route 12 are approximately 5,000 vehicles per day, and south of Cherry Street, traffic volumes are approximately 4,700 vehicles per day. All other roads within the Village experience low traffic volumes (approximately 2,000 vehicles per day or less).

Transportation Analysis

The transportation analysis conducted throughout the BOA process provided a better understanding of the existing conditions and opportunities for redevelopment within the Village.



Roadway Network/Conditions



Traffic Volumes



Accident Analysis



Truck Traffic



Pedestrian Circulation



Bicycle Amenities



Public Transportation

Accident Analysis

Traffic accidents in the Village were analyzed for a three-year period (July 2013 to June 2016). This analysis indicated that vehicular collisions along NYS Route 12 were typically deer-related, while collisions at the McAlpine Street and Center Street intersections were traffic-related. Additionally, the accident rate at the McAlpine and Center Street intersection is above the state average. The average accident rate for this type of intersection (rural three legged intersection) is 1 accident within a 5 year period. The McAlpine and Center Street intersection experienced 2 accidents in a 3 year period. Potential interventions to address this problematic intersection include: implementing an all way stop, prohibiting U-turns, and/or traffic calming measures.

Truck Traffic

Trucks are permitted on all Village roads with the exception of McAlpine Street at the intersection of Center Street. NYS Route 12, County Route 39/Laura Street, and Franklin Street are designated as access roads for large dimension vehicles. Truck traffic was observed during two site visits in July 2016 to determine the frequency and destinations of these vehicles. Truck trips within the Village fall into four main categories: commercial deliveries, package delivery, Village operations, and logging.

Truck trips related to Village operations were the most frequent type of trip observed (8 trucks observed in 11 hours). Trips consisted of tank trucks traveling to the water treatment plant from the Lyonsdale area and trucks traveling from the Lyonsdale area to Charlotte and Belmont Streets to conduct paving work.

Logging-related truck trips were the next most frequent type of trip observed (6 trucks observed in 11 hours). Trucks travelled back and forth between a logging site just west of Lyons Falls along McAlpine Street (NYS Route 12D) and the Lyonsdale area. These logging trucks consistently traveled through the center of the Village, using Laura, Franklin, Center, and McAlpine Streets.

Commercial deliveries (4 trucks observed in 11 hours) and local package deliveries (4 trucks observed in 11 hours) were the least frequent types of truck trips observed. Commercial deliveries consisted of trips from the Lyonsdale area to True Value on Center Street and trips from the Lyonsdale area to the Burrows Paper Corporation on South Street. Local package deliveries consisted of UPS and FedEx trucks traveling to local residences.

Pedestrian Circulation

A majority of the Village sidewalks are in fair to poor condition and are characterized by cracks, uneven surfaces, and pot holes. In many instances, it was observed that users preferred to walk in the street, even where sidewalks existed. Additionally, there are several gaps in the sidewalk network. Most streets with some sidewalk infrastructure do not have continuous sidewalks on both sides of the street. Sidewalks are completely absent from the following streets: High Street, South Street, Edgewood Drive, Continental Circle, Lyons Falls Road, and NYS Route 12.

ADA compliant sidewalk ramps and detectable warnings are not present at any of the intersections within the Village. Only one painted crosswalk exists within the Village for pedestrians traveling along Center Street and crossing High Street.

The combination of significant gaps in the sidewalk network, poor surface conditions, and a lack of ADA accessible crossings impedes safe pedestrian circulation throughout the Village. Improving the extent and quality of pedestrian infrastructure throughout the Village should be a priority in order to increase walkability and connectivity between commercial, residential, and recreational areas.

Bicycle Amenities

Bicycle amenities are limited. No bike racks, bicycle lanes, signage, or pavement markings exist within the Village. Limited trail systems exist within Riverside Park. The former Mohawk Adirondack & Northern Railroad Corporation railroad right-of-way, which is owned by the Lewis County IDA and traverses the Village, is one potential opportunity for expanding bike infrastructure within the Village and improving connectivity within the Village and between surrounding areas.

Public Transportation

Public transportation is provided and operated by Lewis County and provides service Monday through Friday. Transportation Route 631 travels from the McManus Hotel in the Village of Lyons Falls to the Villages of Lowville and Constableville. However, service is infrequent; the bus only stops at the McManus Hotel twice per day, once in the morning and once in the afternoon.

An ADA-compliant Bus, known as the Birnie Bus, provides shuttle and public busing services from the Edge Hotel to Old Forge daily from early June through Labor Day weekend. This service was established to serve full-time seasonal workers at the water park and other businesses around Old Forge.



Former Mohawk Adirondack & Northern Railroad Corp. Railroad Right-Of-Way

Infrastructure

The existing public infrastructure system within the Village was analyzed and is provided as Appendix D. This analysis included the following components:

Sanitary Sewer

The Village of Lyons Falls owns and operates a public sanitary sewer system, which consists of gravity fed sewers with two pump stations. All flow is directed to the Village of Lyons Falls Wastewater Treatment Plant (WWTP). There are approximately 50 properties within the Village not connected to the system, according to a "WWTP and Collection System Preliminary Engineering Report". To accommodate future wastewater flows resulting from future development, recommended improvements to the sanitary sewer system and estimated costs are summarized in Chapter 3.

Water Supply

The existing water system is supplied by two gravel packed wells. There is a Water Withdraw Permit on file with the New York State Department of Environmental Conservation (DEC) that authorizes withdraw of 218 gallons per minute (313,920 gallons per day (GPD)). The Village average usage is approximately 137,000 GPD, and the maximum daily flow is 248,000 GPD, based on daily records from January 2013 through May 2016. According to the "Southern Lewis County Regional Water Feasibility Study," the Village would not have an adequate daily water supply if the largest producing well goes out of service. Therefore, it is recommended that the Village find a location for an additional well to ensure adequate water supply if the largest well goes out of service. Alternatively, the Village could also implement water conservation measures to lower the average daily demand below 112,000 GPD, which can be met with the smallest well in service.

To accommodate the water needs of future development, recommended improvements to the water supply system and estimated costs are summarized in Chapter 3.

Electric Service

Power is currently supplied by National Grid through overhead electrical lines on utility poles throughout the Village. National Grid indicated that they could not share capacity details due to security requirements; however, the utility explained there is sufficient excess capacity within the Village to support additional future development.

Natural Gas Service

The Village is serviced by New York State Electric and Gas (NYSEG) for Natural Gas. Many properties use propane or other fuel for their heating sources, even though gas is available on many streets. Field observations show there are existing gas mains along Markham Street, Cherry Street, McAlpine Street, Dock Street, Center Street, Gorham Street, High Street, Franklin Street, and Laura Street. NYSEG indicated that there is excess capacity within the Village.

Hydroelectric Power

Lewis County is home to three hydroelectric power plants that provide sustainable, renewable energy to the area. One of these facilities operates on the Former Pulp and Paper Mill site and is owned by Kruger Energy, Inc, which specializes in the development, operation and management of facilities across the United States and Canada.

The plant on the former Pulp and Paper Mill site takes advantage of the rapid waterflow on the Black River. In 2015, Kruger Energy rehabilitated this hydropower facility, which now provides 5.4 megawatts of clean energy to the site. The redevelopment of this site for a high energy utilization use would be well supported by this energy provider.



Former Black River Canal and Turning Basin Infrastructure

The Black River Canal in Lyons Falls was constructed in 1858. In the 1940s, the southern portion of the Canal was filled, buried, and replaced with a 36" storm sewer. North of the Turning Basin, the Canal was left intact but today lies abandoned. The Turning Basin itself, which previously enabled boats to reverse direction, is now used as part of the fire protection system for the Village of Lyons Falls.

The purpose of the Black River Canal analysis (located in Appendix F) was to adequately assess the condition and function of both the former Canal and Turning Basin in order to identify potential barriers to and inform recommendations for their redevelopment. Following an on-site inspection, it was found that the intake structure for the storm sewer pipe promotes sediment accumulation which reduces flow through the pipe and significantly diminishes water quality in the Turning Basin.

Based on these findings, two options were suggested to achieve the community's goals of maintaining and improving the function of the storm sewer, improving water quality in the Turning Basin, and addressing barriers to redevelopment of the former Canal.

1. Rehabilitate the Storm Sewer Pipe

This option would involve cleaning the sediment from the pipe, replacing the intake structure, and rehabilitating the pipe itself, which would improve the overall function of the sewer pipe thereby allowing more water into the Turning Basin and slightly improving its water quality. The estimated cost of this option is \$478,000.

2. Relocate the Storm Sewer Pipe

This option would involve cleaning the upstream portion of the storm sewer pipe, replacing the intake structure, and constructing a new storm sewer within the right-of-way west of the pipe's current location. This option would improve the function of the storm sewer, significantly improve Turning Basin circulation, and remove some constraints to redevelopment of the Pulp & Paper Mill site. The estimated cost of this option is \$1,060,000.

Tourism Asset Analysis

Lyons Falls has unusual and valuable scenic resources in its falls and river confluence, and recreational resources based on its position near both flatwater and wild sections of the Black River. The Village encompasses thoroughfares for foot, hoof, boat, and motorized recreational vehicle traffic and is an ideal site for development of attractions and businesses to increase tourism. The full report is located in Appendix G.

Trends and Impacts

Tourism has been a growing industry in New York State, with traveler spending increasing between 2014 and 2015 by one-percent. Tourism spending in Lewis County exceeded \$40 million in 2014, with 70% of spending (\$28 million) from the purchase, maintenance, and occupation of second homes. The next largest segment of tourism spending was food and beverage at only \$4 million. This highlights the importance of second home spending to Lewis County.

However, when compared to the rest of the Adirondack Region, visitors to Lewis County spend relatively little money. By comparison, the next two lowest spending counties had nearly double the spending in Lewis County: \$75 million in Hamilton County and \$79 million in Franklin County. From this, it is evident that tourists are interested and willing to spend money in the region. By promoting its unique assets and tourist destinations, the Village could capture additional market share.

2014 Lewis County Tourism Impacts

Direct Spending \$40,591,000

Direct Jobs 394

Indirect Jobs 565

Local Taxes \$3,102,070

State Taxes \$2,215,798

Tax Savings Per Household \$502

Multiplier Effect 1.3

Direct Spending

traveler purchases in the areas of lodging, food service, transport, gas stations, and recreation

Indirect Impacts

purchases of goods and services by businesses serving the tourists

Multiplier Effect

for every \$1 spent directly on tourism, \$1.30 of economic activity is created

Assets

The Village of Lyons Falls is rich with intrinsic assets for tourism. Its scenic views and river access combine with snowy winters and recreational trails to offer visitors activities all year round. It enjoys a central location between the Adirondack Park and the Tug Hill Plateau, where tourism is heavily promoted, and Lewis County tourism materials highlight multiple Lyons Falls assets.

Lyons Falls has 15 unique tourism assets, which constitutes 13% of the 112 unique assets inventoried in the Tourism Asset Analysis (Appendix G). These assets are related to recreation, lodging, retail, and entertainment among other themes. Some of these assets include:

- Lyons Falls Farmer's Market
- The Edge Hotel
- Boondocks Restaurant and Bar
- Lyons Falls History Association
- Upper Lyons Falls Canoe Launch



22 Inventory and Analysis

Types of Tourists

Tourists vary based on the activities they are most interested in as well as their spending habits. For example, older, more affluent tourists are willing to stay longer and spend more on activities like museums and performing arts. Younger, less affluent tourists are more often interested in outdoor activities like fishing, ATVing, and camping. Lyons Falls appeals to, and can position itself to appeal to, three distinct tourist types.

Heritage and Culture

Heritage and Culture tourists are older, often retired, and affluent. They are willing to stay longer and spend more on activities like art galleries, historic sites, and cultural festivals. They also enjoy less strenuous outdoor activities like scenic walks, gardens, and golf. Their lodging and dining preferences include bed and breakfasts, spas, and wineries. The **Lewis County Tourism Report** specifically recommends inventorying county historical sites and promoting them to show the breadth of local offerings for this tourist segment. Applicable assets in Lyons Falls would include the Forest Presbyterian Church, the Small Building, Black River Canal markers, and the Lyons Falls History Association and Pharmacy Museum.

Knowledge Seekers

Knowledge Seekers look for many of the same activities as Heritage and Culture tourists but are likely to be younger, to have families and jobs, and to be slightly less affluent. They also seek museums and historic sites for learning experiences but are more interested in zoos and aquariums and less interested in performing arts. These visitors appreciate a range of activities to keep all family members engaged, and are highly likely to be intrigued by online promotional tactics.



Recreation Enthusiasts

Recreation Enthusiasts are “visitors in motion” who view the trip itself, by water, snow, or trail, to be the activity. Encouraging them to make stops at attractions and amenities, and to plan routes around a constellation of offerings, can increase their engagement and spending in the community. For instance, expanding hosted and programmed events can draw them into the Village. For description purposes, Recreation Enthusiasts are divided into two groups.

Motorized Recreation Enthusiasts:

- ATV and snowmobile riders
- Interested in other winter sports like skiing and snowshoeing
- 35 to 54 years-old
- Mostly single males
- Slightly below median income



Non-Motorized Recreation Enthusiasts:

- People who hike, bike, canoe, and raft
- Often Families



Economic Impact of Snowmobiling in Lewis County

Lewis County leads the region in terms of average snowfall and number of motorized sports clubs. More than 90% of snowmobilers who visit New York State belong to a club. Unsurprisingly, visitors to Lyons Falls come largely for the area's plentiful snowmobiling trails. Some of these trails are groomed by the Turin Ridge Riders, a snowmobiling club that holds snowmobiling events in addition to maintaining trails.

Visitors attracted by these snowmobiling trails are considered motorized recreation enthusiasts, and they often make multiple and long trips to the Tug Hill region. Many of these enthusiasts own second homes in the area, increasing their local spending and resulting in above-average economic impact in relation to other types of tourists. Compared to other counties, Lewis County has the highest number of second homes owned primarily for snowmobiling opportunities.

In New York State, direct spending by snowmobilers in 2011 was approximately \$434 million. Considering indirect spending on expenditures like lodging and transportation, the total economic impact doubled to \$868 million. Behind the Adirondack region, the second largest percentage of days spent snowmobiling occurred in the Tug Hill region.

Snowmobiling creates significant benefit for both the state and local economy. Opportunities exist in Lyons Falls to take further advantage of snowmobile-related assets. To ensure that visitors stay, spend, and return to the Village, they should be provided with additional attractions such as shopping and dining, as well as quality snowmobiling facilities.



Lewis County's Economic Advantages



up to
25

feet of snow per year



over
600

miles of snowmobile trails



over
10

snowmobile clubs



20%

of statewide days spent snowmobiling occur in Lewis County



16%

of statewide second homes used for snowmobiling are located in Lewis County

Target Industries

A Targeted Industry Strategy (see Appendix H) was developed to leverage the Village of Lyons Falls' assets, recruit new industries, and grow existing industries within the study area. This strategy identified eight industries that the Village should focus on as preferred targets to achieve advanced growth and development in the future. As shown to the right, these industries are grouped into five major themes including manufacturing, tourism, agriculture, health services, and clean energy.

The eight industries were selected based on the following criteria:

- **Location.** Does the location criteria of the industry match the Village's and region's strengths and community goals?
- **Growth Trends.** Does the industry have positive past growth or future growth potential, acknowledging that some slower-growth industries still have strengths that merit continued focus?
- **Wages.** Does the industry offer value-added jobs with good wages?
- **Diversification.** Does the industry contribute to a mix of industries that encourage new investment, foster synergies within the region, and position the Village for continued investment?
- **Local Impact.** Will the current and future residents of Lyons Falls experience positive effects from the location of new or expansion of existing industries in the Village?

The industry selection process was iterative, incorporating discussion and input from the Development Authority of the North Country, the Steering Committee, and the consulting team. Industries that are currently declining in the region, such as paperboard manufacturing and hydropower, have also been included in this list, if a core of local knowledge and workforce skills or an unusual local

Manufacturing

- ↳ Converted Paper Product Manufacturing
- ↳ Chemical Manufacturing
- ↳ Agricultural and Recreational Equipment

Tourism

- ↳ Backcountry and Adventure Tourism – Campgrounds and RV Parks

Agriculture

- ↳ Dairy Product Manufacturing

Health Services

- ↳ Nursing Care Facility
- ↳ Emergency and Outpatient Facility

Clean Energy

- ↳ Hydroelectric Power Generation

26 Inventory and Analysis

strength exists. These declining industries that harbor local strengths represent future opportunities to slow job losses and spur future growth.

Converted Paper Product Manufacturing

This industry manufactures coated or laminated paper and packaging, and cardboard packaging, used to make tape, labels, and packaging for food, medicine, and consumer goods. Despite its job losses, this industry has been a historic strength of the region which retains specialized knowledge and desirable workforce skills as well as proximity to resources. New business development in this industry may re-employ dislocated workers as well as employ new staff.



Chemical Manufacturing

This industry includes businesses that produce inputs for other manufacturers, as well as for consumption by consumers. Many chemical manufacturers are smaller businesses, defying the stereotype of international conglomerates and making them a better fit for smaller communities like Lyons Falls that may welcome a major investment but struggle to fill the workforce demands of a facility requiring hundreds of workers at the outset.



Agricultural and Recreational Equipment Manufacturing

Agricultural equipment refers to machinery used for farming and home lawn and gardening activities, with demand from local farms. Recreational equipment is exemplified by all-terrain vehicles and snowmobiles, used by regional residents and visitors alike. Agricultural equipment is already manufactured in the region, and expanding this industry builds on existing strengths and the small but skilled workforce. No snowmobiles are produced in the region, despite a nationally renowned snowfall, with most being manufactured in the south and California. Putting these two together is intended to highlight how the presence of an existing industry (agricultural equipment) with related inputs and workforce may serve as a springboard to appeal to a type of business that fits the character of the region – snowmobile design, manufacture, and testing.



Backcountry and Adventure Tourism – Campgrounds and RV Parks

Expanding lodging in the form of campgrounds and RV parks for adventure-seeking visitors encourages crossover activities and allows them to extend their visits. Lodging was identified as a gap in tourism amenities for the Village, and the development of this industry would attract both adventure tourists (those engaging in backpacking, hiking, and kayaking) and retirees (who constitute the fastest-growing segment of campground and RV users) to spend more time and money in the study area.



Dairy Product Manufacturing

Businesses in this industry manufacture pasteurized milk, cream, butter, yogurt, and cheese. This industry builds on a regional strength and supply chain, is expected to have high growth in the state that may be attracted to the Village, and is supported by various state-level agricultural initiatives. Agribusiness was identified by the BOA Steering Committee early in the process as a catalytic industry.



Nursing Care Facility, Emergency and Outpatient Facility

Nursing care provides living quarters, inpatient nursing, and rehabilitation services while emergency and outpatient facilities provide general or specialized care. The two selected industries, Nursing Care Facility and Emergency and Outpatient Facility, are considered distinct industries for the purpose of this report but are discussed together since their positive impacts jointly relate to and are impacted by each other. Both were selected as a result of the healthcare industry being emphasized by the Steering Committee early in the process. Similarly, both industries provide a good wage level and address the regional need for more healthcare professionals. In fact, Lewis County is a Federal Health Professional Shortage Area, meaning that there is a shortage of primary care, dental, or mental health providers. With a primary care satellite of Lewis County Hospital in the Village acting as a foundation, the continued development of both industries can help form a local health services cluster.



Hydroelectric Power Generation

Hydroelectric power generation, which uses water to generate electricity, has become a relatively expensive form of electricity because of a multi-year downward trend in natural gas prices. However, in Lyons Falls, which has an existing plant and seeks to attract other businesses with lower-cost direct power, hydroelectric power generation still remains an important target for retention and expansion.



Strategic Sites

Within the Lyons Falls BOA, there are several Strategic Sites that are important to the future revitalization of the Village and are essential to achieving the community's vision. Through redevelopment, reuse, and improvements to existing infrastructure, it is possible to capture the economic potential of these strategic, yet underutilized, sites. Capitalizing on this potential could eventually result in economic and social benefits to the area's residents. As catalyst projects, investment at these Strategic Sites could spur investment at nearby sites, increase adjacent land values, and create jobs. In addition, investment in these vacant or underutilized sites could increase access to services and amenities for residents, thus improving quality of life.

Strategic Sites were selected for their suitability based on the following criteria:

- Strategic location
- Ownership status (i.e. vacant vs. occupied, public vs. private)
- Brownfield status
- Adequacy and availability of infrastructure
- Potential to improve quality of life
- Potential to provide amenities to the public
- Potential to realize the community's vision
- Potential to catalyze growth in the Village
- Accessibility

Five Strategic Sites were identified through the BOA process and were determined to be of critical importance to the overall redevelopment of the Village of Lyons Falls. These sites are described and depicted on the Strategic Site Map.

Former Pulp & Paper Mill

This site, which has a long industrial history and served the community as a major employer for many years, was the impetus for the Village and County to seek assistance through the BOA Program. Redeveloping the former Pulp & Paper Mill in addition to the other Strategic Sites will promote economic opportunity in the Village and will improve environmental quality along this portion of the Black River.

The importance of this site to the redevelopment of the Lyons Falls BOA is underscored by its inclusion in multiple economic and strategic plans including the:

- North County Regional Economic Development Council's Strategic Plan
- Lewis County Comprehensive Economic Development Strategy
- 2010 Community Development Plan for the Village of Lyons Falls

At present, the Lewis County Development Corporation (LCDC) owns the Pulp & Paper Mill site and has expressed interest in redeveloping the site. Since this property is an integral component of the overall revitalization strategy, it will be critical to maintain an open and coordinated partnership with the LCDC and Lewis County as redevelopment moves forward.

Strategic Sites Map



- ① Former Alaskan Oil/Marino's Pizza
- ② Agway/Depot
- ③ Former Lyons Falls School
- ④ Former Pulp & Paper Mill Site
- ⑤ Former Agway Site

1. Former Alaskan Oil/Marino's Pizza

- **Address:** 6793 McAlpine Street
- **Size:** 0.22 acres
- **Ownership:** Private
- **Current use:** Commercial
- **Notes:** Site has undergone Phase II Environmental Assessment as part of this BOA (see Appendix J).



2. Agway/Depot

- **Address:** 6819 McAlpine Street
- **Size:** 1.08 acres
- **Ownership:** Private
- **Current use:** Commercial
- **Notes:** Site contains former train station and 9,000 square foot building.



3. Former Lyons Falls School

- **Address:** 6832 McAlpine Street
- **Size:** 4.5 acres
- **Ownership:** Private
- **Current use:** Residential
- **Notes:** Limited environmental investigation pending.



4. Former Pulp & Paper Mill Site

- **Address:** Center Street
- **Size:** 9.4 acres
- **Ownership:** LCDC
- **Current use:** Vacant
- **Notes:** Since the mill closed in 2001, over 20 buildings on the site have been demolished. Site has undergone a limited subsurface investigation as part of this BOA (see Appendix I).



5. Former Agway

- **Address:** East side of Franklin Street
- **Size:** 1.06 acres
- **Ownership:** Private
- **Current use:** Vacant
- **Notes:** Still an active NYSDEC Spill Site



Environmental Investigations

As part of this study, several environmental investigations of select strategic sites were performed, including the Pulp and Paper Mill, 6793 McAlpine Street, and the Former Lyons Falls School. Full investigation reports are provided in Appendix I, J, and K.

Former Pulp & Paper Mill Site

The Former Pulp & Paper Mill Site, located at 4012 Center Street. A Preliminary Site Investigation (PSI) was completed in June 2018 based on the recommendations of the Limited Subsurface Investigation (LSI) completed in 2016. The purpose of the PSI was to evaluate soil and groundwater quality for environmental impacts due to potential petroleum, solvent, metals, PCBs, and pesticide contamination associated with former land uses. The PSI involved the installation of soil borings (8), test pits (8), and monitoring wells (4) to cover the area of the Site and at up-gradient and down-gradient locations with respect to anticipated shallow groundwater flow direction towards the river.

The full PSI report was submitted to NYSDEC, and NYSDEC has closed Spill No. 1607586.

Investigation findings:

- A fill deposit of recycled concrete and brick was backfilled as part of recent demolition activities. Historic fill underlies the recent fill deposit and is due to the filling of original land surface during the use of the pulp and paper mill over 100 years ago.
- Petroleum volatile organic compounds (VOCs), petroleum and polycyclic aromatic hydrocarbon (PAH) semi-volatile organic compounds (SVOCs), and metals are chemicals of concern (COC) in the site's soil. Suspected sources of these COCs include: former petroleum and chemical bulk storage, handling of chemicals/petroleum used for site operation of the former pulp and paper mill, historic fill, and/or waste generation from operations at the former pulp and paper mill.



- Groundwater is fairly shallow on the property, ranging from approximately 4 to 13 feet below the ground surface.
 - PCBs exceeded groundwater standards at low levels and were only detected at two monitoring wells. Based on the combined LSI and PSI sample results, PCBs do not appear to be a COC in groundwater.
 - The majority of COCs detected in soil samples (petroleum VOCs and metals) were also detected in the groundwater. Therefore, it appears that the source of impacts to groundwater is from on-site impacted soils at limited locations.
 - The only apparent source area of petroleum COCs in groundwater is the confirmed, limited NYSDEC Spill Area.
 - The thickness and extent of recycle concrete meets NYSDEC restricted residential requirements for a brownfiled cover system.
- Overall, the environmental impacts on the site's soils are randomly distributed and historic fill represents the most significant source of COCs, which could be addressed in future remediation activities.

Recommendations:

- Coordinate future soil remediation efforts with NYSDEC.
- As future redevelopment of the site is planned, conduct further environmental investigations of the soil and groundwater to evaluate specific impacts and develop a soil management plan.



6793 McAlpine Street Site

This site, located at 6793 McAlpine Street, was formerly utilized by the Alaskan Oil Company and Sunoco as a gasoline service station. More recently, the site was used for Marino's Pizza and is currently used as the Doggie Works Pet Salon and veterinarian office.

Investigation of this site included a geophysical survey, test pit excavations, membrane interface probe (MIP) survey, surface/subsurface samples, soil borings/monitoring wells and laboratory analytical results.

During the geophysical survey, potential underground storage tanks (USTs) were identified. Based on these anomalies, five test pits were excavated across the site from six to 12 feet in depth. No soil samples were collected from these test pits.

Seven soil borings were advanced across the site at depths of approximately eight to 10.5 feet below ground surface. Soil samples were collected in five-foot sample intervals. Field screening of soil revealed the potential presence of total organic vapors. Groundwater monitoring wells were also installed and samples were collected.

Investigation findings:

- Two Areas of Concern (AOC) for petroleum contaminated soils on the site encompassing two to 10 feet below ground surface.
- A potential for building vapor intrusion due to elevated volatile organic compounds in the subsurface.
- Potential off-site groundwater contamination.
- Potential impacts to bedrock groundwater quality.

Recommendations:

- Installation of off-site groundwater monitoring wells after future on-site remediation is completed.
- Advancement of one soil boring inside building following site remediation to evaluate potential vapor intrusion.
- Potential evaluation of off-site vapor intrusion after site remediation is completed.



Former Lyons Falls School

Note: Testing and evaluation of this site to occur in May 2019. This section will be updated once all testing and evaluation is complete.

Chapter 3. Master Plan

Vision

Based on community input and technical analyses, a vision was established for the future of the Village of Lyons Falls.

The vision reflects the fact that Lyons Falls has a multitude of existing assets in place, such as the Moose and Black Rivers, waterfalls, snowmobile trails, and connections to the Adirondacks and Tug Hill region. These unique features allow the Village to thrive as a recreational tourism destination; however, better connections to each of these assets are to be leveraged to capitalize on Lyons Falls' potential. For this reason, "Lyons Falls Connects" was selected as the brand and identity for the Village.

Master Plan and Strategies

The Lyons Falls Implementation Strategy categorizes priority projects into three overarching categories. These categories and the specific projects which fall under each are presented in the following section.

- Strategy 1: Promote Economic Development
- Strategy 2: Leverage Recreational Assets
- Strategy 3: Transform the Public Realm

These strategies together encompass the Lyons Falls Master Redevelopment Plan as shown on the following page.

VISION

LYONS FALLS WILL BE TRANSFORMED INTO A MULTI-FACETED RECREATIONAL DESTINATION FOCUSED ON THE MOOSE AND BLACK RIVERS, PARKS AND TRAILS AND NATURAL FEATURES. ENHANCED CONNECTIONS TO EMPLOYMENT CENTERS AND ENVIRONMENTAL RESOURCES WILL FOCUS ON CELEBRATING THE RICH HISTORY AND BEAUTY OF THE AREA TO SPUR ECONOMIC DEVELOPMENT.



MASTER REDEVELOPMENT PLAN

Promote Economic Development

1. Former Pulp & Paper Mill Site: Industrial Redevelopment
2. Lyons Falls School: Mixed-Use
3. Former Depot: Commercial
4. 7292 McAlpine: Commercial
5. Former Agway: Recreation
6. Industrial Re-Use
7. Edge Expansion

Leverage Recreational Assets

8. Multi-Use Trail (With Future Regional Connections)
9. Multi-Use "Rail-With-Trail" Village Loop
10. Former Black River Canal Historic Site
11. Canal Basin Park Enhancements
12. Enhanced Trail Connections to Edge
13. Trail enhancements at Riverside Park

Transform the Public Realm

14. McAlpine Street Improvements
15. Center Street / McAlpine Intersection Improvements
16. Cherry Street / McAlpine Intersection Improvements
17. Former Black River Canal Sewer Rehabilitation (or Relocation)
18. Franklin Street Open Space
19. Route 12 and Cherry Street
20. Route 12 and River Road

See Alternative Options for Former Pulp and Paper Site, This Sheet.



Former Pulp and Paper Site | Option 2 - Experiential Center with Hotel, Cabins, Open Space with Trails and Waterfall Lookout on Island

THIS PAGE INTENTIONALLY LEFT BLANK

Strategy 1: Promote Economic Development

Economic development must be tailored to the specific needs of the community and will work to improve the quality of life of residents as well as enhance tourist experiences. In the case of Lyons Falls, economic development in the form of commercial and industrial development is anticipated to increase revenue and create employment opportunities.

This revitalization strategy identifies several opportunities for Strategic Site redevelopment supported by several market analyses conducted throughout this study. Appendix B provides a detailed Market Analysis specific to the Village of Lyons Falls and presents an overview of Village demographics, as well as industrial, retail, office and housing market information.

Additionally, a Targeted Industry Strategy provided as Appendix H, identifies which industries within the Village are strongest, most competitive, and have the greatest likelihood to succeed.

Recommended Projects

The recommended projects which fall under Strategy #1 - Promote Economic Development include:

- 1 Former Pulp & Paper Mill Site Redevelopment - **Strategic Site**
- 2 Lyons Falls School - **Strategic Site**
- 3 Former Depot - **Strategic Site**
- 4 6793 McAlpine Street - **Strategic Site**
- 5 Former Agway - **Strategic Site**
- 6 Industrial Re-Use
- 7 The Edge Expansion

Financial Feasibility Assessment

For several potential projects identified in the BOA Master Plan, a pro-forma feasibility assessment was completed. The purpose of a pro-forma is to determine whether a development is financially possible, based on assumptions including property cost, construction cost, operating expenses, and financing.

When considering the financial feasibility of a project, it must be examined from the perspective of both developer (source of risk equity) and the bank (source of financing).

- **Developer:** The internal rate of return (IRR) is a formula used to calculate the rate of return for investments that create different amounts of annual cash flow. It is a good measure of the developer's return-on-investment for undertaking a project (on a pre-tax basis only). Depending on the risk profile of a project, the minimum benchmark IRR will change but is typically **at least 6%; however, the targeted rate is 10%**.
- **Bank:** The debt service coverage ratio (DSCR) is a measure of the resources available to pay debt service (calculated as the ratio of net operating income to debt service payments). It is a test to determine if traditional lenders would be interested in the project based on the ability of the developer to make debt payments. The minimum DSCR varies with each project and its associated lending environment but a **DSCR of 1.10** is typically the absolute lowest allowable.

The following components comprise the pro-forma feasibility assessment for this study:

- Land Cost
- Cleanup Cost
- Sitework Cost
- Construction Cost
- Internal Rate of Return
- Debt Service Coverage



1 Former Pulp & Paper Mill Site Redevelopment

This approximately 9-acre site is ripe for redevelopment based on its location along the waterfront, scenic views, and public ownership. This site has recently undergone four phases of building demolition and cleanup. While some additional cleanup may be necessary, several options for redevelopment have been explored. The following presents challenges and opportunities associated with redevelopment of this property along the Black River.








Existing Former Pulp & Paper Mill Site

OPPORTUNITIES

-  Proximity to outdoor recreational assets
-  Existing tourism/second home owner base
-  Existing recreational culture (powersports, fishing/hunting, boating)
-  Access to ADK and Tug Hill
-  Scenic views
-  Public ownership
-  Community and regional support for redevelopment
-  Potential for low cost power

CHALLENGES

-  Site size relative to industrial needs (9.4 acres)
-  Environmental constraints
-  Topography constraints/steep slopes
-  Regional location
-  Population base

OPTION 1: Industrial Use

Option 1 for Former Pulp and Paper Mill Site redevelopment involves continued industrial use. Based on the Targeted Industry Analysis, and a Financial Feasibility Assessment (Appendix L) completed for the site discussed previously, targeted industries have been identified as viable uses in Lyons Falls, including:

- Converted Paper Product Manufacturing
- Inorganic Chemical Manufacturing
- Agricultural and Recreational Entertainment

This proposed development involves the construction of three industrial use buildings on the site, while maintaining the existing chemical building.



Potential Site Layout for Industrial Business

Redevelopment Potential

For this pro-forma (see Appendix L), it was assumed that this project would involve redevelopment of this site for industrial use. The following conditions were applied:

- Property lease rate of \$6.00/SF
- Award of a \$750,000 grant for site redevelopment
- Tax abatement of 65%

Given these assumptions, the total development cost is broken down as follows:

Land Cost	\$500,000
Cleanup Cost	\$500,000
Sitework Cost	\$500,000
Construction Cost	\$1,800,000
TOTAL	\$3,300,000

These assumptions yield an IRR of 6.3%, which is greater than the minimum of 6%, but falls short of the 10% target rate.

Under these conditions, this redevelopment is

FINANCIALLY
FEASIBLE!

OPTION 2: Resort Redevelopment

Option 2 for the Former Pulp and Paper Mill site involves redevelopment as a recreational resort destination. Based on analyses of this study, hospitality and lodging options in Lyons Falls are needed to support the existing tourism-base within Lyons Falls and Lewis County. Additional tourists and visitors are anticipated to drive from other areas of the region to enjoy this recreational attraction.

This resort, as modeled, would include a 100-room main hotel and lodging component as well as 12 outbuilding cabins with waterfront accessibility.

Based on the real estate pro-formas conducted for this site, it is expected that private sector lenders would be extremely interested in developing this project.

Redevelopment Potential

For this pro-forma (see Appendix L), it was assumed that this project would involve redevelopment of this site for recreational use. It was assumed that hotel lodging rates would be \$100/night and \$135/night for the cabins.

Land Cost	\$500,000
Cleanup Cost	\$1,500,000
Sitework Cost	\$5,000,000
Construction Cost	\$8,000,000
TOTAL	\$15,000,000

These assumptions yield a IRR of 6.02%, which is just over the minimum of 6%, but falls short of the 10% target rate.

Under these conditions,
this redevelopment is
FINANCIALLY FEASIBLE!



Potential Site Layout for Resort Redevelopment

Case Study: Tailwater Lodge

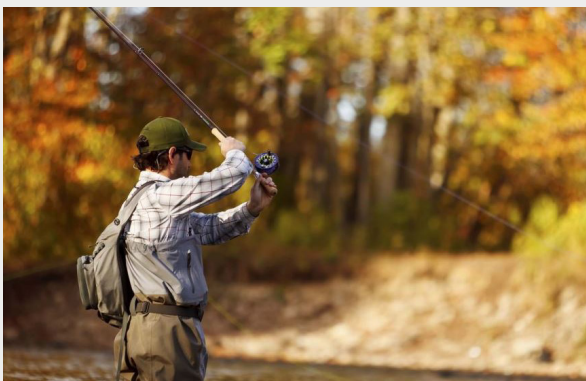
The Tailwater Lodge is a world-class hotel that boasts luxury lodging, dining, conference and special event space, and access to the region's outstanding outdoor recreational resources. Located in Altmar, New York (Oswego County) on the scenic Salmon River - famous for some of the best sport fishing in the country - the lodge provides guests with private access to 2,000 feet of riverfront along one of the best stretches of the river. This premier location enables the Tailwater Lodge to offer a unique experience for a wide variety of tourists and visitors. In addition to catering to the specific needs of anglers, the lodge is also a popular destination for special events, such as weddings, conventions, and social gatherings, and outdoor enthusiasts in general.

The lodge opened its doors in 2014 in the former Altmar Elementary School, one of the hamlet's most cherished landmarks. Originally constructed as a 42-room resort with a conference center and restaurant, the lodge was recently upgraded with a 46-room expansion, health spa, indoor swimming pool, and fitness center. The Lodge now provides visitors with a one-stop vacationing experience, with all amenities provided at the Tailwater Lodge.

The Tailwater Lodge is owned and operated by the Woodbine Group, who bought the former elementary school one year after it closed due to its potential to serve the niche sport fishing community. Similar to Lyons falls, Altmar is a small community with unrivaled access to outdoor recreational resources.

MISSION

DELIVER A LIFELONG, MEMORABLE, WORLD CLASS FISHING EXPERIENCE AND STAY WHILE WE WELCOME YOU TO OUR PIECE OF HEAVEN ON THE SALMON RIVER IN UPSTATE NY.



2 Lyons Falls School

This approximately 16,000-square foot former school lies on 4.5 acres of land. This school is currently an underutilized residential property under private ownership. This site has the potential to be redeveloped into multi-family housing. This site is positioned for redevelopment due to its proximity to commercial establishments and strategic location along one of the main streets in Lyons Falls.

As part of this study, an environmental investigation is scheduled to commence in May 2019. This section will be completed once the investigation is complete.

Additionally, a real-estate proforma was created for the redevelopment of this property as a multi-family housing project. The development program included 16 units (eight, 2-bedroom units and eight, 1-bedroom units). Some commercial development on first floor is possible. The total development cost of the property is approximately \$2.5 million.

Recommendation:

- Redevelopment of the structure as a mix of affordable and market rate units, including units for seniors.
- Potential for limited commercial component on first floor.
- Limited commercial support.

Redevelopment Potential

Pro-formas are a way to perform "due diligence" when recommending a property specific redevelopment opportunity. For this pro-forma, it was assumed that this redevelopment project would involve the redevelopment of the school as a 16-unit multi-housing structure (see Appendix L).

Land Acquisition	\$1
Sitework Cost	\$500,000
Construction Cost	\$2,000,000
TOTAL	\$2,500,001

These assumptions yield an IRR of 6.68%, which is greater than the minimum of 6%, but falls short of the 10% target rate.

Under these conditions, this redevelopment is

FINANCIALLY FEASIBLE!



3 Former Depot

This one-acre site is located at 6819 McAlpine Street and contains a 9,000-square foot building. This site was formerly used as a feed and storage facility, adjacent to an abandoned portion of the Mohawk, Adirondack, and Northern Railroad. This parcel is currently privately owned.

It is recommended that this site be redeveloped for commercial uses that can leverage its location next to the proposed Rails to Trails. Commercial opportunities may include a restaurant, brewery, bakery or bike rentals and repair shop.



Recommendations:

- Coordinate with existing property owner on desired end use for this site.
- Complete a Phase I and Phase II ESA and subsequent remediation on the property, if needed.
- Explore the historic value of the building (potential NYS Historic Tax Credits).
- Pursue funding for building facade improvements.
- Pursue funding for building interior improvements.
- Market the site for purchase and redevelopment through the Lyons Falls BOA marketing and branding campaign.

Redevelopment Potential

For this pro-forma, it was assumed that this redevelopment project would involve the redevelopment of the former depot for commercial use including a potential restaurant, retail and office space. This proforma assumes rents at \$9.00/SF.

Land Acquisition	\$1
Cleanup Cost	\$0
Sitework Cost	\$50,000
Construction Cost	\$200,000
TOTAL	\$250,001

These assumptions yield a IRR of 6.18%, which is greater than the minimum of 6%, but falls short of the 10% target rate.

Under these conditions, this redevelopment is

FINANCIALLY FEASIBLE!

4 6793 McAlpine Street

This 0.22-acre site lies on the corner of McAlpine Street and Cherry Street. As part of this study, this former Alaskan Oil/Marino's Pizza underwent a Phase II ESA. The investigation revealed several areas of concern and future remediation is recommended both on and off-site due to soil and groundwater contamination.

This site currently operating as the Bath and Doggie Works Pet Salon and Little Friends Veterinary Services, which was recently redeveloped. It is recommended that commercial use of this site be continued to aid in business retention and employment opportunities for residents.



5 Former Agway

The Former Agway Site is an approximately one-acre parcel located on the east side of Franklin Street. This parcel is currently vacant. It lies along the Black River; however, it does not have frontage to the water and is considered an underutilized site.

Due to the site's location on Franklin Street, which is one of the primary entryways into the Village, commercial or mixed-use redevelopment of this parcel is recommended. This use could cater to visitors utilizing the Village's parks and trail system.

For example, this site is well positioned for a Lyons Falls Welcome Center, equipped with kayak and bike rentals.



Recommendations:

- Complete a Phase I and Phase II ESA and subsequent remediation on the property, if needed.

6 Industrial Re-Use

Three privately-owned properties, which comprise approximately 2.5 acres along South Street (6802-6814 South Street), in the Village of Lyons Falls are currently utilized for industrial purposes. Since these industrial uses are important to the vitality of the Village, it is recommended that these parcels remain as industrial use.

Expansion of industrial uses will work to create employment opportunities within the Village and enhance the tax base of the area. Based on the market analysis completed as part of this study, viable industrial uses could include agriculture/recreational equipment manufacturing, as well as paper, chemical and dairy product manufacturing.

The rail line within Lyons Falls passes directly through these parcels, creating an incredible opportunity for utilization of this amenity. Industrial uses such as those mentioned previously would have the ability to access this rail line for product transport and shipment.

Recommendations:

- Partner with Lewis County IDA to promote industrial use of these sites



7 The Edge Expansion

The Edge Hotel and Boondocks restaurant are staple tourism amenities in Lyons Falls. They are both privately owned and located off Route 12 in close proximity to the Black and Moose Rivers.

The Edge Hotel has a total of 65 rooms visitors can access when staying in Lyons Falls for the weekend or taking a longer trip in Lewis County. The hotel offers a restaurant, bar and business conference room in addition to lodging accommodations.

Boondocks is also a popular visitor destination within Lyons Falls, with a restaurant and bar that offers a banquet hall to accommodate a variety of occasions and live music. Both of these venues are popular in the winter months during snowmobiling season, due to their proximity to the trail network.

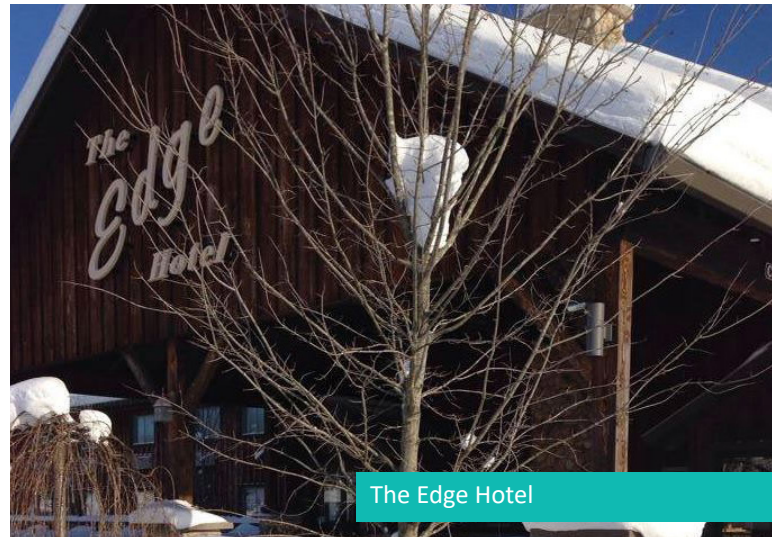
The Edge Expansion will upgrade existing recreational amenities. These upgrades will be intended to support the continued recreational offerings.

Recommendations:

- Partner with Lewis County IDA and Village of Lyons Falls to potentially fund a portion of development costs for future expansion



The Edge Hotel in Winter Months



The Edge Hotel

Strategy 2: Leverage Recreational Assets

Both Lewis County and the Village of Lyons Falls are overwhelmingly rich in assets that drive the recreational and tourism economy. These assets also have the potential to draw additional tourists and visitors to the area.

As described in **Chapter 2**, valuable attractions within Lyons Falls include recreation, lodging, retail, and entertainment centered on natural features such as Black River.

Many of those visiting Lewis County and Lyons Falls move from place to place to experience a variety of activities throughout the area. The journey of travel within Lewis County drives these tourist activities. Popular activities include snowmobiling, canoeing, hiking, boating and driving tours.

Capitalizing upon these assets and generating the full potential of Lyons Falls will involve diversification of activities for all age groups, packaging and promotion of cross-over activities to expand a range of opportunities, among others.

The following projects indicate specific opportunities Lyons Falls can implement to leverage all tourism assets.

Recommended Projects

The recommended projects which fall under Strategy #2 - Leverage Recreational Assets include:

- 8 Multi-Use Rail Trail
- 9 Multi-Use "Rail with Trail" Village Loop
- 10 Former Black River Canal
- 11 Canal Basin Park Enhancements
- 12 Enhanced Trail Connections to Edge
- 13 Riverside Park Enhancements

8

Multi-Use Rail Trail (Future Regional Connections)

The former Mohawk Adirondack & Northern Railroad Corp railroad right-of-way runs north/south through the Village of Lyons Falls. The right-of-way (north and south of McAlpine Street) is currently owned by the Lewis County IDA. An abandoned portion of the right-of-way extends from McAlpine Street north and beyond the Village boundary.

It is recommended that Lewis County and the Village pursue improvements to this portion of the former railroad that will convert it to a multi-use trail that could be connected to regional trail systems in the future. The railroad is located directly adjacent to the former Depot and Pharmacy buildings, offering close proximity to potential future retail/tourism uses.

An initial phase of the trail between McAlpine and Charlotte Street would be improved with a 10-foot gravel path, creating an off-street connection for pedestrians, bicycles, and snowmobiles. The multi-use trail would lay the groundwork for connections to future regional trail systems.



Representative Image of Multi-functional Trail Use



Future Trail Connection along Rail

9 Multi-Use "Rail with Trail" Village Loop

The Mohawk Adirondack & Northern Railroad Corp railroad right-of-way runs north/south through the Village of Lyons Falls. The right-of-way located south of McAlpine Street is currently inactive and owned by the Lewis County IDA. However, the rail was recently active, providing siding service to warehouses owned by the Burrows Paper Corporation. Both Burrows Paper and the owner of the railroad have expressed interest in reviving this segment of the rail. A portion of the rail right-of-way located east of South Street has been abandoned and no longer contains rails.

It is recommended that Lewis County and the Village pursue improvements to this portion of the former railroad to create a 10-foot wide multi-use trail alongside the existing railroad. The "rail-with-trail" concept works well along rail corridors with a low volume of trains and/or rail corridors that terminate within the community. A trail located adjacent to the railroad would allow for the eventual development of a loop trail through Lyons Falls, which takes pedestrians, bicycles, and snowmobiles to various destinations within the Village, including the waterfront, the turning basin, and future tourism-based uses on the former Pulp & Paper Mill site.



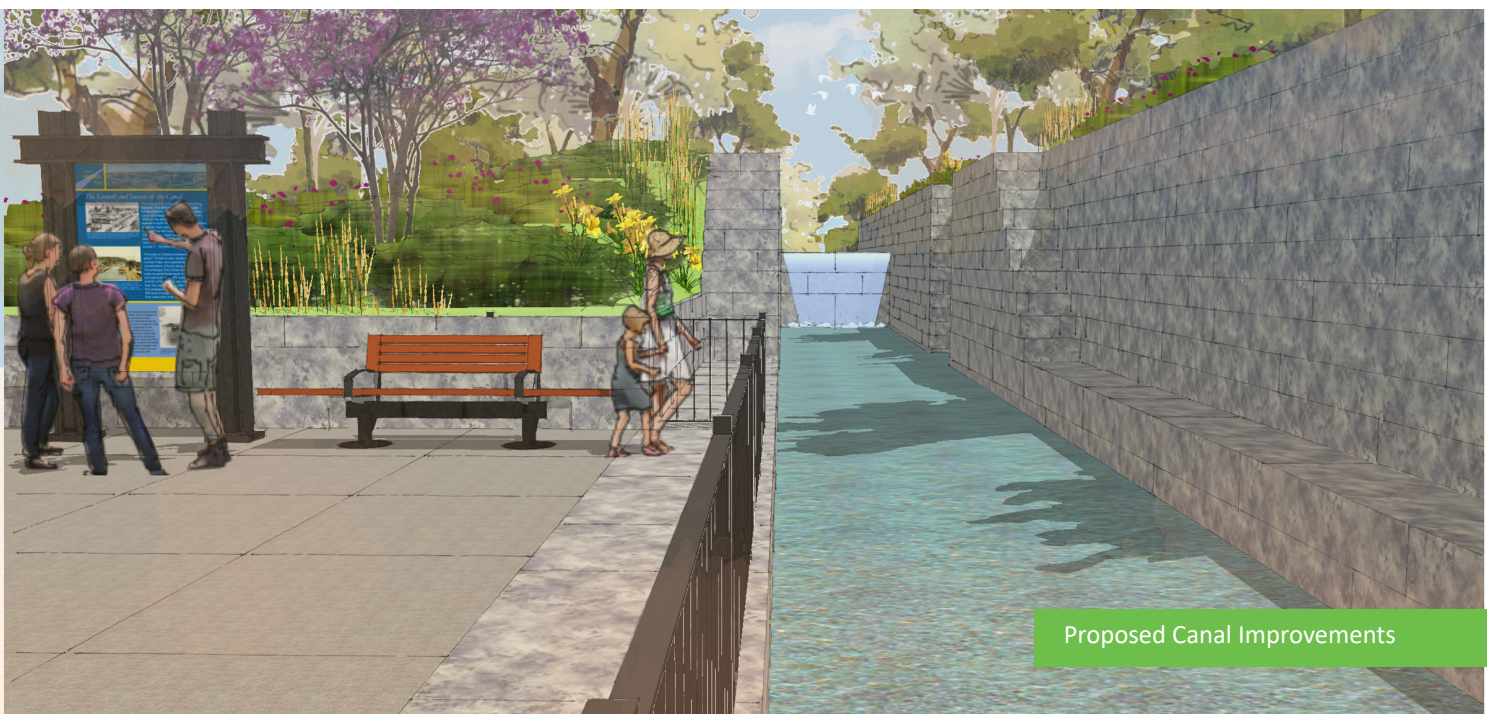
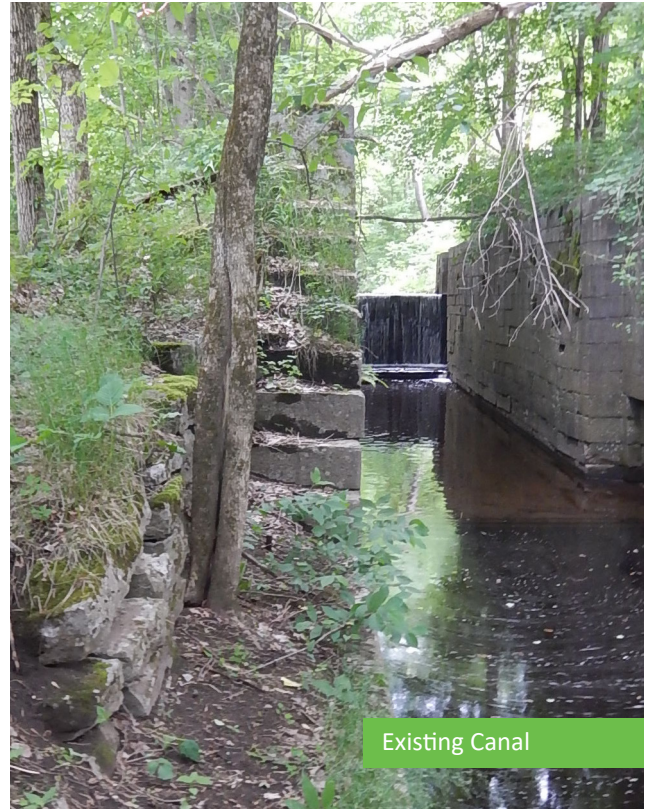
10 Former Black River Canal Historic Site

There are four locks located within the abandoned canal north of the Turning Basin. Based on the Black River Canal Analysis, visual observations suggest that much of the masonry stone is in good condition, with limited joint separation and vegetation growth. Portions of the lock walls appear to have been repaired over time.

This canal currently sits on privately-owned property with no access agreement for public users.

It was determined that further assessment is warranted to determine the suitability of protection, restoration, and reuse as a historic and recreational asset within the community.

It is recommended that action be taken to enhance the recreational and historical learning opportunities presented by this asset. Enhancements could include interpretive and wayfinding signage within the canal to both direct visitors through and teach them about its historic value.



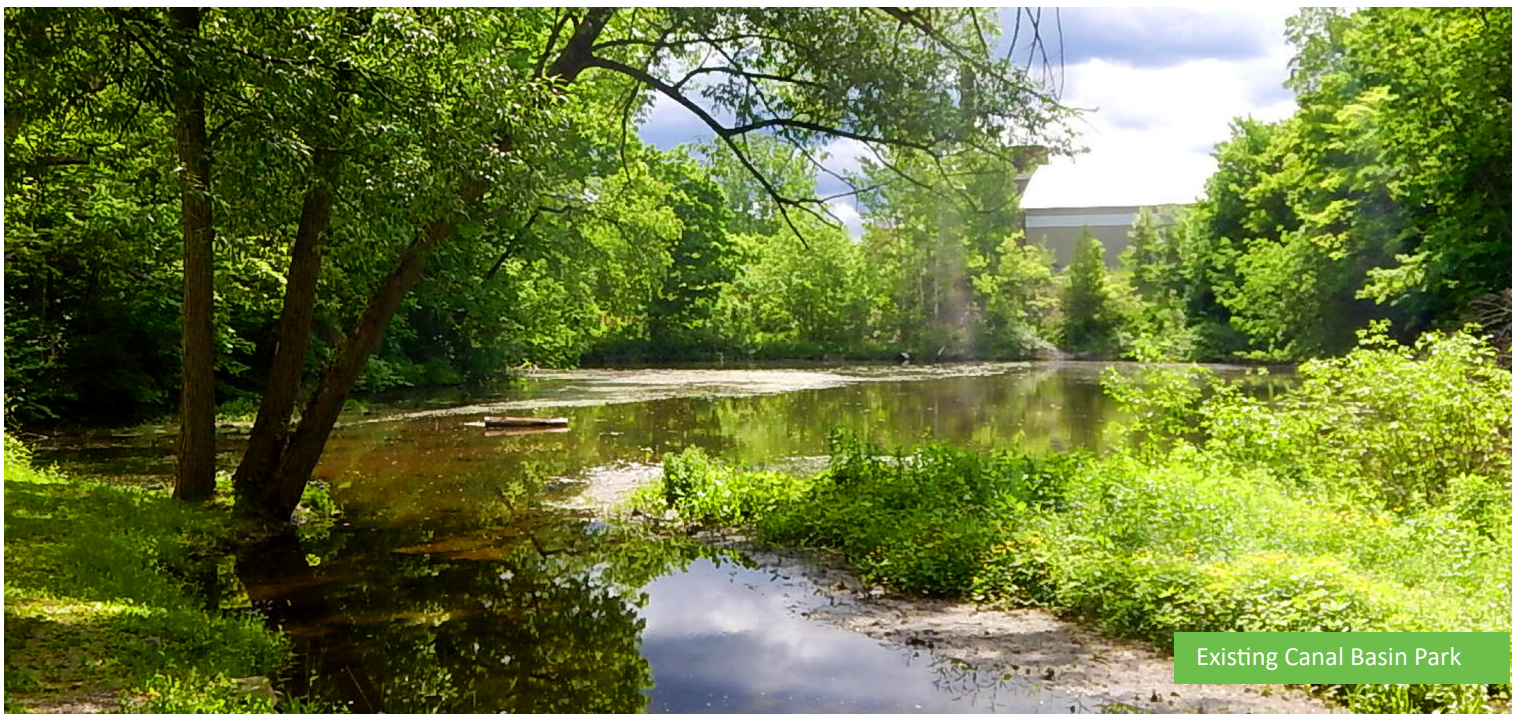
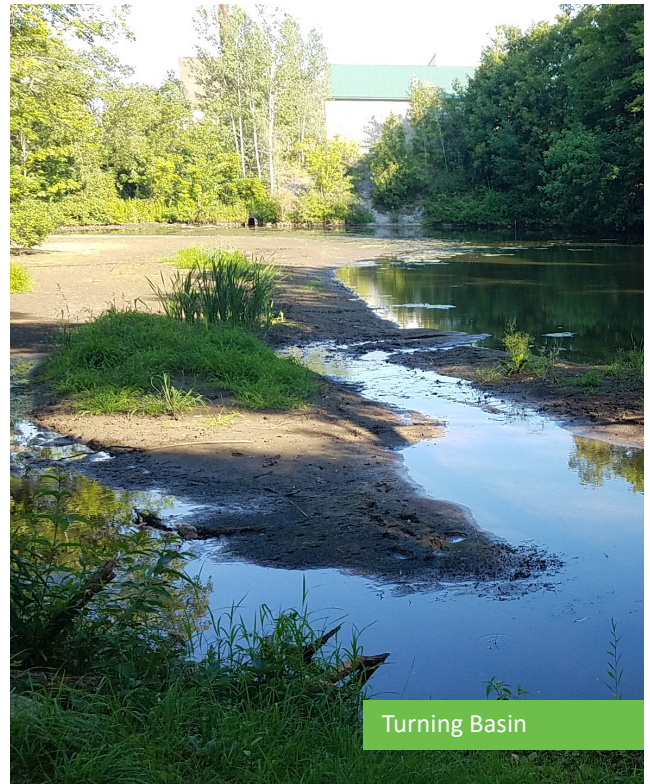
11 Canal Basin Park Enhancements

The Canal turning basin is a man-made pond that was formed by blocking the original outlet at the east bank of the Black River Canal. In the 1940s, a portion of the Black River Canal was filled (and piped underground) in order to accommodate construction on the Pulp & Paper Mill site.

Today, a storm sewer pipe carries water from the Black River underneath the Pulp & Paper Mill site to an outlet at the turning basin. The turning basin is used as part of the fire protection system for the Village of Lyons Falls.

The Village constructed a park adjacent to the turning basin (Canal Basin Park), which offers an historical interpretive kiosk, benches, and a picnic table.

It is recommended that the Village pursue improvements to the Canal Basin Park, including enhanced landscaping, additional passive elements, and wayfinding signage to other points of interest within the Village.



12 Enhanced Trail Connections to Edge

The Edge Hotel, discussed previously, is an important asset within Lyons Falls. A formal pedestrian and bicycle connection from other areas of the Village to the Edge will allow ease of access for these visitors; therefore increasing tourism rates.

Additional amenities, such as bike racks and benches will encourage greater use of this trail connection to the Village as well. The installation of bike racks, benches, and directional wayfinding signage on this trail is recommended to spur additional use.



13 Riverside Park Enhancements

Riverside Park is an approximate 50-acre park located east of the Black River off Laura Street. This park contains ball fields, a basketball court, a tennis court, a playground designed for children 12 and under, a pavilion, and undeveloped forested land along the Black River.

This park provides direct access to additional recreational opportunities within Lyons Falls. For that reason, trail enhancements and additions can directly enhance the recreational experience for residents and tourists.

Enhancements and additions to the existing 1/2 mile running track and 20 station fitness loop is recommended to enhance the existing trail for skiing, running, biking and snowshoeing. Improvements could include additional signage.



Strategy 3: Transform the Public Realm

What is the Public Realm?

Generally, the public realm refers to the streets, squares, parks, green spaces and other outdoor areas that the public is able to access readily. These spaces typically are free for everyone to use and contribute to both the resident's and visitor's quality of life.

High quality public space is vital to creating socially inclusive communities. Investment in these public spaces generates tangible benefits for all and will contribute to economic growth. Enhanced spaces for the community to congregate and engage in increase property values and has been shown to reverse cycles of decline.

The recommended streetscape improvement plan described in the following pages includes the following components:

- Traffic Calming and Pedestrian Safety
- Aesthetic Pedestrian Improvements
- Green Infrastructure
- Gateway and Wayfinding Signage

Recommended Projects

The recommended projects which fall under Strategy #3 - Transform the Public Realm include:

- 14 McAlpine Street Improvements
- 15 Center Street/McAlpine Street Intersection Improvements
- 16 Cherry Street/McAlpine Street Intersection Improvements
- 17 Former Black River Canal Relocation
- 18 Franklin Street Open Space
- 19 Gateway Improvements: Route 12/Cherry Street
- 20 Gateway Improvements: Route 12/River Road

Traffic Calming and Pedestrian Safety

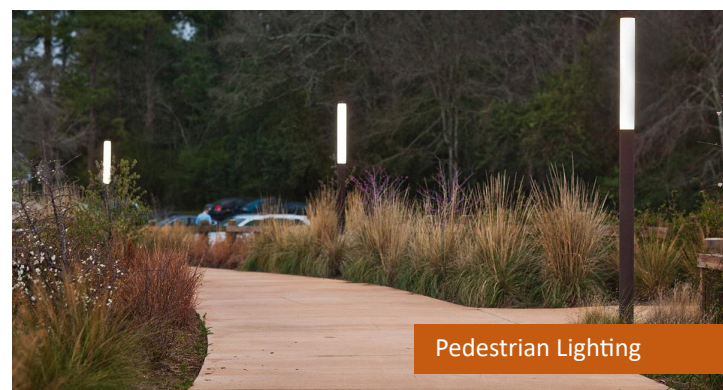
Crosswalks help define an intersection as a public space, making it clear to drivers and pedestrians where they belong. Enhanced paint or special markings can slow traffic and offer further visual indication that the area is meant for pedestrians to cross the street.

Pedestrian countdown signals are equipped with timers to give notice to both drivers and pedestrians how many seconds remain to cross the street safely.

Enhanced curb ramps are important for providing access between the sidewalk and the street. They should be located at any pedestrian crosswalk, at intersections, loading zones, bus stops and midblock crossings. Curb ramps provide safe passage for wheelchairs, delivery men/women, parents with strollers, and people with vision and mobility impairments.

Curb extensions are used as a traffic calming measure to extend the sidewalk into the street and reduce the distance pedestrians must walk to cross the street. Curb extensions can also improve safety by making pedestrians more visible to approaching drivers. This can be especially important in areas with on-street parking, where pedestrians often must emerge from behind a parked car in order to cross the street.

Pedestrian lighting is specialized lighting provided at a different scale than street lighting to ensure that pedestrian areas, such as sidewalks, curb ramps, and building entries are adequately lit.



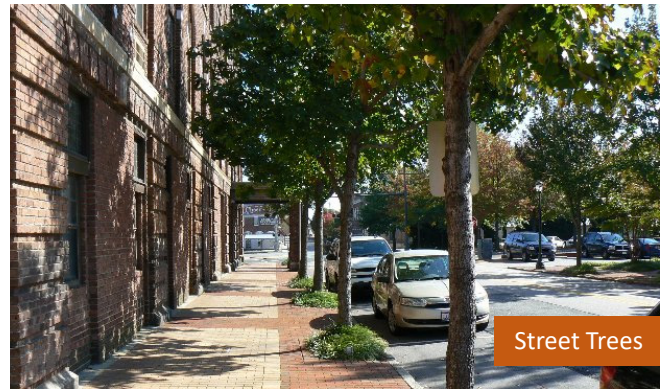
Aesthetic Pedestrian Improvements

Street trees and planter boxes improve the streetscape by providing shade, improving air and water quality, and improving the visual appearance of the corridor.

Seating allows pedestrians to enjoy the surroundings more easily by providing a place to rest and talk with neighbors.

Waste receptacles should be provided at busy intersections, near crosswalks, at bus stops, and outside major building entrances. The location and type of receptacle should be carefully considered, as maintenance and management are often the biggest challenges associated with public waste receptacles. On-site observation and conversations with business owners will be necessary to determine the most needed locations and design features.

Bike racks, either free standing or affixed to a secure object, provide a place to secure a bicycle. Bike racks must be visible, yet protected from pedestrian and auto traffic.



Green Infrastructure

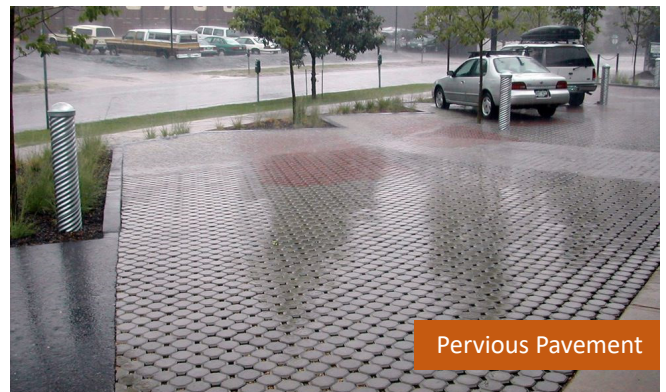
Green infrastructure can help protect water quality and reduce stormwater runoff by using vegetation, soils, and natural processes to manage and treat stormwater. A site outfitted with green infrastructure can mimic nature by soaking up and storing water. Green infrastructure elements can be easily incorporated into parking lot designs to help mitigate the effects of stormwater runoff. Some elements of green infrastructure elements include the following:

Bioswales. Vegetated open trenches designed to temporarily store and infiltrate stormwater.



Bioswales

Pervious pavements. A porous pavement surface that lets stormwater percolate and infiltrate, rather than going directly into the public drainage system. In addition to reducing runoff, pervious pavements can trap solids and filter pollutants from the water.



Pervious Pavement

Wildflowers. A diverse mix of low maintenance, deep rooting wildflowers and grass species can provide shade, stormwater infiltration, and a pleasant visual experience.



Wildflowers

Tree box filters. There are multiple types of tree box planters that collect and absorb runoff from sidewalks, parking lots, and streets. They are placed at the curb, typically where storm drain inlets are positioned and are ideal for locations where space is limited.



Tree Box Filters

Gateway and Wayfinding Signage

Gateway and wayfinding signage can be an important component of the Lyons Falls revitalization strategy. If incorporated correctly inclusive of all modes of transportation, appropriately designed wayfinding signage will help to draw tourists and visitors into the Village.

Currently, Lyons Falls is lacking in both pedestrian and vehicular signage to direct visitors where key destinations and features are located. The following provides distinct elements of gateway and wayfinding signage that can be included within the Village of Lyons Falls:

Gateway Signs. Typically a road sign on heavily traversed roadways. These signs introduce and welcome visitors into an area.

Directional Signs. Signage that tells visitors and tourists how to get to particular key destinations.

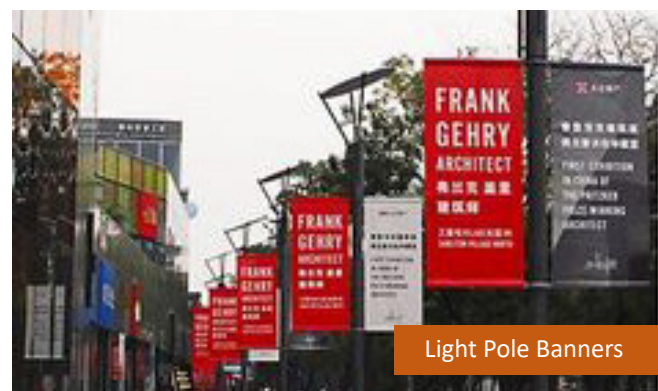
Light Pole Banners. These signs are suspended over public streets and usually attached to a single light pole. Generally, these signs are located on main thoroughfares with a distinct character and identity. These signs can be changed out and replaced for special events, if needed.



Gateway Signs



Directional Signs



Light Pole Banners

14 McAlpine Street Improvements

This segment of McAlpine is a priority due to its role as a major gateway into the Village and a key intersection. Comprehensive improvements to the streetscape environment along McAlpine Street will contribute to multiple objectives of the Master Plan by creating a safe and welcoming environment for pedestrians, bicyclists, and drivers. Enhancements such as crosswalks, landscape planters, lighting, seating, and curb ramps can slow traffic, transform the pedestrian experience, and bring new activity to the businesses in the Village.

Current Conditions:

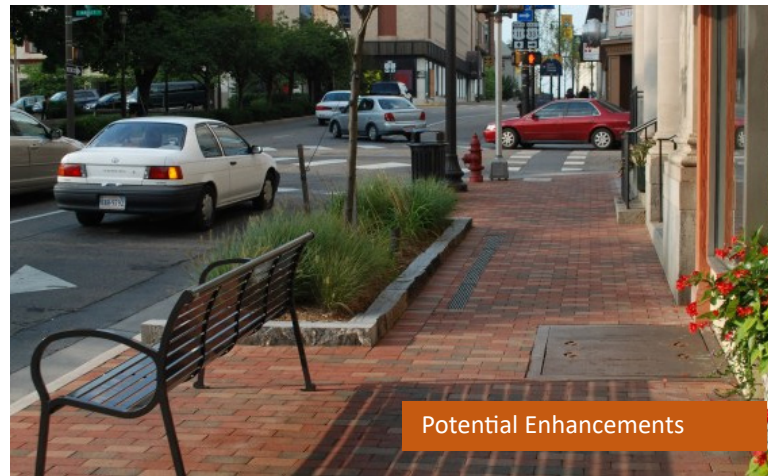
- No on-street parking
- No median
- No street lighting
- Sidewalks in poor condition
- No verge between sidewalks and road
- No street trees, pedestrian seating, waste receptacles or other amenities

Recommendations:

- Sidewalk improvements
- Street trees
- Street furniture (benches, trash receptacles)
- Striping/parking
- Signage/wayfinding
- Green infrastructure



Existing Street View



Potential Enhancements

15 Center Street/McAlpine Intersection Improvements

Similar to the recommended improvements to McAlpine Street, improvements to this intersection are critical to creating a cohesive pedestrian and driver experience. This intersection provides access to the Canal Basin Park and to the future Black Moose Experience Center (formerly the Pulp & Paper Mill). Recommended improvements to this intersection are intended to unify the various existing components of the streetscape and address safety concerns.

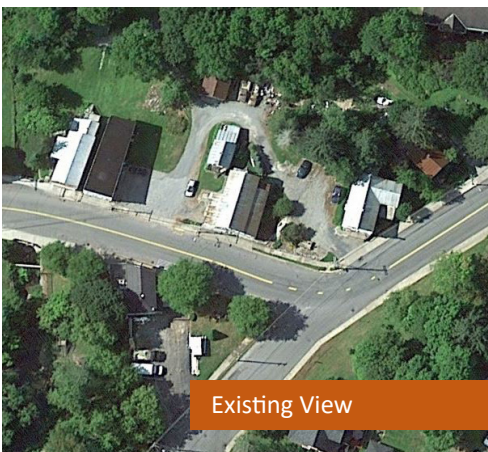
Safety is of particular concern at the Center and McAlpine Street intersection, as it has an accident rate above the state average. In addition to traffic calming measures, an all-way stop and signage prohibiting U-turns should be implemented to reduce the accident rate at this intersection.

Current Conditions:

- High accident rate
- No crosswalks
- Little gateway signage
- No landscaping
- No lighting
- No street furniture

Recommendations:

- Implement all-way stop
- Prohibit U-turns
- Sidewalk improvements
- Street trees
- Street furniture (benches, trash receptacles)
- Crosswalks
- Signage/wayfinding
- Green infrastructure



Existing View



Potential Enhancements

16 Cherry Street/McAlpine Street Intersection Improvements

The Cherry Street/McAlpine Street intersection is an important location in the center of the Village. Improvements will not only enhance aesthetics, but will increase the functionality and visibility for all users. Definition to the streetscape in the form of designated crosswalks, enhanced lighting, and landscaping will improve access, calm traffic and increase pedestrian activity along this segment of McAlpine Street.

Recommendations:

- Sidewalk improvements
- Street trees
- Street furniture (benches, trash receptacles)
- Crosswalks
- Signage/wayfinding
- Green infrastructure



Existing View



Proposed Enhancements



Existing View



Proposed Enhancements

17

Former Black River Canal Sewer Relocation

In the 1940s, the southern portion of the manmade Black River Canal was filled, buried, and replaced with a 36" storm sewer. This basin is currently abandoned and at risk of degradation. Opportunities exist to improve water quality of the turning basin and maintain the function of the storm sewer.

Two potential options for improving this functionality include:

- Rehabilitation of the storm sewer pipe by cleaning sediment and replacing the intake structure
- Relocation of the storm sewer pipe in the right-of-way west of the pipe's current location

Recommendation:

- Relocating the pipe significantly improves the function of the storm sewer and Turning Basin while removing more constraints to redevelopment at the Pulp & Paper Mill site than does the rehabilitation option

Next Steps:

- Install new intake structure
- Realign storm sewer
- Add manholes



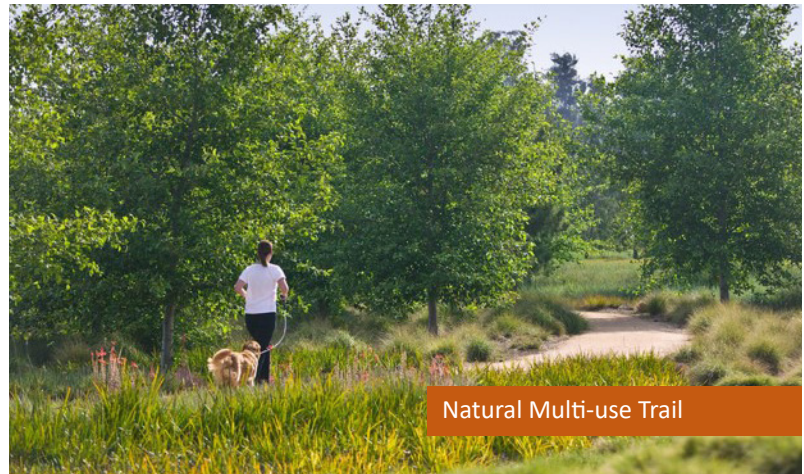
18 Franklin Street Open Space

Along the Black River sits a vacant, privately-owned parcel of land. While portions of this property are within the floodplain, this space could leverage its prime location along the water to enhance recreational tourism in Lyons Falls. Since this site is within the floodplain, it is recommended that this site remain largely passive open space.

Open space recommendations for this site include a potential walking and biking trail and pedestrian amenities such as bike racks and benches.



Natural Path with Scenic View



Natural Multi-use Trail



Black River

19&20 Gateway Improvements

The intersections of Route 12 and Cherry Street/ River Road are important routes within the Village since Route 12 is a major thoroughfare that transports visitors from other areas of the region into and throughout the Village.

Both of these intersections are very barren and offer no introduction into the Village. Improvements to these intersections could include:

- Signage with utilization of Lyons Falls BOA marketing and branding
- Streetscape improvements, such as stamped concrete or painted crosswalks
- Gateway signage



Public Infrastructure Improvements

A transportation and infrastructure cost-benefit analysis (see Appendix E) was performed to identify specific improvements to public infrastructure that would support the recommended BOA projects described in this chapter. The cost-benefit analysis recommends Village-wide improvements to water supply, sanitary sewer, and transportation infrastructure based on anticipated demand from the strategic sites and deficiencies noted in the Existing Circulation and Infrastructure Assessment (Appendix D). Site-specific transportation and green infrastructure improvements are also recommended for the five strategic sites.

Village-Wide Infrastructure Improvements

Water Supply

The estimated excess use and leakage rates for Lyons Falls' water supply system is 56%. To address this high leakage rate, bring the system into compliance with the Village's DEC Water Withdrawal Permit, and meet the increased demand for water generated by the strategic sites (see the table below; 6793 McAlpine not included as no change in use is recommended), the Village should implement several of the recommendations described in the "Southern Lewis County Feasibility Study Draft (February 2017)."

These recommendations include:

- Develop an additional source(s) of water to ensure the water system meets the average daily demand even if the largest producing well is out of service or document how the existing system (e.g., through water conservation measures) can meet average demand if the largest producing well is out of service (this is a condition of the Lyons Falls DEC Water Withdrawal Permit)
- Meter all properties as indicated in the Lyons Falls DEC Water Withdrawal Permit (this is a condition of the Lyons Falls DEC Water Withdrawal Permit)
- Update the Village's Water Conservation Plan once meters are installed
- Institute a leak detection program once meters are installed
- Institute Water Districts for outside users, as required by law
- Upgrade the current water system to the Ten States Standards for Water Works

The estimated cost of these recommended water supply improvements is summarized in the table on page 70.

ESTIMATED WATER DEMAND GENERATED BY STRATEGIC SITE REDEVELOPMENT*

Strategic Site	Total Avg. Daily Demand	Max. Daily Demand
Pulp and Paper Mill - Opt. 1	3,120 GPD	6,240 GPD
Pulp and Paper Mill - Opt. 2	8,960 GPD	17,920 GPD
Lyons Falls School	3,120 GPD	6,240 GPD
Former Depot	4,528 GPD	9,056 GPD
Former Agway	607 GPD	1,214 GPD
TOTAL INCREASED DEMAND	20,335 GPD	40,670 GPD

*Typical water usages based on development type were obtained from the NYS Design Standards for Intermediate Wastewater Treatment Systems, NYS DEC Division of Water, March 2014 to estimate future water demand generated by the redevelopment of the strategic sites.

Sanitary Sewer

The Village of Lyons Falls owns and operates a public sanitary sewer system, which consists of mostly gravity feed sewers with two pump stations that are directed to the Village of Lyons Falls Wastewater Treatment Plant (WWTP). This system was constructed in 2001 to serve the residents and businesses within the Village. There are approximately 50 properties within the Village not connected to the system, according to a “WWTP and Collection System Preliminary Engineering Report”, dated July 2014. To address the deficiencies noted in this July 2014 report and meet the increased demand for wastewater conveyance and treatment generated by the strategic sites (wastewater flows are assumed to be equivalent to the projected water supply demands summarized in the table on page 68), the Village should implement the following recommendations:

Phase 1:

- Furnish and install an additional packaged treatment unit
- Revise existing primary tank configuration and piping
- Site work and miscellaneous improvements associated with the above

Phase 2:

- Convert one septic tank to a Moving Bed Biofilm Reactor (MBBR)
- Convert one septic tank to a flow equalization basin
- Electrical service upgrades (generator)
- Miscellaneous Improvements associated with the above

Phase 3

- Extend Laura Street sewer collection system
- Extend Route 12D and McAlpine sewer collection systems
- Extend sewer collection system for miscellaneous unsewered properties

The estimated cost of these recommended sanitary sewer improvements is summarized in the table on page 70.

Transportation

Redevelopment of the strategic sites is not expected to generate traffic volumes warranting a Transportation Impact Analysis, as each proposed development is projected to add less than 100 vehicles to adjacent roadways during peak hours. However, several deficiencies in the pedestrian network throughout the Village are summarized in Chapter 2 of this report and documented in detail in Appendix D (Existing Circulation and Infrastructure Assessment), including major gaps in the sidewalk network and a lack of ADA compliance.

To create a safe, walkable downtown, several projects included in the Master Plan specifically focus on the streetscape. These projects include: McAlpine Street Improvements (#14), Center Street/McAlpine Intersection Improvements (#15), Cherry Street/McAlpine Intersection Improvements (#16), and Gateway Improvements at the Route 12/Cherry Street Intersection and Route 12/River Road Intersection (#19 and #20). In addition to these recommended projects, the Village should implement the following actions to achieve a safe, accessible, and cohesive sidewalk network:

- Install new sidewalks to fill gaps in the existing network
- Install sidewalk ramps, detectable warning surfaces, and crosswalks at all intersection crossings

The estimated cost of these recommended sidewalk infrastructure improvements is summarized in the table on page 71.

Estimated Cost of Village-Wide Infrastructure Improvements

The table below summarizes the estimated costs of implementing the recommended improvements to the Village's water supply, sanitary sewer, and transportation infrastructure systems. A detailed breakdown of these estimated costs is available in Appendix E.

ESTIMATED COST OF VILLAGE-WIDE INFRASTRUCTURE IMPROVEMENTS

Infrastructure System	Estimated Cost
Water Supply - Phase 1 Meet the 10 State Standards within the Village Limits, including metering	\$1,530,040
Water Supply - Phase 2 Meet the 10 State Standards within the Entire System (outside Village limits)	\$1,231,050
Water Supply - Phase 3 Upgrades to Improve Water Quality within the Village Limits	\$816,060
Sanitary Sewer - Phase 1	\$783,944
Sanitary Sewer - Phase 2	\$983,722
Sanitary Sewer - Phase 3	\$2,326,674
Transportation - Sidewalk Installation to Close Gaps	\$203,000
Transportation - ADA Accessibility Improvements	\$386,280
Transportation - Streetscape Improvements McAlpine Street (project #14) and Center Street	\$2,575,564
Transportation - Intersection Improvements McAlpine/Center Street (project #15) and McAlpine/Cherry Street (project #16)	\$1,201,746
Transportation - Gateway Improvements (Projects #19 and #20)	\$240,000
Transportation - Multi-Use Trail Connections (Project #12)	\$315,665
TOTAL ESTIMATED COST	\$12,593,745

Infrastructure Improvements to Support Strategic Site Redevelopment

Site-specific upgrades to transportation and stormwater infrastructure were developed to facilitate the proposed redevelopment of the strategic sites. Roadway improvements are recommended to address degrading conditions, enable the safe, efficient movement of people and goods, and create a welcoming, walkable downtown. Green infrastructure practices were evaluated as a sustainable measure for managing stormwater runoff and reducing pollution within the Village. Further, green infrastructure is required for all development in New York State to comply with the New York State Department of Environmental Conservation SPDES General Permit for Stormwater Discharges.

Estimated Cost of Infrastructure Improvements to Support Strategic Site Redevelopment

The table below summarizes the estimated costs of site-specific transportation and green infrastructure costs recommended to facilitate the redevelopment of the strategic sites. A detailed breakdown of these estimated costs is available in Appendix E.

ESTIMATED COST OF INFRASTRUCTURE IMPROVEMENTS TO SUPPORT STRATEGIC SITE REDEVELOPMENT

Strategic Site	ESTIMATED COSTS		
	Roadway Improvements	Green Infrastructure Improvements	TOTAL
Pulp and Paper Mill - Opt. 1	\$185,600	\$372,000	\$557,600
Pulp and Paper Mill - Opt. 2	\$185,600	\$120,000	\$305,600
Lyons Falls School	\$290,000	\$90,000	\$380,000
Former Depot	\$290,000	\$45,000	\$335,000
6793 McAlpine Street	\$0*	\$0 (redevelopment not recommended)	\$0
Former Agway	\$0	\$21,000	\$21,000
TOTAL ESTIMATED COST	\$951,200	\$648,000	\$1,599,200

* The proposed intersection improvements at Cherry/McAlpine Streets (project #16) will benefit this site

Chapter 4. Implementation and Funding

The implementation tables of the following pages provide a road-map to move projects from planning to implementation, taking into account phasing, responsible parties, estimated costs and funding strategies.

Subsequent to these tables, funding resources are also provided. Funding for listed master plan strategies and redevelopment projects will come from a combination of public and private sources. The availability and costs of financing are major factors that dictate the extent and timing of private sector involvement.

Traditionally, environmental contamination has been a deterrent for developers to invest in particular properties. Thankfully, in New York State there has been a significant up-tick in brownfield redevelopment due to tax incentive programs that ease the process of development.

Maintaining the created momentum through this study thus far is critical to ensuring that revitalization efforts take hold, which is the reason this plan had a strong community outreach program.

Funding for redevelopment can come from a variety of sources; state agency, federal, non-profit, etc. The following section provides a list and short description of potential funding sources to be utilized in order to make these projects a reality.

Types of Funding Sources



GRANTS

- State
- Private



LOANS



TAX INCENTIVES

Strategy 1: Promote Economic Development

	PROJECT	PHASING	COST	TIME	RESPONSIBLE PARTY	POTENTIAL FUNDING
1	Pulp and Paper Mill Redevelopment Option 1	Remediation	TBD	1-2 Years	Lewis County IDA, Private	Private, Lewis County, DEC, EPA, Natl Grid
		Final Design/Engineering	\$140,000	1-2 Years		Private, Lewis County, ESD
		Construction	\$2,300,000	3 Years		Private, Lewis County, ESD
	Pulp and Paper Mill Redevelopment Option 2	Acquisition/Remediation	TBD	1-2 Years	Lewis County IDA, Private	Private, DEC, EPA, Natl Grid
		Final Design/Engineering	\$780,000	1-2 Years		Private, ESD, OCR
		Construction	\$13,000,000	3-5 Years		Private, ESD, OCR
2	Lyons Falls School	Acquisition	\$1	1 Year	Lewis County IDA, Private	Private, Lewis County IDA, DANC, NYS Main Street Program, HCR, OCR, Restore NY
		Final Design/Engineering	\$500,000	1-3 Years	Private	
		Construction	\$2,000,000	3-5 Years	Private	
3	Former Depot	Environmental Assessment	TBD	1-3 Years	Private	Private, DEC, EPA
		Final Design/Engineering	\$25,000	1-3 Years	Private	Private
		Construction	\$250,000	3-5 Years	Private	Private, Restore NY
4	6793 McAlpine Street	Remediation	TBD	3-5 Years	Private	Village, Private, DEC, EPA
5	Former Agway	Acquisition	TBD	1-3 Years	Private	Market New York, Private
		Environmental Assessment	TBD	2-3 Years	Private	Lewis County, Private, DEC, EPA
		Design & Construction	TBD	3-5 Years	Private	Private, Market New York, TAP
6	Industrial Re-Use	Schematic Design	\$30,000	1-2 Years	Lewis County IDA	Job Development Auth Direct Loan Program, Economic Development Fund, Lewis County IDA, ESD
		Final Design/Engineering	TBD	2-4 Years	Lewis County IDA, Private	
		Construction	TBD	4+ Years	Lewis County IDA, Private	
7	The Edge Expansion	Design	TBD	1-3 Years	Edge	Lewis County IDA, Private, Market New York, ESD
		Construction	TBD	3-5 Years	Edge	

Strategy 2: Leverage Recreational Assets

	PROJECT	PHASING	COST	TIME	RESPONSIBLE PARTY	POTENTIAL FUNDING
8	Multi-Use Rail Trail (Future Regional Connections)	Schematic Design	\$20,000	1 Year	Village, Lewis County	Lewis County, LWRP, NYS EPF, Recreational Trails Program, TAP, Natl Grid, NYSERDA
		Final Design/Engineering	\$30,000	1-3 Years		
		Construction	\$458,000	3-5 Years		
9	Multi-Use "Rail-with-Trail" Village Loop	Schematic Design	\$20,000	1-3 Years	Village, Lewis County, Private	Lewis County, Recreational Trails Program, TAP, Natl Grid, NYSERDA, Private
		Final Design/Engineering	\$30,000	1-3 Years		
		Construction	\$326,000	3-5 Years		
10	Former Black River Canal Historic Site	Historical Assessment	\$5,000	1-3 Years	Lewis County, Private	Lewis County, ESD, NYS EPF, Private
		Final Design/Engineering	\$75,000	1-3 Years		
		Construction	\$722,000	3-5 Years		
11	Canal Basin Park Enhancements	Final Design/Engineering	\$13,000	1-3 Years	Village, Lewis County IDA	Village, Lewis County, LWRP, GIGP, NYS EPF, Natl Grid
		Construction	\$125,000	3-5 Years		
12	Enhanced Trail Connections	Final Design/Engineering	\$30,000	1-3 Years	Village, Lewis County IDA, Private	Village, Lewis County IDA, Recreational Trails Program, NYS EPF, TAP, NYSERDA, Private
		Construction	\$285,000	3 Years		
13	Riverside Park Enhancements	Final Design/Engineering	\$83,000	3-5 Years	Village, Lewis County IDA	Village, Lewis County, LWRP, Recreational Trails Program, NYS EPF
		Construction	\$825,000	5 Years		

Strategy 3: Transform the Public Realm

	PROJECT	PHASING	COST	TIME	RESPONSIBLE PARTY	POTENTIAL FUNDING
14	McAlpine Street Improvements	Schematic Design	\$135,000	1 Year	Village, Lewis County	Village, TAP, CHIPS, STPBG, NYSEDA
		Final Design/Engineering	\$100,000	1 Year		
		Construction	\$1,400,000	3-5 Years		
15	Center Street/ McAlpine Intersection Improvements	Schematic Design	\$10,000	1 Year	Village, Lewis County	Village, TAP, CHIPS, STPBG
		Final Design/Engineering	\$30,000	1 Year		
		Construction	\$340,000	3-5 Years		
16	Cherry Street/ McAlpine Intersection Improvements	Schematic Design	\$10,000	1 Year	Village, Lewis County	Village, TAP, CHIPS STPBG
		Final Design/Engineering	\$35,000	1 Year		
		Construction	\$475,000	3-5 Years		
17	Former Black River Canal Sewer Relocation	Option B - Install intake structures, realign storm sewer, install manholes	\$1,060,000	1-3 Years	Village, Lewis County	Village, Lewis County, NYS EFC
18	Franklin Street Open Space	Schematic Design	\$8,000	1-3 Years	Village, Lewis County, Private	Village, Lewis County, Recreational Trails Program, LWRP, NYS EPF
		Final Design/Engineering	\$25,000	3-4 Years		
		Construction	\$330,000	4+ Years		
19 & 20	Gateway Improvements: Route 12 / Cherry Street Route 12 / River Road	Schematic Design	\$5,000	1-4 Years	Village, Lewis County	Village, Lewis County, ESD, CHIPS, STPBG, TAP
		Final Design/Engineering	\$15,000	3-4 Years		
		Construction	\$220,000	4-6 Years		

New York State Funding

EMPIRE STATE DEVELOPMENT

FUNDING SOURCE	DESCRIPTION	ELIGIBLE ACTIVITIES	AWARD
Restore New York Program	Funds the revitalization of commercial and residential properties as well as the elimination and redevelopment of blighted structures; however, this program has not been funded in recent years.	Demolition, deconstruction, rehabilitation and/or reconstruction of vacant abandoned, condemned and surplus properties	Up to \$5 million per project with 10% match
Strategic Planning and Feasibility Studies	Aims to promote economic development by encouraging economic and employment opportunities in urban areas.	Strategic development plan preparation, feasibility study preparation	Up to \$1 million
Market New York	Grant program with funding available for eligible projects that will create an economic impact by increasing tourism throughout the state	Projects that promote tourism destinations, attractions and special events, tourism facility capital improvement projects, promotion of craft beverage tourism	up to \$5 million
Manufacturing Assistance Program	Provides financial assistance for manufacturers to improve their operations through investing in capital projects that enhance productivity and competitiveness	Projects designed to achieve increased production, improved efficiency, quality control, new products, resource conservation, revenue enhancements, pollution prevention	up to \$1,000,000
Job Development Authority Direct Loan Program	Provides direct loans for the growth of manufacturing and other eligible businesses within NYS	Bond financing program to cover a portion of the cost of acquiring/renovating existing buildings, constructing new buildings, and purchase of machinery/equipment	up to 60% of project cost
Small Business Revolving Loan Fund	Supports small businesses, targeting those that have had difficulty accessing regular credit markets	Working capital, acquisition and improvement of real property/machinery, property improvement, refinancing of debt	Not to exceed 50% of principal amount, up to \$125,000
Capital Access Program	Provides matching funds to financial institutions for loan loss reserves as an incentive to increase small business lending to companies	Financing for working capital, technology or facility upgrades, business startups and expansions	up to \$500,000
Economic Development Fund	Offers financial assistance for projects that promote NYS's economic health by facilitating job creation/retention or increased business activity in the state	Real estate and land acquisition, demolition, construction/renovations, site and infrastructure, machinery and equipment, inventory, construction related planning/design, training, soft costs	varies

New York State Funding

	FUNDING SOURCE	DESCRIPTION	ELIGIBLE ACTIVITIES	AWARD	
ENV. FACILITIES	DEC	Brownfield Cleanup Program (BCP)	Provides tax credits for the remediation and redevelopment of brownfield sites in NYS. Further enhanced within BOA areas	Remediation and redevelopment of assessed brownfield sites in NYS.	varies
		Green Innovations Grant Program (GIGP)	Funds support projects that utilize unique stormwater infrastructure design and create cutting-edge green technologies	stormwater street trees, rain gardens, bioretention, permeable pavements, green roofs	varies, local match between 10% and 60%
OFFICE OF COMMUNITY RENEWAL	CORP	New York Main Street Program	Provides financial resources and technical assistance to communities to strengthen the economic vitality of the State's traditional Main Streets and neighborhoods	Facade renovations, interior commercial and residential building upgrades, interior and exterior renovations of anchor buildings, streetscape enhancements	up to \$500,000
		New York Main Street Technical Assistance Program (NYMS-TA)	Funds are used to implement projects that are intended to improve a community's readiness to administer a future NY Main Street building renovation program	Evaluating commercial and neighborhood building conditions, identifying priority target areas, and developing a phased approach to downtown revitalization	up to \$20,000 with 5% match
		Low Income Housing Tax Credit	Provides a dollar-for-dollar reduction in state income taxes to investors in qualified low-income housing (where units must serve households with incomes at or below 90% of AMI)	New construction or adaptive reuse of non-residential property to affordable housing, or substantial rehabilitation of site-specific multifamily rental housing	up to \$750,000 per project
OFFICE OF PARKS REC & HIST PRESERVATION		Community Development Block Grant (CDBG)	Funds are intended to expand economic opportunities and provide decent housing and a suitable living environment principally for persons of low- and moderate-income	construction of low- and moderate-income housing, rehabilitation, demolition, code enforcement, energy efficiency improvements	up to \$1 million
		Historic Properties Tax Credit	Provides tax credits for residential home owners and commercial properties for the preservation of historic structures	Rehabilitation, landscaping, fencing, facade improvement, etc.	varies
		Recreational Trails Program	Funds the development and maintenance of recreational trails for motorized and non-motorized use	Maintenance/restoration of existing trails, purchase/lease of trail construction equipment, acquisition of easements, construction of new trails, assessment of conditions	Up to 80% of total project cost, capped at \$200,000

New York State Funding

	FUNDING SOURCE	DESCRIPTION	ELIGIBLE ACTIVITIES	AWARD
ENVIRONMENTAL PROTECTION FUND	Local Waterfront Revitalization Program	Funds utilized for waterfront improvement projects in conjunction with approved LWRP document for community revitalization	Program planning, feasibility, design, marketing of specific projects, watershed management plan, etc.	25% local match of total project costs
	Environmental Protection Fund (EPF) Grant Program for Parks, Preservation, and Heritage	Funds may be used for the acquisition, development, and planning of parks and recreational facilities or to preserve, rehabilitate, or restore lands for park, recreation, or conservation purposes	Construction or restoration of playgrounds, courts, rinks, community gardens, and facilities for swimming, boating, picnicking, hunting, fishing, camping, or other recreational activities	up to \$500,000
	Climate Smart Communities Program Grant	Funds climate change adaptation and mitigation projects for municipalities to become Certified Climate Smart Communities	Adaptation and non-power mitigation projects that reduce GHGs, assessment and planning activities	Implementation Projects - up to \$2,000,000 Certification - up to \$100,000
DOT	Transportation Alternatives Program (TAP)	Funds projects that are expected to improve mobility, accessibility, and the community's transportation character such that the street network is more vibrant, walkable, and safer for all transportation mode users	Construction, planning, and design of facilities for pedestrians, bicyclists, and other non-motorized forms of transportation; projects that enable children to walk and bike to school	varies, local match of 20%
	Consolidated Local Street and Highway Improvement Program (CHIPS)	Funds support the construction and repair of highways, bridges, highway-railroad crossings, and other facilities that are not on the State highway system	Resurfacing, shoulder improvements, new drainage systems, sidewalk improvements, traffic calming installations, bus shelters	varies
DIV OF LOCAL GOV'T	Local Government Efficiency Grant	Funds are used to identify best practices and implement actions to reduce municipal expenses and increase efficiencies in service delivery	Consolidation and/or regionalization of services, cooperative service agreements to share employees or services	up to \$1 million with match of 10% to 50%

Federal Funding

	FUNDING SOURCE	DESCRIPTION	ELIGIBLE ACTIVITIES	AWARD
DEPT. OF TRANSPORTATION	Recreational Trails Program	Provides funds to states to develop and maintain trails and trail-related facilities. Includes hiking, bicycling, in-line skating, equestrian, snowmobiling, off-road motorcycling	Construction and maintenance of existing and new trails	varies
	Transportation Investment Generation Economic Recovery Program	Provides opportunity for DOT to invest in road, rail, transit, and port projects. Funding for multi-modal projects	Projects focused on building and repairing freight and passenger transportation networks	varies
	Surface Transportation Block Grant Program (STBGP)	Funds the expansion and enhancement of transportation	Capital infrastructure investments	varies
EPA	Building Blocks for Sustainable Communities	Provides technical assistance to implement development approaches to protect the environment, improve public health, create jobs, expand economic opportunity, and improve quality of life	Public engagement, consultation with relevant decision makers, outline of specific steps to implement projects	varies
DEPT. OF TREASURY	Build America Bonds	Provides local governments with direct federal payment subsidies and tax credits for a portion of borrowing costs on taxable bonds	Capital projects	varies

