Town of Campbell Comprehensive Plan

Town of Campbell, New York

August 12, 2013

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August 2013

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Chapter 1
INTRODUCTION

The Town of Campbell is a rural community of 3,700 residents located in the Southern Tier of New York State. Its location in the northern foothills of the Appalachian Mountains provides beautiful vistas and rugged terrain, with the Cohocton River bisecting the Town and forming a lush valley. While the river provides prime agricultural soils, due to its presence most of Campbell's developable land lies in a floodplain. The Town is comprised of approximately forty square-miles of primarily open and undeveloped land, farms, single-family residential uses, commercial operations and a small hamlet where the majority of Campbell's activity occurs.

Like much of Upstate New York, Campbell's population is aging and its residents are concerned about not only retaining their population and enhancing the quality of life for those who already live there, but also attracting new residents, such as young families who are interested in taking over a farming operation, restoring a building in the hamlet area or simply contributing to the life of the Town by getting involved with local festivals or community organizations.

For these reasons, the Town of Campbell's Town Board embarked upon a Comprehensive Planning process in 2012. Although comprehensive plans are not mandated in New York, they serve a valuable purpose in outlining a long-term vision and goals of residents, business owners and others with an interest in how a municipality is functioning. The Town does not have a comprehensive plan in place, so rather than an update this document is the first known comprehensive plan and will serve as a guiding document for the Town Board, Planning Board, Zoning Board of Appeals, and other government agencies for the next ten or so years. The plan is subtitled "Campbell 2025" because the vision described herein is what the recommendations in Chapter 5 are intended to achieve by that date.

1.1 Purpose of a Comprehensive Plan

In New York State, a municipality's comprehensive plan is intended to provide a framework for future development and conservation, as well as public and private investment in the community. In Campbell, it is the collective investment by residents, businesses, churches, schools, volunteer organizations, and Town government that will shape our physical, social and economic character in the next decade and beyond.

The purpose of the Town of Campbell Comprehensive Plan is to provide policy and recommendations for the Town officials, property owners and potential developers to ensure that:

- Development occurs in a planned and orderly manner, residents;
- Important features of the town such as rural character, open spaces are preserved;
- Individual property owners are encouraged to enjoy th guidelines set forth in this plan; and,
- The health and welfare of all residents is protected.

To be successful, the plan depends on both the personal commitment of Town residents to consider the long-term well-being of their children and grandchildren (when considering a short term financial gain from the sale or use of their property) and the public commitment of Town officials to update local land use laws with needed improvements, to enforce the laws that meet the residents' needs and to budget for major town expenses such as roads and bike lanes, community facilities and parks.

The plan is intended to serve as a guide for the next ten to fifteen years. However, this plan should be reviewed at most every three years to gauge progress on implementation and to perform needed maintenance. A more formal revision should occur at the end of the ten-year plan.

Even though comprehensive planning is not mandated by New York State, the state encourages comprehensive planning for the sake of the health, welfare, and general prosperity of its citizens. Current funding mechanisms look upon the existence of a current comprehensive plan as a benefit when distributing money for specific planning and development projects, as they like to know that a municipality is acting in the name of its residents as the result of a participatory planning and visioning process.

1.2 Background and Overview

Comprehensive planning describes three things—the existing condition of the Town, the vision for the Town, and a "road map" for achieving that vision. To develop this Plan, the Town established the Town of Campbell Comprehensive Plan Committee (CPC) to identify key issues, assist with public outreach and define the vision and goals of the plan. The CPC met biweekly for a year and was actively involved in all phases of Plan development. Its members represented various perspectives (Town Board, Planning Board, Zoning Board of Appeals, business owners and residents) and geographies from within the Town and helped to publicize public meetings. Members also made presentations on topics of their choosing, ranging from History to development in the hamlet center.

In addition to their regular meetings, the CPC conducted a public outreach process that included a variety of opportunities for input. Those involved with this plan strived to ensure that the Comprehensive Plan would reflect the entire community's vision for the future. The public outreach strategy included the following elements:

Community Survey

In August and September 2012, the Town of Campbell conducted a community survey to obtain input on a wide range of issues and to help form the focus and direction of the Comprehensive Plan. The survey included a wide range of questions that addressed community values, priorities and needs, as well as demographic and economic information. The Town mailed one survey to each household, approximately 1,250 in total. Two hundred and twenty-eight (228) surveys were returned for a response rate of about twenty percent. The results of the survey can be found in Appendix A.

First Town-wide Meeting

To gather additional public input and describe the planning process in more detail, the Comprehensive Plan Committee held a public meeting at the Town Hall on December 3, 2012. At this meeting, which was publicized in the Town newsletter, local newspapers and through social media, the CPC presented an overview of comprehensive planning as well as highlights and analysis from the Community Survey. Attendees also participated in a Visual Preference Survey to provide feedback about the scale and density of development that they would like to see in Campbell.

S.W.O.T. Analysis

At the Public Information Meeting, attendees were invited to participate in a S.W.O.T. analysis (Strengths, Weaknesses, Opportunities, and Threats) of the Town of Campbell. This analysis allowed the attendees to brainstorm about the issues and characteristics, positive or negative, associated with the Town of Campbell. The following are key issues that came out of the S.W.O.T. Analysis:

- Citizens of Campbell
  - Supportive of school activities and local clubs
- Small Town Atmosphere
  - Local businesses
  - Rural area
- Cohocton River
  - Provides fishing, hunting, boating and recreation opportunities
- School District
  - Is a unifying force in the community for families and local activities

- Cohocton River (Flooding)
  - Limitations of floodplain/floodway development
- Lack of visual appeal
- Need activities to draw people into Campbell
- No Business District or Chamber of Commerce

- Development of natural gas
  - Increase in tax base
  - Job creation
- Outdoor enhancement
  - Recreation
  - Town park in the hamlet area
  - Repair current town park in East Campbell
- Community Events
  - Farmers Market
  - Community Days
  - Parade
- Events that pass through Campbell
  - Wineglass Marathon
  - Tour de Cure
  - NASCAR Weekend

- Development of natural gas
  - Roads (wear and tear, truck traffic)
  - Monitoring of companies to ensure safe practices
  - Negative effects of transient workforce
- Zoning Restrictions
  - New FEMA maps
  - Possibility of floodplain expansion

- Difficult to get people involved in the Town/community
- Floods/Ice Jams in Cohocton River
- Loss of Tax Revenue (due to loss of businesses)

The CPC analyzed the findings from the S.W.O.T. to identify common themes and priority issues within the community. The issues helped to solidify the four specific focus areas to be addressed within the Comprehensive Plan. The focus areas, described in detail in Chapter 3, are:

1. Economic Development
2. Hamlet Area Improvements
3. Quality of Life (improve upon existing resources, attract visitors)
4. Natural Resources—Preservation and Restoration

Smart Growth America Technical Assistance Workshop

The Town applied for and won a U.S. EPA-funded Building Blocks for Sustainable Communities grant which paid for a technical assistance on "Smart Growth Zoning for Small Cities." Smart Growth America is a Washington D.C.-based organization that organized and ran the workshop, which took place on April 24-25, 2013. The evening public meeting on April 24 was opened by Town Supervisor David Tennent, and attendees included representatives of the Planning Board, Town staff and residents—a total of about twenty people. The consultants from Smart Growth America and Clarion Associates gave a presentation about smart growth and sustainability measures that the Town could consider putting in place; particularly, in the form of tweaks to the zoning ordinance (many of which are included within the "Action Items" in Chapter 3 and Implementation in Chapter 5 of this Plan.)

On April 25, the Town hosted an all-day workshop (shown at right), again led by Roger Millar of Smart Growth America and Chris Duerksen of Clarion Associates, with a working group of fifteen people—including the Town Supervisor, Town Staff, local business owners, and representatives from the Town Planning Board, Southern Tier Central Regional Planning & Development Board, Steuben County Planning Department, NYS DEC, and the offices of elected officials. Together, the group reviewed the recommendations for smart growth code amendments from the SGA/Clarion team. The Town representatives all expressed support for the code amendments discussed by the working group and classified the suggestions into short- or long-term actions. As noted above, many of the suggested amendments are included in this Comprehensive Plan. The Town will provide Smart Growth America with updates on their work in June 2013, as well as in six months (Fall 2013) and one year (Spring 2014.)

Attendees at the Smart Growth America Worskhop at Campbell Town Hall, April 25, 2013.

Second Town-wide Meeting

On May 6, 2013, the CPC held a second town-wide meeting to share the vision, goals, objectives and action items with members of the public. At this meeting, the committee received feedback that was useful in prioritizing the list of actions before developing the Implementation section of the Plan.

Public Hearing

The CPC's public hearing was held on July 17th, 2013 to review the Draft Comprehensive Plan and provide an opportunity for public comment. The CPC forwarded the Draft Plan by resolution to the Town Board on that date. The final public hearing will be held on August 12, 2013.

1.3 Regional and Local Planning Efforts to Date

Since the Town was founded in 1831, there has been no formal document meeting the definition of a Comprehensive Plan. However, the Town has participated in several other planning efforts, the results and recommendations of which have helped to form the vision and goals for this Plan.

Local and Regional Planning Studies

In 2003, the Town Planning Board, with the assistance of Southern Tier Central Regional Planning and Development Board (STC), began developing an Economic Development Strategy. Building on this work, the Town participated in the Southeast Steuben Success Project from August 2004 through December 2005, dedicating local planning funds matched by the Appalachian Regional Commission, to conduct a Business Retention and Expansion Survey. The Town utilized the Agricultural Retention and Expansion Assistance Program to develop the economic development strategy. The Planning Board assisted and set goals to develop the Town's resources and economic assets in a sustainable way while protecting and enhancing the environment. Upon its adoption in 2010, the strategy contained recommendations on an array of topics from business incentives and hazard mitigation to land use and zoning regulations.[1] One of the goals was to develop a Comprehensive Plan for the Town. According to NYS General Municipal Law, although Comprehensive Plans are not mandated, once they are adopted all other land use ordinances must be in accordance with the plan. Therefore, the Town chose to complete a Comprehensive Plan before making any changes to the Zoning Ordinance.

Town of Campbell Zoning Ordinance

The Town's current Zoning Ordinance was adopted in January 1987. Since then, the Town has made numerous minor revisions. The Town's Subdivision Law was adopted in 1966. The Comprehensive Plan will give the Town Board and other officials guidance as to how to update the Zoning Ordinance and/or Subdivision Laws, with the current vision in mind.

Flood Mitigation Action Plan

In 1999, the Towns of Campbell and Erwin adopted this plan, which was prepared as part of the Southern Tier Central Flood Mitigation Planning Project, which was funded in part by the New York State Emergency Management Office and the Federal Emergency Management Agency (FEMA). Both towns have experienced major flooding events from flooding and/or ice jams on the Cohocton River and Meads Creek, which both flow through Campbell. As stated in the action plan, both municipalities have adopted the most recent New York State Model Law for Flood Damage Prevention. The Town of Campbell law (adopted in 1998) incorporates a requirement that structures be elevated to two feet above the predicted height of 100-year flooding (two feet higher than the level of protection required by the National Flood Insurance Program). In 1996, the Town of Erwin and the Town of Campbell each

[1] See Section 2.10.1 for more on the findings of the Town of Campbell Economic Development Strategy.

established a Drainage (Stream Management) District. The boundaries of these Districts encompass most of the two Towns. The purpose of these Districts is to facilitate the implementation of river and stream work needed to mitigate flooding problems. The action plan further states that ongoing efforts to resolve flooding and drainage problems in Erwin and Campbell have been extensive, and that this plan represented a serious effort on the part of the two towns to identify and implement measures that would further reduce flood damages. It identifies in detail a number of problems located along the Cohocton River and Meads Creek as well as other Waterbodies in the two towns, and then describes a series of Flood Mitigation Goals and Solutions (e.g., preventative activities such as stream stabilization and emergency services such as improved flood warnings) that have helped the two towns guide their land use regulations.

Interstate 86/99 Corridor Economic Development Blueprint

In 2009, a committee funded by the Appalachian Regional Commission and administered by Three Rivers Development developed a strategy for economic growth in the Southeast Steuben County communities surrounding the intersection of two major interstates. The result was a report titled "Interstate 86/99 Corridor Economic Development Blueprint." Campbell was included in two sections of the Blueprint, Parcel Group A and Parcel Group B.

For Parcel Group A, which includes the area around Exit 41/Main Street, the report suggested treating the potential development sites at this interchange as a contiguous parcel, which should remain a commercial property marketed for light commercial or light industrial uses (which would likely require the installation of public sewer service). The areas within the floodplain should not be developed. For Parcel Group B located near Exit 42/Meads Creek, the report recommended the development of a new commercial center at the interchange (which would also require new public sewer and water). The portion dealing with the Town of Campbell was appended to the Town's Economic Development Strategy, which was then adopted by the Town Board on June 2010.

1.4 Comprehensive Plan Framework

The Town of Campbell Comprehensive Plan is comprised of the following Chapters:

1	Introduction
2	Existing Conditions
3	Description of Vision and Themes
4	Future Land Use Plan
5	Implementation Matrix
Appendices	Community Survey and results, Focus Group comments, Smart Growth America "Next Steps" memo, Flood-related comments from STC and Steuben County 239-m review

Chapter 2
EXISTING CONDITIONS

2.1 Location

The Town of Campbell is located in southeast Steuben County, in the Southern Tier region of New York State (see Figure 1). It is almost square in shape and bounded on the north by the Towns of Bath and Bradford; on the east by the Town of Hornby, on the South by the Towns of Erwin and Addison; and on the West by the Town of Thurston (as shown in Figure 2). The nearest population centers are the cities of Corning, ten miles to the east and Bath, ten miles to the west. Campbell owes its hilly topography to its location in the Alleghany Plateau, or the foothills of the Northern Appalachian Mountains.

The Town is rural in nature and contains a land area of 40.75 square miles. According to the 2010 U.S. Census data, Campbell has a water area of .04 square miles, due to the water coverage in the valley along the Cohocton River—which is about a mile in width—and a similar valley along the lower Meads Creek in the eastern part of town.

2.2 History

In the 17th Century, the area now known as the Town of Campbell was used as a shared hunting grounds between the Iroquois Nation and the Native American tribes of Pennsylvania and the Hudson River Valley. By 1720, the Seneca Nation controlled the area. At the time America declared its independence in 1776, the western New York area was Native American Territory. In 1786, the Treaty of Hartford granted Massachusetts ownership of these lands. In 1788, Massachusetts sold Western New York, from the pre-emption line to about the confluence of the Genesee and Canaseraga Rivers on a line southerly to the Pennsylvania border, to Oliver Phelps and Nathaniel Gorham, who purchased the Native American rights in 1789.

In 1791 the land was sold to Robert Morris, and in 1793 the old Town of Painted Post was formed which included today's Towns of Hornby, Campbell, Erwin, Lindley, Corning and Caton. Reverend Robert Campbell, after whom the Town is named, purchased nearly half of the entire tract of present-day Campbell in 1801. In 1826 the towns of the old Town of Painted Post began to form separate townships. Hornby and Campbell lands divided off as the Town of Hornby and Erwin formed a township. In 1831, Campbell separated from Hornby, and formally established the Town of Campbell on April 15 of that year.[2]

[2] Hakes, Harlo, ed., *Landmarks of Steuben County, NY*, http://history.rays-place.com/ny/steu/campbell-t.htm

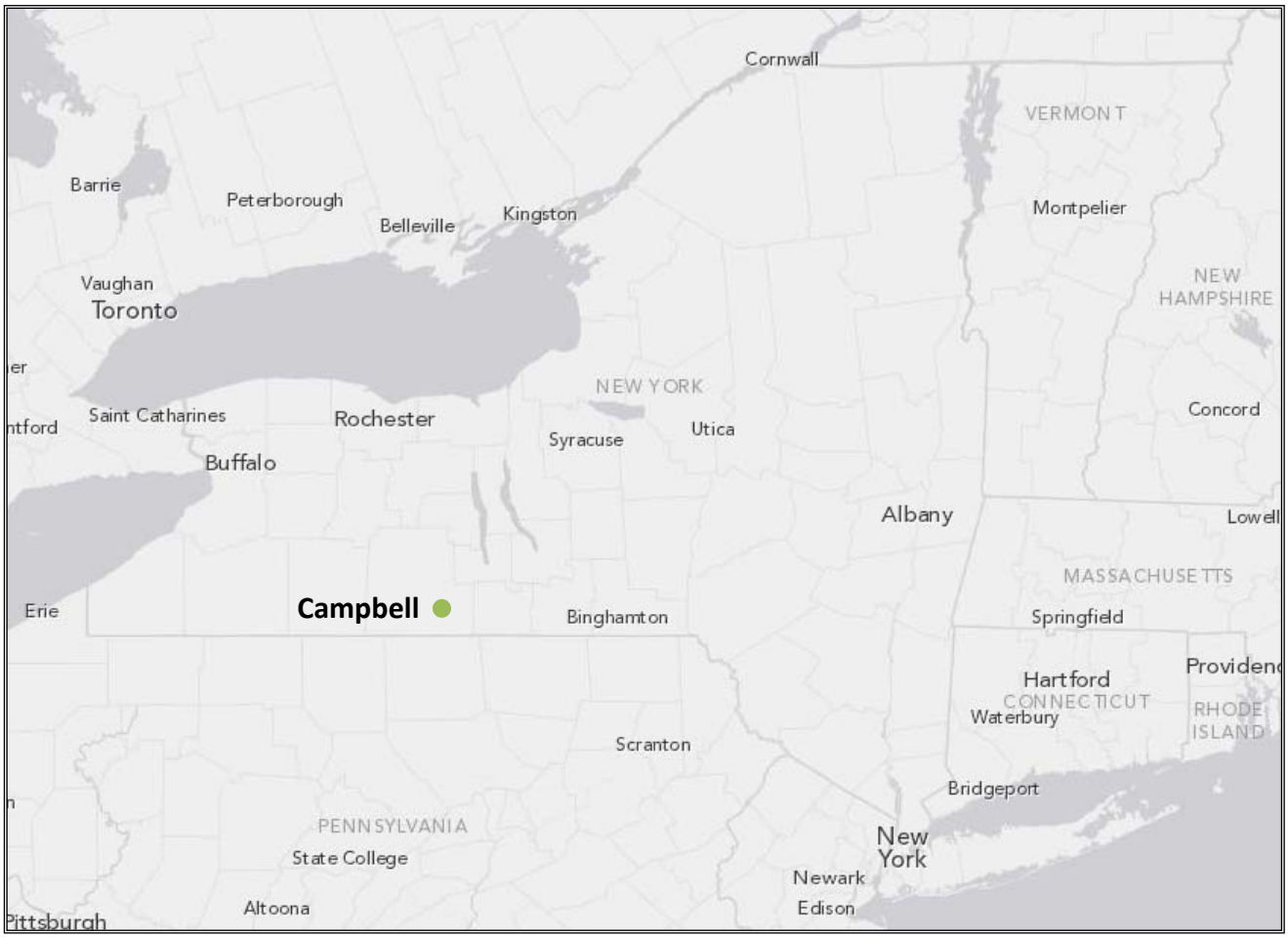


Figure 1
Location Map

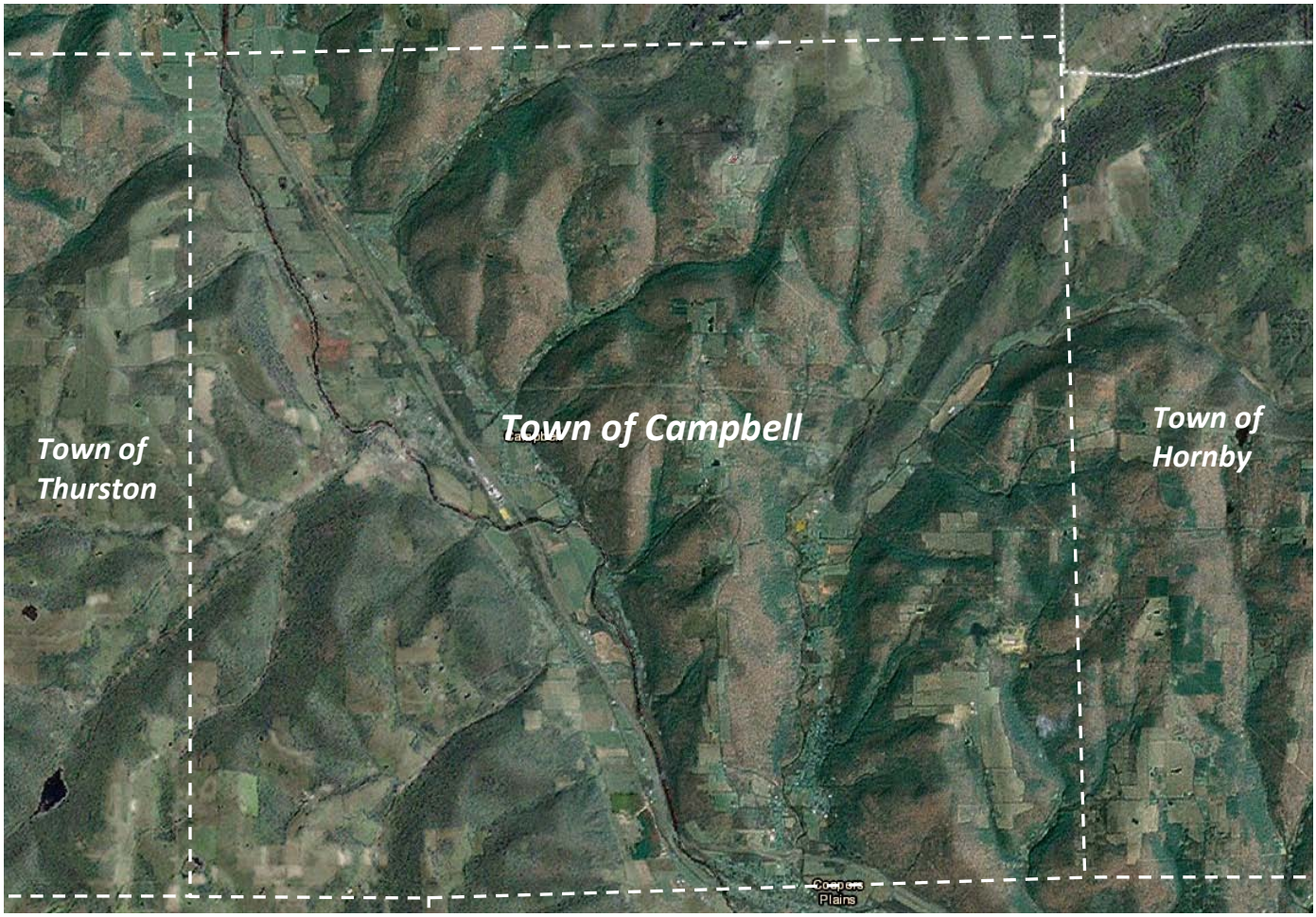


Figure 2
Aerial Photograph

Campbell was known primarily for its rough mountainous terrain. Due to the abundance of timber, water power and rafting facilities provided by the tributaries of the Cohocton River (Meads, Dry Run, Stephens' and Michigan Creeks and Wolf and McNutt Runs), lumbering became one of the first industries in Campbell. Settlers transported goods via the Cohocton River to the Chesapeake Bay, taking advantage of the river's spring rise. As the forests were cleared, the bottom lands comprised of a rich alluvium were developed into farms. By 1880, the settlement of "Campbelltown" was home to one-room schools, three general stores, three blacksmith shops, two millinery shops and food shops, among others.

The Buffalo, Corning and New York Railroad was built through the Cohocton Valley in 1852, and became known as the Corning-Rochester Line of the Erie Railroad. Campbell is located on the Gang Mills (Painted Post) Line of the B&H Rail Company. This portion of track was opened in 1882 as the New York (Hoboken) to Buffalo line of the Delaware, Lackawanna & Western Railroad. In 1963, both the Corning-Rochester Line of the Erie Railroad and the route between Wayland and Groveland were removed by the U.S. Interstate Commerce Commission in order to promote highway transportation. [3]

In the early 1900s, with the invention of the automobile, New York State looked into the improvement of roads through the Town and proposed US Route 15, which involved cutting a new road from the point of today's Log Cabin northerly to the Savona line. Traffic was diverted around the hamlet area, resulting in a decline of through traffic business. A major fire in 1913 prompted the organization of the fire department in 1925. In 1925 and 1935, Campbell experienced significant flooding events. The Campbell Central School District was formed in 1930, and in 1954 the Corning-Painted Post School District was formed, which included East Campbell.

Thomas J. Watson Sr., Chairman and CEO of IBM, was born in East Campbell in 1874. He would later purchase his childhood home, which he donated to the Methodist Church (Genesee Conference), on condition that it be used as a place of recreation and retreat for religious, social service, educational and charitable organizations. Today it is known as the Watson Homestead, located on Dry Run Road in East Campbell. At the time of writing, the Homestead contains approximately 375 acres and is a popular destination for recreation and retreats.

In the1960s, the Town made an effort to prepare a Comprehensive Master Plan—which was effectively a zoning ordinance—and finally adopted it in 1970. In the 1960s, the four-lane Route 17 was built through the Town parallel to Route 415. This had a significant economic impact on Campbell, as three gas stations and a number of businesses on Main Street closed as a result. In the 1970s an effort was establish public water in the hamlet area was voted down; a subsequent effort to form a sewer district also failed. By the 1980s, the Town wanted to modify the zoning law—among its restrictions, the law stated that actions had to be approved by the Board of Zoning Appeals and the Planning Board had very little responsibility. In 1987, the Town revised and adopted its zoning ordinance, and the Planning Board was granted the authority to review site plans and approve subdivisions. Throughout the 1980s, 1990s and the 2000s, several flooding events occurred in Campbell.

A more complete history of the Town is on file at the Town Clerk's Office.

[3] Ibid.

2.3 Profile

2.3.1 Demographics

Examining the Town's previous and current demographic characteristics is important in order to understand its growth trends. This section will describe existing conditions regarding population characteristics such as age, educational attainment and median household income. In some cases, the Town data is compared to Steuben County and New York State as a whole to provide a basis for comparison.

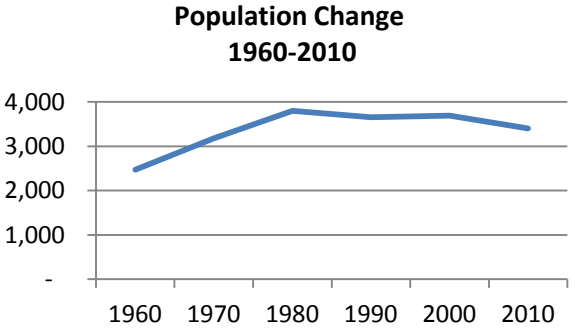
Table 2-1
Basic Characteristics

County	Steuben
PMSA (Primary Metropolitan Statistical Area)	Corning, NY CBSA
NYS Dept. of Labor Market Region	Southern Tier
Distance to Rochester	96 miles
Distance to Buffalo	117 miles
Transportation Network	Road: I-86/U.S. 17, I-99/U.S. 15 and NYS 415; Air: 22 miles west of Elmira-Corning Regional Airport (ELM)
2010 Population	3,406
Total Area	40.75 sq. mi.

Source: NYS Department of Labor, Google Maps, U.S. Census

, Age and Race

As of the 2010 census, there were 3,406 people in the Town of Campbell, representing a 7.7% decrease from the 2000 population of 3,691 (almost 1% loss per year). Like other municipalities in New York State, the Town's population peaked in 1980 at 3,801 and decreased since then, a result of job losses particularly in the manufacturing sector (see Table 2-2).



Campbell's population peaked in 1980 at 3,801. Source: US Census.

The population is predominantly white, with 98.5% identifying themselves as such, 0.43% identifying themselves as African American and 0.35% as Hispanic or Latino of any race. The median age is 43, which is notably higher than that of Steuben County and NYS as a whole as both have a median age of 38.

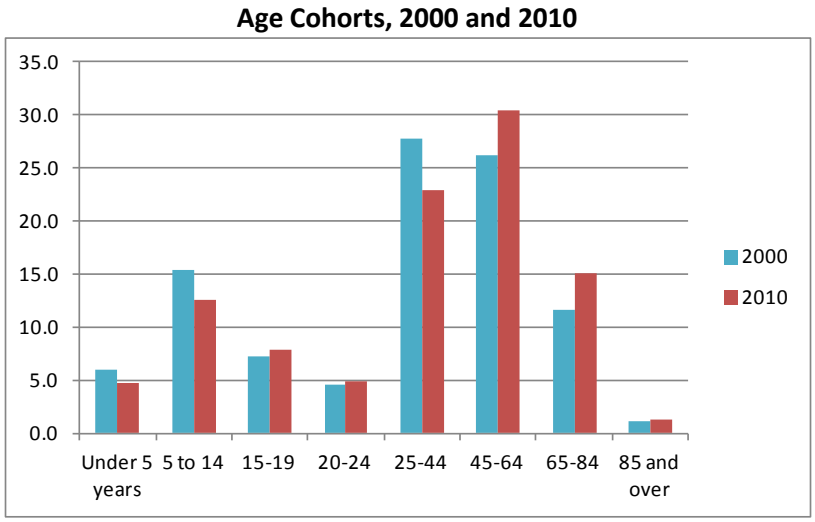
In terms of population trends, Campbell's population is aging while the number of school-aged children is decreasing slightly. While the population age 14 and under decreased, the number increased slightly for those age 15-24. The number of 25-44 year olds decreased by 5%, while the number of 45-64 year olds as well as the number of 65-84 year olds increased by 4%. These numbers indicate a gradual aging of the population in Campbell that signals the Town will need to plan for its senior population—as well

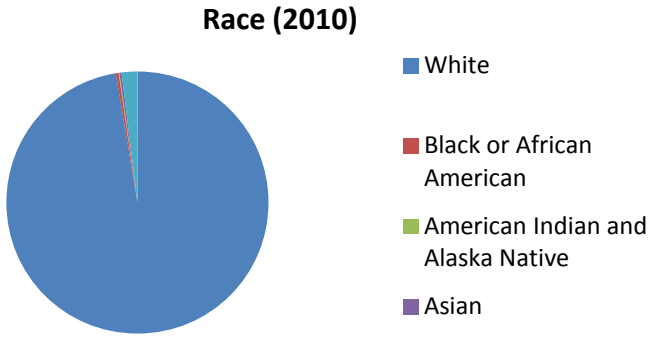
as plan for activities and amenities that will attract and retain young families and new residents. Table 2-2 shows the population change in Campbell in comparison to the nearby City of Corning and Steuben County as a whole. Both the City and County have experienced small population growth in the most recent census following a decade of population loss. Although the City has likely seen its population peak, the County population has stayed steady in recent decades, meaning that it has stayed competitive despite the loss of a manufacturing base in many of its communities. As a bedroom community, Campbell may be able to take advantage of its geography by attracting residents who prefer a rural atmosphere while working at one of the nearby population centers.

Table 2-2
Population and Population Change 1960 to 2010

Municipality	1960	1970	1980	1990	2000	2010	change 1990-2000	change 2000-2010
Town of Campbell	2,471	3,180	3,801	3,658	3,691	3,406	33	(285)
City of Corning	17,085	15,792	12,953	11,938	10,842	11,183	(1,096)	341
Steuben County	97,691	99,546	99,217	99,081	98,726	98,990	(355)	264

Source: U.S. Census Bureau; Steuben County Department of Planning

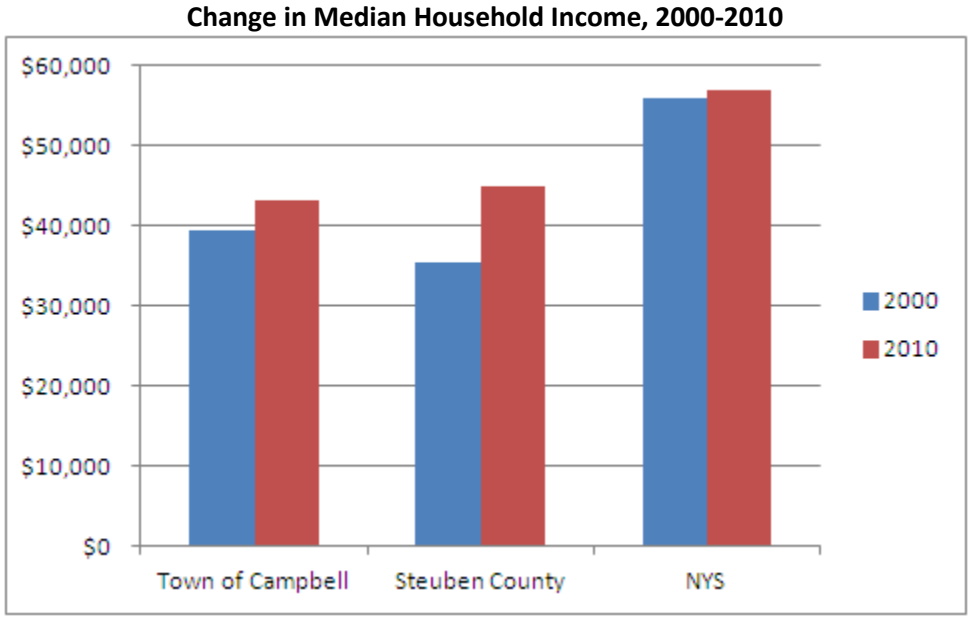




Income and Employment

An understanding of the household income and employment characteristics of the Town of Campbell will help to guide the Economic Development goals for the Comprehensive Plan. Knowledge about the depth of resources of the Town's residents will help determine what types of local businesses are needed and should be pursued.

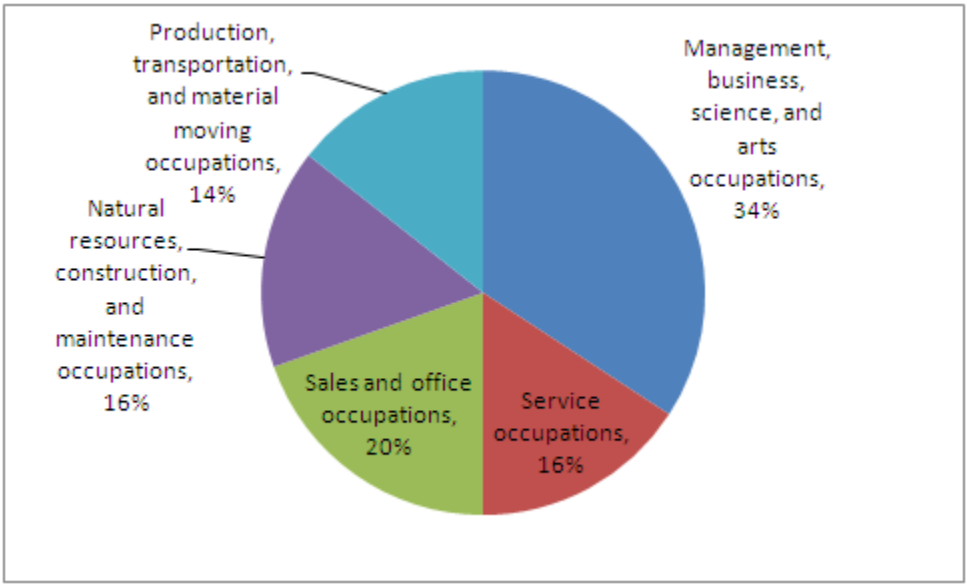
As of 2010, the median household income is $43,077, which is slightly lower than that of Steuben County ($44,967) and New York State ($56,951). The median household income in Campbell does reflect an increase of almost 10% since the 2000 census, at which point the median income was $39,375. Approximately 8.2% of the population lives below the poverty line, including 13.4% of those under age 18 and 4.0% of those age 65 or over.



Of the approximately 2,700 residents aged 16 and over, 1600 or 58% were active participants in the labor force with an unemployment rate of 6.4%. In terms of commuting to work, 87% drove alone, 6% carpooled, 0.1% took public transportation, 1.2% walked and 5% worked at home. Over one-third of all working residents work in the occupation of "Management, business, science and arts" While the service, sales and office, construction and production occupations are fairly evenly distributed with 16%,

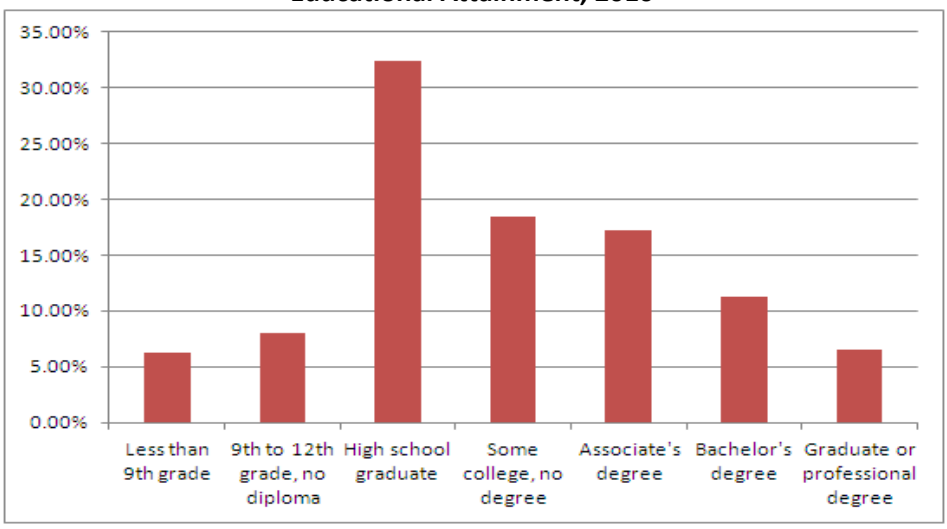
20%, 16% and 14% in those occupations, respectively. Looking at the same group of workers in terms of industry, 21% of Campbell residents work in manufacturing and 30% work in educational services, health care and social assistance.

Share of Workers by Occupation, 2010



Source: U.S. Census

Educational Attainment, 2010



2.3.2 Housing

Because Campbell is rural in nature, its residential development tends to be very low-density and less formed into distinct neighborhoods. Several higher-density areas such as the Hamlet area, Woodycrest, Colonial Coach, and Hidden Forest exist, but otherwise the residential uses are found throughout Town on large agricultural parcels or along major roads such as Tannery Road, Meads Creek Road, and CR 333 among others. The Town does not have a predominant architectural style or material, and structures

range from manufactured homes and small apartment buildings to large single-family homes. Almost 50% of the structures in Campbell were constructed between 1970 and 1999.

As of 2010, the Town has 1,393 total structures, 1,296 (or 93%) of which are occupied. Of these, approximately 87% are owner-occupied, compared to 69% owner-occupancy County-wide. Generally speaking, a high percentage of owner occupancy can indicate stability within a community. Also as of the 2010 census, the median home value in Campbell was $84,417.00 and the median rent was $729.00 per month. Because of a recent influx of temporary residents in the Southern Tier who have moved to the area for natural gas opportunities, the vacancy rates in Steuben and Chemung Counties have remained low, and the rents have been above average since 2010. The Town is currently working on 100% reevaluation of all properties in Campbell.

The number of building permits issued in the Town each year provides a sense how much development is occurring. Residential building permit data obtained from the Census indicates that approximately 130 residential building permits (comprising 10% of the total housing stock) have been issued in the decade from 2000 to 2009, meaning that demand for new residential development does exist despite the limitations that Campbell's many natural resources present.

2.3.3 Community Resources

-Owned Property

The Town of Campbell owns six properties, including the Town Hall and Highway Garage. The Campbell Town Hall is located at 8529 Main Street. The building was built in 1979 with a courtroom addition in 200. It contains offices for the Town Supervisor, Town Clerk, Bookkeeper, Code Enforcement, Tax Assessor, Justice Courtroom and a large meeting room that is used for a variety of meetings.

The Town Highway Garage is located at 8523 Clinton Street on which is at the corner of Clinton and Center Streets. The 600-square foot building contains 4 bays, a bathroom, office and break room. A new highway garage is currently in the planning stage as the Town has outgrown this facility.

The Town's Salt Storage/Water Treatment Site is located at 8382 County Route 333. The original thirty-seven-acre parcel contains the salt storage building, gravel pit, compost area and is the future site of a new highway garage. This site also contains the municipal water treatment building, two wells and a buffer area. An adjacent two-acre parcel is the location of the Town water tower. The Town also owns the Vieley Road Retention Pond site, a five-acre parcel at the foot of Young Lane intended to alleviate flooding problems in the Curtis Hollow and Vieley Road areas.

Finally, the Town owns two parcels totaling one hundred acres on Wolf Run Road—wooded lands acquired for non-payment of taxes—and East Campbell Park (more on this in the "Parks and Open Space" section, below). The Wolf Run Road parcels are wooded and hilly, and as the site of a former town dump, would likely require clean-up in order to be used for any new purpose. It is noted that there are deed restrictions on the Town's use.

and Open Space

As stated above, the Town-owned **East Campbell Park** is located on the Meads Creek Road near Dry Run Road, across the road from the East Campbell Fire Department. The site was originally donated to the Town from the Watson Homestead group and in 1982, State and Town funds were used to finance the

development of the park. It is now a 6.4-acre park with a large playing area field, swings and play area, and a small pavilion. The tennis court and basketball area are in very poor condition and are occasionally subjected to vandalism. According to the Community Survey and public meetings, the Town's only park is underutilized—almost to the point of being not at all utilized—due to its current condition.

Source: Friends of the Chemung River Watershed

The Friends of the Chemung River Watershed, a not-for-profit group providing information about and stewardship of the waterbodies within the watershed, including the Cohocton River, maintains the **Campbell Boat Launch at Wood Road**.[4] According to the organization's website, the launch has a gravel parking lot with 4-5 spaces, wooden steps leading to the river, and is used for seasonal boating (kayaks and canoes) and fishing. The launch does not have amenities such as a picnic pavilion or restroom. The right-of-way in that location does not provide room necessary for expansion; however, the Town would like to investigate the possibility of a new boat launch at Curtis Bridge, which could be a full-size launch.

Other recreational areas to note are the American Legion's three softball fields with a parking area and pavilion on Route 333 just south of the Cohocton River. In addition, East Campbell has a number of hiking trails, such as the Crystal Hills Trail, which is part of the 950-mile Finger Lakes Trail System.[5] The section of the Crystal Hills Trail is eight miles in length, and begins at South Bradford State Forest to the north. It travels south through Campbell across some private land (landowners allow the trail to cross their property) and into Meads Creek State Forest to Nixon Road, across Meads Creek and through the Watson Homestead trail system, along Woodcock Road. The trail is blazed with orange markers.

Eight cemeteries are located within the Town of Campbell, as described in Table 2-3.

Table 2-3, Cemeteries	
Hope Cemetery	Located on Route 333 and Main Street, has been enlarged in recent years and is run by the Hope Cemetery Association (private).
Riverside Cemetery	Located on County Route 125, this old cemetery that has been abandoned and is now maintained by the Town.
Gauss Cemetery	A private cemetery adjacent to Riverside Cemetery.
Old Catholic Cemetery	Located on Tannery Road, privately maintained.
Curtis Cemetery	Located on Curtis-Coopers Road, has been abandoned and is now maintained by the Town.
Nute Cemetery (or Hillside Cemetery)	Located on Rt. 415 near Stony Ridge Road, has been abandoned and is now maintained by the Town.
East Campbell	Located on Meads Creek Road (near the Town Park), has been abandoned and

[4] http://www.chemungriverfriends.org/launches_get.php?launch_id=6
[5] http://www.fltconference.org/trail/go-hiking/interactive-map-segmented/

Cemetery	is now maintained by the Town.
Chris John Cemetery (or Town Line Cemetery)	Located on Meads Creek Road near the Town of Orange/Campbell Line. It has been abandoned and is now maintained by the Town, with assistance from the Town of Orange.

2.3.4 Government

The Town is governed by an elected Supervisor and four additional Town Board members, which are elected to four-year terms. In addition to the Town Board, which is responsible for implementing policies and directives, members of the Town staff include the Town Clerk, Supervisor's Assistant, Code Enforcement Officer, Highway Superintendent, Justice Court and Assessor. Town services include water supply, seasonal composting, snow removal, park maintenance and other services such as building permits, zoning and planning issues and code enforcement. The Town has a Planning Board and a Zoning Board of Appeals, both of which are comprised of volunteers.

2.3.5 Emergency Services

The Steuben County Sheriff and NYS Police provide police protection within the Town. The Town contracts with Rural Metro for ambulance service. Two volunteer units, the Campbell Fire Department and East Campbell Fire Department, serve the Town. In terms of safety issues, the emergency service providers have expressed concern about a lack of standardized home numbering which can result in confusion or a lag response time. Although several new hydrants are being installed in the Woodycrest neighborhood, the fire departments would like the Town to consider an expansion of the hydrant district.

2.3.6 Education and Arts

Since 1992, the Campbell-Savona Central School District (CSCSD) has served the Town of Campbell. The District offices and the Junior/Senior High School are located on County Route 125 in Campbell, approximately one-quarter mile from the "Four Corners" area in the hamlet, and the Elementary School is located in Savona. The CSCSD's vision states: "Our school community creates and promotes an inspiring environment that supports our students and fosters lifelong learning." According to the district offices, CSCSD has a 2012-2013 total enrollment of 900 students. Graduating classes are typically between 55 and 65 students. The district is currently renovating both the elementary and Junior/Senior High School, making sustainable or "green" improvements such as replacing light fixtures with LED lights and creating a new STEM (science, technology and math) classroom, and installing photovoltaics on the roof to harvest energy.

2.3.7 Health Care

The Town of Campbell contains no hospitals or other health care facilities. Nearby hospitals in the area include Guthrie Corning Hospital, Ira Davenport Memorial Hospital (Arnot Health) in Bath, and the Bath VA Medical Center.

The Campbell Community Fitness Center is a new facility in the Campbell-Savona Junior/Senior High School which includes a gym, swimming pool and walking track. Children are welcome to use the facility for free, while adults pay a small annual fee.

2.3.8 Senior Services

As larger numbers of residents reach retirement age and the senior population continues to grow, the Town will need to address specific senior service and access needs. Access to medical care, social activities and basic needs such as grocery stores and pharmacies can be a challenge for seniors, and the Town leadership should be mindful of this when making policies about transportation and land use. Currently, the Town has an active senior group that meets in Town Hall for various meals and exercise programs. Although the Town doesn't have any residential facilities specifically for senior living, within Steuben County are many such complexes such as the Steuben County Health Facility, the VA's long-term care facility and several others in Erwin, Painted Post and Corning. In the Community Survey conducted as part of this Comprehensive Plan, over 80% of respondents indicated that services for Seniors were "somewhat" to "very" important.

2.4 Existing Land Use

Land use classifications are determined by the county assessor according to a system established by the New York State Office of Real Property Services (NYSORPS). NYSORPS uses nine categories to classify land based on the primary use of each property. As shown in Figure 3, the Town is primarily rural and residential in character, with bands of commercial and industrial activity along its major transportation corridors, and retail and community services in the hamlet area. According to the 2012 parcel data obtained from the NYSORPS, the Town of Campbell is comprised of 1585 tax parcels. As shown in Table 2-4, Land Use, residential properties make up the majority of parcels of any land use type within Campbell consisting of 1,115 of the town's 1,585 total parcels, or 36% of the land. Agricultural consists of 24% of all land in Town, followed by Vacant Land at 23%. Forest Land (9%), Commercial and Public Services (both 2%) follow, with Industrial and Recreational comprising the smallest percentages of land. These numbers reflect the Town's rural character and agricultural heritage.

Table 2-4
Land Use

Land Use Classification	% of Town Land
Residential	36%
Agricultural	24%
Vacant Land	23%
Forest Land	9%
Community Services	3%
Commercial	2%
Public Services	2%
Industrial	0.6%
Recreational	0.4%

Source: Steuben County Planning, NYS Office of Real Property

2.5 Existing Zoning

The Town currently has a Zoning Law which was adopted in 1987 and most recently revised in 2008 when the sign section was amended. As shown in Table 2-5, Zoning, the majority of the Town is zoned Agricultural Residential. The zones are shown in Figure 4 and described in more detail below.

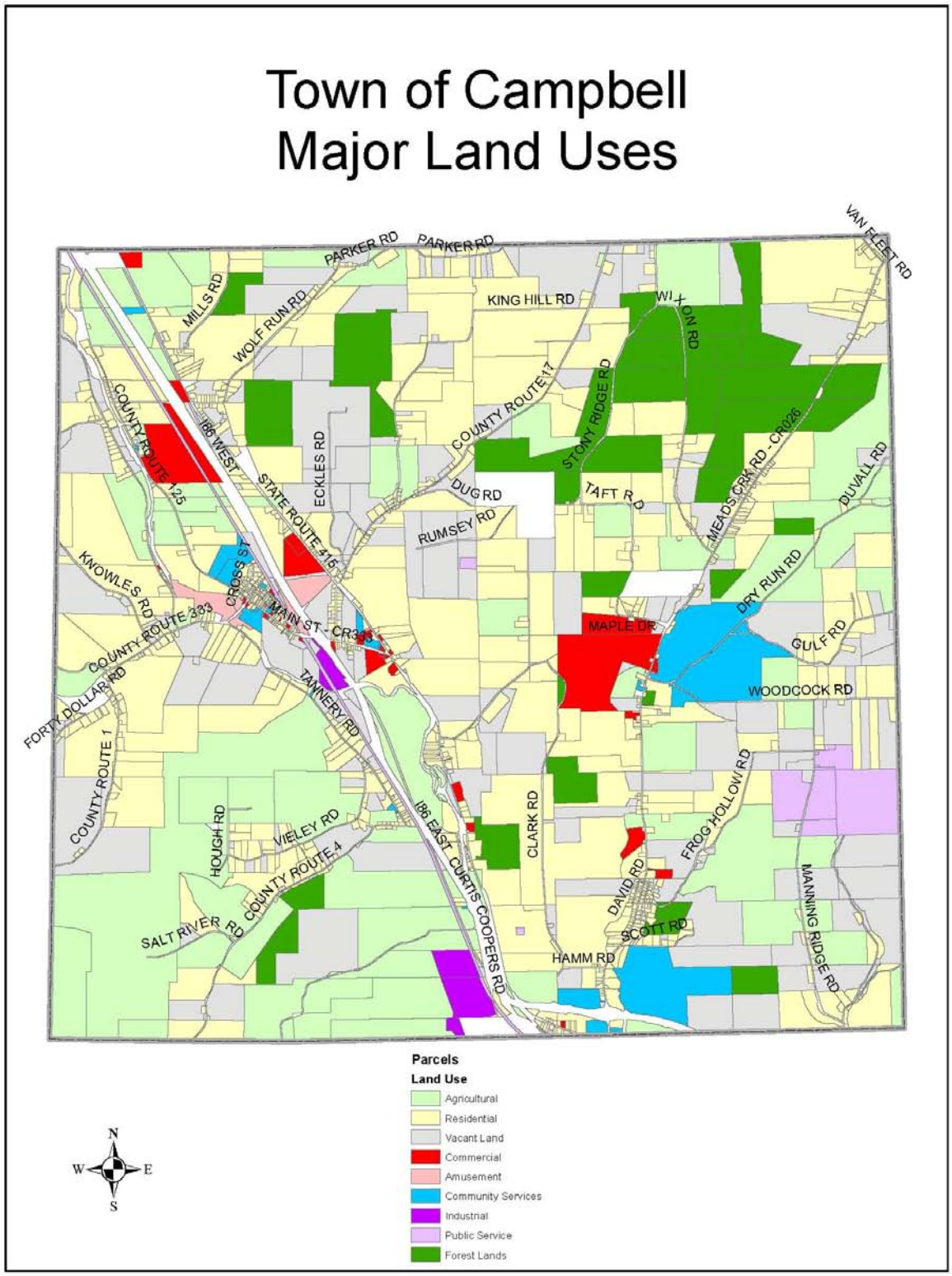


Figure 3
Existing Land Use

Table 2-5
Zoning

Zoning District	% of Town Land
Agricultural Residential (A)	90%
Residential – Rural (R-1)	6.2%
Residential – Suburban (R-2)	1.4%
Neighborhood Business (B-1)	0.1%
Highway Business (B-2)	1.0%
Industrial (I)	1.3%
Flood Plain Protection District (FPPD)	n/a

Source: Steuben County Planning Department

The Agricultural Residential (A) District is intended to promote and encourage an environment for low-density family living while conserving those areas in the Town suitable for farm and agricultural purposes. The topographic and soil conditions in this district limit development in many areas, as many acres are steep and/or rocky. As with all of the zoning districts, development guidelines specified in the Zoning Ordinance are applied where appropriate to ensure the health, safety, and general welfare of the community and to maintain rural nature of the countryside.

The Rural Residential (R-1) District is intended to promote and encourage a suitable environment for family living and protect and stabilize the residential characteristics of the District. This district covers approximately 6% of Campbell's total land area.

The Suburban Residential (R-2) District is intended to promote and encourage a suitable environment for family living and protect and stabilize the residential characteristic of the older more densely developed areas in the Town.

The Neighborhood Business (B-1) District is intended to provide for local shopping through a range of neighborhood retail stores that cater to the frequently recurring needs of a residential area. These types of business are required in locations convenient to residential areas.

The Highway Business (B-2) District intends to provide for a wide range of essential highway services not involving regular local shopping. Since these service establishments often involve large volumes of traffic, and tend to break the continuity of prime retail frontage by frequent customer visits, they are incompatible with both residential and certain retail uses and are associated with highly traveled transportation routes.

The purpose of the Industrial (I) District is to provide for the establishment of industrial uses essential to the development of a balanced economic base and to regulate such development so that it will not be detrimental or hazardous to the surrounding community. The intent is to establish and preserve areas for industrial and related uses of such a nature that they do not create serious problems of compatibility with other kinds of land uses, and to make provision for certain kinds of commercial uses which are most appropriately located as neighbors of industrial uses or which are necessary to service the immediate needs of people in these areas.

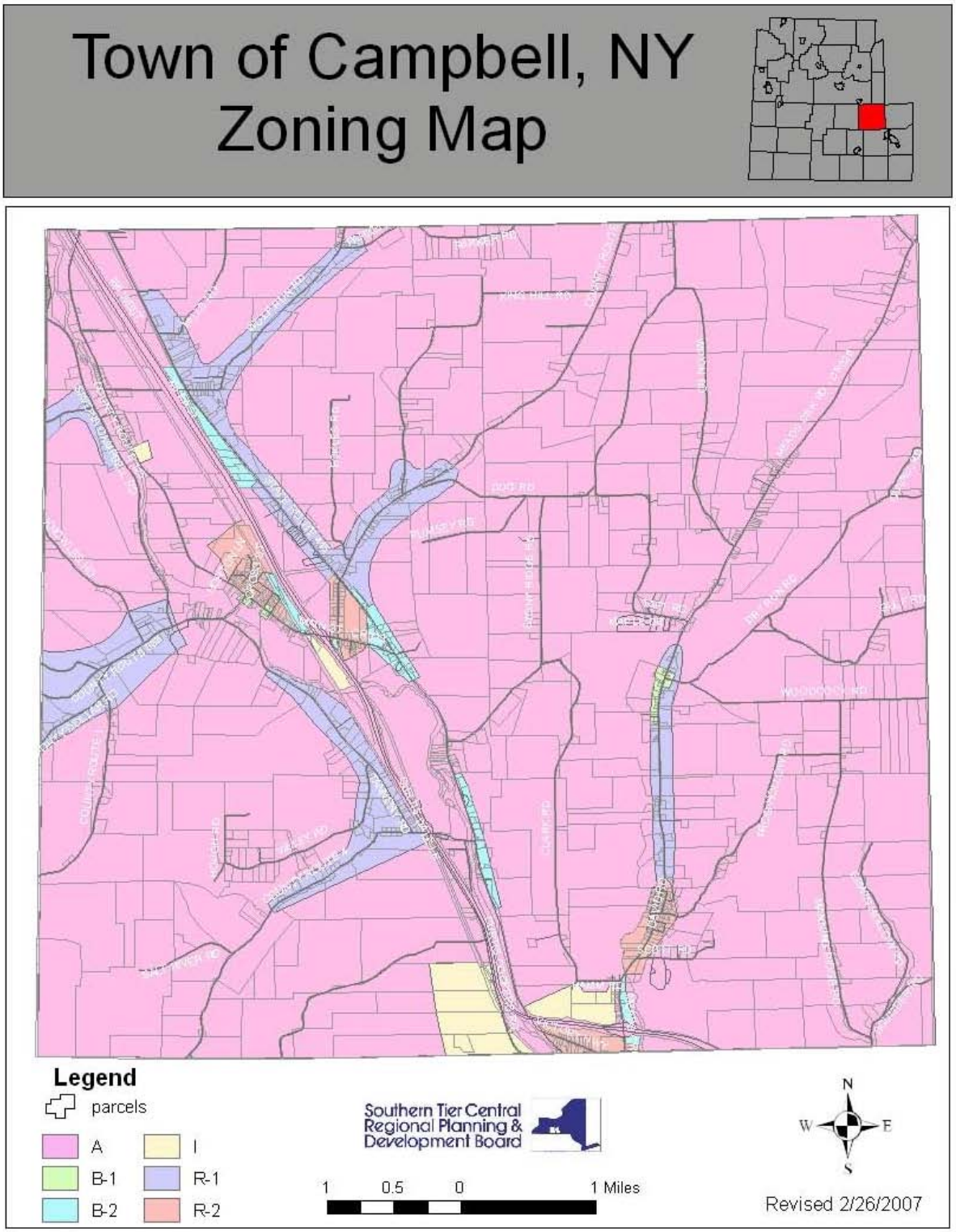


Figure 4
Existing Zoning

A mix of uses is allowed in any of the six districts with site plan approval. In addition, the Zoning Ordinance includes provisions for the development of the following "flexible" districts that may be applicable anywhere in the Town that specified criteria and conditions are met.

1. **Residential Cluster Development:** Intended to permit variation in lot size and housing type, to provide the opportunity for development to occur on the most suitable lands, and to facilitate the adequate and economical provisions of public services and to preserve open space areas. This is achieved by permitting a reduction in lot sizes required for the Zoning District in which a proposal occurs, while maintaining the imposed density limitation through the provision of open space.

2. **Planned Residential District (PRD)**: Intended to provide flexible land use and design regulations through the use of performance criteria so that small-to-large neighborhoods or portions thereof may be developed that incorporate a variety of residential densities and building types.

3. **Non-Residential Planned Development**: The intent of this district is to provide an opportunity for convenient shopping centers to be developed to serve residential neighborhoods, and for small industrial activities to locate in the most suitable locations without causing detrimental effects to neighboring uses or the health, safety and general welfare of the community. These districts shall be encouraged to locate in clusters throughout the town in proportion to the population served.

2.6 Natural Resources

Understanding demographic data and trends helps to portray the direction an area is going, but environmental factors dictate how future development should occur. Protected wetlands, steep slopes, and major water bodies may define areas where future development should be avoided. Planning for land use in concert with existing environmental conditions promotes the protection of valuable natural resources.

2.6.1 Wetlands

Freshwater wetland resources are located throughout the Town. Through two state laws, New York State Environmental Conservation Law Article 24 (Freshwater Wetlands) and Article 25 (Tidal Wetlands), NYS Department of Environmental Conservation (NYS DEC) currently regulates wetlands over 12.5 acres. Article 24 of the Fish and Wildlife regulation has bearing on the type of DEC permits issued in these protected areas. The Town of Campbell has several areas of DEC-regulated wetlands, including three near the Cohocton River and one near Meads Creek:

Table 2-6, Wetlands	
Wetland Name	**Classification and Location**
SV-11	Class 3, located between I-86 and SR 415
SV-12	Class 2, located near Mills Road and I-86
CB-1	Class 3, located between I-86 and Tannery Rd.
CB-2	Class 2, located near Taft Road and Meads Creek

Source: NYS DEC

It is important to preserve the wetland areas, as they retain stormwater, reduce flood damages, support valuable fish and wildlife habitat, facilitate groundwater recharge, provide biological and chemical water treatment, and provide open space, and aesthetic and educational resources.

2.6.2 Streams and Floodplains

The main river through Campbell is the Cohocton River, a 58.5 mile long waterway that bisects the Town in a Southeasterly direction. It is fed by many small tributaries in the surrounding highlands, such as Michigan Creek, Curtis Creek, Stony Run, Burr Hollow Creek, McNutt Run and Wolf Run. The other major waterway in Campbell is Meads Creek, which runs parallel to the Town's eastern boundary from the Town of Hornby south to the Town of Erwin.

The Federal Emergency Management Agency (FEMA) has established both the 100-year and 500-year floodplains, which are the estimated areas of inundation during a 100-year or 500-year storm, respectively. These floodplains lie along the flat lands on either side of the Cohocton River and Meads Creek. The threat of flooding is a very real one as Campbell has experienced many in its recent history, including floods on the Cohocton River and the smaller tributaries caused by hurricanes in 1972, 1994, 2003 and 2006, non-hurricane storm events in 1975, 1991, and 1996, snowmelt in 1994 and significant ice jams in 1996 and 2011 during which the river was backed up with ice that caused flooding in the hamlet area and Tannery Road area.

In 1998, the town adopted Flood Damage Prevention regulation on the floodplain/floodway area and then revised the regulation in 2002. These regulations encompass the immediate areas along the river and creeks that are most prone to flooding (the floodways/floodplains). Building is restricted in the floodways/floodplains, and new buildings are required to be raised two feet above the base flood elevation in these zones. With the adoption of these regulations, flood insurance is available for any new or existing buildings following the code (see text box at right). The Town will continue to review the regulations on—at most—a ten-year basis.

National Flood Insurance Program (NFIP)

The NFIP was created as a result of the passage of the National Flood Insurance Act of 1968. Congress enacted the NFIP primarily because flood insurance was virtually unavailable from the private insurance markets following frequent widespread flooding along the Mississippi River in the early 1960s. The NFIP is a Federal program, managed by FEMA, and has three components: to provide flood insurance, to improve floodplain management and to develop maps of flood hazard zones. The NFIP allows property owners in participating communities to buy insurance to protect against flood losses. Participating communities are required to establish management regulations in order to reduce future flood damages. This insurance is intended to furnish as an insurance alternative to disaster assistance and reduces the rising costs of repairing damage to buildings and their contents caused by flood. A homeowner is able to purchase excess flood insurance, but they must be covered by NFIP flood insurance first.

On July 6, 2012, the President signed into law the Biggert-Waters Flood Insurance Reform Act of 2012 (BW-12),which reauthorized the NFIP through Sept. 30, 2017, and made a number of reforms aimed at making the program more financially and structurally sound. Over the past year, a few of the provisions of BW-12 have been implemented, while others are being phased in over time. The purpose of the legislation is to change the way the NFIP operates and to raise rates to reflect true flood risk, as well as make the program more financially stable. BW-12 also involves changes regarding how Flood Insurance Rate Map (FIRM) updates impact policyholders. These changes will affect some—but not all—policyholders over time. (http://www.fema.gov/flood-insurance-reform-act-2012)

As stated, the majority of the floodplain areas in Campbell lie along the Cohocton River and Meads Creek. Those areas are mostly zoned as Agricultural, Business, Industrial and Rural District. Agriculture is the dominant land use as the floodplain areas contain some of the town's most fertile soils. Agricultural use is followed by vacant land, Industrial, Residential and Commercial land use along banks of the Cohocton River. The same uses apply for Meads Creek. The potential threat of flooding along the rivers points out the significance of controlling the amount of impervious surface that accompanies development. The importance of planning for open space and the use of alternative materials and methods to control the runoff from impervious surfaces will be instrumental in attempting to manage future flooding.

The Town is working with the Steuben County Soil and Water Conservation District (SWCD) to mitigate the impacts of ice buildup in the Cohocton River. The Town will continue to improve these areas where ice jams have historically occurred, and ensure that they are cleared and maintained; in addition, the Town is developing a plan to respond to ice jams in a more expedient manner.

2.6.3 Significant Habitat

The New York Natural Heritage Program, which is run by the NYS Department of Environmental Conservation Division of Fish, Wildlife and Marine Resources, surveys and monitors rare animals, rare plants, and significant ecological communities throughout the state. According to a telephone call with the DEC Region 8 office on April 1, 2013, the Town of Campbell does not contain any rare or state-listed animals and plants, significant natural communities or other significant habitats, although DEC has noted archaeological sites of sensitivity in the southeast corner of the town that may need to be considered if any major development is proposed.

2.7 Topography

Due to its location in the northern foothills of the Appalachian Mountains, the majority of the Town of Campbell is characterized by steep slopes, as shown in Figure 5. Steep slopes defined as areas that exceed a certain percent slope, and because they are often associated with other environmental features such as rock outcrops, shallow soils, and bedrock fractures, are typically difficult to develop. Although it is not impossible to develop on steep slopes, many municipalities choose to limit the amount of development on such natural resources, protecting the natural terrain, vegetation and ridge lines by regulating the amount of land disturbance in such areas. Slopes in excess of 15%, which are generally considered moderately steep and qualify for protection, are found throughout Campbell (see Figure 5, Topography.)As is typical, those lands in the floodplain/floodway on either side of the Cohocton River and Meads Creek are the least steep areas with grades ranging from 0-6%. In planning for future development and conservation, topography in Campbell will be a significant factor, with exception of the hamlet area where the land is flat. Due to its location in a river valley, Campbell's soils are excellent for farming and gardening.

2.8 Infrastructure

2.8.1 Sewer

The Town of Campbell does not currently have public sewer. In the 1980s, a program was offered to the Town residents at no cost (only usage costs), but was rejected by voters. Since that time, as costs for sewer installation have continued to rise, the Town has not investigated the potential for public sewer any further.

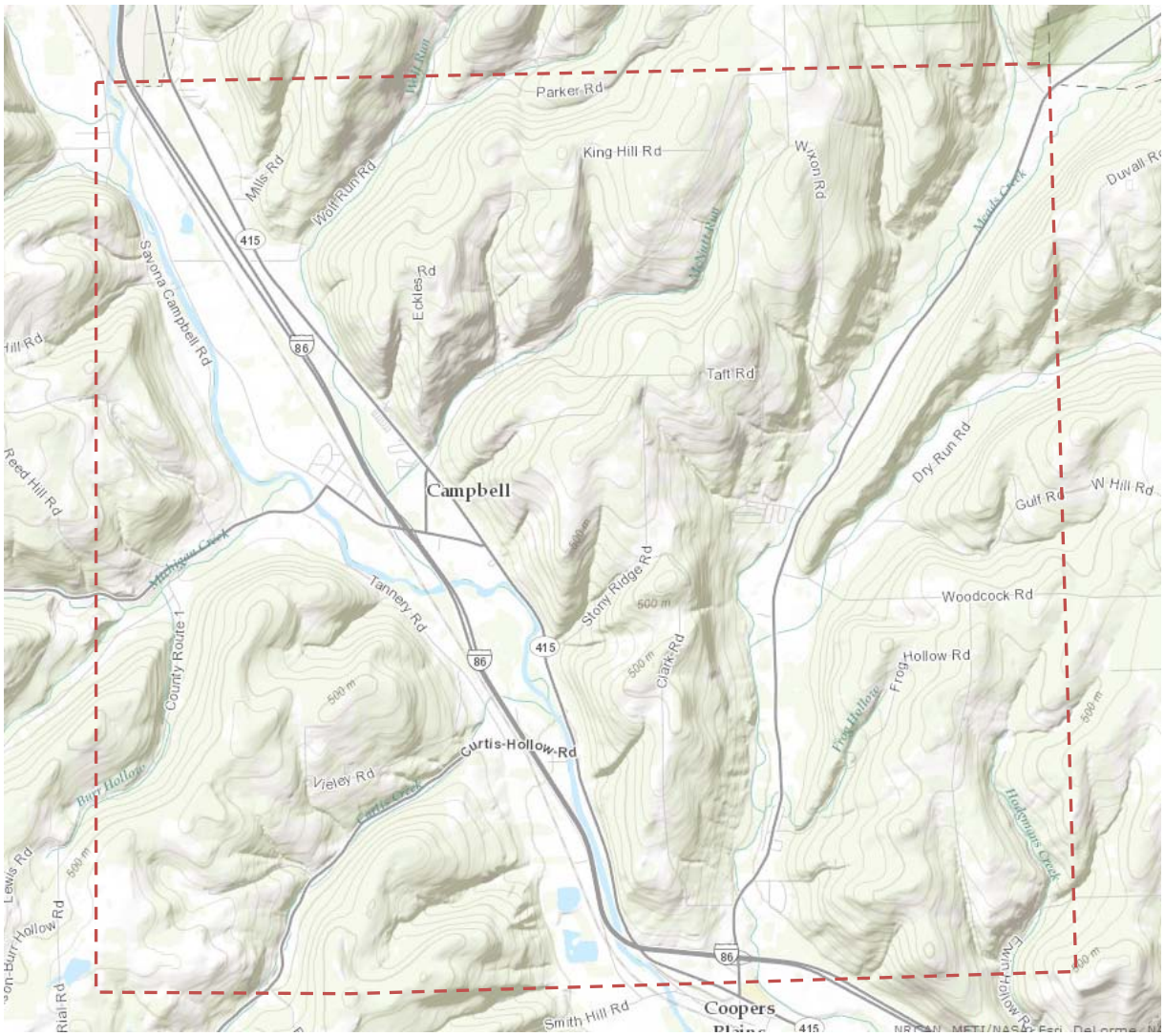


Figure 5
Topography

2.8.2 Water

The Town of Campbell has two water districts and a third under construction. Water District One, located in the Hamlet area of Campbell, has been on line since June of 2008. This district serves approximately 280 residents, one school district and ten businesses through 109 service connections. The water supply that supports this district comes from two drilled wells, with depths of approximately 75 and 81 feet. The maximum potential withdrawal rate is 180,000 gallons per day (gpd).

Water District Two, a smaller district, is located on Victory Highway in East Campbell and has been on line since 2009. This district serves approximately thirty-three residents, two businesses and one school through seventeen service connections. The water supply that supports this district is purchased from the Town of Erwin and is located behind the New York State Department of Transportation building off of Meads Creek Road in East Campbell.

Currently the Town is working on Water District Three, to be located in East Campbell. When completed, this district will be able to serve 175 service connections, including one school district. The water for this district will be purchased from the Town of Erwin from the same well that Campbell currently purchases water for Water District Two. The project began in summer 2013 and will be complete by year end 2014.

2.9 Transportation Network

The transportation network determines how easily residents are about to move throughout the town, and what goods and services they are able to easily access. The transportations system in Campbell consists of roadways, public transportation, a railway and pedestrian pathways. The Town has a Road Use Agreement in place to protect the investment in its roads from heavy truck traffic.

2.9.1 Road Network

Within the Town, the roads are maintained by three agencies: the New York State Department of Transportation (NYSDOT), Steuben County Department of Public Works and the Town Highway Department. For rural areas, six road classes exist: Interstates, Principal Arterials, Minor Arterials, Major and Minor Collectors, and Local Roads (which typically make up the largest proportion of roadways but carry a significantly lower volume of traffic). All road classifications, with the exception of Minor Collector and Local Roads are eligible for federal aid for road projects. Within the Town, four of the six road classes are present. Figure 6 shows the locations of the main road and transit routes in Campbell.

The New York State Department of Transportation (NYSDOT) maintains 16.3 miles of roadway within Campbell. Maintenance includes plowing, sanding, repairing asphalt and other actions needed to keep roads (and twenty bridges) in a state of good repair. NYSDOT classifies roadways based on travel patterns and typical use. Within Campbell, NYSDOT maintains I-86/I-15/17, a limited-access Principal Arterial Interstate which runs from the Town's northern boundary near Savona southeast toward the Town of Erwin. It also maintains NYS Route 415, a major collector which runs roughly parallel to the Interstate and Meads Creek Road/County Road (CR) 26, which is also a major collector; however, Steuben County maintains the section of this road north of I-86.

Figure 6
Transportation Network

As of this writing NYSDOT has these projects within the Town of Campbell on its program of projects:

- PIN 6037.22, SR 415 over I 86, bridge rehabilitation, scheduled for letting in October 2014;
- PIN 6067.07, I 86 Paving, Maintenance by Contract, Exit 39 Bath to Exit 41 Campbell, scheduled for letting in April 2016;
- PIN 6804.13, paving on various routes including SR 415, Maintenance by Contract, scheduled for letting in April 2013; and,
- Various demand maintenance actions as might be necessary.

Steuben County Department of Public Works maintains approximately thirty miles of roads in Campbell, including CR 26 mentioned above (from I-86 to the Schuyler County), CR 333 (8 miles from Risingville to Campbell), CR 1 (8.5 miles from Addison Village line in Addison to CR 333 in Campbell) and CR 125 from the "Four Corners" in the hamlet area past Campbell-Savona High School. The County also maintains any bridges that are inspected over twenty-five feet. According to Bryce Foster, Deputy Commissioner for Public Works, the only project planned for the near-term is mill and fill work on CR 333 from SR 415 to the railroad tracks near the Kraft Foods facility on Main Street.

According to Town Highway Superintendent Tom Austin, the Town Highway Department maintains 53.38 miles of road (similar to DOT and the County, this work includes plowing, sanding, grading of gravel roads, maintaining asphalt, pothole patching, resurfacing, ditch replacement, grass cutting, etc.) The Town does not maintain any bridges as most of them are County facilities; however, they maintain the surfaces and approaches. The Town does not have any capital projects planned.

2.9.2 Public Transportation

Public transportation is available to residents of Campbell by two bus routes. Steuben County Public Transportation operates a Bath-Corning route, Steuben County Transit #2, which stops at Savona Route 415/Route 226. This bus stops eight times per day going in either direction and provides service from Bath to the Chemung County Transportation Center in Elmira.[6] The Corning Erwin Area Transit System operates Route 5 (Coopers Plains/Gang Mills/Painted Post), providing service from Coopers Plains to Riverside up to twelve times per day.[7] Both SCPT and CEATS strive to provide affordable and reliable transit service and generally charges one dollar in fare per trip.

2.9.3 Bicycles & Pedestrians

The Town is well suited for bicycling. Its typically low traffic volumes, picturesque views, and stretches of road with relatively flat elevations create an attractive bicycling environment. Like many rural areas, Campbell does not have an extensive network of formal bicycle and pedestrian facilities. Along with national trends however, biking and walking are increasing in popularity as inexpensive and convenient forms of exercise and transportation.

NYS 415 is a designated Bicycle Route, with wide shoulders to accommodate cyclists. Other popular routes are the Savona-Campbell Road (Town Route 4) and Tannery Road. Several of the roads in Campbell have "Share the Road" signs. In terms of pedestrians, sidewalks are present in the hamlet center only, and some of the roads have medians wide enough for walking; for example, Clawson Drive, Tannery Road and the Campbell-Savona Road. The Town is responsible for maintaining the hamlet area sidewalks and providing winter maintenance on the sidewalks near Town Hall. During the community

[6] http://www.steubentransit.com/BathCorningSchedule.pdf
[7] http://www.corningtransit.com/index.htm

outreach process, several residents expressed concern that the hamlet area sidewalks are encroached upon in several places by mailboxes that sit directly on the sidewalk in large containers, making it difficult to use the sidewalk in those areas.

2.9.4 Wayfinding

Wayfinding refers to a signage and other graphic communication that assists people in orienting themselves and navigating a place. Wayfinding systems are used not only functionally, but also as a mechanism to market and evoke a sense of history and character. Traditional downtowns or hamlet areas frequently incorporate this type of signage into their streetscape improvements. Due to its scale and small hamlet area, Campbell would be an ideal place for such a system to be implemented were the Town to expand its recreational and programming options to attract visitors who may not be familiar with the local roads and attractions.

Currently, the Town maintains typical street signs such as directional, stop signs, intersection markers, road name signs, seasonal signs, and the like.

2.10 Local Economy

Land use for commercial and industrial uses comprises only 2.6% of Campbell's total land area, and is primarily in the form of small retail establishments, commercial facilities such as Kraft or gravel mining operations. The hamlet area and the commercial corridor along Route 415 contain a number of small retail businesses, but there is no real concentration of commercial or retail activity within Campbell. However, the businesses in Town continue to prosper and the local economy is relatively stable.

2.10.1 Findings of Town Economic Development Study

In 2010, the Town Board adopted the Town of Campbell Economic Development Strategy as a policy to guide the Town's Economic Development. This included strategies such as development of a comprehensive zoning and upgrades to infrastructure (broadband, water districts, and new sewer district). The Comprehensive Plan process was an offshoot of the Economic Development Study in that the Town Board recognized the need for a Plan to guide the rewrite of the zoning ordinance. As stated previously, this is the first known Comprehensive Plan for the Town, and the recommendations found within will strive to carry the goals of the Economic Development Study forward. Such goals include:

- Support and Expand Current Local Businesses
- Support Local Entrepreneurship
- Work with Farmers to Preserve and Expand Farming
- Continue the Expansion of Basic Services to Strategic Areas of Campbell
- Build on the Chemung Basin River Trail System
- Protect Life and Property from Flood Damage
- Establish Zoning Regulations for an Appropriate Mineral Resources Industry
- Further Develop Biomass Industry by Encouraging Grass and Timber Harvest
- Protect Campbell's natural Resources
- Develop a Comprehensive Zoning Plan.

2.10.2 Business Mix and Climate

General observations, survey data and committee discussions indicate that the existing business mix in the Town is weighted toward services and retail. The hamlet area contains a small grocery store, a convenience store/gas station and restaurant. On Route 415, other businesses such as restaurants and

the Camp Bell Campground are found. The hamlet area or the Route 415/E. Main Street intersection may be good places to allow a higher concentration of businesses than currently exists.

In terms of the major businesses in Campbell, the top taxpayers in Town are: Kraft General Foods, Corning Natural Gas, TWDB Parks 2, NYSEG and Green Meadow Acres. Kraft Foods and the Campbell-Savona Central School District are the largest employers in town.

Campbell does not currently have a Chamber of Commerce or local business organization.

2.10.3 Taxes

The Town of Campbell, Steuben County, and the Corning-Painted Post and Campbell-Savona School Districts levy real property taxes on properties throughout the Town. The following summarizes the existing tax base and tax revenues, and the real property tax levy (or money raised) for each taxing jurisdiction.

The property tax rates shown in Table 2-7 are based on a tax rate per $1,000 assessed valuation for the fiscal year ending 2012. As indicated in the table, the Town taxes represent the smallest component of the overall property tax range, and the school district taxes represent the largest component. It is important to note that depending on their location, residents pay taxes to the Corning-Painted Post *or* Campbell-Savona School Districts, plus the Town of Campbell and Steuben County.

Table 2-7
Tax Rates based on 2012 Assessment Rolls

Town of Campbell	154.34
County of Steuben	311.42
Corning Painted Post School	827.96
Campbell Savona School	643.17
Equalization Rate	2.99*

Source: Town of Campbell Assessor
*The Town is currently doing a 100% reevaluation which is due for completion before the 2015 tax bills.

Table 2-8
Real Property Tax Levy on 2012 Assessment Rolls

Town of Campbell	$643,655.55
County of Steuben	$1,251,197.63
Corning- Painted Post School District	$1,144,837.65
Campbell Savona Central School District	$1,871,652.51

Source: Town of Campbell Assessor

2.10.4 Regional Retail and Business Trends

In the past several years, the nearby Town of Erwin has emerged as a regional retail center, with new big box development including Wal-Mart and Home Depot that serves the population from Corning to Bath. Although the big box needs of Campbell's population are presumably met by the retail opportunities in Erwin and even Market Street in Corning, there is an opportunity for local residents to provide goods and services to those residents who prefer to walk or drive a short distance rather than travel for groceries. Similarly, although the number of offices and businesses in Campbell is limited for various reasons—lack of infrastructure, for example—the Comprehensive Plan Committee has learned from the

community survey and public meetings, that residents are interested in patronizing local businesses such as a doctor's office or law office.

2.10.5 Regional Economic Development

In 2011, Governor Cuomo created ten Regional Councils throughout the state, including the Southern Tier Regional Economic Development Council (STREDC) to develop long-term strategic plans for economic growth for their regions. A key component of the Governor's "transformative" approach to economic development, these councils are public-private partnerships made up of local experts and stakeholders from business, academia, local government, and non-governmental organizations. STREDC has been instrumental in funding projects throughout the eight-county region in which Campbell is located. Moving forward, the Town will work to provide STREDC with information about proposed capital and maintenance projects such as those listed in the implementation matrix in Section 5, with the goal of obtaining state funding for those projects that will advance the strategic plan and economic development goals within.

The Steuben County Industrial Development Agency (IDA) is focused on retaining and growing the County's economic base, enhancing economic infrastructure, managing the development of the natural gas industry and other energy resources, and attracting and supporting service based and professional service sector businesses. The IDA provides expert advice for municipalities looking to attract or expand businesses.

CHAPTER 3
VISION, GOALS, OBJECTIVES AND ACTIONS

3.1 Plan Framework

The recommendations within this Comprehensive Plan will assist the Town of Campbell in achieving its vision for the next decade. The Comprehensive Plan Committee has developed this Plan with the intent of achieving a balance between rural residential and downtown or "hamlet" perspectives and a balance between growth and conservation of the existing quality of life. Throughout the planning process, the committee members working with residents and business owners have defined a Vision for Campbell—although simple in format, it encapsulates what those in Campbell would like their Town to become. The major Goals, Objectives and Action Items—defined below—are designed to bring about an implementation of the Vision.

Goals are generalized, broad or over-arching statements identifying what the Town wants to accomplish. Goals should be clear, concise, and realistic, and include a vision of community desires for the future. The neighborhood's goals should be representative of ideas and values expressed throughout the public input process. When formulating goals, the Committee discussed how they would like Campbell to look and feel, ten to twenty years in the future.

Objectives are more specific and further well-defined than goal statements. Objectives state what the Town must do in order to satisfy their stated goal or vision statement. Objectives are listed in the plan in priority order.

Actions are the actual tasks that need to be accomplished in order to achieve the Town's goals and objectives. A plan will be considered a much stronger document if the neighborhood developed action steps are *SMART*[8]*:*

> Specific – What is to be achieved? Who or what is expected to change and by how much? When is the change to occur? Who is responsible for taking the lead? What partnerships need to be fostered in order to achieve the desired outcome? Each Action should include a timeframe, lead partner, proposed partnerships, and proposed funding sources.
> Measurable – Can the information in your action step be collected, detected, or obtained from records?
> Achievable – Can the action steps really be met? Are your proposals realistic?
> Relevant to the larger goal and/or objective – do the action steps reflect the Town's desired accomplishments?
> Timed – Do the action steps include a timeframe during which they will be achieved? Timeframes can help create the motivation needed to meet a commitment by setting a deadline for initiating or implementing a project.

The full implementation strategy with a "smart" list of Actions is discussed in Chapter 5.

[8] City of San Antonio Planning Department, Action Steps for Neighborhood Plans, August 2006.

3.2 Vision Statement

Campbell will be an attractive, vibrant rural town.

In the process of laying out a vision statement, the Comprehensive Plan Committee agreed on this short and concise version so that any resident of Campbell, if asked, "What is your town's vision?", could remember and repeat it. This statement sums up the intent of the following themes/goals, objectives and action items, for if the plan is implemented as intended, the vision will become a reality.

3.3 Goals

The five goals listed below were developed, through months of public outreach and discussion, as the most significant topics to address in the Comprehensive Plan. The Objectives and Actions listed below will help the Town achieve those goals.

3.3.1 Generate Economic Growth

Objective 1: Revitalize Main Street and create an active and attractive mix of uses throughout Campbell. Promote a healthy mix of uses—small industry, housing, community, recreation and commercial/retail, and create a uniform, appealing street environment to encourage walking.

Actions:

- **Update the sign code and continue to enforce existing code regulations.** The current zoning law contains a number of standards governing the size and location of signage. However, there is a significant gap that should be addressed, in that none of the current regulations address electronic signs. More and more institutions (like schools and churches) and businesses are installing electronic signs that are often very bright and have changeable copy and flashing text. There are already a number of examples in Campbell. Unless the town acts to address these and other aspects of electronic signage, the result may be a hamlet lined with bright, flashing signs that will seriously detract from the community's attractive atmosphere.

- **Allow ground-floor retail, live-work spaces, and ground-floor dwelling units along street façades in Neighborhood Business District.** Live/work units—incidental residential units attached to businesses and allowed in commercial areas—are becoming increasingly popular. They aid small business people (artists, personal services, restaurants, etc.) from a work perspective while bringing 24-hour presence to commercial areas and help owners from a financial perspective by producing more income. Increasingly, many communities both small and large allow live-work units in commercial areas. However, the town's zoning does not allow this type of residential unit in its Neighborhood Business or Highway Business commercial districts. The town should consider amending its code to define this use and specifically allow it in the permitted use lists of the Neighborhood Business and Highway Business districts.

- **Create a physical link from the hamlet area to the Cohocton River.** Businesses may expand or open if the Town is able to take advantage of the hamlet's proximity to the river (and potential river trail), attracting walkers, bicyclists and others seeking new outdoor activities.

- **Create a volunteer organization to beautify downtown.** Such a group could look for funding sources and run fundraising campaigns for streetscape and building improvements.

- **Rename the zoning within the hamlet area to reflect its potential mixed-use nature.** Consider changing the name of the Neighborhood Business district to something more reflective of the hamlet area.

Objective 2: Attract new business and retain existing businesses.

Actions:

- **Establish Chamber of Commerce or a local business collaborative for and by local businesses.** Work with experienced chamber or business development professionals in the region to develop an organization that is the proper scale for Campbell, with members who understand the vision and goals stated within this plan.

- **Create a local advertising campaign.** Examples may include stickers on products that say "made in Campbell," logo, slogan.

- **Work to attract businesses that would benefit from an influx of visitors to the Cohocton River, and vice versa.** Meet with owners of nearby local businesses (such as a coffee shop or café) who may be interested in a Campbell location.

- **Develop incentives** such as tax breaks and other funding mechanisms to help business owners to start or expand—perhaps through a new Community Endowment.

- **Create a plan for promoting businesses in all areas of the Town**. Ensure that it is inclusive of Meads Creek Road, SR 415 and the hamlet area.

- **Leverage the presence of BOCES and Watson Homestead.** These organizations are potential economic drivers that could work with the Town to generate additional economic activity.

- **Investigate possibility of a sewer district in the hamlet area.** Although the potential sewer district was voted down in the 1980s, any new and higher-density development in this area may require a public sewer system.

3.3.2 Revitalize the Hamlet Area

Objective 1: Provide incentives to home owners for property improvements.

Actions:

- **Obtain grants to provide funding assistance for improvements.** Look to resources such as the Home Depot Foundation, Wells Fargo Foundation and others for grants and low-interest loan programs.

- **Recruit non-profit volunteers to assist residents in home improvements.** Students, Habitat for Humanity, other corporate volunteer groups may be interested in helping make Campbell more

beautiful. This committee should represent a number of groups including residents, business owners, not-for-profit organizations, the Town government and other stakeholders.

- **Establish a "Clean-Up Campbell Day."** Provide additional trash pick-up, lawn waste disposal and electronics disposal on a designated day or weekend every year.

Objective 2: Beautify the Hamlet area.

Actions:

- **Establish tree planting program**. Develop an ongoing plan of tree placement so as to maintain a tree canopy on major roads and residential areas.

- **Improve the Main St. streetscape through beautification efforts.** Establish uniform mailbox regulations, flags, flowers, etc. This may be done as part of a capital program. All walkways must be in compliance with the Americans with Disabilities Act of 1990, which mandates the establishment of 48-inch minimum walkway clearance widths.

- **Place benches in hamlet area and along the river.** New seating may encourage people to walk in the hamlet area and/or along the river and increase the perception of walkability in town. Locations will be determined based on the planning of the river trail and availability of streetscape enhancement funding.

- **Work with school for Community Development**. Work with the Campbell-Savona Central School District to provide organized list of opportunities for required community service.

3.3.3 Improve Recreation and Open Space Resources

Objective 1: Benefit from Location on the Cohocton River

Actions:

- **Work with Friends of the Chemung River to discuss access, amenities.** After developing a preliminary plan and set of goals, discuss next steps with River Friends.

- **Develop another (larger) boat launch at SR 415 near Curtis Bridge.** This may be done as part of the proposed River Trail, and would provide opportunities for larger boats to be launched into the Cohocton River.

- **Create a recreational path along the Cohocton River.** The trail idea, which received significant support during the survey and outreach process, could eventually expand to adjacent municipalities.

- **Promote bird watching through articles/publications and on Town website.** Meet with the Cornell Lab of Ornithology to discuss projects and ideas.

Objective 2: Create a Town-wide network of bicycling, walking and running paths.

Actions:

- **Study possible areas for new trails.** Work with volunteers, scouts and the Finger Lakes Trail Conference to build them, and then promote trails through the Town website and other regional/trail websites and maps.

- **Investigate funding sources.** Recruit volunteers to assist with this effort and sign up for federal and NYS grant-availability notices.

- **Contact adjoining Towns for support and possible extension of our proposed paths.** If other municipalities are interested in joining forces, the Campbell path could become part of a network.

- **Establish a network of bicycle paths along the river.** Work with adjacent communities such as Savona, others to create graphics, gathering places, etc.

- **Publicize established trails through a printed map available at local businesses and online.** Define businesses that sell food/drink/supplies for hikers and bicyclists. Also publicize on websites such as the Rails to Trails Conservancy's Trail Link (www.traillink.com)

- **Promote Campbell's image as a bike-friendly town.** Work with Town Highways/County to paint bicycle lanes on existing roads, put up "Share the Road" signs, raise money to install bike racks in hamlet, at East Campbell Park and in other locations as needed.

Objective 3: Market Campbell as a regional destination and simultaneously create gathering places for locals, start new traditions (potentially with help of Chamber-type group).

Actions:

- **Establish a Farmers Market**. Look into grant funding from USDA and other sources.

- **Establish a Summer Concert series**. Publicize to attract visitors from throughout the region.

- **Set up a venue for outdoor movies/summer series.** Possibly in same location as concert series.

- **Organize an annual Town Festival**. This could occur in conjunction with Town's Birthday in mid-April, or another weekend.

Objective 4: Make physical improvements in and connections to East Campbell Park.

Actions:

- **Get everyone involved with the planning effort.** Contact local residents on Meads Creek Road to ask what improvements and uses they would like to see East Campbell Park—the only Town Park.

- **Investigate grants and funding**. This would help to repair the damaged sections and create new uses in the Park.

- **Work with Finger Lakes Trail Conference** to develop a loop-offshoot from the trail section in Campbell.

3.3.4 Restore and Protect Natural and Historic Resources

Objective 1: Protect natural resources and increase flooding resiliency through zoning ordinance modifications. Note the recommendations for future action from the July 16, 2013 memo by Janet Thigpen, STC Flood Mitigation Specialist (attached as Appendix D.)

Actions:

- **Adopt comprehensive stormwater management standards.** In its code audit, the SGA/Clarion team recommended that the town move quickly to adopt a set of clear, modern stormwater/erosion control standards for developments not regulated by NYS. In response, the working group suggested the town adopt the current state stormwater management guidelines that apply to developments larger than one acre to smaller projects. This would allow staff to implement uniform requirements they are familiar with throughout the community. The Town should amend sections 11.1 (streets and pavement design) and 11.10 (drainage systems and erosion control) of the zoning ordinance to make clear that green infrastructure techniques such as pervious pavement, roadside rain gardens and green roofs are not only encouraged but the preferred method of stormwater management.

- **Strengthen the stream protection ordinance.** Vegetated buffers along streams are critical in maintaining water quality and also allowing space for stormwater to disperse and infiltrate. Section 11.10 of the zoning law currently requires a 50-foot setback for all structures from the streambank, but does not designate which streams are subject to this standard or define streambank. Additionally, there are no clear restraints on removing vegetation in the buffer area. Scientific studies show that a 100-foot non-disturbed buffer is needed to preserve water quality and to adequately manage stormwater. The Town should consider an amendment to Section 11.10 that restricts vegetation removal in the 50-foot buffer area except for trails, approved utilities and roads, emergency flood response and similar activities. In the longer-term, the Town should discuss and consider increasing the buffer to a minimum of 100 feet.

- **Strengthen and define steep slope regulations in zoning.** One of the most effective things any community can do to manage stormwater and control runoff is to protect existing vegetation and limit development on hillsides and steep slopes. The town's current zoning law has steep slope development guidelines in Section 11.9 which applies to slopes in excess of 15%. However, they are very vague (e.g., "desirable vegetation should be retained.") Additionally, very steep slopes in excess of 25% "shall not, to the greatest extent possible, be developed." These standards are virtually unenforceable. The Town should review modern steep slope protection standards. Regulations should address issues such as driveway length and grade, height of retaining walls, and vegetation protection. Many communities ban development on very steep slopes in excess of 25-30%, even if certified as safe by an engineer, because of issues related to

erosion control, stormwater management and firefighting (as it is difficult and dangerous to fight fires on steep slopes.)

- **Reduce excessive commercial off-street parking regulations.** The current off-street parking regulations in the zoning code for commercial development are some of the most demanding that the SGA/Clarion team had seen in development codes across the U.S. For example, while Article VI of the zoning code allows some flexibility in meeting off-street parking requirements through techniques such as shared parking, it requires one space per 100 square feet. Many communities require only 1/300 or 1/400 square feet. Moreover, an increasing number of jurisdictions allow adjacent on-street parking to be counted against off-street requirements. Excessive off-street parking results in more pavement, more runoff, and less compact, walkable development. The town should also consider maximum parking limits to ensure that any future large-scale projects do not provide parking far in excess of what is necessitated by a new development. Many local governments impose a 110-125% maximum limit over the minimum off-street standards.

- **Create landscaping standards for parking lots.** The town currently has no requirements for interior or parking lot landscaping regulations which have been adopted by most progressive communities in New York and the US. Lack of parking lot landscaping coupled with the town's excessive off-street parking requirements is a recipe for unattractive expanses of pavement in the community that will exacerbate stormwater management problems facing the town. We strongly suggest the town require a minimum amount of landscape areas (e.g., vegetated islands and a minimum number of trees per 10 parking spaces or a minimum percent of each parking lot to be landscaped with trees and bushes). The town should also consider allowing stormwater to drain into depressed landscaped areas, instead of elevated landscaped areas and placing curbs around them, thus reducing offsite stormwater runoff.

- **Create a tree conservation ordinance.** Currently, the zoning and subdivision regulations contain only very vague language encouraging developers to preserve trees and vegetation on development sites. While the town has not had any major developments recently that have resulted in significant tree removal (except for some timber operations), some residential development in the region is demonstrative of how poor site planning and lack of protective standards can result in clear cutting on steep slopes. The tree protection ordinance of Clayton, Missouri might serve as a model for the town to consider. It requires developers to protect existing trees to the maximum extent feasible and install fencing to protect mature trees during construction. Recognizing that not all trees can always be protected on infill and development sites, as an alternative the Clayton ordinance permits replacement on a caliper inch basis any trees removed (or payment into a city tree planting fund.) On larger rural parcels, the town may consider requiring maintenance of a specified minimum percentage of the existing tree canopy on a site (e.g., 80%) rather than focusing on individual large trees.

- **Implement regulations for development in floodway so that no *new* development is allowed.** While the town's current floodplain regulations in Article 6 of the zoning code have some modern provisions (e.g., requiring a two-foot elevation above the base flood elevation for new construction), they also allow development in the floodway if an engineer certifies it will not increase base flood levels. The town should consider banning all new development in the

floodway for reasons of human safety, and because such construction can also increase flood velocities and other hazards for downstream properties. Many communities across the US that have experienced repeated and devastating flooding have taken this step.

- **Add language regarding green infrastructure/impervious surfaces to zoning. Sec. 11.2 and 11.10.**

Objective 2: Protect and Enhance Campbell's Historic Resources.

Actions:

- **Establish a Historic District in the hamlet area.** Campbell has many attractive, historic structures along Main Street between Interstate 86 and the high school. Many other communities have built upon such assets to improve their local economies through tourism while at the same time protecting their essential character. The town should work with local property owners and with the New York State Preservation Officer to explore designation of Main Street and its environs as a National Register Historic District. Such designation brings with it incentives such as federal tax credits for renovation and gives the town more say in federally funded or permitted projects that might have adverse impacts on the district. Moreover, it provides an exception to Federal Emergency Management Agency restrictions on renovation and rehabilitation of structures located in floodplains and floodways. Assuming that the town wants the hamlet to continue to exist in its current location, there needs to be reinvestment in the structures that are currently in the floodway and floodplain. The creation of a National Register Historic District would provide the mechanism for reinvestment within the regulatory constraints of the floodplain ordinance. A strong plan for flood forecasting and response would need to be developed in concert with the creation of the district.

- **Develop a town-wide survey of historic resources.** A survey may be needed as part of the application for a Historic District, and if possible should be extended to the entire town.

- **Research funding opportunities** for renovating historic structures.

- **Set up a network of signs and smart phone application for historic sites.** This would allow visitors to access information about the structures by scanning the signs.

Objective 3: Protect the Town's agricultural resources and prime soils.

Actions:

- **Create a new true agriculture zone district and allow broader use of rural, farm-related enterprises that can be carried out in a compatible fashion.** The town's current agricultural zone district (AR Agricultural Residential) might better be called an "anything goes" district given the wide open use list that allows everything from mines and manufacturing to hotels and restaurants, subject only to site plan review. The town staff has recommended major changes to the codes use districts, but should also consider, in the interest of protecting viable farms and prime agricultural land, creating a new "true" agricultural zone district. This new district might be denominated A1 Agricultural District in which only agricultural and directly related uses would be allowed. The use list would include rural enterprise type uses on farms such as bed

and breakfast establishments, small conference and meeting facilities, small wedding and special event facilities, and similar endeavors that would allow farmers to augment their income in a fashion compatible with primary agricultural uses. The current AR district may then become an A2 district. The revamped A2 district would allow the wider range of uses the staff is recommending in the draft AR district zoning revisions, with a special permit process being required for potentially incompatible such as hotels or automobile repair shops. (As discussed at the workshop, use of a special permit process combined with site planning approval will give the town far more effective legal discretion over uses than the current site planning process alone.)

Once these text amendments are adopted, the town should in the longer term carefully map the new boundaries of these two districts considering such factors as location of prime agricultural lands/soils, presence of current viable farming operations, and existing development patterns (e.g., where is residential development already located).

- **Allow Farmers Markets in appropriate zone districts.** The current zoning code does not appear to allow farmers markets in any zone districts. Farmers markets can not only be a local asset and gathering place but help attract tourists and visitors from around the region. This use should be carefully defined (e.g., some codes only allow sale of local produce and food processed items while others allow importation of produce and other goods) and then permitted in the new agricultural districts as noted above and in other areas (e.g., the Neighborhood Business areas along Main Street). Operational standards typically address size, hours of operation, and similar features.

- **Create a floating overlay zone for gravel mining and/or natural gas drilling in the new A2 district.**[9] This is a longer-term goal that will require additional study and discussion to determine its feasibility. The town currently has a number of operating gravel mines and gravel reserves that reportedly would be economically beneficial to develop.

  Currently Section 11.15 of the zoning law contains some basic standards that address issues such as reclamation, accessory uses, and fencing the town can build on. According to town staff, additional controls are typically negotiated in the site planning process. Instead of this case-by-case approach which can be time consuming and full of uncertainty for all parties involved, the SGA/Clarion consultants suggested that the town create a new "floating" gravel mine overlay district. The new district would incorporate the current standards in Section 11.15 and add new standards based on conditions imposed by staff to current mines to govern aspects of gravel mining not under the purview of state regulation and control. When a prospective mine operator proposed to open a new gravel mine, he/she would apply to have the floating, unmapped zone district applied to his/her property along with local standards to ensure its compatibility. By requiring a rezoning of the property through application of an overlay district, the town would be able to exercise greater and more precise control of gravel mining operations. Similarly, the town should consider a drilling overlay district that would be drafted

[9] Overlay zoning is a regulatory too that creates a special zoning district placed over an existing base zone(s) and that may include standards and other provisions on top of those in the base zone district that must be complied with in addition to or in place of those in the base zone district. These additional standards and provisions typically protect specific resources or guide development within a special area. The overlay district can share common boundaries with the base zone or cover only a portion of the base zone.

and be applied in much the same fashion as the gravel mining overlay. Issues to be addressed in standards would typically include access, location of material and equipment storage, lighting, and the like.

3.3.5 Enhance the Quality of Life in Campbell

Objective 1: Provide a broader selection of quality housing

Actions:

- **Modify the zoning in the hamlet center.** Allow for a higher-density hamlet center where multi-family housing and/or small-lot single-family residential, green space and commercial exist in close proximity. Also modify zoning in the area of Route 415 and Main Street to reflect Future Land Use Plan.

- **Implement design standards**. Currently, the town does not have any standards in the zoning code to ensure that new commercial buildings will be attractive and fit the community's established small-town character. Should any new commercial franchises desire to move into Campbell, the result will likely be poorly-designed commercial buildings (also lacking landscaping) that do not fit the hamlet's attractive atmosphere. Building of this type could hamper economic development efforts related to tourism as discussed in other objectives and action items. The town should consider adopting simple design standards that reflect key features of attractive existing buildings in the community, such as pitched roofs, front entries that face the street, and a minimum of two stories or 24 feet in height. Numerous communities in New York and the US have adopted such standards, which the town could review as a starting point for further discussion. If adopted, new design standards should be administered by town staff, not by a new design review board that would add another layer of development approvals.

  The same is true of multi-family building design. Campbell should anticipate a growing demand for multi-family units in the region due to demographic changes and financial reasons (e.g., difficulty in qualifying for mortgages on single-family homes). There are examples throughout the region of poorly-designed multi-family developments that resemble rectangular shoe boxes with windows punched in the façade. As with commercial buildings, we recommend the town consider simple standards that address key features of attractive existing buildings in the community like pitched roofs, front entries that face the street, landscaped front setback areas, and off-street parking to the side or rear of buildings.

Objective 2: Increase the availability of Public Transportation.
Actions:

- **Meet with public transportation providers**. Propose potential new routes and incorporate some flexibility into existing routes (into the hamlet area and along Meads Creek Rd.), possibly with alternate providers.

- **Publicize transit options** through Town website, newsletter and brochures.

Objective 3: Provide additional activities for seniors and youth.

Action:

- **Coordinate with Watson Homestead** on activities. Some ideas include breakfast/bingo, walking clubs or book clubs for seniors, game nights or art camps for kids, even book clubs for older kids.

- **Engage these groups on proposed activities.** They could assist with a concert series, movie nights and Town festival—hamlet beautification as well.

Objective 4: Create a culture of sustainability.

Actions:

- **Adopt a Complete Streets ordinance**. This is a policy, planning and design document to encourage and provide safe access to destinations for everyone, regardless of age, ability, income, ethnicity or how they travel.

- **Create a community garden** and support local community-based agriculture (CSA) programs.

- **Incorporate green building standards** into any new Town facilities.

- **Allow for attractive accessory buildings** (in-law flats) and above-garage apartments to accommodate seniors and/or provide additional income to property owners.

- **Work with DEC Climate Smart Communities program**, in which Campbell is a member, to network with communities of similar size and learn of low-cost sustainability precedents.

3.3.6 General Actions

- Revisit the Comprehensive Plan on a regular basis.
- Look into relocating emergency services out of the floodplain.
- Task a group of individuals with tracking progress on the goals and objectives, and present to the Town Board on regular intervals.
- Work closely with the Southern Tier Regional Economic Development Council to obtain financial support for achieving goals.

CHAPTER 4
FUTURE LAND USE PLAN

4.1 Purpose of Land Use Planning

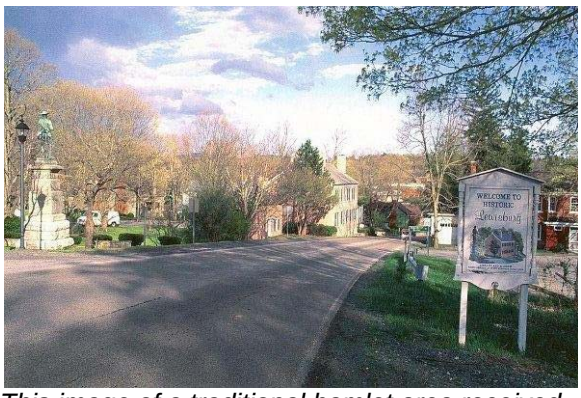
The goal of the Future Land Use Plan is to provide a general pattern for the location, distribution and character of the future land uses within the Town of Campbell. The plan, as shown in Figure 7, visually represents the desired land use modifications based on the findings of the comprehensive plan process. In Campbell, the Future Land Use Plan presents growth in the form of increased residential densities together with agricultural protection, green infrastructure, open space, economic development, transportation and all of the other recommendations included in the Comprehensive Plan.

Future rezoning and development of public policies should be evaluated in the context of the entire Comprehensive Plan, including the Future Land Use Plan. The Future Land Use Plan should serve as the basis for a revision of the Town's zoning ordinance. However, the Future Land Use Plan is not a zoning document or land use regulation. Whereas a zoning code is a regulatory mechanism, a Future Land Use Plan guides development over a longer period of time while indicating the particular types of uses the Town desires and expects to see in future development. It is the basis for new land use regulations, but it is not a law.

The amount of developable land in Campbell is largely dictated by its geography, with much of the Town located within or near a floodplain and even more covered by steep slopes that, for purposes of stormwater management and environmental conservation, are best left undeveloped. During the Smart Growth America technical assistance workshop, the consultants noted that the town has very few areas for major residential, commercial, or industrial development that do not lie in a floodway or floodplain. A key recommendation of the 2010 Economic Development Strategy was to have the town identify areas for safe—or at least safer—future development. By developing this Future Land Use Plan, the town has taken its first steps toward identifying where capital investments (e.g., water lines) should occur to foster appropriate development. The town should also continue exploring provision of some type of community sewer treatment for these areas.

4.2 Community Survey and Visual Preference Survey

The Comprehensive Plan Committee conducted a Community Survey at the beginning of the comprehensive plan process, the results of which helped to bring focus to the group's goals at the onset of their work. In terms of existing and future land use, residents responded favorably to suggestions for design guidelines, commercial development along Route 415, home-based businesses, improved sidewalks and lighting, and preservation of open space.



This image of a traditional hamlet area received high marks on the visual preference survey.

The survey reinforced the notion that residents are generally happy with Campbell's offerings but would like to see the hamlet area enhanced and more retail opportunities. The suggestion for new bike lanes received high scores. In terms of growth, residents

want to see it on Route 415 and along Main Street. This is reflected in the Future Land Use Plan.

On December 12, 2012, the Comprehensive Plan Committee held its first Town-wide Public Meeting, during which the consultant conducted a Visual Preference Survey for residents to demonstrate what types of buildings and scale of development they like and would like to see in Campbell. The VPS consisted of 42 images, six from each of seven categories: Residential Development, Commercial Development/Highways, Downtown/Hamlet Center, Parks and Open Space, Bicycle and Pedestrian Amenities, River Corridor, and Images of Campbell.

This image of a typical strip mall scored lowest on the visual preference survey.

By examining the rankings under each of the seven categories, the Committee discovered that residents like Campbell the way it is, but as stated above, would like some additional housing and retail choices. The information and images from this survey should help the Town Board and staff, when making modifications to the zoning ordinance and/or adopting new design standards as discussed in Chapter 3.

4.3 Mixed-Use Areas

As used in this plan, the term "mixed-use" refers to development that integrates a compatible mix of residential, commercial and/or light industrial uses into one neighborhood or general area. Campbell's hamlet is the primary mixed-use area in town, and the recommendations in the plan encourage an enhancement of the mixed-use nature of the Neighborhood Business zoning district.

New development in the hamlet area, be it infill development or new construction, should be consistent with the design principles preferred by local residents and found in traditional small towns. The design standards recommended within this plan would ensure this. A combination of buildings that are of the same scale (preferably 2-3 stories) and style are preferred. Small retail businesses and live-work spaces would bring vitality to the hamlet area.

As suggested by the consultants during the Smart Growth America workshop, the Town is working with NYS Parks, Recreation and Historic Preservation to create a historic district in the hamlet, which will help with funding streetscape and building improvements as well as help to draw tourists from I-86 and beyond.

4.4 Town Gateways

There are several areas in the Town of Campbell that represent gateways to the community. A gateway is a point along a roadway, or a short stretch of roadway, that signifies the entrance or transition into a community. There are five areas in Campbell that could be considered the primary gateways, entering from the north on Route 125, from the west on Route 333, from Route I-86 onto Main Street, and from the south on Route 415 and on Meads Creek Road. Although Campbell's gateways are primarily on rural roads and not in major commercial or residential areas, they still contribute to the first impression of visitors. The condition of houses, design of any existing commercial buildings, and the overall aesthetic of these areas can factor into a visitor's decision to stay and spend time and money versus continue to

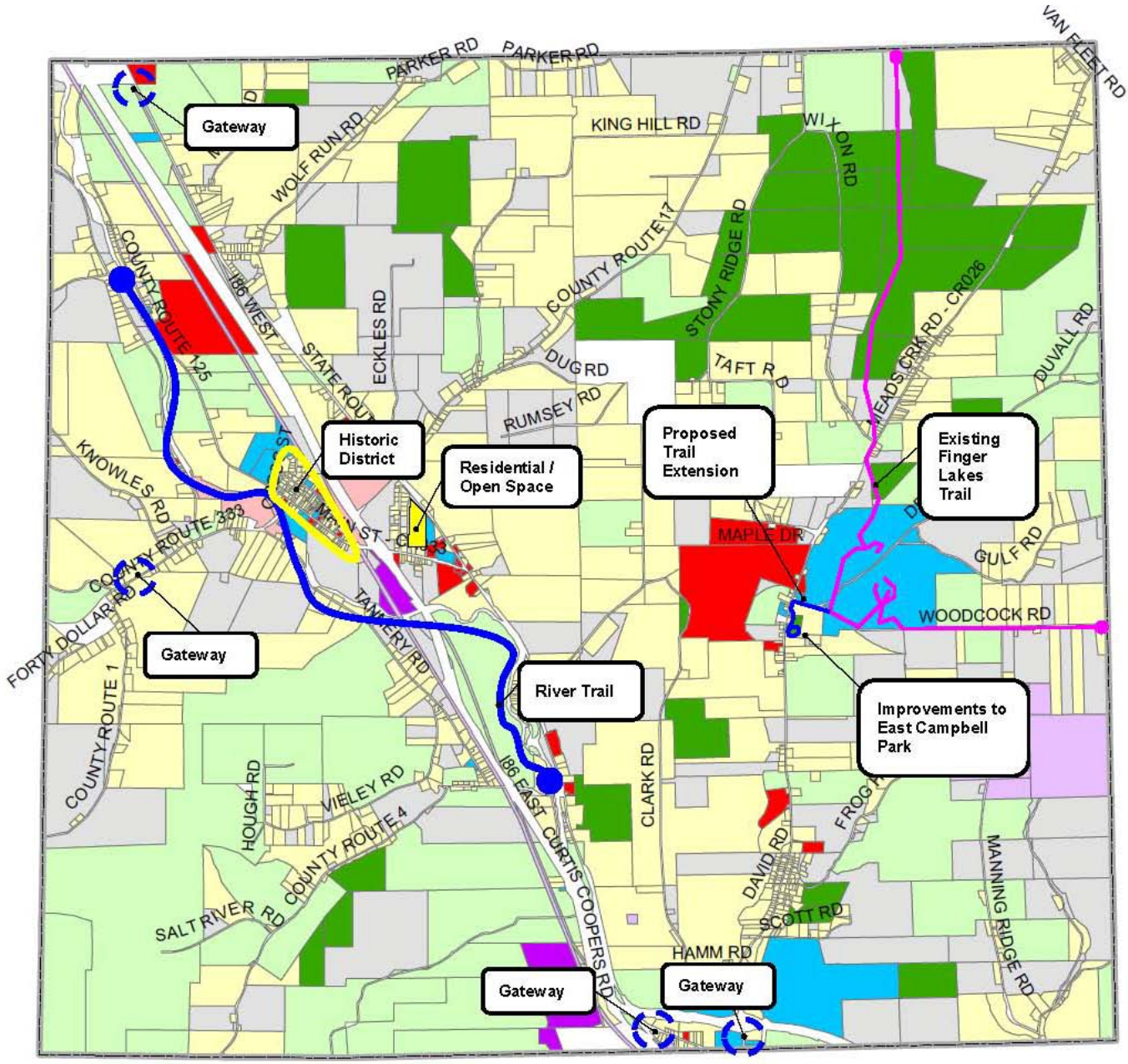


Figure 7

Futre Land Use Plan

the next town. The condition of gateway areas is also closely tied to residents' sense of pride and the lasting identity of a place.

Currently, the only gateway into Campbell that includes a welcome sign and decorative element is on Main Street just south of Exit 41 of I-86. The Future Land Use map recommends that additional gateways be added at the four locations listed above, with the Town Highway Department and/or a volunteer committee to ensure that the gateways remain in a state of good repair.

.5 Residential Areas

Residential areas cover a large part of Campbell and are also one of the main components of the Future Land Use Plan. In Figure 7, new residential development is shown on Route 415 near Clawson Drive and in a new historic district in the hamlet area. Although the Town has many nice residential areas, the Comprehensive Plan suggests additional housing with more variety (smaller units in walkable areas in the hamlet, for example) to its existing and potential residents.

This image of traditional residential development received the highest score in the Visual Preference Survey.

New residential development should be appropriate in terms of similar size and scale to the adjacent areas. Single-family homes should have traditional architectural elements and ideally be within walking distance of an open space. One of the Plan's recommendations is to allow "in-law" apartments or rental units over garage buildings to provide extra income and the opportunity for multigenerational housing in areas where the infrastructure is sufficient.

This image of townhomes received the lowest score.

During the Smart Growth America workshop, the SGA/Clarion consultants suggested that the Town adopt design standards for multi-family housing for if and when the demand for townhomes and apartments arises. Although the image of townhomes scored rather low during the Visual Preference Survey, multi-family housing—when designed to fit in with a community and reflect its architectural history—can be beneficial, providing an option for young families and seniors.

4.6 Parks and Open Spaces

Currently, the only Town-owned recreational resource is East Campbell Park, an open space that is under-utilized almost to the point of being not used at all. The Town would like to make improvements to the park with the input of the residents of all areas of Campbell, including the East Campbell area in which the park is located. Improvements may include new lighting, vegetation, recreational facilities and a walking trail. After meeting with the Finger Lakes Trail Conference, it may be possible to construct an extension from the FLTC's Crystal Hills Trail, which runs south into Campbell and east through Watson

Homestead toward Hornby, thereby creating an additional point of access as well as creating publicity for the park.

In addition to making those improvements, the Town is interested in developing a riverside walk/bike path—again, with the help and input from Town residents who could help determine the location and materials for the trail. Although this is a medium-term goal and therefore not anticipated to be completed in the coming months, this trail could help to promote economic development in the Town by attracting bicyclists and pedestrians, and potentially even connecting to a larger network of recreational trails. The Town would also like to construct a larger boat launch at the Curtis Bridge that would allow for use by larger boats than the existing launch at the Wood Bridge.

Once the river trail is completed, the Town will work with Friends of the Chemung River Watershed, the Finger Lakes Trail Conference and other groups to actively market the Campbell River Trail.

CHAPTER 5
IMPLEMENTATION MATRIX

5.1 SHORT-TERM ACTIONS (1-2 years)

These recommendations either address very near-term needs or provide baseline information to carry out subsequent recommendations. They should begin within six months of adopting the plan, although it is likely that it will take longer for most to be completed.

Action	Responsible Party	Potential Partners	Potential Funding Sources
Update the sign code and continue to enforce existing code regulations.	Town Board	Code Enforcement	n/a
Allow ground-floor retail, live-work spaces, and ground-floor dwelling units along street façades in Neighborhood Business District.	Town Board	Code Enforcement, Planning Board	n/a
Create a physical link from the hamlet area to the Cohocton River.	Town Staff	River Friends, Finger Lakes Learning	NYS OPRHP (Park, Recreation & Historic Preservation, NYS DOS (Dept. of State)
Rename the zoning within the hamlet area to reflect its potential mixed-use nature.	Town Board	Code Enforcement, Planning Board	n/a
Create a local advertising campaign.	Town Staff	Town Clerk, Local Businesses	STREDC (Southern Tier Regional Economic Development Council)
Create a plan for promoting businesses in all areas of the Town.	Town Staff	Town Board, local businesses	n/a
Establish a "Clean-Up Campbell Day."	Town Staff	Local volunteers	n/a
Get everyone involved with the planning effort to improve East Campbell Park.	Town Staff	Local volunteers	NYS OPRHP
Protect natural resources and increase flooding resiliency through zoning ordinance modifications: • Adopt comprehensive stormwater management standards. • Strengthen stream protection ordinance. • Strengthen and define steep slope regulations. • Reduce excessive commercial off-street parking regulations. • Create a tree conservation ordinance. • Add language regarding green infrastructure/impervious surfaces to zoning. • Implement regulations for development in floodway so that no new development is allowed.	Town Board	Code Enforcement, Planning Board, ZBA	n/a

Establish a Historic District in the hamlet area.	Town Staff	NYS OPRHP, Town Historian, Town Board	NYS OPRHP
Develop a town-wide survey of historic resources.	Town Staff	NYS OPRHP, Town Historian	NYS OPRHP, NYS DHCR (Homes & Community Renewal)
Map prime agricultural land and then create new districts.	Town Board	Code Enforcement, local property owners	n/a
Remove size limits for rural enterprises in new A1 district, and allow farm stands as-of-right.	Town Board	Code Enforcement, Planning Board, ZBA, local property owners	n/a
Create a floating overlay zone for gravel mining in the new A2 district.	Town Board	Code Enforcement, Planning Board, ZBA, local property owners	n/a
Implement design standards.	Town Staff	Consultant, Town Board, Planning Board	NYS DOS
Coordinate with Watson Homestead on activities.	Town Staff	East Campbell Residents	Town
Allow for attractive accessory buildings (in-law flats) and above-garage apartments to accommodate seniors and/or provide additional income to property owners.	Town Board	Code Enforcement, Planning Board	n/a

5.2 MEDIUM-TERM ACTIONS (3-5 years)

Action	Responsible Party	Potential Partners	Potential Funding Sources
Create a volunteer organization to beautify downtown.	Town Staff	Local volunteers	Local businesses, NYS grants
Establish Chamber of Commerce or a local business collaborative for and by local businesses.	Town Staff	Local Volunteers, Gaffer District, Three Rivers	Local business
Work to attract businesses that would benefit from an influx of visitors to the Cohocton River.	Town Staff	Three Rivers, Steuben Co. IDA, River Friends	ESDC (Empire State Development), STREDC, NYS OPRHP
Develop incentives such as tax breaks and other funding mechanisms to help business owners to start or expand—perhaps through	Town Staff	Community Foundation of Elmira-Corning, Steuben IDA	ESDC, STREDC

a new Community Endowment.			
Leverage the presence of BOCES and Watson Homestead.	Town Board	Town Staff, BOCES, Watson Homestead	n/a
Recruit non-profit volunteers to assist residents in home improvements.	Town Staff	Local volunteers, Habitat for Humanity	Private foundation grants (Home Depot, etc.)
Improve the Main St. streetscape through beautification efforts.	Town Board	Town Staff, consultants, local nurseries	NYS DOT (Transportation), NYS DOS
Work with Campbell-Savona schools on a Community Development program.	Town Staff	School District, local businesses	n/a
Work with Friends of the Chemung River Watershed to discuss access, amenities.	Town Staff	River Friends	NYS OPRHP
Develop a second boat launch at SR 415 near Curtis Bridge.	Town Staff	River Friends	NYS OPRHP, NYS DOS
Create a recreational path along the Cohocton River.	Town Staff	River Friends	NYS OPRHP, NYS DOS
Promote bird watching through articles/publications and on Town website.	Town Staff	Cornell Ornithology Lab	Cornell or other grants
Contact adjoining Towns for support and possible extension of our proposed paths.	Town Supervisor	Town Staff, Officials in adjacent municipalities	n/a
Organize an annual Town Festival.	Town Board	Town Staff, local volunteers	Town, local businesses
Investigate grants and funding to improve East Campbell Park.	Town Staff	Consultants	NYS OPRHP
Work to develop a loop-offshoot from the Crystal Hills Trail in East Campbell Park.	Town Staff	Finger Lakes Trail Conference	FLTC, NYS OPRHP, NYS DOS
Research funding opportunities for renovating historic structures.	Town Staff	Consultants	NYS OPRHP, National Register
Zoning change: create landscaping standards for parking lots.	Town Board	Code Enforcement	n/a
Meet with public transportation providers. Propose potential new routes (into the hamlet area and along Meads Creek Rd.)	Town Staff	First Transit, Institute for Human Services	Private transit, NYS DOT
Publicize transit options through Town website, newsletter and brochures.	Town Staff	Transit Providers	n/a
Adopt a Complete Streets ordinance.	Town Board	Consultant, Town Highway Dept., Steuben County	NYS – various grants (possibly no funding needed)
Incorporate green building standards into any new Town facilities.	Town Board	Code Enforcement, Planning Board, ZBA	NYS – various grants

5.3 LONG-TERM ACTIONS (6-10 years)

Action	Responsible Party	Potential Partners	Potential Funding Sources
Investigate possibility of a sewer district in the hamlet area.	Town Board	Town Staff, consultants	NYS – various grants (EFC)
Establish tree planting program (also ongoing)	Town Board	Town Staff, volunteers	NYS – various grants (DEC, DOS)
Publicize established trails through a printed map available at local businesses and online.	Town Staff	Finger Lakes Trail Conference, River Friends	Local businesses, NYS OPRHP
Place benches in central area and along the river.	Town Staff	River Friends	NYS DOT, NYS DOS
Establish a network of bicycle paths along the river.	Town Staff	River Friends, local volunteers, nearby muni. officials	NYS OPRHP, NYS DOS
Establish a Farmers Market, summer concerts, outdoor movies.	Town Staff	Local volunteers (seniors & youth) and farmers	NYS DHCR, NYS DOS, USDA
Promote Campbell's image as a bike-friendly town.	Town Staff	Town Clerk, River Friends	n/a
Set up a network of signs and smart phone application for historic sites.	Town Staff	NYS OPRHP, Town Historian, volunteers	NYS OPRHP, National Register
Modify the zoning in the hamlet center and in the area of Route 415 and Main Street to reflect Future Land Use Plan.	Town Board	Code Enforcement	n/a
Create a community garden and support local community-based agriculture (CSA) programs.	Town Staff	Local volunteers	NYS DOS or other grants

5.4 ONGOING ACTIONS

Action	Responsible Party	Potential Partners	Potential Funding Sources
Work with DEC Climate Smart Communities program (Campbell is a member) to network with communities of similar size and learn of low-cost sustainability precedents.	Town Board	Town Staff	n/a
Revisit the Comprehensive Plan on a regular basis—every spring, for example.	Town Board	Town Staff, consultants, Comprehensive Plan Committee	NYS DOS, Town
Look into relocating emergency services out of the floodplain.	Town Board	Fire Department	NYS DOS, STREDC
Task a group of individuals with tracking progress on the goals and objectives, and present to the Town Board on regular intervals.	Town Board	Town Staff, consultants	n/a
Work closely with the Southern Tier Regional Economic Development Council to obtain financial support for achieving goals.	Town Board	Town Staff, STREDC	n/a

Appendix A

Community Survey and Results Summary

Town of Campbell Community Survey

1. Please begin by stating what you consider the single MOST IMPORTANT ISSUE facing Campbell today. Use the space below and other side of this page.

Unless otherwise instructed, check one response box per item on each question.

A. COMMUNITY CHARACTER

2. How important are the following for you and your family?

	Very	Somewhat	Not very	Not at all
Job/economic opportunities				
Bath/Corning/Campbell				
Access to parks, riverfront, recreation				
Community Safety (in terms of crime)				
Local heritage and historic sites				
Town appearance/property maintenance				
Enforce junk elimination ordinances				
Air quality				
Effects of noise or light pollution				
Services for seniors				
Youth services				
Public sewer district				
Extending the public water system				
Town activities (Music in the park, etc.)				

2 A.
Which area do you and your family see yourselves as being a member?

____ Campbell
____ East Campbell
____ Savona
____ Painted Post
____ Coopers Plains
____ Other -_____

2 B.

What school district do your children attend or did your children attend?

____ Campbell Savona
____ Corning-Painted Post
____ All-Saints Academy
____ Corning Christian Academy
____ BOCES
____ Bath Haverling
____ Home Schooled
____ Other _____
____ Not Applicable

B. BUSINESS DEVELOPMENT

3. Please indicate if you agree or disagree with the following statements concerning business development in Campbell over the next 10 years.

Suggestions for Business development, Campbell Should:	Agree	Disagree	No Opinion
Focus on providing jobs			
Focus on increasing tax/economic base to the town			
Promote superstores			
Encourage commercial development along SR 415			
Encourage home-based businesses			
Develop design guidelines for commercial districts			
Preserve open space in new business development			
Promote Gas Drilling			
Regulate temporary housing for workers			
Improve sidewalks, lighting, parking, etc.,			

Suggestion for business development (use space below)

4. If business expansion occurs in Campbell, where would you like to see it happen?

	Yes	No
Main Street		
State Rte 415		
County Rte 333		
Meads Creek Rd		
Other		

5. How important is it for the following types of new or expanded businesses to be developed in Campbell?

	Very	Somewhat	Not very	Not at all
Retail				
Service				
Arts-related				
Medical Offices				
Light Industry				
Specialty Farming				
Visitor Lodging				
Beauty Salon				
Gas Station				
Farmers Market				
Commercial Park				
Park & Rides/ Bus				

6. To attract new business and jobs, which of the following do you think Campbell should do?

	Yes	No	Not Sure
Expand commercial zoning			
Add industrial zoning			
Encourage/assist in development of small business parks			
Develop business recruitment plans with the county			
Nothing, remain the same			

C. HOUSING

7. How important is it for Campbell to have the following kinds of new housing?

	Very	Somewhat	Not very	Not at all
Rental units				
Senior housing				
Moderate income housing				
Luxury housing				
Multi-family housing				
Mobile homes				
Modular/prefab houses				
Condominiums				

8. Please indicate whether you agree with the following statements.

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
Current housing costs in Campbell are reasonable.					
Through zoning, Campbell should encourage a diversity of housing types.					
New multi-resident housing developments should be reviewed for siting and design					

D. PARKS AND RECREATION

9. How often do you use or go to the following?

	Very Often	Sometimes	Rarely	Never
East Campbell Park				
Campbell-Savona School Facilities				
Legion Field Facilities				
Southeast Steuben Library				
Cohocton River				

10. Would you like to see improvements or additions in any of the following areas?

	Yes	No	Not Sure
Playground Equipment			
Public Restrooms			
Benches			
Bike and Walking trails			
Skateboard Park			
Basketball Court			
Riverfront access for canoes and kayaks			
Tennis courts			
After-hours use of school facilities			
What other park and/or recreation facilities should the Town have:			

E. AGRICULTURE AND NATURAL RESOURCES

11. Do you support expanded protection, beyond any of the state or federal laws for any of the following land uses?

	Yes	No	Not Sure
Farmland			
Forestland			
Open Space			
Wetlands			
Stream corridors			
Aquifers/groundwater			

12. How important is farmland to Campbell's rural character?

Very		Somewhat		Not Very		Not at All	

13. Are you involved in some kind of agriculture or horticulture as a business?

Yes		No	

13a. If "no," go to Question #14.
13b. If "yes,"
13b(1). How many acres do you farm or plant?

Fewer than 10 acres		10 acres or more	

13b(2). In what type(s) of agriculture or horticulture are you involved?
Use the space below.

F. LOCAL GOVERNMENT

14. How would you rate the following current services?

	Excellent	Satisfactory	Unsatisfactory	No opinion
Fire/Medical protection				
Road maintenance				
Snow removal				
Youth activities				
Quality of elementary school				
Quality of high school				
Senior citizen services				
Water service				
Flood Control				

15. Would you support an increase in town spending, if it meant an increase in taxes, for any of the following?

	Yes	No	Not Sure
Parks and Recreation			
Preservation of farmland			
Improvements to Main Street			
(trees, benches, etc.)			
Additional services for seniors			
Youth Center/youth activities			
Improving local roads			

16. How satisfied are you with the following?

	Excellent	Satisfied	Not Satisfied	No Opinion
Hours of Town Hall operation				
Town government's responsiveness				
to residents' concerns				
Town government's communication				
with residents				
Actions of the Zoning Board of Appeals				
Actions of the Planning Board				
Town government/School board relations				
Code enforcement/building inspection				
Real-property assessment				
Telephone accessibility to officials				
E-mail accessibility to officials				
Accessibility of town records				
Web access to the Town				

G. RESPONDENT PROFILE (To be completed by the person answering the survey)

17. What is your residential status?

Full Time		Part-Time	

18. How long have you lived in Campbell?

5 years or fewer		6 to 10 years		11 to 20 years		20+ years	

19. Are you an owner, renter or non-resident landowner?

Owner		Renter		Non-resident Landowner	

20. Please indicate where members of your household work.

Campbell		Steuben County other than Campbell	
Outside Steuben County		Retired	
Semi-Retired		Not Working	
Home Maker		Self Employed	

21. In your household, how many children, if any, attend Campbell-Savona School?

One		Two		Three		Four or more	

22. What is your age group?

18-25		26-45		46-65		Over 65	

23. What level of education did you complete?

Less than high school		High school		2-year college	
4-year college		Graduate School			

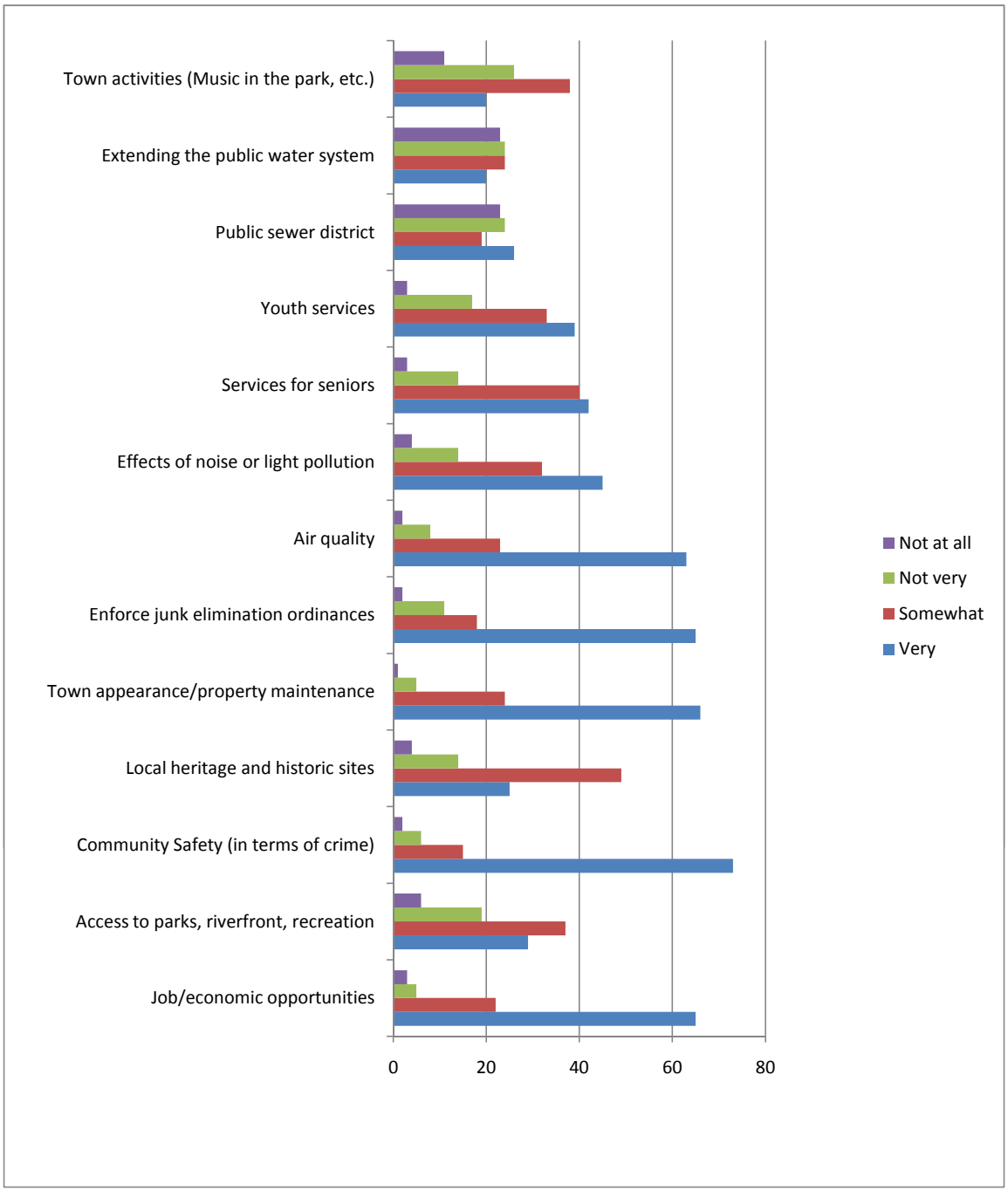
24. What are the gathering places in town where you get information and see people you know? (CHECK UP TO FIVE)

American Legion		Post Office	
Jamison's Sunoco		Campbell Grocery	
Church		Stonehouse Café	
Dandy Mini-Mart		Walsh's Service Center	
Firehouse		School events	
Town Hall		Lions Club	
Country Pub II		Log Cabin Inn	
Gerow's Grocery		The Sweet Shoppe	
Camp Bell Campgrounds			

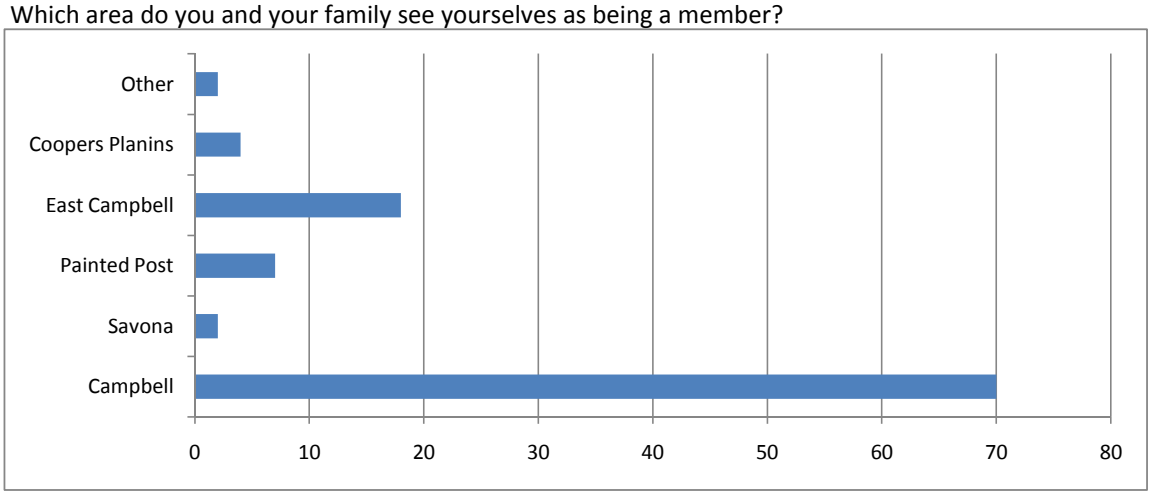
25. Ideas to make Campbell a better place – Use the space below.

Thank You!!

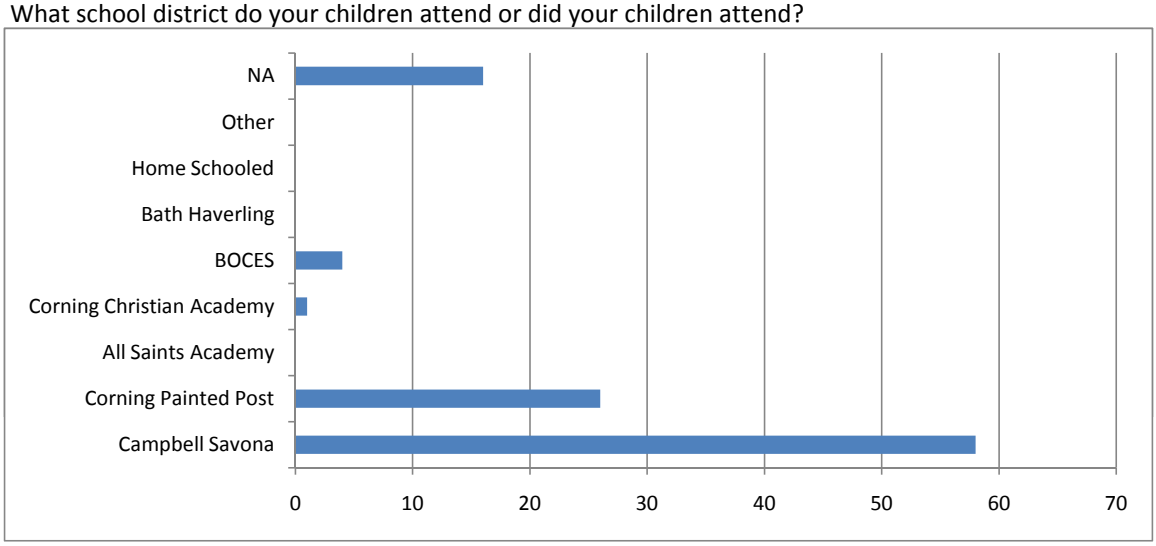
2 How important are the following for you and your family?



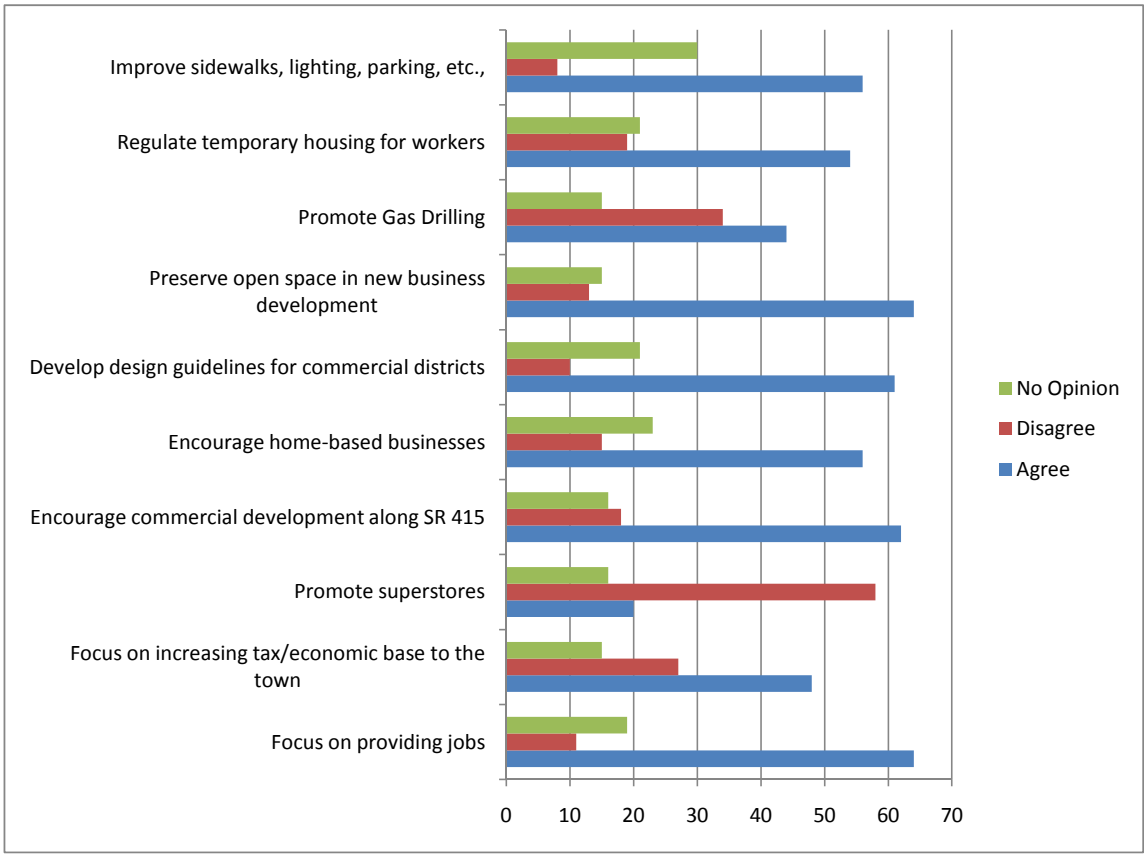
2a Which area do you and your family see yourselves as being a member?



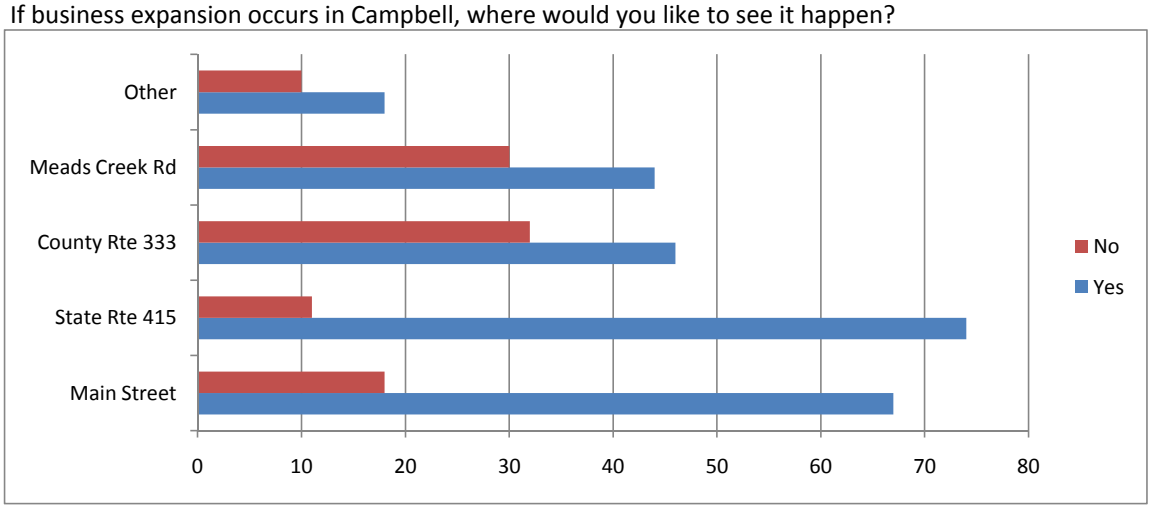
2b What school district do your children attend or did your children attend?



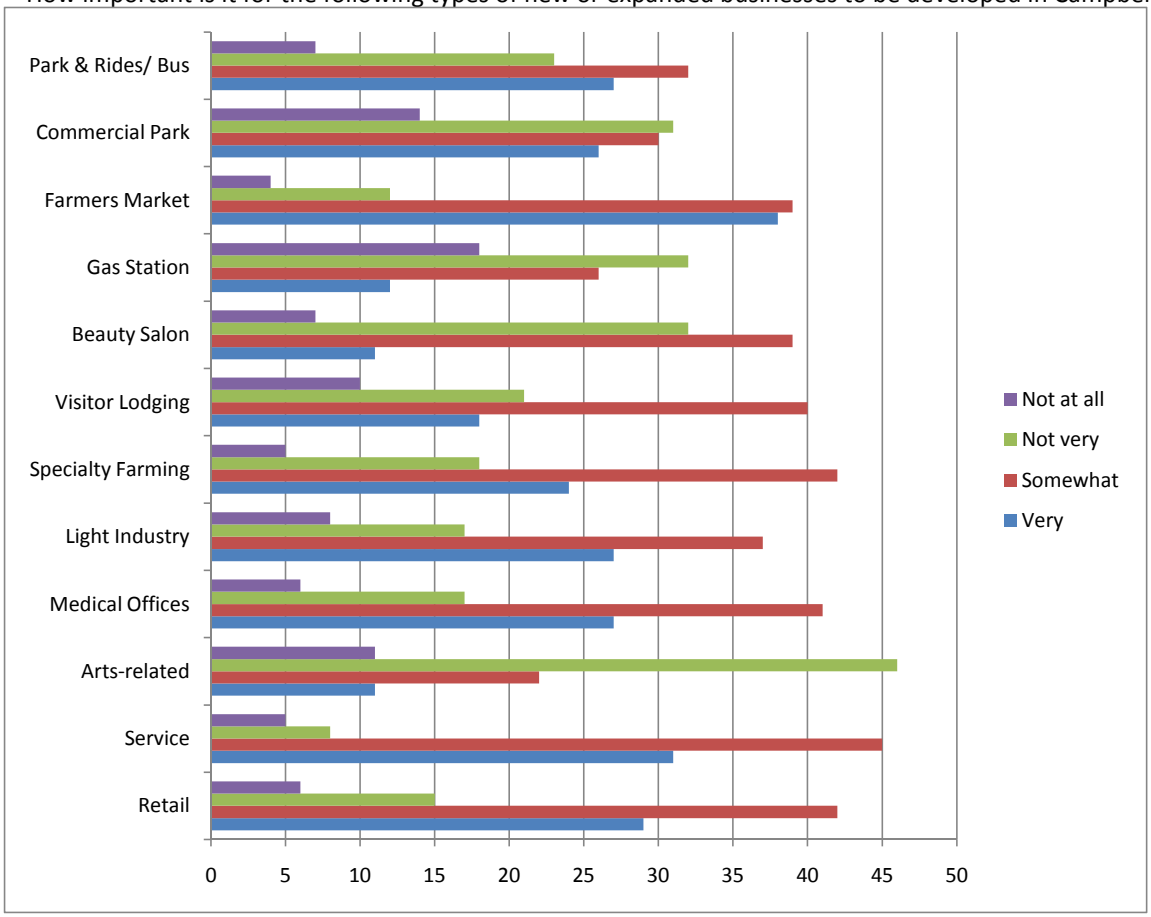
3 **Suggestions for Business development:**
Campbell Should:



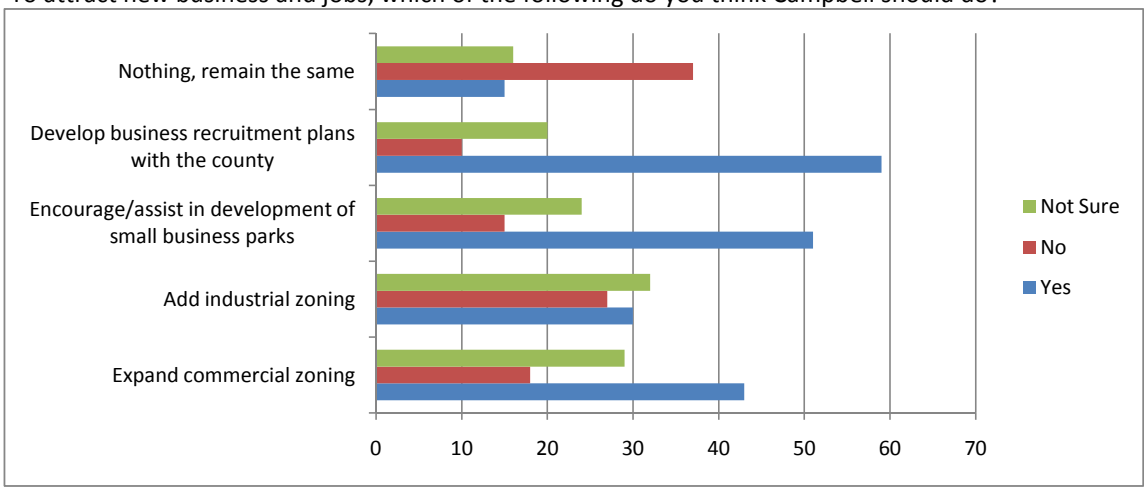
4 If business expansion occurs in Campbell, where would you like to see it happen?



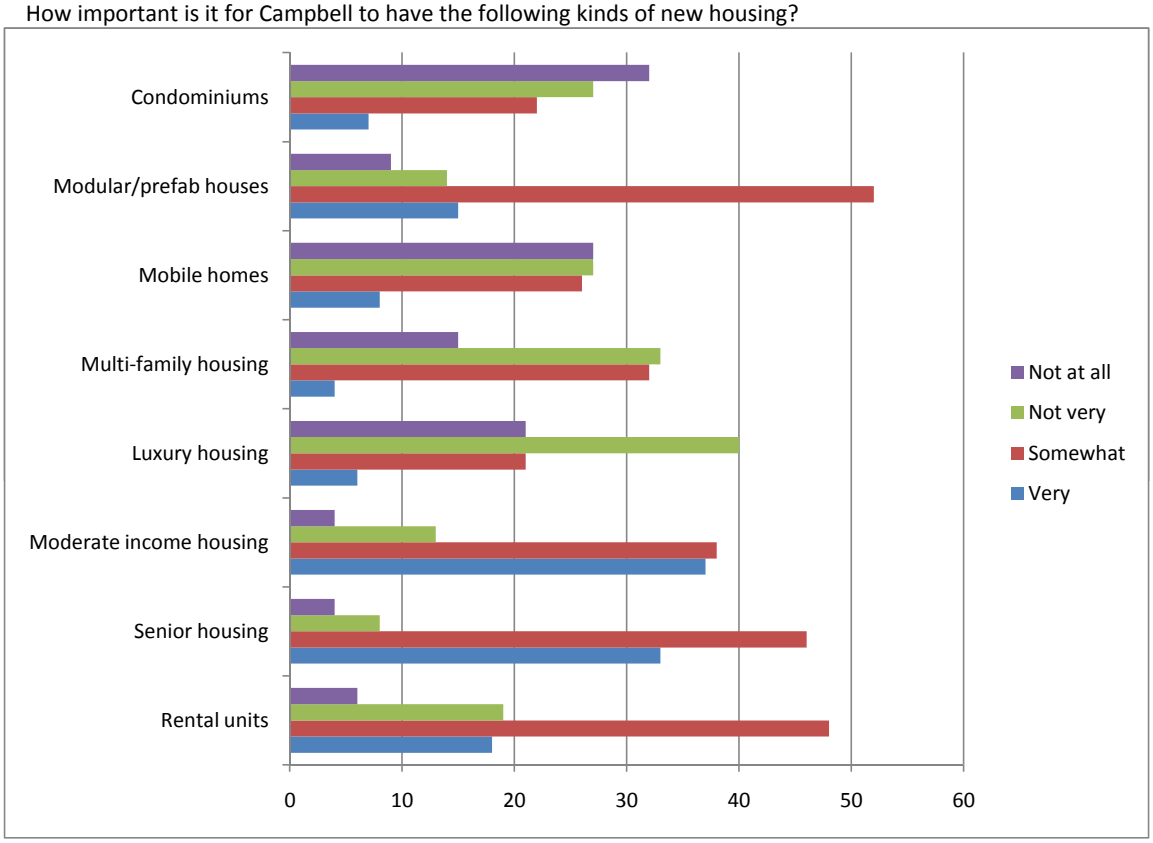
5 How important is it for the following types of new or expanded businesses to be developed in Campbell?



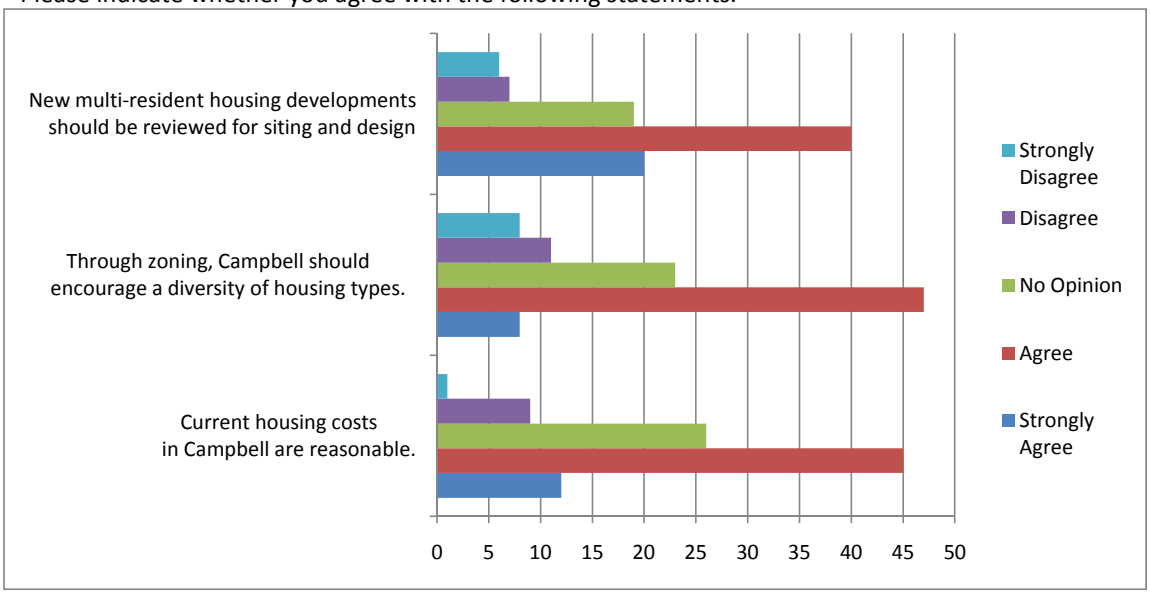
6 To attract new business and jobs, which of the following do you think Campbell should do?



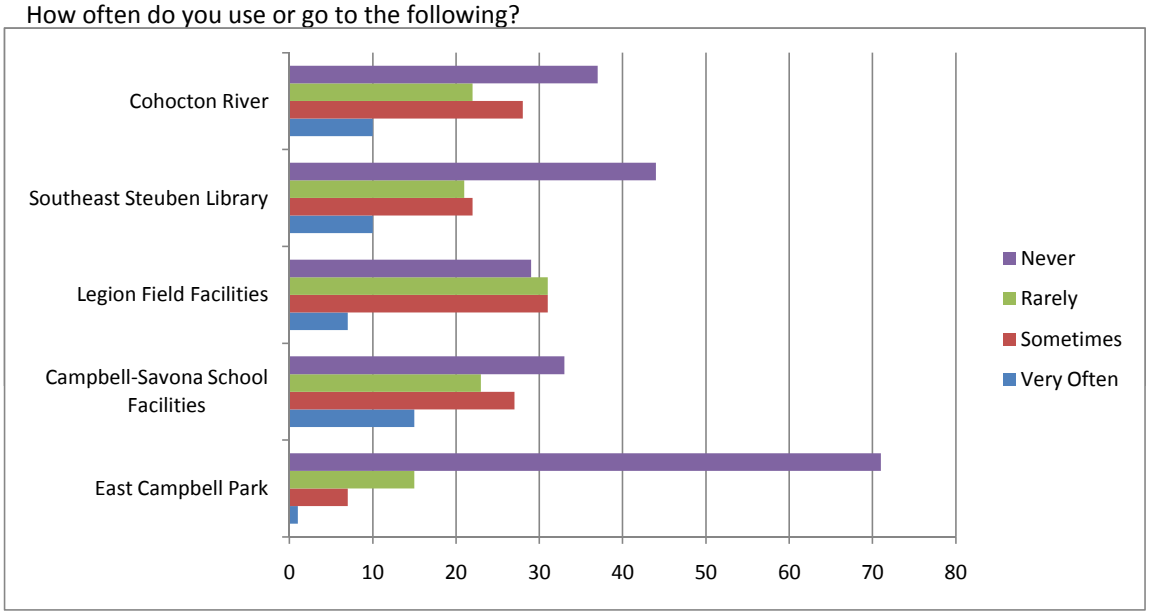
7 How important is it for Campbell to have the following kinds of new housing?



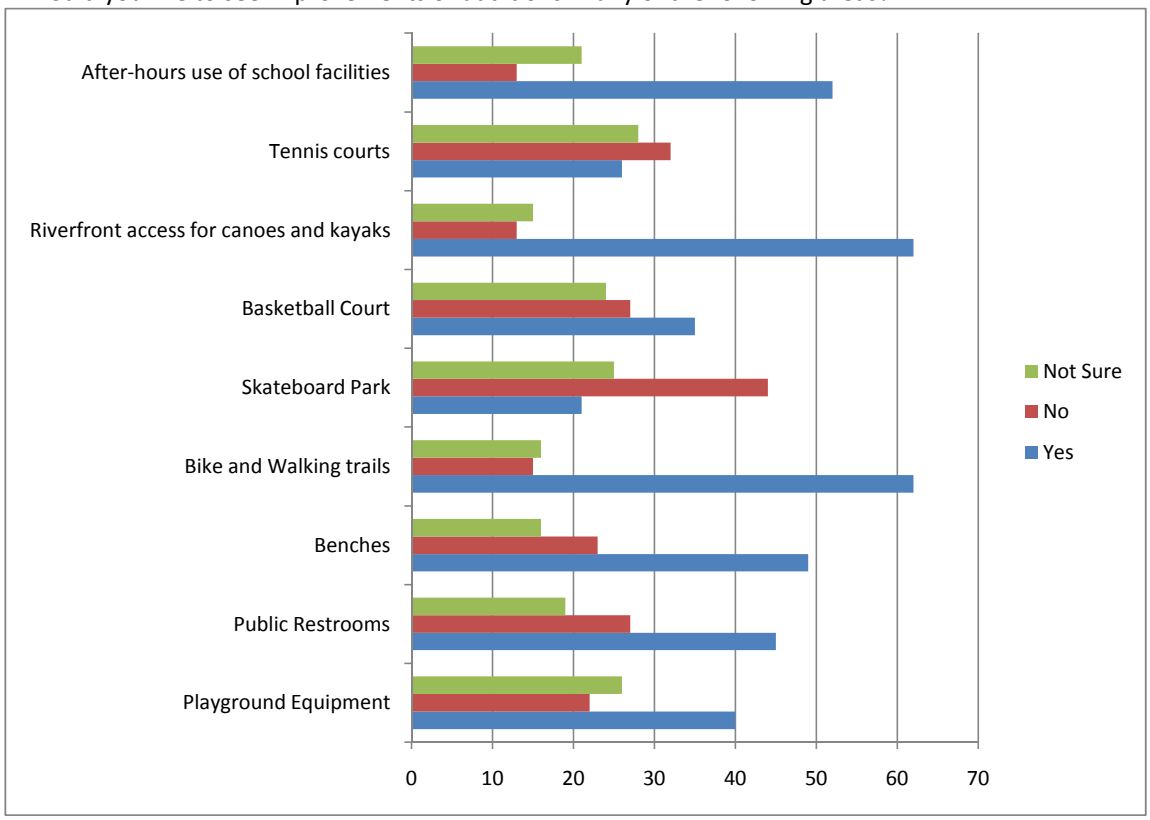
8 Please indicate whether you agree with the following statements.



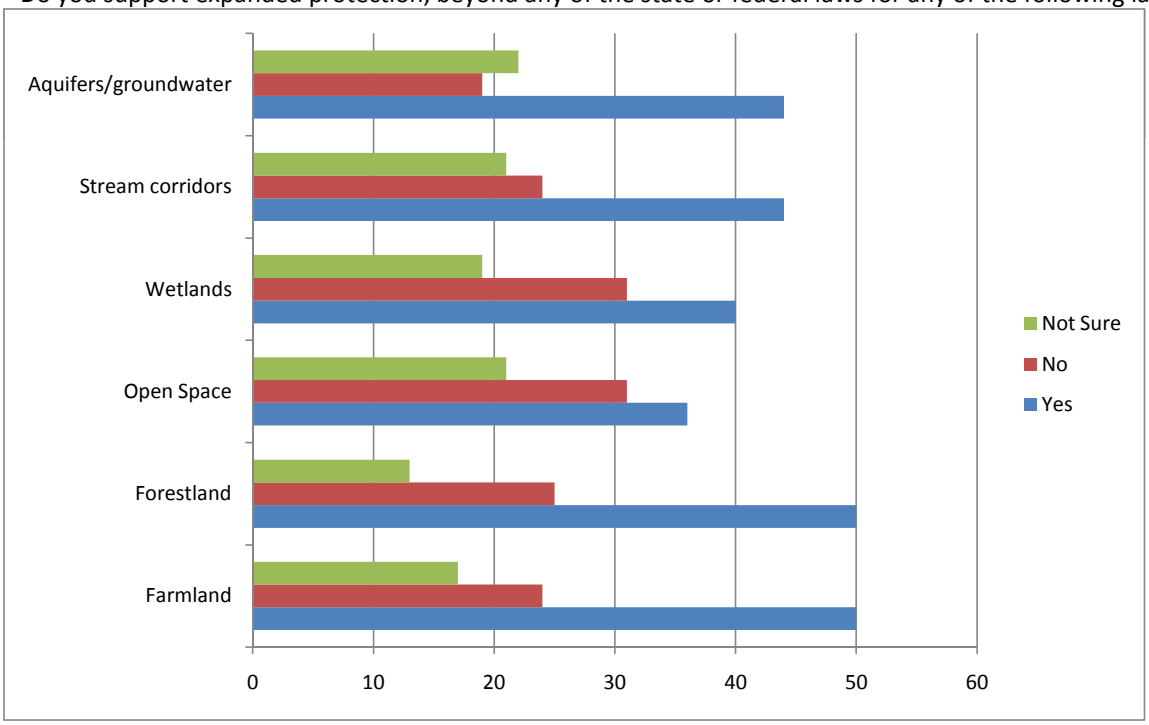
9 How often do you use or go to the following?



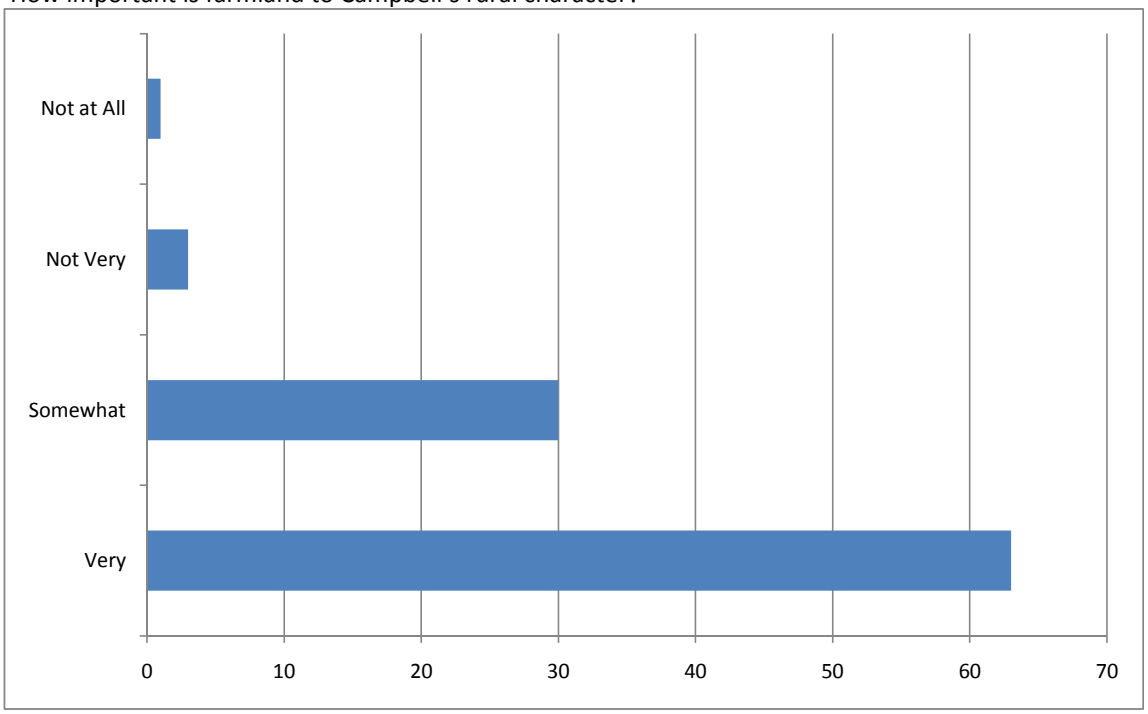
10 Would you like to see improvements or additions in any of the following areas?



11 Do you support expanded protection, beyond any of the state or federal laws for any of the following land uses?



12 How important is farmland to Campbell's rural character?



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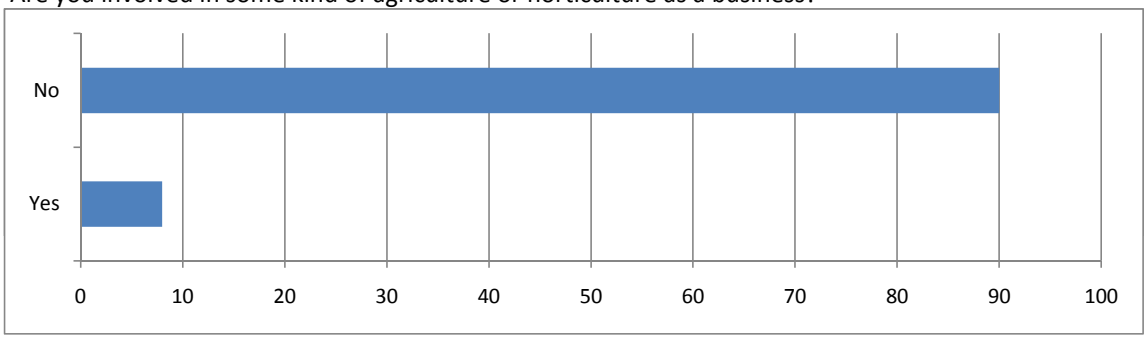
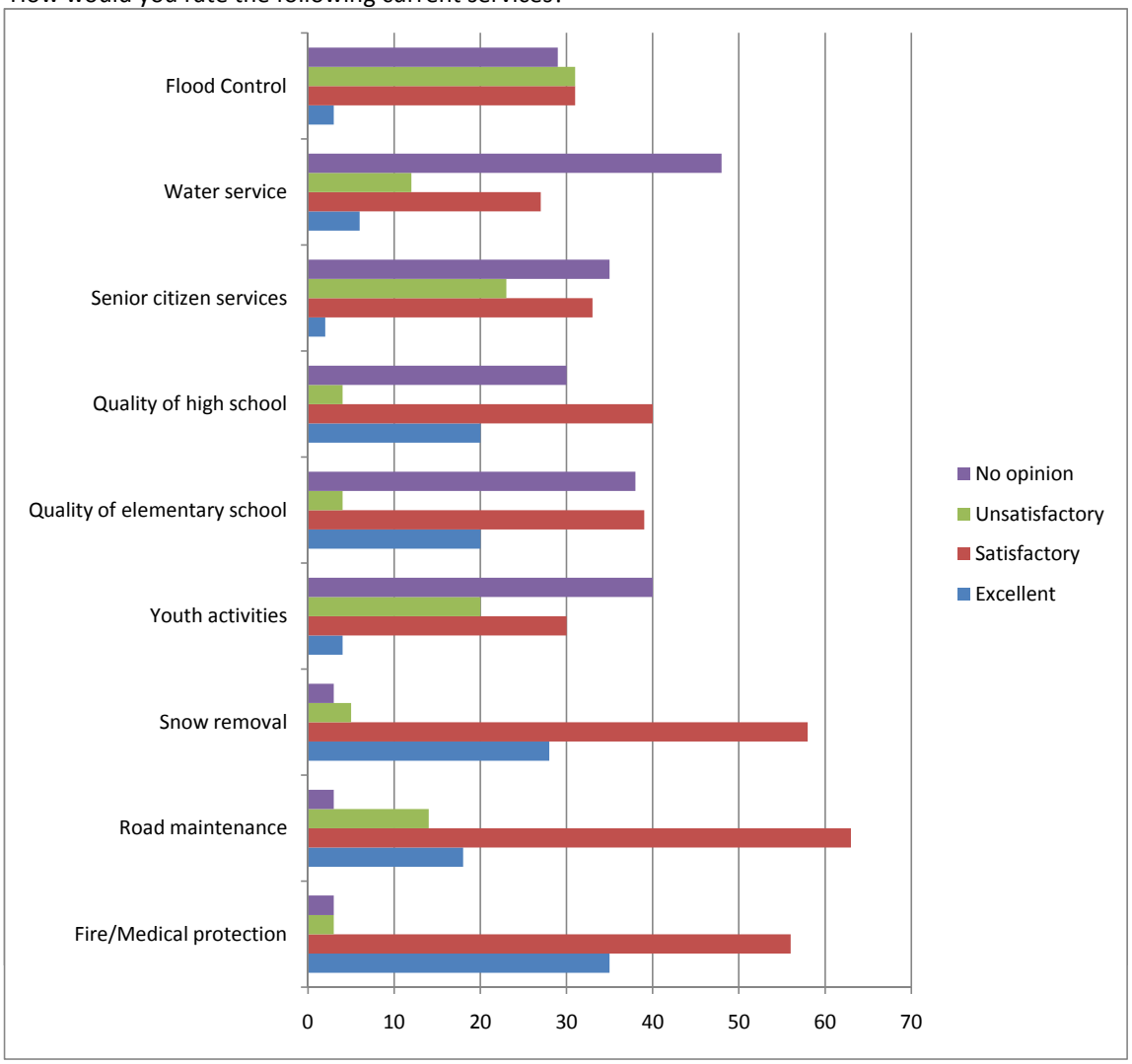
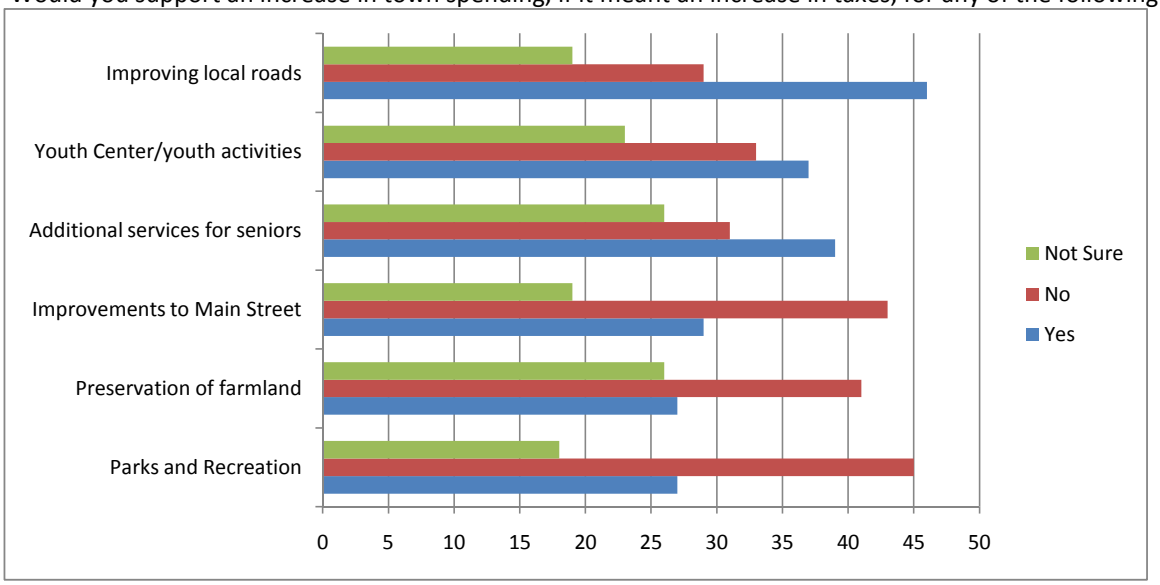


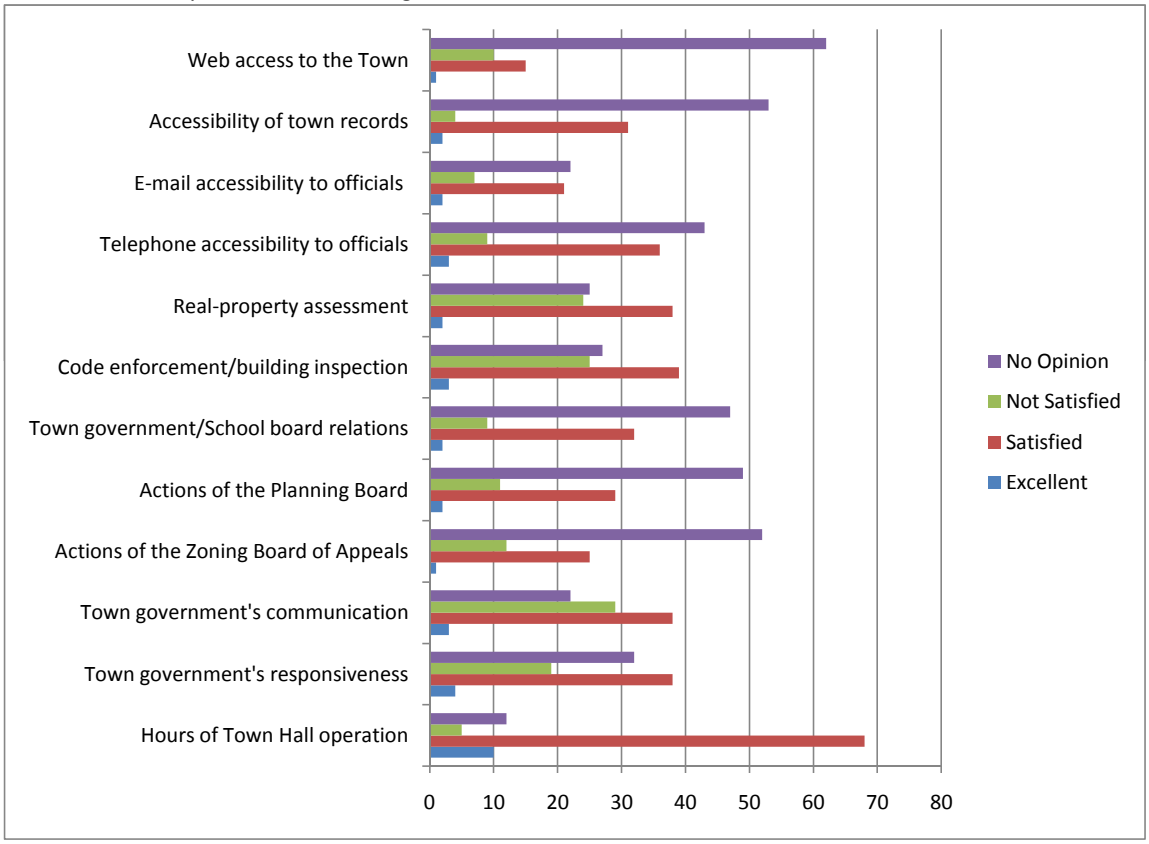
14 How would you rate the following current services?



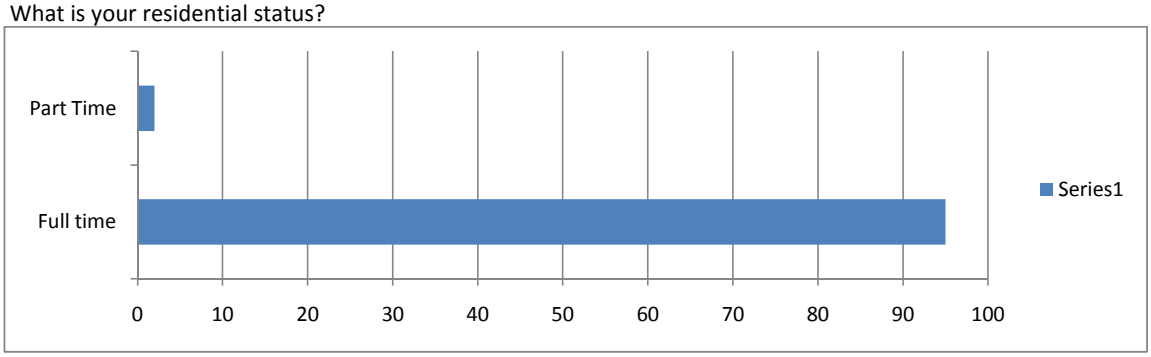
15 Would you support an increase in town spending, if it meant an increase in taxes, for any of the following?



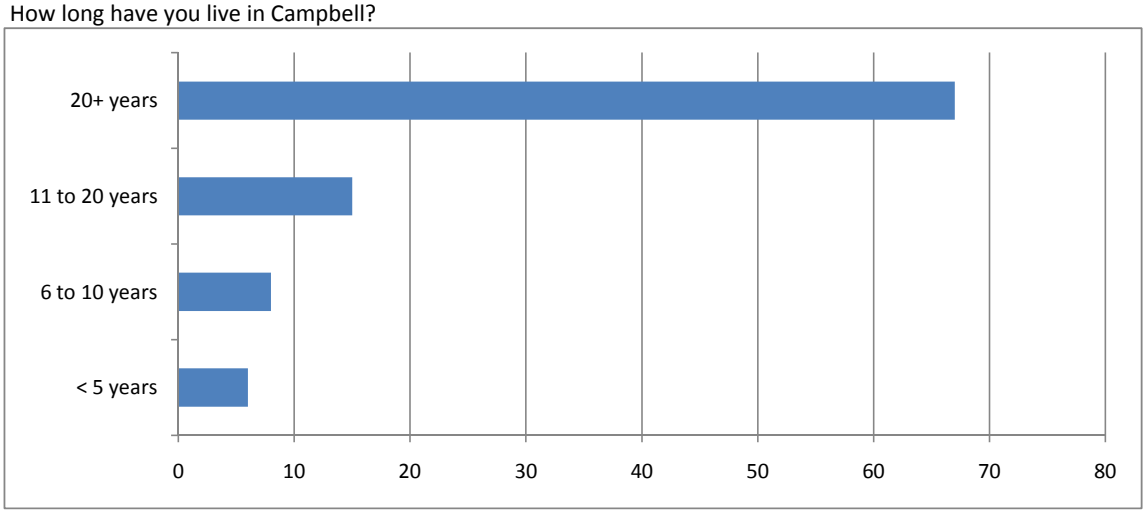
16 How satisfied are you with the following?



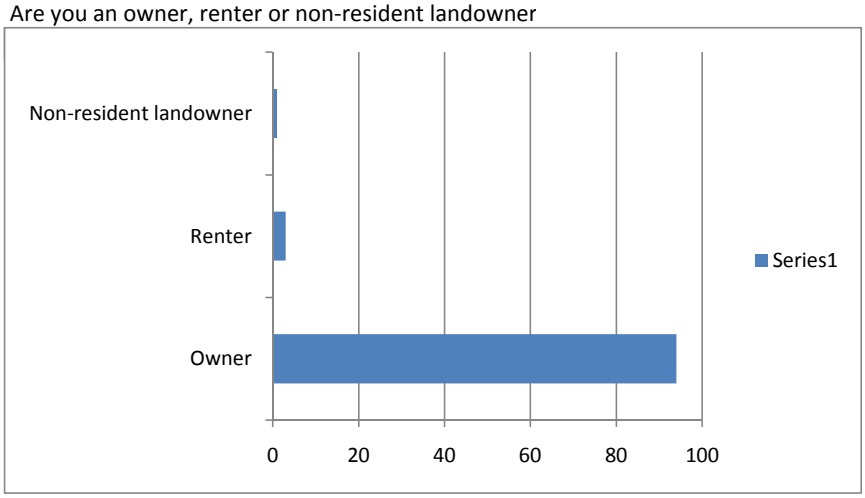
17 What is your residential status?



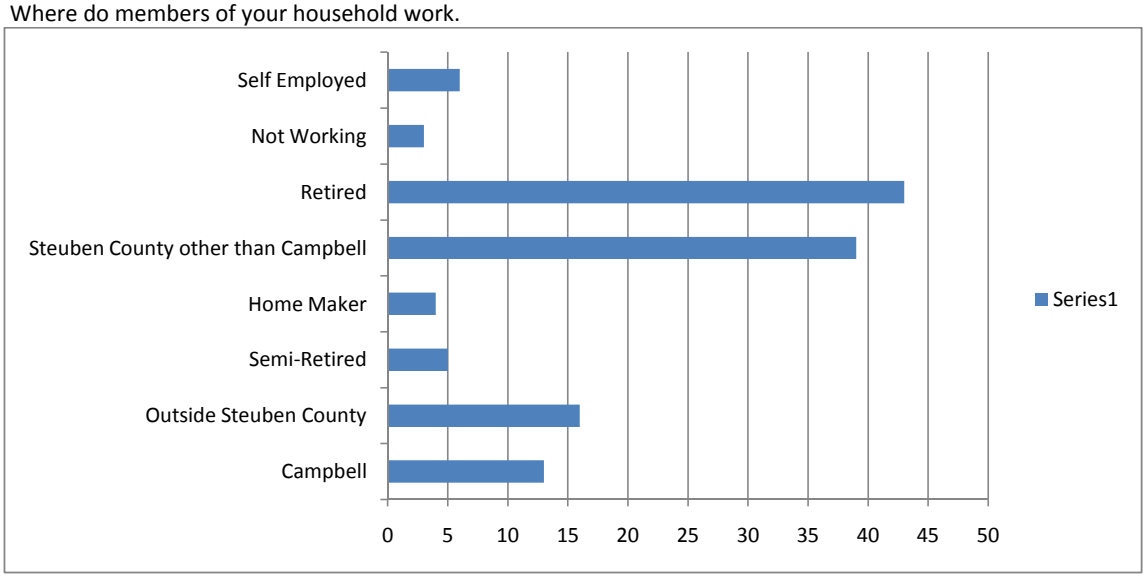
18 How long have you live in Campbell?



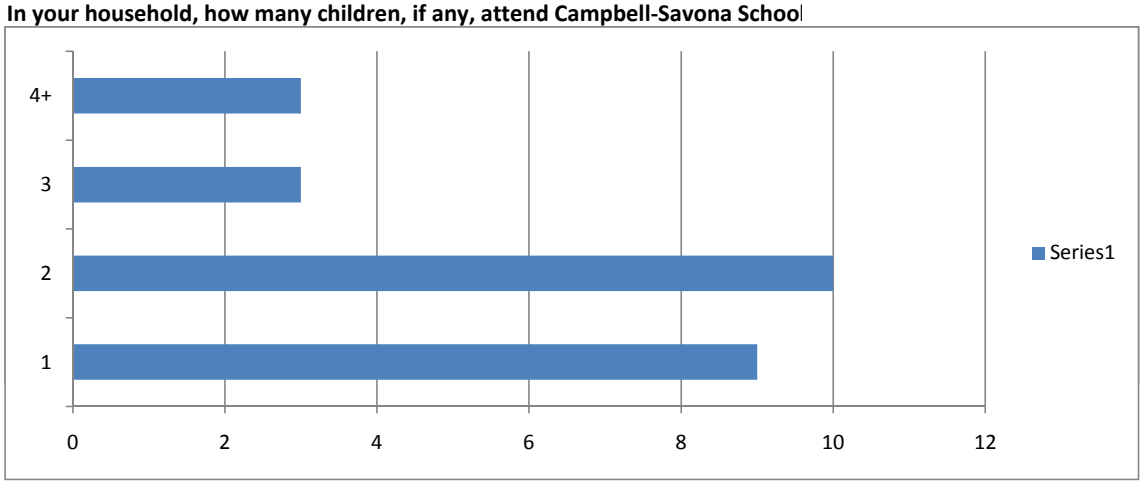
19 Are you an owner, renter or non-resident landowner



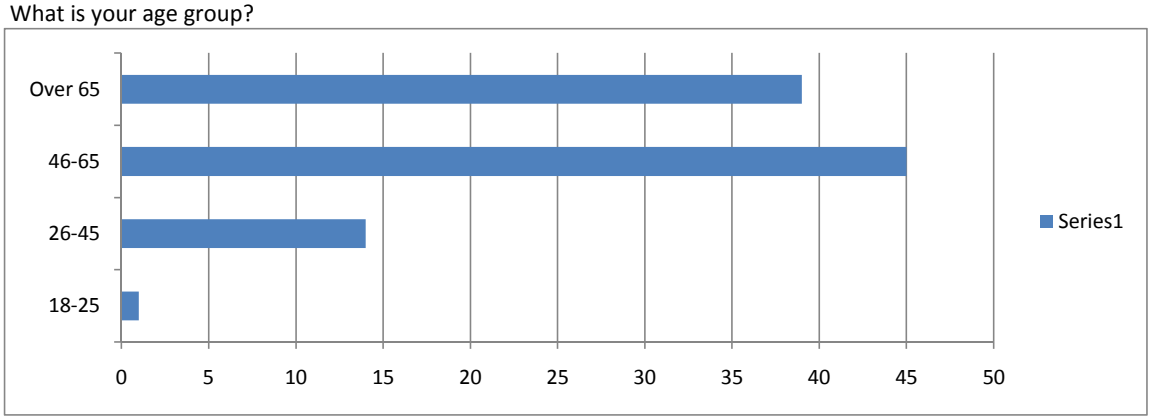
20 Where do members of your household work.



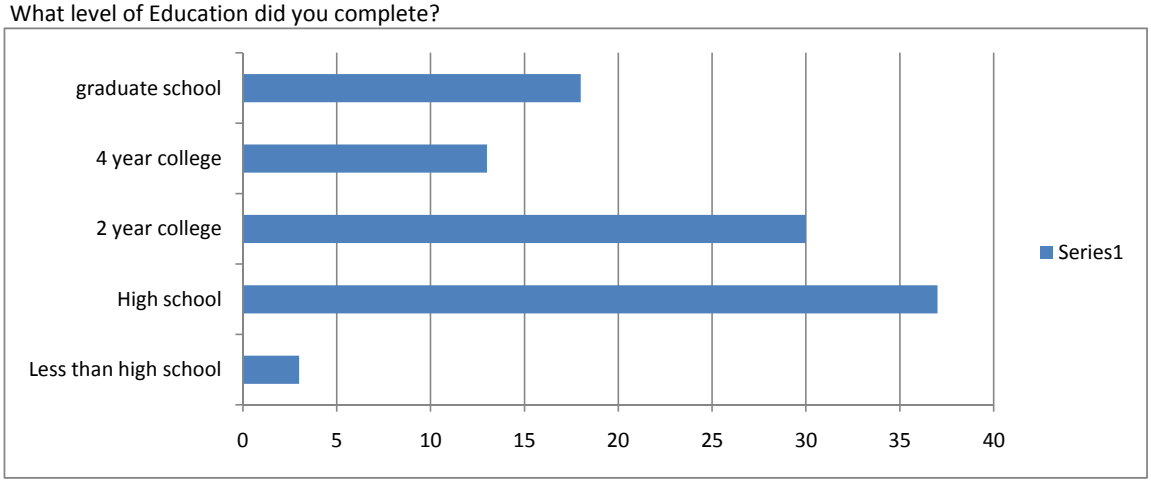
21 **In your household, how many children, if any, attend Campbell-Savona Schoo**



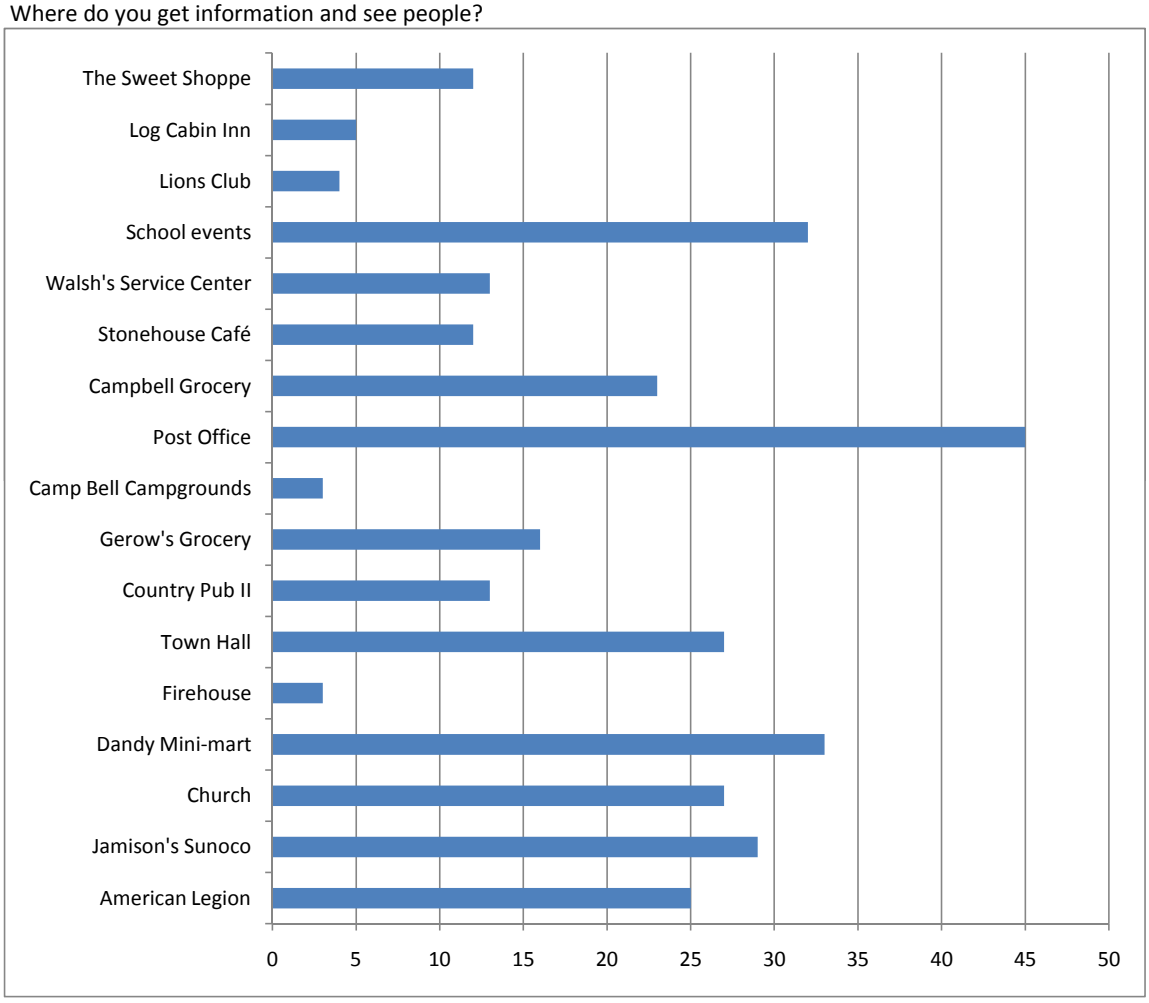
22 What is your age group?



23 What level of Education did you complete?



24 Where do you get information and see people?



Appendix B
Focus Group Summaries

Businesses

Campbell Building Supply – Tom [CBS]
Austin Construction – Mike Austin [AC]
Champs – Harold Champion [CH]
Sunoco & Stone House – David and Brian Jamison [SUN]
Hillside Motors of Thurston – Mike [HM]
Gerow's – Malanda [GMP]

What would you say are the Town of Campbell's strengths (for a business considering relocating here)?

CBS - None
AC – Good small community. Roads and infrastructure. Helpful Town Hall staff. Good community service and activity. Dandy, Stone House, and other restaurants. A well kept Legion and the Legion fields. Good history (the Wood Bridge). Lots of flags in town and a patriotic feel.
CH – Other businesses (Kraft). Good schools. Good community – clean.
SUN – Highway proximity. Workforce – good people and people who need to work. The schools are a good quality.
HM – Right in the middle of everywhere. Ease of travel and parking
GMP – The people in the Town Office. Sandy and Marvin have very helpful. Prior Zoning Officer. The Town Board was helpful as well after a difficult experience with the Planning Board. One planning board member did not want another bar in town.

What are the challenges faced by small businesses?

CBS – Taxes and regulation. Lack of room to expand.
AC – Lack of a sewer system, and that limits development. "Mancamp" moritorium. It presents the wrong image of the town. It creates a perception/view that Campbell is not welcoming to business. He also suggested "Man-camp" is a negative and incorrect term. We tried to use another but nothing seemed to fit.
CH – In his segment of business there is a lot of competition. No water and sewer to his location. Taxes are becoming a challenge. Assessment is also becoming a challenge. Keeping his building up-to-date and modern and then the assessment increase is a challenge. The four lane can divide town.
SUN – Regulations – the State makes it difficult. The "Unknown" there is disconnect between businesses and state in terms of communication. For example the DEC came into the store to do an inspection and we were following the old checklist. They were held accountable to the new checklist but were unaware there was a new checklist. Workforce – the store does not have advancing positions which makes it difficult to hold employees. There is also less of a desire for a part-time 2nd job than there used to be.
HM – Lack of flood control
GMP – Too much rotation on the Planning Board. Taxes – County and school taxes of their two properties increased $873 in one year. They raise every year, and they has $13,000 STAR on their properties. It is difficult to repair and improve your property because the assessment will just increase. Why do we penalize people who want to make things look nice.

What are the opportunities for improving business climate?

CBS – None. If people bought local. The town for instance.
AC – Ward's Feed store. Development of water and sewer. Anything along 86. 415 – development.
CH – Welcome gas wells. Change the man-camp moratorium because it discourages business in town. Promote manufactoring.
SUN – Improving communication with the State. Explaining how shopping local makes a difference in town. Part of the sales tax spent in town stays in town.
HM -
GMP -

What are some ideas and opportunities for improving tourism?

CBS - None
AC – A small motel/hotel. 50 rooms would be to big. Something smaller and cozier.
CH – Create an annual town-wide event. "Old Home Days" at the Legion fields. Community Days – lawn sale day – is good for the one day. Make "Old Home Days" longer and more to do.
SUN – Wine industry. Add a motel/hotel. The River – a canoe/kayak trail
HM – Speciality ok – antiques, flea market. Farmers' market. Something different from malls or big stores. Something similar to the Addison Flea Market but nicely maintained. A farmers' market with buildings for seasonal use.
GMP – By adding more businesses. Adding a park.

Given the geographic constraints in Campbell, where would you like to see additional development occur?

CBS – Field behind the store. The old Suburban and Agway stores.
AC – Close to the four lane. Ward's. Along 415.
CH – Anything on the 415 side of the river
SUN – 415 from Hillside Motors toward Savona for highway visibility. Residential – McNutt Run to Champs. Land behind Post Office – Brian said he preferred residential. Dave was more inclined to business or job related.
HM – Nothing can be done until flooding is dealt with
GMP – Along 415

Would you business be willing to join a Chamber of Commerce?

CBS - No
AC – Yes, and would be willing to be on the board
CH – Yes.
SUN - Yes
HM - Yes
GMP - Yes

Asides

CBS – Tom stated he had experience with a comprehensive plan for the village of Savona. He suggested the most important task was to evaluate zoning. For example, if there is a residential zone where a home can not be built according to codes or other ordinances change the zoning. He also suggested we create an Adult Business Use Area or Zone. Locate it in a place where it is unlikely to be used so the business will be unlikely to come here.
AC – In regards to the junk ordinance/house maintenance ordinances should be slowly enforced especially with Senior Citizens.
SUN – More homes = support and strength to local businesses.
HM – People are always looking to go somewhere. If we have a niche people will come. He mentioned a Dansville Balloon Festival type event. He also said that at the farmers' market this Fall at the Legion his son's bakery "Town Talk" sold out.

Critical Services

East Campbell – Dan Miller, Fire Chief
Campbell – Joe McUmber

Do you perceive any obstacles to being able to provide Emergency Services?

East Campbell -
Shortage of man power during Monday through Friday from 8 am to 5 pm. They have automatic Mutual Aid with Coopers.

Campbell -
Lack of standardized home numbering. Some locations, such as trailer parks, do not have roads labeled or home numbered. In a recent incident at 2 am there was a child who called and hung up on 911. The Sheriff department had to track phone on sight. Response time was slowed because the numbers and streets were not labeled or consistently labeled.

What are some ideas for improving Emergency Services (facilities, infrastructure, regulations, etc.)?

East Campbell -
They currently have increased the number of trucks from two to four. The garage has been expanded and the kitchen was updated. Currently there are no capital project plans other than standard vehicle rotation. The "Brush Truck" does need to be replaced, it was built in 1977. The "Rescue Truck" will need an engine replacement in 2016.
They are pleased with the hydrants being added to Woodycrest. A meeting with the Fire Department and Hunt Engineers on Friday night was planned to discuss the hydrant project.

Campbell -
They have outgrown the current facility. They have to "double-stack" trucks which can slow response time if they need a vehicle behind another. Occasionally, they have needed a vehicle behind another vehicle that is out of service for mechanical problems. Health and fitness are significant issues for fire fighters. Joe would like to add a fitness center for the members to use while they visit the station.
They also need to add space for training.
Joe would like to see the "hydrant district" extended out Main St. to 415, up Clawswon, 415 to Camp Bell campground.
They would like to be informed of new building projects. He sited when Victory Highway Wesleyan church was being renovated. They went in and learned the hallways. Took pictures of all stages of construction. The pictures are very valuable for training new fire fighters. He noted when Mike Horton's apartments, at the corner of 415 and Main St., they were unaware of the set up responding to an emergency health incident. The lack of knowledge of the building was one of several issues that created an un-easy feeling during a response.

Do you perceive Campbell as being a safe place for seniors and children? What could be done to make the roads, etc., more safe?

East Campbell-
Overall safe. In the last eight months the station has been vandalized at least twice. Once the windows were shot at with a BB gun. Their haunted house stuff was also vandalized. They will be adding cameras to the outside to their current security system.
Meads Creek road can be narrow when responding to call on the road.

Campbell -
Overall safe. More street lights would make the roads safer for walkers and bicycle riders. There is a lot of pedestrian traffic on Clawson and 415. Sidewalks and better walking lanes would be helpful.

Are there any areas of Town that are difficult to access? If so, is this problematic?

East Campbell -
Seasonal roads are one the most significant challenges when they are muddy and/or have a lot of ruts. Taft, Woodcock, Fog Hollow, Erwing Hallow, Helm/Clark Rd.
Hidden Forrest Homes has a bridge Chief Miller will not allow his trucks over, and recommends to his Mutual Aid departments to not use. The bridge currently leans left to right. It is located just above the office on Birch Lane, he believes.

Campbell -
Several private residences have driveways that are not accessible for the trucks. Such as a residence on County Rt 4. He believed some of the driveways could not hold or allow a truck to drive up because of trees or similar obstruction. The residence on 415 with the covered bridge. He does not believe a responding truck can get over it. Also the homes on Wolf Run with a bridge could be an issue.
The high school is typically accessible. When there are events it is difficult to get through the front circle.
They have recently lost access to the field near the Missionary Alliance Church for helicopter landings. Chief McUmber is looking for a new location. If the town builds a park he would like to see a landing pad added. It should be tucked away, but would be helpful.

What are types of transportation improvements would benefit the Town residents and help to improve tourism?

First transit

East Campbell -
Add bus stops to Meads Creek Rd. He has heard complaints about needing to call a taxi to get local transportation.
He would like to re-start the Campbell Fireman's Carnival. Make it a joint effort of the two fire departments, with the town government's support. He has spoken to Watson Homestead and they would be willing to hold the event. The Chief was also open to using the Legion Field's if possible.

Campbell -
Add bus stops up Main St. Not just along 415. He viewed Campbell as a "rest stop" and did not see a lot of opportunity for tourism.

Given the geographic constraints in Campbell, where would you like to see additional development occur?

East Campbell -
Off the exit ramps at exits 41 and 42. Along 415. He would love to have a Dunkin Donuts.

Campbell -
Along 415 towards Savona.

Aside Comments

East Campbell -

I would prefer that my kids go to Campbell-Savona schools.
Campbell - As they pursue a new building they would prefer not to have direct access to 415. They do not want to have to back their trucks into the garage over 415. If they had enough land to turn around or built a "through" garage that would work. They were unaware of the change to Mike Horton's apartments. He responded to the apartment and it was one of the first times he was uneasy. He no longer responds without police assistance. The use is not the problem the first time responding he walked into a drug overdose. He would like to know of changes so he can respond properly and safely.

Critical Services

My Observations:

- East Campbell views itself as more of a "country" fire department. They take the response challenges in stride.
- Campbell is less "country". Most of their responses are with two miles of the station.
- There appears to be an improving relationship between the two departments.
- This improved relationship could alleviate some issues both departments have
- The town and fire departments should develop a communication protocol. I believe communication will improve with these chiefs. However, how will it last?
- Connecting with code enforcement so the fire departments can see inside the buildings.
- Both chiefs sound excited to be in their positions and the future.
- Both departments would like younger people to become involved.

Appendix C

Smart Growth America “Next Steps” Memo

Technical Assistance Tool: Sustainable Design + Development

Campbell, NY

April 24-25, 2013

To: David Tenant, Town of Campbell Supervisor
Marv Rethmel, Zoning Administrator
Alicia Jamison, Comprehensive Plan Coordinator
CC: Nicolette Barber, Town Planning Consultant
From: Chris Duerksen, Clarion Associates
Roger Millar, Smart Growth America
Date: May 7, 2013
Re: Smart Growth Code Workshop and Suggested Next Steps As Outcome Of Technical Assistance

1. Overview/Background

- The evening public meeting on April 24 was opened by Town Supervisor David Tennent who has been a prime mover for smart growth and sustainable development initiatives in the town. Attendees included representatives of the planning board, town staff, and citizens at large—a total of about 20. There appears to be significant support for smart growth and sustainability measures among citizens who attended the evening meeting, including the town supervisor (who is the equivalent of a mayor) and planning board.
- At the April 25 all-day workshop a well-rounded working group of about 15 people (including the town supervisor, planning board members, town staff, business community members, and regional and state officials) reviewed the recommendations for smart growth code amendments from the SGA/Clarion team. The town supervisor, planning board members, and key town staff such as the zoning administrator all expressed support for the development code amendments that were discussed by the working group.
- Already the community has taken some important strides to promote smart growth:
    - Completed the first phase of a rewrite of the towns comprehensive plan (completion of the plan is slated for July 2013)
    - Begun work on an updated emergency response plan,
    - Completed a major economic development strategy,
    - Produced an initial draft of zoning code amendments, some of which embrace smart growth principles and comprehensive plan goals,
    - In the process of creating a third water district that will promote more compact development in the town.
- In the past, the town has undergone serious flooding. Much of the built part of the community in the central hamlet is located either in the floodway or floodplain of the Cohocton River and its tributaries. While the town is reportedly in good fiscal shape, it lost population between 2000 and 2010, and the local economy continues to struggle to a certain extent. Kraft Foods is the only major employer, and many people commute to work in Corning and surrounding communities. The town does have a small, but very attractive Main Street that contains many buildings that would appear to be eligible for historic preservation status. All of them lie in the floodplain or floodway.
- Much of the town's land area is devoted to agriculture or forestry. Dairy farming is still viable, and farmers raise crops such as rye, barley, winter wheat, corn, and hay. There are seven gravel mining

operations in the town (3 active), and a working group member estimated that there are significant gravel deposits that could be mined in the future. The looming economic development engine as well as environmental challenge for the town is the prospect of fracking—the hydraulic fracturing of rock underground to release trapped natural gas. There is currently a moratorium in New York on fracking, but reportedly the state is nearing a decision on whether to allow fracking to proceed. If it does, fracking in or near the town could fuel significant development and have major environmental impacts.

- Politically, the town is reported to be quite conservative when it comes to new regulations. Family incomes are below the state average, and most of the housing is very modest. There are a few commercial establishments in the town and two small grocery stores. There is very limited public transit, and consequently most travel is by auto.

2. Key Issues Addressed during the Site Visit

There was general agreement on three main topics identified by town officials for further detailed analysis in terms of potential code amendments as discussed below. The town's goals in each of these three areas are discussed in greater detail in the draft comprehensive plan vision statement:

- Community Character and Appearance—Preserve and enhance the town's attractive rural, small town character that is highly valued by current residents.
- Safe Growth and Flood Resiliency—Address the town's significant flooding and stormwater management issues**.**
- Economic Development— Promote economic development in a way consistent with the town's attractive character and natural resources.

The SGA/Clarion team conducted a detailed audit of the town's zoning and subdivision regulations to determine where amendments should be considered to help implement the town's goals in each of these three general areas. The team's recommendations were offered to the working group in a PowerPoint presentation, which was followed by an in-depth discussion as recounted in the following section.

3. Targeted Smart Growth Code Issues and Recommendations Discussed during the Workshop

This section summarizes the three key smart growth issues discussed at the Day 2 workshop and recommendations for potential zoning code and other town ordinance amendments. The recommendations are set forth in two categories—priority amendments that should be pursued immediately within the next few months and longer-term revisions that may need more discussion and study before new code language is proposed. In each category, the working group discussed removing barriers in the existing codes, creating incentives, and filling regulatory gaps.

a. Community Character and Appearance: Ensure protection of the town's attractive residential areas and improve the appearance of new commercial and multifamily development.

Priority Amendments/Low-Hanging Fruit

i. Reduce excessive commercial off-street parking requirements: The town's off street parking standards set forth in Section 11.3 of the zoning ordinance are some of the most demanding the SGA/Clarion team has seen anywhere in the nation (1 space/100 square feet for commercial development and 1/200 for office). In contrast, in nearby Bath, NY, the zoning code requires only 1 space/300 square feet of commercial development.

These excessive parking requirements not only are expensive for new businesses to meet (new surface parking spaces can cost $3,000-5,000 each), they lead to large areas of pavement that increase stormwater runoff and are unattractive due to lack of landscaping. The town could easily reduce these standards to 1 space/300 square feet of commercial and office development. The town should also review its multifamily parking requirements which also could probably be somewhat reduced.

ii. Consider incentives for tree protection: One of the town's greatest assets from both a livability and character perspective are the mature trees throughout the hamlet and beautiful forests that cover the hills above the valley. However, the zoning and subdivision regulations contain only very vague language encouraging developers to preserve trees and vegetation on development sites. While the town has not had any major developments recently that has resulted in significant tree removal (except for some timber operations), residential developments like Aurene in the nearby Town of Erwin show how poor site planning and lack of protective standards can result in clear-cutting on steep slopes. Moreover, most parking lots in the town and in adjoining jurisdictions are marked by a conspicuous lack of any landscaping. In amending its parking lot regulations and stormwater management standards as suggested by the SGA/Clarion team, the town should whenever possible offer incentives to promote protection. For example, if the town adopts parking lot landscaping requirements, it should offer incentives to developers who maintain existing mature trees. Other communities such as Clayton, Missouri (a suburb of St. Louis) grant two times credit for each tree preserved towards any tree planting requirements. The team suggests that the town staff carefully review an American Planning Association PAS report on tree conservation to get a sense of modern tree protection provisions and incentives adopted in other communities across New York and the USA.

Longer-Term Priority Amendments (More study/discussion needed)

iii. Adopt clear, simple parking lot landscaping standards: The town currently has no requirements for interior or parking lot landscaping regulations that have been adopted by most progressive communities in New York and the nation. For example, Bath, NY, requires a minimum of 8% of the area of any parking lot to be landscaped and installation of a 6-foot high perimeter fence or evergreen hedge to buffer adjacent uses. As discussed above, lack of parking lot landscaping coupled with the town's excessive off-street parking requirements is a recipe for ugly expanses of pavement in the community that will exacerbate stormwater management problems facing the town. We strongly suggest the town require a minimum amount of landscape area in all larger parking lots (e.g., 5+ spaces). To illustrate, the town might require vegetated islands and a minimum number of trees per 10 parking spaces or a minimum percent of each parking lot area to be landscaped with trees and bushes.

iv. Adopt clear, simple commercial and multi-family design regulations: If fracking is allowed to proceed by the State of New York, it is likely the town will receive applications for new commercial development, probably first in the form of franchise restaurants and lodging. The track record in other communities who have experienced fracking-related growth is that the town will see proposals for bare-boned low-cost franchise designed buildings that

will detract from the community's attractive character. Currently, the town does not have any standards in the zoning code to ensure that new commercial buildings will be attractive and fit the community's established small-town character. The result will likely be more poorly designed franchise commercial buildings lacking any landscaping that do not fit the hamlet's attractive atmosphere. More building like this could hamper economic development efforts related to tourism as discussed below. We suggest the town consider simple standards that reflect key features of attractive existing buildings in the community like pitched roofs, front entries that face the street, and a minimum of two stories or 24 feet in height. There are numerous communities in New York and across the country with such standards that the town could review as a starting point for further discussion. If adopted, new design standards should be administered by staff, not by a new design review board that would add another layer of development approvals.

The same is true of multi-family building design. Campbell should anticipate a growing demand for multi-family units in the region due to demographic changes and financial reasons (e.g., difficulty in qualifying for mortgages on single-family homes). There are examples throughout the region of poorly designed multifamily development that resemble rectangular shoe boxes with windows punched in the façade. As with commercial buildings, we recommend the town consider simple standards that address key features of attractive existing buildings in the community like pitched roofs, front entries that face the street, landscaped front setback areas, and off-street parking to the side or rear of buildings.

v. Consider controls on electronic signage: The current zoning law contains a number of standards governing the size and location of signage. However, there is a significant gap that should be addressed—none of the current regulations address electronic signs. More and more institutions (like schools and churches) and businesses are installing electronic signs that are often very bright and have changeable copy and flashing text. There are already a number of examples in Campbell. Unless the town acts to address these and other aspects of electronic signage, the result may be a hamlet lined with bright, flashing signs that will seriously detract from the community's attractive atmosphere. The SGA/Clarion team will supply the town with a memo on the subject that Clarion drafted for Pittsburgh, PA, which recently adopted controls on such signage.

vi. Discuss preferred location of multifamily and small-lot single family developments: In addition to the appearance of multifamily structures, the town should also discuss where such developments should be allowed in the community. In some jurisdictions, multifamily development has been allowed to site willy-nilly in isolated locations away from services and too far away from schools and commercial stores to allow residents to walk instead of drive. This dispersed development pattern encourages more driving and undercuts the hamlets compact building pattern.

b. **Prevent Flood Damage and Improve Storm Resiliency:** Flooding and stormwater management are major issues in Campbell. Most of the developed area of the town lies in a floodway or floodplain. These areas have flooded with regularity over the past 100 years, often with devastating results. The town has adopted some relatively modern floodplain regulations in Article 6 of the zoning code, although we suggest a few significant changes below. However, its

stormwater management regulations are practically nonexistent. While the state reportedly regulates all developments over one acre and requires stormwater and erosion control best management practices, smaller developments are only legally subject to the very weak guidelines in the zoning and subdivision ordinances. While the staff points out it imposes some additional stormwater and erosion control measures on these smaller projects, more clear, certain standards should be codified. Moreover, in the town should also consider other methods to reduce stormwater runoff that can exacerbate flooding locally such as reducing impervious surfaces (e.g., parking lots) and utilizing green infrastructure techniques discussed below.

Priority Amendments/Low-Hanging Fruit

i. Stream Buffers: Vegetated buffers along streams are critical in maintaining water quality and also allowing space for stormwater to disperse and infiltrate. Section 11.10 of the zoning law currently requires a 50-foot setback for all structures from the streambank, but does not designate which streams are subject to this standard or define streambank. Additionally, there are no clear restraints on removing vegetation in the buffer area. Scientific studies show that a 100-foot non-disturbed buffer is needed to preserve water quality and to adequately manage stormwater. We recommend the town consider an immediate amendment to Section 11.10 that restricts vegetation removal in the 50-foot buffer area except for trails, approved utilities and roads, emergency flood response, and similar activities. In the longer-term, the town should discuss and seriously consider increasing the buffer to a minimum of 100 feet.

ii. Stormwater Management: In its code audit, the SGA/Clarion team recommended that the town move quickly to adopt a set of clear, modern stormwater/erosion control standards for developments not regulated by the state. In response, the working group suggested the town adopt the current state stormwater management guidelines that apply to developments larger than one acre to smaller projects. This would allow staff to implement uniform requirements they are familiar with throughout the community. We concur with that suggestion. In addition, the town should amend sections 11.2 (streets and pavement design) and 11.10 (drainage systems and erosion control) of the zoning code to make clear that green infrastructure techniques such as pervious pavement, roadside rain gardens, and green roofs are not only encouraged but the preferred method of stormwater management.

iii. Off-street parking requirements: As discussed above, the current off-street parking regulations in the zoning code for commercial development are some of the most demanding that the SGA/Clarion team has seen in development codes across the U.S. For example, while Article VI of the zoning code allows some flexibility in meeting off-street parking requirements through techniques such as shared parking, it requires one space per 100 square feet. Many communities require only 1/300 or 400 square feet. Moreover, an increasing number of jurisdictions allow adjacent on-street parking to be counted against off-street requirements. Excessive off-street parking results in more pavement, more runoff, and less compact, walkable development. The town should also consider maximum parking limits to ensure that any future large-scale projects do not

provide parking far in excess of what is necessitated by a new development. Many local governments impose a 110-125% maximum limit over the minimum off-street standards.

Longer-Term Priority Amendments (More study/discussion needed)

iv. Parking lot landscaping: As noted, the town currently has no requirements for interior or parking lot landscaping regulations which have been adopted by most progressive communities in New York and the nation. Lack of parking lot landscaping coupled with the town's excessive off-street parking requirements is a recipe for ugly expanses of pavement in the community that will exacerbate stormwater management problems facing the town. We strongly suggest the town require a minimum amount of landscape areas (e.g., vegetated islands and a minimum number of trees per 10 parking spaces or a minimum percent of each parking lot to be landscaped with trees and bushes). The town should also consider allowing stormwater to drain into depressed landscaped areas (instead of elevating landscaped areas and placing curbs around them) thus reducing offsite stormwater runoff.

v. Steep Slope Protection: One of the most effective things any community can to do manage stormwater and control runoff is to protect exiting vegetation and limit development on hillsides and steep slopes. The town's current zoning law has steep slope development guidelines in Section 11.9 which applies to slopes in excess of 15%. However, they are very vague (e.g., "desirable vegetation should be retained"). Additionally, very steep 25% slopes "shall not, to the greatest extent possible, be developed." These standards are virtually unenforceable. We recommend that Campbell review modern steep slope protection standards in places like Park City and Salt Lake County, UT (copies of which the team will send to town staff). Regulations should address issues such as driveway length and grade, height of retaining walls, and vegetation protection. Many communities ban development on very steep slope in excess of 25-30% even if certified safe by an engineer because of issues related to erosion control, stormwater management, and firefighting (It is very difficult and dangerous to fight fires on steep slopes.).

vi. Tree protection: Currently, the zoning and subdivision regulations contain only very vague language encouraging developers to preserve trees and vegetation on development sites. While the town has not had any major developments recently that has resulted in significant tree removal (except for some timber operations), residential developments like Aurene in the nearby Town of Erwin show how poor site planning and lack of protective standards can result in clear cutting on steep slopes. The tree protection ordinance of Clayton, Missouri, a progressive suburb of St. Louis might serve as a model for the town to consider. It requires developers to protect existing trees to the maximum extent feasible and install fencing to protect mature trees during construction. Recognizing that not all trees can always be protected on infill and redevelopment sites, as an alternative the Clayton ordinance permits replacement on a caliper inch for caliper inch basis any trees removed (or payment into a city tree planting fund). On larger rural parcels, the town might require maintaining a specified minimum percentage of the existing tree canopy on a site (e.g., 80%) rather than focusing on individual large trees as has been done in Franklin, TN, a suburb of Nashville.

vii. Floodway development. While the town's current floodplain regulations in Article 6 of the zoning code have some modern provisions (e.g., requiring a two-foot elevation above the base flood elevation for new construction), they also allow development in the floodway if an engineer certifies it will not increase base flood levels. The town should seriously consider banning all new development in the floodway for reasons of human safety, and because such construction can also increase flood velocities and other hazards for downstream properties. Many communities across the United States that have experienced repeated and devastating flooding such as Lake County, IL, and Fort Collins, CO, have taken this step.

c. **Economic Development:** Campbell has lost population over the past decade, and its economy has struggled. At the same time recent resident surveys indicate a desire for more services nearby. For example, the town does not have a large, full-service grocery store. Additionally, the 2010 Economic Development Strategy sets forth a number of economic development goals related to preservation of agriculture and promotion of tourism. One of the major challenges the town will face is encouraging such growth while protecting the town's existing attractive character.

Priority Amendments/Low-Hanging Fruit

i. Live-work units: Live/work units--incidental residential units attached to businesses and allowed in commercial areas--are becoming increasingly popular. They aid small business people (artists, personal services, restaurants, etc.) from a work perspective while bringing 24-hour presence to commercial areas and help owners from a financial perspective by producing more income. Increasingly, many communities both small (Fredericksburg, VA) and large (Chicago, Oakland, Seattle), allow live-work units in commercial areas. However, the town's zoning code does not allow this type of residential unit in its neighborhood or highway business commercial zone districts. The town should consider amending its zoning code to define this use and specifically allow it in the neighborhood business and highway commercial district permitted use lists.

ii. Create a new true agriculture zone district and allow broader use of rural, farm-related enterprises that can be carried out in a compatible fashion. The town's current agricultural zone district (AR Agricultural Residential) might better be called an "anything goes" district given the wide open use list that allows everything from mines and manufacturing to hotels and restaurants, subject only to site plan review. The town staff has recommended significant changes to the codes use districts, but we recommend that if the town is serious about protecting viable farms and prime agricultural land, it create a new "true" agricultural zone district. This new district might be denominated A1 Agricultural District in which only agricultural and directly related uses would be allowed. The use list would include rural enterprise type uses on farms such as bed and breakfast establishments, small conference and meeting facilities, small wedding and special event facilities, and similar endeavors that would allow farmers to augment their income in a fashion compatible with primary agricultural uses. We also suggest the current AR district become an A2 district. The revamped A2 district would allow the wider range of uses the staff is recommending in the draft AR district zoning revisions they shared with the

consulting team, with a special permit process being required for potentially incompatible uses such as hotels or automobile repair shops.[1]

Once these text amendments are adopted, the town should in the longer term carefully map the new boundaries of these two districts considering such factors as location of prime agricultural lands/soils, presence of current viable farming operations, and existing development patterns (e.g., where is residential development already located).

iii. Allow farmers markets in appropriate zone districts. The current zoning code does not appear to allow farmers markets in any zone districts. Farmers markets can not only be a local asset and gathering place but help attract tourists and visitors from around the region. This use should be carefully defined (e.g., some codes only allow sale of local produce and food processed items while others allow importation of produce and other goods) and then permitted in the new agricultural districts as noted above and in other areas (e.g., the neighborhood business areas along Main Street). Operational standards typically address size, hours of operation, and similar features.

Longer-Term Priority Amendments (More study/discussion needed)

iv. Mining and fracking overlay districts:[2] The town currently has a number of operating gravel mines and gravel reserves that reportedly would be economic to develop. Currently Section 11.15 of the zoning law contains some basic standards that address issues such as reclamation, accessory uses, and fencing the town can build on. According to town staff, additional controls are typically negotiated in the site planning process. Instead of this case-by-case approach which can be time consuming and full of uncertainty for all parties involved, we suggest the town create a new "floating" gravel mine overlay district. The new district would incorporate the current standards in Section 11.15 and add new standards based on conditions imposed by staff to current mines to govern aspects of gravel mining not under the purview of state regulation and control. When a prospective mine operator proposed to open a new gravel mine, he would apply to have the floating, unmapped zone district applied to his property along with local standards to ensure its compatibility. By requiring a rezoning of the property through application of an overlay district, the town would be able to exercise greater and more precise control of gravel mining operations.

Similarly, the town should consider a fracking overlay district that would be drafted and be applied in much the same fashion as the gravel mining overlay. Issues to be addressed in standards would typically include access, location of material and equipment storage, lighting, and the like.

[1] As discussed at the workshop, use of a special permit process combined with site planning approval will give the town far more effective legal control over uses than the current site planning process alone.

[2] Overlay zoning is a regulatory too that creates a special zoning district placed over an existing base zone(s) and that may include standards and other provisions on top of those in the base zone district that must be complied with in addition to or in place of those in the base zone district. These additional standards and provisions typically protect specific resources or guide development within a special area. The overlay district can share common boundaries with the base zone or cover only a portion of the base zone.

v. Safe growth area. It is no secret that the town has very few areas for major residential, commercial, or industrial development that do not lie in a floodway or floodplain. A key recommendation of the 2010 Economic Development Strategy is to have the town identify areas for safe….or at least safer…future development. We agree and recommend this process be started during the current comprehensive plan deliberations. Once these areas are identified, the town should try to focus its capital investments (e.g., water lines) in these areas to foster appropriate development. The town should also continue exploring provision of some type of community sewer treatment for these areas.

vi. Explore historic district status for Main Street. The SGA/Clarion consulting team was struck by the many attractive, historic structures along Main Street between Interstate 86 and the high school. Many other communities have built upon such assets to improve their local economies through tourism while at the same time protecting their essential character. The town should work with local property owners and with the New York State Preservation Officer to explore designation of Main Street and its environs as a National Register Historic District. Such designation brings with it incentives such as federal tax credits for renovation and gives the town more say in federally funded or permitted projects that might have adverse impacts on the district. Moreover, it provides an exception to Federal Emergency Management Agency restrictions on renovation and rehabilitation of structures located in floodplains and floodways. Assuming that the town wants the hamlet to continue to exist in its current location, there needs to be reinvestment in the structures that are currently in the floodway and floodplain. The creation of a National Register Historic District would provide the mechanism for reinvestment within the regulatory constraints of the floodplain ordinance. A strong plan for flood forecasting and response would need to be developed in concert with the creation of the district.

4. Implementation Strategy

The working group spent the last half of the afternoon session discussing implementation strategies. The town has a running start on implementation, because staff has already drafted proposed amendments to the zoning law that mirror a number of the recommendations in the SGA/Clarion code audit. Staff of the regional planning agency and county also offered their assistance in this process. They bring to the table knowledge of relevant progressive code provisions adopted by other area local governments.

To further inform the code revision process, the town should convene interested parties to meet with town officials to discuss potentially controversial topics such as commercial design standards, mining and fracking regulations, and Main Street historic district designation. The working group also discussed utilizing the soon-to-be updated town website as a vehicle to keep citizens informed of proposed code amendments and solicit input.

Given the economic situation in the region and town, members of the town board and working group expressed concern about new regulations that might impede needed development and growth. The consensus was to focus on removing regulatory barriers and providing incentives for sustainable development whenever possible to achieve town smart growth goals. A number of the proposed short-

term code amendments do exactly that—for example, reducing the currently onerous off-street parking standards.

Appendix D

Flood-Related Comments from STC

Southern Tier Central Regional Planning & Development Board

8 Denison Parkway East
Suite 310
Corning, NY 14830

Tel: 607/962-5092
Fax: 607/962-3400
www.stcplanning.org
E-mail: stcrpdb@stny.rr.com

Marcia D. Weber
Executive Director

TO: Town of Campbell Comprehensive Plan Committee

FROM: Janet Thigpen, STC Flood Mitigation Specialist

DATE: July 16, 2013

SUBJECT: Town of Campbell Draft Comprehensive Plan
Flood-related comments

I am pleased that the Town of Campbell is developing a Comprehensive Plan that addresses the Town's flood hazards by promoting recreational use of the river corridor, identifying ordinance modifications to increase flood resiliency, and proposing relocation of emergency services out of the floodplain. The recommendations for strengthening stream buffer, steep slope, and floodplain development requirements are commendable. However, the important issues of flood risk and safety may warrant additional information and consideration in order to better integrate flood resiliency with other community objectives. My specific comments and suggestions are:

- Purpose: Section 1.1 specifies three purposes of the Comprehensive Plan, but fails to include reference to the health and welfare of residents. A more comprehensive statement of purpose would support the Town's concerns about safety and prevention of flood damage.
- Previous planning efforts: Section 1.3 should reference the Flood Mitigation Action Plan that was developed jointly by the Towns of Campbell and Erwin in 1999. Although some recommendations have been implemented, it should be reviewed to determine if it includes objectives and proposed actions that are still relevant. I also suggest that the Committee review the Meads Creek Watershed Strategic Action Plan. Both are available on the STC website at: http://www.stcplanning.org/index.asp?pageId=101.
- Existing zoning: Information about the Town's Flood Plain Protection District (an overlay zone) should be presented in Section 2.5, Existing Zoning (rather than in the Natural Resources section). A summary of development standards and a map showing the areas where they apply would help residents understand the limitations to developing these areas. This should include information about the locations and development requirements of the floodway (which are more stringent than other floodplain areas). Including the Flood Plain Protection Overlay District on the Zoning Map would help the Committee evaluate the impact that a major flood might have on the Industrial and Business Zones. This information should be presented to inform discussion of whether the existing zoning is compatible with the flood hazard.
- Streams and floodplains: In addition to floodplains along the Cohocton River and

Meads Creek (mentioned in Section 2.6.2), FEMA has mapped floodplains along Wolf Run, Michigan Creek, Dry Run, and the downstream sections of McNutt Run and Curtis Creek. It is worth noting that flooding and flood damage are not limited to these mapped floodplains. The history of damage from Curtis Creek illustrates this point. Because the Town of Campbell has so much floodplain area, additional analysis is warranted. The Natural Resources section could document the floodplain areas that are currently not developed. These areas provide natural benefits by slowing and storing flood water, which helps to reduce the severity of downstream flooding. They also provide benefits for water quality habitat, and recreation.

- Flood risk: A new section about flood hazards could document the amount and kind of development that is currently located in the floodplain and thus at risk of flood damage. The last paragraph of Section 2.6.2 could be expanded to provide a more quantitative understanding of the Town's vulnerability to a major flood. How much of the existing floodplain development pre-dated requirements for flood protection measures, such as the elevation of buildings? How many properties carry flood insurance policies? How will existing floodplain development be affected by the phasing out of subsidized flood insurance rates (mandated by the 2012 Biggert-Waters Flood Insurance Reform Act, but not yet fully implemented)? How many critical facilities are located in the floodplain? How vulnerable is the hamlet to flood damage? Additional information about flood characteristics and current development could help the Town determine which floodplain areas might be suitable for development (to standards that protect against damage) and which are more appropriate for open space and recreation.
- Drainage: At the end of Section 2.6.2, the draft plan indicates that controlling runoff from impervious surfaces "will be instrumental in attempting to manage future flooding." Although controlling stormwater runoff can be part of the Town's strategy for addressing flood risks, this should be implemented in conjunction with other measures (floodplain management, flood warning, retrofitting existing development, protection of natural floodplain functions, etc.). The value of improved stormwater management can be illustrated by adding a description of the drainage problem that washed out Vieley Road in two consecutive years and the expense to taxpayers to correct this problem.
- Local economy: Please include in section 2.10 a discussion of how many existing businesses are located in the floodplain and the impact that a major flood could have on the Town's economy.
- Goals: Section 2.10.1 indicates that one of the goals of the Economic Development Study is to "Protect Life and Property from Flood Damage." Is this also a goal of the Comprehensive Plan? Is it important enough to be an independent goal, rather than part of Objective 1 in Section 3.3.4? Resilience to flooding supports the goal of being an attractive, vibrant rural town.
- Hamlet: The comprehensive planning process provides an opportunity for the Town to address the apparent conflict between the goal of revitalizing the existing hamlet, which is located in the floodplain, (as described in Sections 3.3.2 and 4.4) and the Town's obligations to promote public health, safety, and general welfare. How can the hamlet be maintained and enhanced while also minimizing

public and private losses due to flooding? Information about anticipated water depth, first floor elevations of existing development, water velocity, frequency of flooding, and other factors could help the committee address this challenge and develop appropriate recommendations.

- Floodproofing: I recommend that Section 3.3.2, Objective 1 ("Provide incentives to home owners for property improvements.") include incentives to retrofit floodplain properties to reduce the susceptibility to flood damage and reduce the cost of risk-based flood insurance (which will result from phasing out of subsidized rates).
- Stream buffers: I strongly support the suggestion to "strengthen the stream protection ordinance" (in Section 3.3.4, Objective 1). This is a great way to protect the multiple functions of undeveloped stream corridors and keep vulnerable development a safe distance from the stream. If the proposed evaluation of a wider 100-foot buffer indicates that this is not feasible in some locations, more flexibility could be achieved by requiring site plan review of proposed activities within the stream buffer area. The stream buffer requirements could be strengthened by adding language prohibiting berms or other obstructions that prevent the stream or river from inundating floodplain areas within the buffer zone. If dumping in or near streams is a problem, a stream dumping ordinance could be considered.
- Floodway: The recommendation to prevent new development within the floodway (under Section 3.3.4, Objective 1) demonstrates a sincere desire to reduce the amount of new development subject to flood hazards. I suggest that the Comprehensive Plan include an analysis of the current land use and parcels in that would be affected by this recommendation (in mapped floodway areas along the Cohocton River, Wolf Run, Michigan Creek, and Meads Creek). If this analysis suggests that this restriction is appropriate in some floodway areas, but not in others, a zoning district could be established for those floodplain areas where the Town wants to restrict new development.
- Historic District: Establishing a Historic District (Section 3.3.4 Objective 2) in the regulated floodplain would allow substantial improvements to historic buildings without requiring compliance with current floodplain development standards. It would not affect floodway requirements (which are not relevant for improvements that do not alter the building footprint or otherwise encroach on the ability of the floodway to store and convey flow). These are local restrictions, consistent with FEMA standards. A historic designation would not affect the cost of flood insurance. Substantial improvement of any floodplain building (Historic or otherwise) results in risk-based insurance costs that are based on the elevation of the lowest floor (including basement) relative to the Base Flood Elevation. For buildings with basements this could be $5,000 or more per year. Would designation as a Historic District affect the ability of property owners to undertake retrofit projects that raise the "lowest floor" and thus reduce flood insurance costs?
- Community Rating System: Has the Town considered joining the Community Rating System of the National Flood Insurance Program? It would require additional paperwork, but many of the things that the Town and County are

already doing (and proposing) could be credited. It would qualify property owners for reductions in flood insurance costs (though those reductions would be minimal relative to the increased costs likely to be experienced when pre-FIRM subsidies are eliminated).

- Future land use in floodplains: Although the draft plan indicates that most of the Town's developable land lies in a floodplain, it does not include supporting information. This point could be illustrated in Chapter 4 by showing floodplains, steep slopes, streams, wetlands, and roads on a single map. This would help the Committee and reader to understand the development potential and limitations provided by the Town's natural features.

Please feel free to contact me with any questions (737-5271, jthigpen@co.chemung.ny.us). I would be glad to help the Town address these flood-related issues.

Appendix E

Steuben County Planning 239-m review

Received
06/19/2013
ARD

STEUBEN COUNTY PLANNING DEPARTMENT

REVIEW OF PROPOSED ZONING ACTION

(in accordance with Section 239-m of the General Municipal Law)

(This page to be completed by the local municipality)

A. Referral from the Comprehensive Plan Board of the ~~(City)~~(Town) ~~(Village)~~ of Campbell

B. Proposed Action:

_____Adopt Zoning Regulations	_____Special Use Permit
_____Amend Zoning Regulations	_____Site Plan Approval
_____Use Variance	XX Adopt Comprehensive Plan
_____Area Variance	____ Other: _____

Brief Description of the Proposed Action:

Approval of the Town of Campbell Comprehensive Plan.

B. Required Information: (Please include all that apply)

_____A copy of any required applications completed by the applicant

_____A map showing the property involved, including surrounding properties and streets

_____A copy of the proposed site plan

_____A text of the zoning provision at issue, or the proposed amendment

X A copy of any SEQR documents

X Other relevant information attached: Draft Comprehensive Plan

C. Municipal Official Sending Referral: (Recommendation will be returned to this address)

Name David L. Tennent Title Supervisor

Address Town of Campbell 8529 Main St. Campbell, NY 14821

(This Page To Be Completed By The Steuben County Planning Department)

ZONING REFERRAL RECOMMENDATION from the PLANNING DEPARTMENT

To the _____ Board of the (City) (Town) (Village)

of _____

The Steuben County Planning Department has reviewed the action subject to this referral and recommends the following:

_____ **County review has not revealed any significant inter-community or county-wide considerations. Your decision should be based solely on your study of the facts of the case.**

_____ **County review has revealed significant inter-community or county-wide issues. These considerations include:** _____
_____

Therefore, it is recommended that:

_____ The proposal be **approved.**

_____ The proposal be **approved**, subject to the following **modifications or conditions:**
_____
_____
_____
_____

_____ The proposal be **disapproved**, for the reasons stated below:
_____
_____
_____
_____

(Action contrary to this recommendation can be taken only upon the affirmative vote of a majority plus one of all members of the local agency)

_____ Other comments: _____
_____

_____ _____
Amy R. Dlugos Date
Planning Director

(GML Section 239-m requires that the municipal agency making the referral to the County shall provide a report of the final action it has taken, to the County planning agency, within thirty (30) days of the action.)

(This Page To Be Completed By The Steuben County Planning Department)

ZONING REFERRAL RECOMMENDATION from the PLANNING DEPARTMENT

To the Comprehensive Plan Board Board of the (City) (Town) (Village)

of Campbell

The Steuben County Planning Department has reviewed the action subject to this referral and recommends the following:

X **County review has not revealed any significant inter-community or county-wide considerations. Your decision should be based solely on your study of the facts of the case.**

_____ **County review has revealed significant inter-community or county-wide issues. These considerations include:** _____

_____

Therefore, it is recommended that:

_____ The proposal be **approved.**

_____ The proposal be **approved,** subject to the following **modifications or conditions:**

_____

_____

_____

_____

_____ The proposal be **disapproved,** for the reasons stated below:

_____

_____

_____

_____

(Action contrary to this recommendation can be taken only upon the affirmative vote of a majority plus one of all members of the local agency)

X Other comments: Excellent plan. Very impressive job involving the public and local business leaders. This could be a model process and plan for other rural communities to follow.

Amy R. Dlugos

Amy R. Dlugos
Planning Director

07/09/2013
Date

(GML Section 239-m requires that the municipal agency making the referral to the County shall provide a report of the final action it has taken, to the County planning agency, within thirty (30) days of the action.)