

Village of Lyons Falls

Brownfield Opportunity Area Nomination Study

FINAL DRAFT

Lewis County, New York

July 2012

(Updated August 2014)

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Prepared By:



Acknowledgements

This Brownfield Opportunity Area (BOA) Nomination Study was developed in partnership with Lewis County, the Village of Lyons Falls, the NYS Department of State, Community Stakeholders, Residents and Property Owners.

The dedicated members of the Steering Committee provided invaluable guidance and input through this process.

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Table of Contents

EXECUTIVE SUMMARY	
INTRODUCTION.....	8
STUDY AREA AND PROJECT BOUNDARY JUSTIFICATION	9
BOA PLANNING PROCESS.....	11
COMMUNITY VISION AND GOALS	12
ENGAGING PARTNERS AND STAKEHOLDERS	16
INVENTORY AND ANALYSIS HIGHLIGHTS.....	20
ASSETS, CHALLENGES & OPPORTUNITIES.....	30
PRIORITY BROWNFIELD, ABANDONED AND VACANT SITES.....	38
SELECTED REDEVELOPMENT SCENARIOS	45
RECOMMENDED ACTIONS ITEMS.....	50
IMPLEMENTATION MATRIX	58

Figures

FIGURE 1: STUDY AREA BOUNDARY MAP.....	10
FIGURE 2: COMMUNITY CONTEXT MAP.....	21
FIGURE 3: EXISTING LAND USE MAP.....	25
FIGURE 4: VILLAGE WIDE LAND USE & DEVELOPMENT SCENARIO	46
FIGURE 5: MILL OPPORTUNITY AREA DEVELOPMENT SCENARIO	48

Tables

TABLE 1: COMMUNITY DEMOGRAPHIC SUMMARY	23
TABLE 2: PRIORITY SITES.....	38

Appendices

- APPENDIX A BROWNFIELD OPPORTUNITY AREA PROGRAM
- APPENDIX B STEERING COMMITTEE AND PUBLIC MEETING NOTES
- APPENDIX C ANALYSIS OF THE BROWNFIELD OPPORTUNITY AREA
- APPENDIX D FULL MARKET ANALYSIS
- APPENDIX E STRATEGIC SITES INFORMATION
- APPENDIX F VISUAL SURVEY OF ASBESTOS CONTAINING MATERIALS AND HAZARDOUS MATERIALS OF THE FORMER LYONS FALLS PAPER MILL

Village of Lyons Falls Lewis County, New York



A Brownfield Opportunity Area
Nomination Study
April 2012





Former Lyons Falls Paper Mill
**A North Country Regional Council
Transformational Project**



Train Station / Agway Property



Former Alaskan Oil/Marino's



Former Lyons Falls School

A Community Revitalized

The Village of Lyons Falls is a historic Black River Canal community in southern Lewis County. Located at the confluence of the Moose and Black Rivers, the Village has a strong connection to the natural environment and is home to a beautiful 70-foot waterfall, which still provides power to the energy grid today.

In recent years, the Village has experienced a significant change in its economy due to the closing of a major employer – the Lyons Falls Pulp and Paper Mill. This now vacant and underutilized site was the catalyst for the Village and County to seek assistance through the Brownfield Opportunity Area Program (BOA). As a result, the New York State Department of State (DOS) has provided funding to Lewis County to create this Brownfield Opportunity Area Nomination Study for Lyons Falls.

This effort is being led by a partnership between the Village of Lyons Falls and Lewis County. The Nomination Study was prepared over one year with guidance from a Steering Committee made up of local business owners, local and regional agencies, residents, and Village Board members. This resulting Nomination Study is a multi-disciplinary, consensus-based, comprehensive approach to brownfield redevelopment based on sound planning principles, environmental analysis, and economic and real estate analysis.

Community Assets 12D

- Strong Community Engagement
- Established Industry Clusters in milling, logging, construction, manufacturing, agriculture, gun cleaning and adventure tourism
- Skilled Workforce
- Abundance of Natural Resources
- High Quality of Life

Diversify.

EXECUTIVE SUMMARY

The Vision

Lyons Falls is a thriving, historic, four-season Village located at the confluence of the Black and Moose Rivers.

Opportunities for employment and education in this friendly, vibrant community encourage multi-generations of residents to make the Village their home.

The Village's many assets, including varied infrastructure, support a sustainable, diverse economy. This easy-going, rural setting co-exists with adventure tourism opportunities and family-oriented activities.

Goals

1. Continue the active community engagement
2. Enhance and expand economic development and educational opportunities Village-wide
3. Identify businesses and industries potential to expand or relocate and offer the employment opportunities.
4. Improve the existing transportation, utility and infrastructure assets
5. Encourage high quality design within the Village and at key gateways

Priority Actions

1. Apply for Implementation Funding through Step 3 of the Brownfield Opportunity Areas Program
2. Advance Redevelopment Efforts at the Former Lyons Falls Paper Mill
3. Advance Adventure Tourism Activities
4. Coordinate with Kruger/ Northbrook Expansion
5. Improve Utilities and Infrastructure
6. Complete Gateway and Corridor Enhancement Study
7. Create Market Strategy for Priority Sites

Industry Targets

- Backcountry and Adventure Tourism
- Bio-Fuels
- Agri-Manufacturing
- Paper Manufacturing and Packaging
- Health Services
- Gun Cleaning and Related Industries
- Retail
- Clean Energy

Thrive.

Sustain.

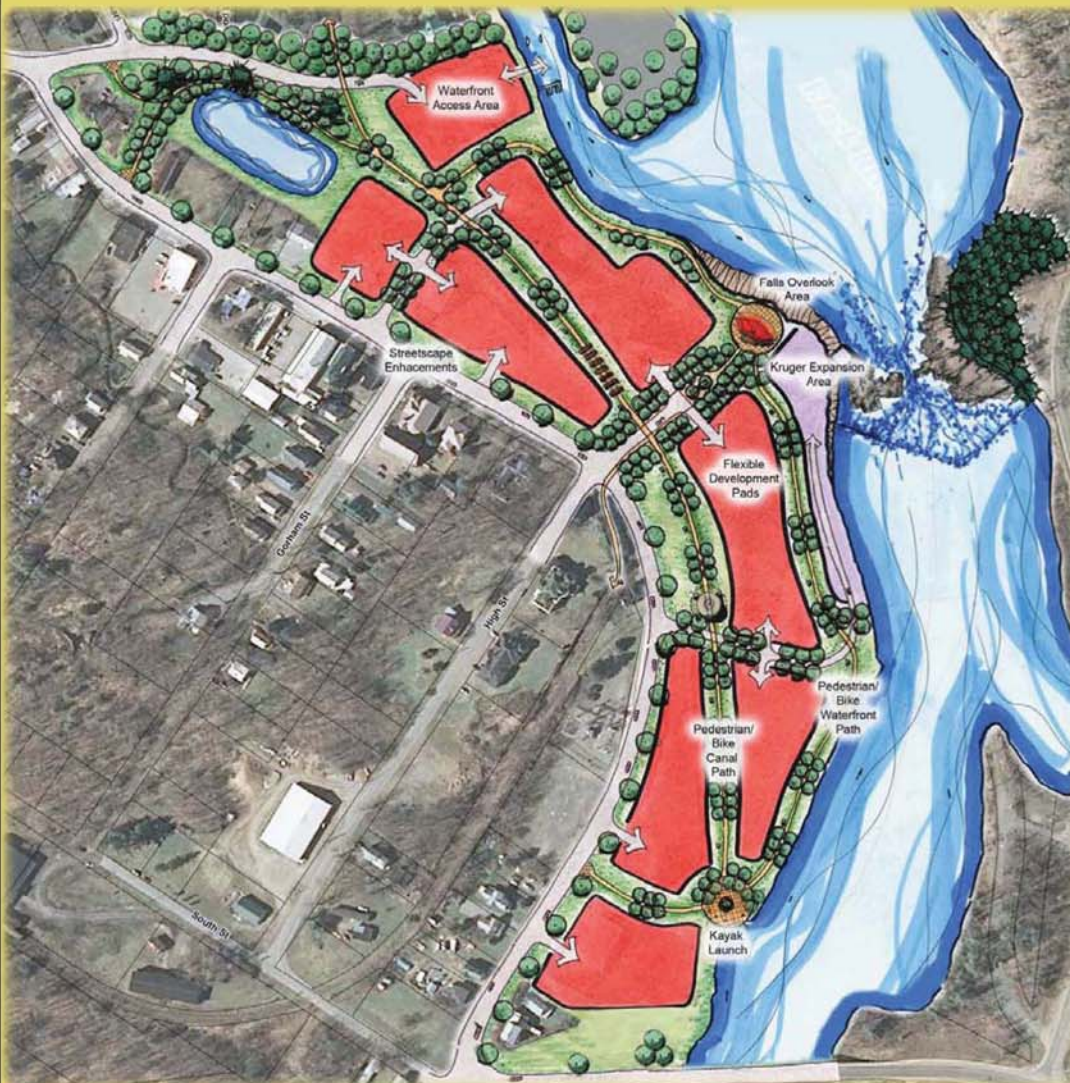
Redevelopment Scenarios

The **Village-wide Scenario** (see front cover) identifies broad areas of future land use that supports the community vision and goals.

- Mill & Downtown Redevelopment Area
- Educational Reuse
- Route 12 Commercial Corridor
- McAlpine & Cherry Streets Intersection Improvements
- Gateway and Corridor Enhancements

As the catalyst for this study, the mill property was examined in more detail. The **Mill Area Redevelopment Scenario** (below) provides a flexible approach that accommodates future growth and reconnects the Village with its natural features.

- Flexible Development Pads
- Streetscape Enhancements
- Waterfront Access Area
- Pedestrian and Bike Canal Path
- Pedestrian and Bike Waterfront Path
- Falls Overlook
- Kruger Expansion Area



Project Website:
www.lyonsfallsboa.wordpress.com

For More Information:

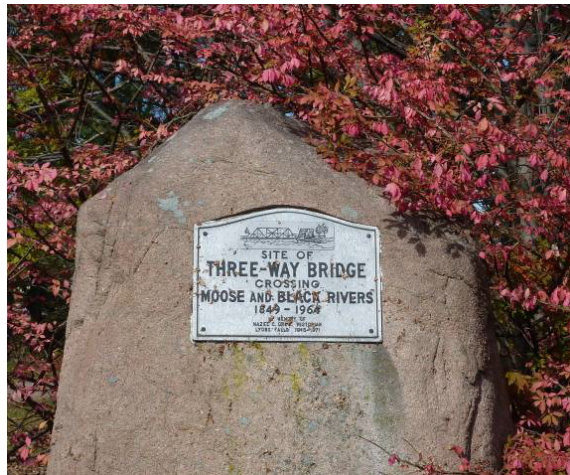
Village of Lyons Falls
315.348.5081
www.villageoflyonsfalls.webs.com

Lewis County Economic Development
& Planning
315.376.5422
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Introduction

The Village of Lyons Falls is a small, historic Black River Canal community in southern Lewis County. Located at the confluence of the Moose and Black Rivers the Village has a strong connection to the natural environment and is home to a beautiful 70-foot waterfall, which still provides power to the energy grid today. The Village occupies the western area of the Northern Forest, which spans from the Tug Hill Plateau to the Adirondack Mountains, to Vermont, New Hampshire and Maine.

In recent years, the Village has experienced a significant change in its economy due to the closing of a major employer – the Lyons Falls Pulp and Paper Mill. This now vacant and underutilized site was the catalyst for the Village and County to seek assistance through the Brownfield Opportunity Areas (BOA) Program and was also identified as a transformative Priority Project in the North Country Regional Economic Development Council’s award winning strategic plan. As a result, the New York State Department of State (DOS) has provided funding to Lewis County to create this Brownfield Opportunity Area Nomination Study for Lyons Falls to advance existing and future efforts to redevelop the Mill Property and the entire Village.



This effort is being led by a partnership between the Village of Lyons Falls and Lewis County. The Nomination Study was prepared over one year with guidance from a Steering Committee comprised of local business owners, local and regional agencies, residents, and Village Board members. This resulting Nomination Study is a multi-disciplinary, consensus-based, comprehensive approach to brownfield redevelopment based on sound planning principles, environmental analysis, and economic and real estate analysis.

Opportunities exist to revitalize the Village of Lyons Falls by building on the community's existing assets including established industry clusters, a skilled workforce, an abundance of natural resources, and an engaged community. Redevelopment of priority sites, including the former Lyons Falls Pulp and Paper Mill and adjacent Kruger hydroelectric facility will help the Village thrive economically, while restoring environmental quality of this portion of the Village and the Black River. The Mill site provides an opportunity to create four-season employment for local residents, and contribute to the diversification of the local economy through a combination of uses. Priority uses include backcountry and adventure tourism, clean energy to fuel manufacturing, as well as suppliers to gun cleaning equipment manufacturers and related industries.

Redevelopment of the former Lyons Falls Paper Mill has been identified as a priority project in the North Country Regional Economic Development Council's Strategic Plan, the Lewis County Comprehensive Economic Development Strategy (CEDS), the Community Development Plan for the Village of Lyons Falls 2010, and by the Lewis County Development Corporation (LCDC). The Lewis County Comprehensive Plan recommends the county investigate the potential for an alternative energy park that could provide tenant with low-cost power. The location of this brownfield site, adjacent to an existing hydro-power plant, supports the recommended "green" industrial park. Ultimately, the County hopes to establish employment for a minimum of 100 individuals at this site.

The BOA Strategy will identify issues related to the long-term viability of these important residential, commercial and industrial areas throughout the entire Village. The goal of this BOA is to refine the vision for the community, by engaging residents, business owners, as well as local, regional, state, and federal agencies. These ideas are then combined with real-time economic and environmental analysis to identify action items that will support the long-term community vision.

Study Area and Project Boundary Justification

The study area includes 627 acres and comprises the entire Village of Lyons Falls. A map of the Study Area Boundary is provided in **Figure 1** on the following page.




The study area boundary was identified through extensive discussions with the Steering Committee, stakeholders, business owners, property owners, Lewis County and the Village of Lyons Falls. Factors that were examined include existing infrastructure, location of vacant and underutilized parcels, real or perceived brownfield sites, existing land uses that affect or are affected by identified potential brownfields, natural or cultural resources with a physical, social visual or economic relationship to identified

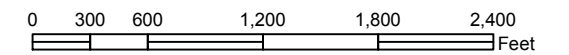
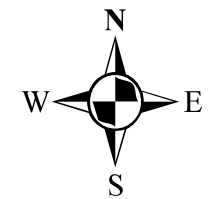
**Village of Lyons Falls
Brownfield Opportunity
Area Program
Nomination Study**

**Figure 1: BOA Study Area
DRAFT**



Legend

-  Study Area Boundary
-  Highways
-  Secondary Roads



1 inch = 1,000 feet

Date: April, 2012

Prepared by:



Prepared for:



This map was prepared for the Village of Lyons Falls and the NYS Department of State, Division of Coastal Resources with state funds provided through the

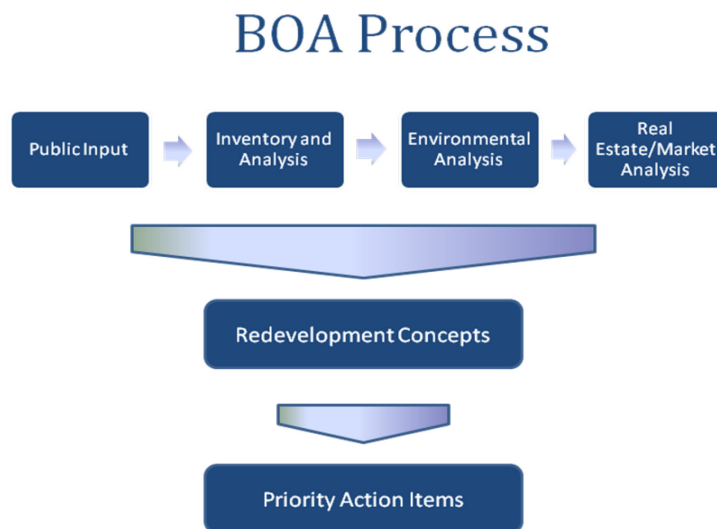
potential brownfields, and areas necessary for the achievement of the goals of the Lyons Falls BOA.

In summary, several key properties were identified by the committee as catalytic properties. Of the underutilized and potential brownfield sites located within the Village, the 10-acre former paper mill site along the banks of the Black River offers the most promise for redevelopment. The site has also been identified by the Lewis County Development Corporation (LCDC) as a top economic development priority county-wide. Other priority sites include: the former Alaskan oil/Marino's property, the former Lyons Falls School, the train station/Agway on McAlpine Street, Northbrook/Kruger Hydro Facility, and a large vacant commercial property located along Route 12.

BOA Planning Process

The BOA program is a 3-step process - Step 1: Pre-Nomination, Step 2: Nomination, and Step 3: Implementation. This report meets the requirements for a Step 2: Nomination Study. The primary goals of the Nomination Study are to identify and assess underutilized sites (Brownfields, abandoned/vacant properties and those with potential environmental contamination) and identify redevelopment strategies to advance area wide revitalization.

Each step of the BOA program includes a strong public participation component. The public and key stakeholders are involved from the start of the effort to build partnerships and the capacity to carry the effort through to implementation. Public input is critical to establishing a vision and goals for the project.



Community Vision and Goals

Vision Statement

An important function of this study is to bring together different planning studies, stakeholder interests, community thoughts and needs, and planning principals in order to work towards comprehensive goals for the study area. To achieve this, a unified vision statement was formed which brings together the elements of these varied interests.

Lyons Falls is a thriving, historic, four-season Village located at the confluence of the Black and Moose Rivers.

Opportunities for employment and education in this friendly, vibrant community encourage multi-generations of residents to make the Village their home.

The Village's many assets, including varied infrastructure, support a sustainable, diverse economy. This easy-going, rural setting co-exists with adventure tourism opportunities and family-oriented activities.

Goals

To achieve this vision, a series of broad-based goals have been established. These goals are provided below, along with a bulleted list of the priority actions and recommendations that support them. Each of the priority actions and recommendations are described in detail starting on page 51 of the Nomination Study.

1. **Continue the commitment and active community engagement created through this effort and other locally-driven efforts to attract residents and year-round visitors as the basis for a thriving, four season village.** The Village is an active community that commonly hosts community-wide events and activities for residents such as the annual community tree lighting, parades, and the Light the Falls competition. The Village also works closely with local organizations and

churches to host broader seasonal activities that attract visitors, such as the Kayak events, and assists the Lewis County Chamber of Commerce with their annual “River Fest”. Continuing and building upon these activities will assist in achieving the vision to create a vibrant community known for adventure tourism and family-oriented activities.

Priority Actions:

- Priority Action 1: Submit Application for a BOA Step 3 – Implementation Strategy
- Priority Action 3: Advance Adventure Tourism Activities
- Priority Action 4: Coordinate with Kruger/Northbrook Lyons Falls, LLC

Village Wide Recommendations:

- 1: Continue Partnerships with Regional Entities as well as Local, State and Federal Agencies
- 4: Engage the Public and Community Organizations
- 10: Consider and Application to the NYS Environmental Protection Fund Grant Program under the NYS Consolidated Funding Application

2. **Enhance and expand economic development and educational opportunities within the Village to support redevelopment, not only of the Mill property, but of the entire Village.** Supporting redevelopment of underutilized properties within the Village will provide economic development opportunities that can encourage multiple generations to make the Village their home. Enhancing educational opportunities within the Village or through partnerships outside the Village can better prepare residents to take advantage of the opportunities that arise.

Priority Actions:

- Priority Action 1: Submit Application for a BOA Step 3 – Implementation Strategy
- Priority Action 2: Advance Redevelopment Efforts at the Former Lyons Falls Paper Mill
- Priority Action 3: Advance Adventure Tourism Activities
- Priority Action 4: Coordinate with Kruger/Northbrook Lyons Falls, LLC
- Priority Action 7: Create a Marketing Strategy for the Priority Properties with the Village

Village Wide Recommendations:

- 1: Continue Partnerships with Regional Entities as well as Local, State and Federal Agencies
- 2: McAlpine Street and Cherry Street Intersection Improvements
- 3: Provide Assistance to Existing Village Businesses
- 4: Engage the Public and Community Organizations
- 8: Understand the Re-use Potential of School Building
- 9: Pursue Energy Efficiency Improvements Village-wide

Mill Property Recommendations:

- 1: Obtain Funding to Complete Phase II Subsurface Investigation
- 2: Continue Partnership with the Lewis County Development Corporation and Lewis County
- 3: Pursue Bio-Fuel Market Opportunities
- 4: Identify a Redevelopment Phase Plan for the Mill Property
- 5: Create a Pro Forma for a Range of Desired Uses for the Lyons Falls Paper Mill Site
- 6: Create a Marketing Strategy for the Mill Property
- 7: Assist Efforts to Conduct a Woodshed Analysis to Support the Bio-fuel Industry

3. **Identify businesses and industries with the strongest potential to expand or relocate to the Village and offer the best prospects for “good jobs” and enhanced tax revenue.** Targeted economic development based on real world trends will assist in building a strong local economy that creates employment for existing and future residents.

Priority Action Items:

- Priority Action 1: Submit Application for a BOA Step 3 – Implementation Strategy
- Priority Action 2: Advance Redevelopment Efforts at the Former Lyons Falls Paper Mill
- Priority Action 3: Advance Adventure Tourism Activities

Village Wide Recommendations:

- 5: Conduct a Site Selection Study to Support the Bio-Fuel Industry

Mill Property Recommendations:

- 3: Pursue Bio-fuel Market Opportunities
 - 5: Create a Pro-Forma for a Range of Desired Uses for the Lyons Falls Paper Mill Site
 - 6: Create a Marketing Strategy for the Mill Property
 - 7: Assist Efforts to Conduct a Woodshed Analysis to Support the Bio-fuel Industry
4. **Improve the existing transportation, utility and infrastructure assets serving the community to provide a competitive edge and sustain a diverse economy.** Competition for economic development is fierce in today's economy. Providing updated infrastructure gives the Village an advantage in attracting investment and economic development. This will be key to a sustainable economy.

Priority Actions:

- Priority Action 1: Submit Application for a BOA Step 3 – Implementation Strategy
- Priority Action 5: Improve and Enhance Utilities
- Priority Action 6: Complete a Gateway and Corridor Enhancement Study

Village Wide Recommendations:

- 2: McAlpine Street and Cherry Street Intersection Improvements
 - 7: Conduct a Truck Traffic Analysis
5. **Encourage high quality design within the Village and at key gateways that will support the thriving community and complement the Village character.** Identifying key gateways and entrances into the Village is critical in drawing people into the community and letting the world know that Lyons Falls is on the map. Also, when a community has invested in the quality design of public spaces, it is attractive to future private investment and economic development. Additionally, the Village is a gateway and major destination for both the Route 12 Black River Scenic Byway and the Black River Blueway Trail.

Priority Actions:

- Priority Action 1: Submit Application for a BOA Step 3 – Implementation Strategy
- Priority Action 6: Complete a Gateway and Corridor Enhancement Study

Village Wide Recommendations:

- 2: McAlpine Street and Cherry Street Intersection Improvements

- 6: Consider Establishment of Zoning

Engaging Partners and Stakeholders

The goal of the public participation during this project was to foster communication, create a sense of ownership and build trust between the public, Lewis County, the Village of Lyons Falls, and regulatory agencies during the course of the BOA study. Citizen participation provides an opportunity to compile the public's knowledge regarding the history of the study area and understand the public's hopes, concerns and desires for the future of the Village of Lyons Falls BOA. The public participation plan achieved the following three objectives:

1. Collected information from the public regarding the study area.
2. Provided opportunities for the public to voice issues, concerns and opportunities.
3. Provided an opportunity for the public to contribute their perspective in the development of the Lyons Falls Brownfield Opportunity Area.

In addition to public input, the BOA study also collected input from various stakeholders and the Lyons Falls BOA Steering Committee. In total, there were two public meetings including a public visioning workshop, several stakeholder meetings, and a series of Steering Committee meetings. A website was created to inform all interested parties about the progress of the study, and it can be viewed at www.lyonsfallsboa.wordpress.com.



Steering Committee Meetings

The Steering Committee, formed at the onset of the study process, represents various interests associated with the study area. Multiple Steering Committee meetings were held throughout the planning process, providing guidance and shaping the direction and recommendations of the study. A summary of Steering Committee meeting minutes can be found in Appendix B.

Stakeholder Meetings

Extensive meetings were held with a variety of stakeholders for this project. The consultant team met with business owners from within the study area, real estate brokers, officials from Lewis County and the Village of Lyons Falls, major property owners and developers, and many other critical players in Lyons Falls' economic development arena. These meetings gave a wide variety of stakeholders the opportunity to weigh in on their concerns, ideas and vision for the Village of Lyons Falls BOA.

Stakeholders were asked a variety of questions regarding the issues, concerns and opportunities within the study area. Business and property owners gave information about the history of their property, any known contamination or other environmental issues, the viability of current businesses or tenants, future plans and projects, and various other items. Public officials were questioned about their ideas and thoughts for feasibility of different industries, business types and uses for the study area, possible incentives and programs to spur redevelopment and job creation in the region, and how the Lyons Falls area fits in to the larger picture of Lyons Falls. Stakeholder responses to economic development questions are further addressed in the economic and market analysis described later in this report.

Public officials and key members of the economic development community expressed concerns about a number of issues. Many noted that the presence of high quality educational institutions (in the Utica area) undergoing expansion is a major asset to the broader region, providing a skilled work force. They were concerned, however, that the options for housing and services in Lyons Falls is lacking, specifically related to the lack of variety in cultural and recreational amenities, restaurant and nightlife, and downtown vibrancy. Quality of life issues such as these are a challenge for a community in retaining its youth, college graduates and skilled workforce, which are all factors that companies take into consideration when locating new or expanding businesses. The affordability of housing, on the other hand, is an attractive incentive for the workforce to remain in or relocate to Lyons Falls.

In addition to the above input, this group of stakeholders had a number of ideas regarding the types of businesses that could potentially be viable within, or should be tapped into for, the Lyons Falls area.

Interagency Working Group

During the course of the Nomination Study planning process, an Interagency Working Group meeting was hosted by the Tug Hill Commission. Participants included

What We Want	Community Spirit	Built Environment	Natural Environment
	Still on the map Keep the kids here Reason to stay Alive and smiling faces Peace and quiet Self-sustaining downtown Thriving Booming Diverse economy		
	Employment Tourism Higher education Healthy downtown Senior services & housing Youth services	Rehabilitated buildings	Access to water for recreation
	Relieve tax burden Consolidated services Public Transportation Small businesses	Dining, shops, entertainment Redeveloped mill Redeveloped school Truck bypass Rail connections Better Roads	Hydropower Campground on the river Kayak Capitol

What We Have	Community Spirit	Built Environment	Natural Environment
	Motivation Initiative Enthusiasm Safety History Strong Working together Hope	Infrastructure Rail Trails Historic Architecture	Rivers Falls
	Involved local government Community Events Local Businesses School District Services Fire Department	Parks Access to Route 12 Sewer System Snowmobile network	River Access Renewable energy (wind and water) Clean water
	Child-friendly Lyons Falls Alive Church collaboration Otis Farmers Market Support Groups Health Center	Library Black River Canal Riverside Park Canal Basin Park Fiber Optics Fitness Trail Hotel	Hunting and Fishing Natural Gas Kayaking Hydropower Maple Syrup

When asked where the community should be in 10 or 20 years the public provided the following:

- Still on the Map
- Keep the kids here; Have a Reason to Stay
- Alive and Smiling Faces
- Self-sustaining Downtown

Inventory and Analysis Highlights

An inventory and analysis was conducted to examine the community and regional setting, land uses, zoning, land ownership, transportation systems, infrastructure, natural resources, parks and open space, historic areas, economic trends, and brownfield sites. The following highlights of the inventory and analysis are intended to provide a summary snapshot of existing conditions within the study area. To view the complete Inventory and Analysis of the Brownfield Opportunity Area for the Lyons Falls BOA, see Appendix C.

COMMUNITY AND REGIONAL SETTING

The Village of Lyons Falls is a small community located in southern Lewis County. **Figure 2: Lewis County Character Area Plan**¹ provides a regional and community context. The fate of the region has been historically connected to the abundance of water, wood and dairy products.² Lyons Falls has always been closely tied to the “water” and “wood” elements of that triumvirate as a center for the manufacturing of paper products in the County, as previously illustrated. While some manufacturing employment associated with the paper industry still exists in the County today, Lyons Falls has ceased to be such an employment center since the closure of the mill in 2001.

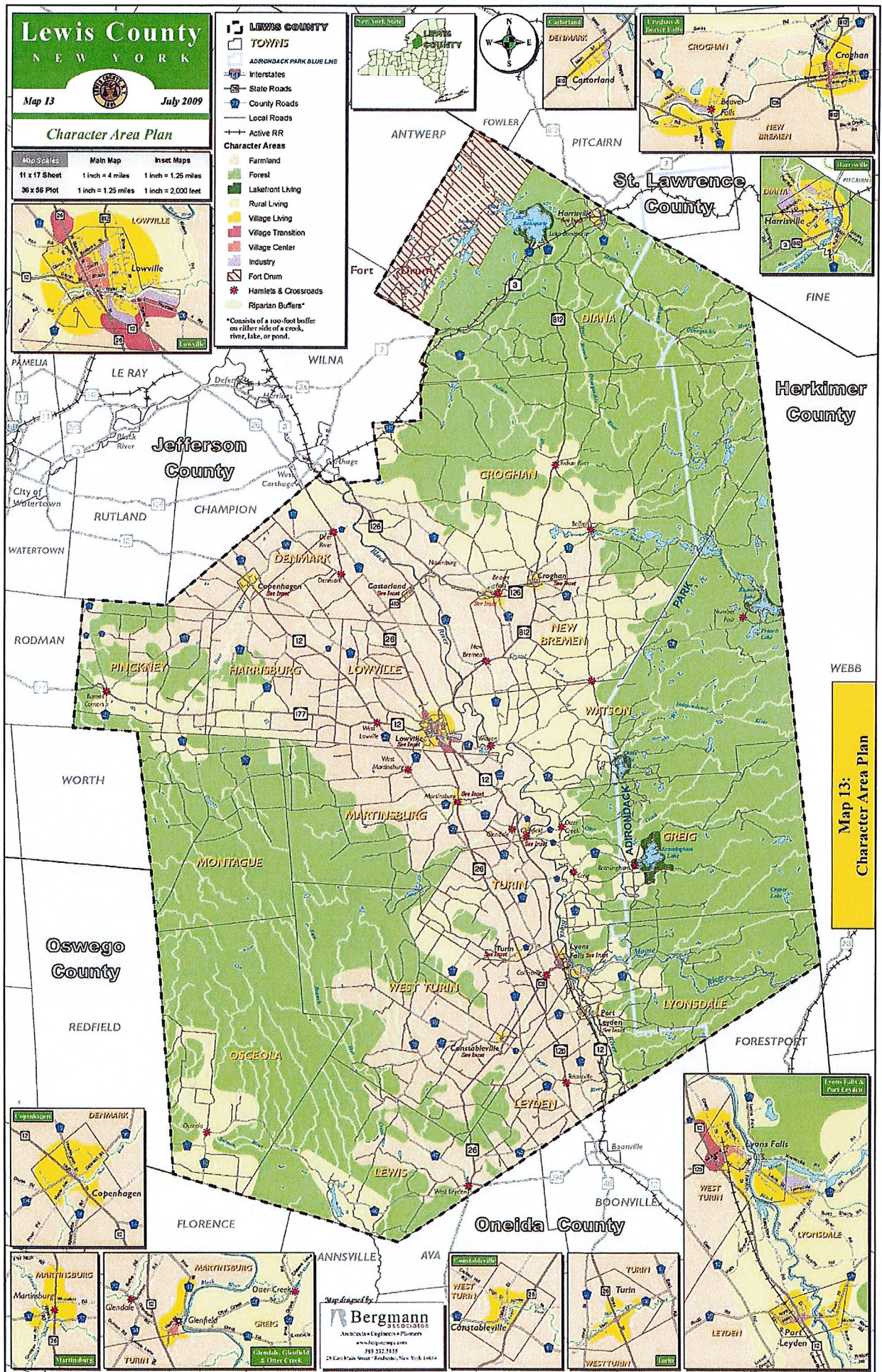
Lewis County’s connection to water and dairy products is represented in the agricultural and energy production industries. The fertile Black River Valley and cool, wet climate make Lewis County ideal for the production of dairy products, leading to agriculture representing 7.6% of all employment in the County.³ As an urbanized area, Lyons Falls is comprised of little agricultural land but is nonetheless significantly impacted by the industry. Additionally, steep gradients along the Black and Moose River Valleys allow for the placement of hydroelectric power facilities in the County. Lyons Falls has such a facility in operation today on the site of the former mill operated by Northbrook Lyons Falls, LLC/Kruger.

¹ 2009 Lewis County Comprehensive Plan

² 2006 Lewis County Comprehensive Economic Development Strategy

³ 2006 Lewis County Comprehensive Economic Development Strategy

Figure 2: Community Context Map



Looking toward the future, adventure tourism is becoming a key industry for the region throughout all seasons of the year. The Black and Moose Rivers boast excellent waters for fishing, kayaking, canoeing, and whitewater rafting in the warmer months. Winter brings significant snowfall to the region making Lewis County a magnet for snowmobile, hunting and cross country enthusiasts. ATV usage is also prominent. Tourism is on the rise in the County and trades associated with tourism, such as lodging, food service, retail, and more generate comparable employment to industry, albeit at a lower wage scale.⁴

Lyons Falls' role in the County is in a state of flux. The one-time manufacturing hub has been transitioning into a more residentially-oriented community. The education, health and social services industry sectors amounts to approximately 24% of all employment in the Village.⁵ However, with a focus being placed on the redevelopment of the former mill site and the Black and Moose River adventure tourism corridors, Lyons Falls is poised to once again become an economic development engine, contributing to the broader region.

DEMOGRAPHIC AND ECONOMIC PROFILE

In considering redevelopment of key sites within the Village, demographic information becomes an important factor as it is an indicator of potential workforce. The Village has a population of 566 residents, and lost approximately 4% of its population between 2000 and 2010. Poverty levels in the study area are estimated to be 6.7%, well below both County and State levels. Lyons Falls has seen only a small shift in age demographics. Population 18 years of age and under has increased by 1.1%, population of age 19 to 24 has decreased by 1.3%, while other age cohorts changed by less than 0.2%.

Regionally, the Town of Lyonsdale, the Town of West Turin, and Lewis County have generally experienced an increase in the population age 45 and over and a decrease among population of age 25 to 44. These cohorts have remained relatively stable within the Village of Lyons Falls, indicating a strong work-age population.

A demographic overview of the Village of Lyons Falls and Lewis County is provided in **Table 1: Community Demographic Summary**.

⁴ 2006 Lewis County Comprehensive Economic Development Strategy

⁵ 2005-2009 American Communities Survey

Demographic Indicator	Village of Lyons Falls	Lewis County, NY
Population		
Population – (2010 US Census)	566	27,087
Population Growth – 2000 – 2010 (US Census)	-4.2%	0.5%
Median Age	34.6	40.2
Income		
Per Capita Income	\$24,182	\$21,249
Poverty Rate	6.7%	16.0%
Housing		
Household Size	2.33	2.33
Employment Profile		
Agriculture, forestry, fishing/hunting, mining	0%	7.6%
Construction	17.3%	9.9%
Manufacturing	15%	13.6%
Wholesale trade	0.3%	1.7%
Retail trade	10.9%	11.1%
Transportation and warehousing, and utilities	5.3%	3.8%
Information	0%	1.4%
Finance, insurance, real estate, and rental and leasing	2.3%	2.5%
Professional, scientific, management, administrative, and waste management services	3.8%	5.1%
Educational, health and social services	24.2%	24.3%
Arts, entertainment, recreation, accommodation and food services	12.7%	7.7%
Other services (except public administration)	0.8%	4.8%
Public administration	7.4%	6.5%
Unemployment	5.3%	9.2% (NYS Dept of Labor, 2010)
<i>Source: U.S. Census Bureau American Community Survey 2005 – 2009 unless otherwise noted.</i>		

EXISTING LAND USE AND ZONING

The Village of Lyons Falls is predominantly a built environment, with approximately 59% of all lands within the BOA dedicated to residential use. The majority of the residential properties are located within the areas north of McAlpine and south of the former school building and west of Center Street. The next highest land use category is vacant land which comprises 32% of the study area, followed by recreation, which accounts for 10% of the land area.

The study area contains 23 commercial parcels which comprise just below 6% of the area's total parcels. These properties can be found mainly on NYS Route 12, McAlpine Street, and Center Street. While Lyons Falls was once a hub for industrial activity and employment in Lewis County when the paper mill was thriving, today the Village has limited employment opportunities in the industrial sector. Industrial land uses can be found along rail lines, as part of the mill site, and east of the Black River on Laura Street. **Figure 3: Existing Land Use Map** is provided on the following page for reference.

The Village does not currently have zoning in place. One significant incentive for redevelopment in any community is certainty. Certainty that the community is supportive of the type of development proposed; certainty that the use is a permitted use; and certainty of the development review process. The Steering Committee recognizes the importance of ensuring certainty for property owners and those wishing to invest in the Village, and has included the establishment of a basic, straightforward zoning ordinance as a recommendation (see page 55).

To build the local tax base, provide employment opportunities and increase services for local residents, it is important to find ways to increase available space for commercial and industrial uses within the BOA. Opportunities exist to create four-season employment through the redevelopment of the former Lyons Falls paper mill.

Village of Lyons Falls Brownfield Opportunity Area Program Nomination Study

Figure 3: Land Use

Land Use Category	Total Acreage	% of Total Area	Total Parcels	% of Total Parcels
Agriculture	28.66	5.19%	1	0.26%
Residential	225.79	40.85%	231	59.08%
Vacant	178.79	32.35%	116	29.67%
Commercial	36.99	6.69%	23	5.88%
Recreation	55.22	9.99%	2	0.51%
Community Service	9.95	1.80%	8	2.05%
Industrial	4.37	0.79%	1	0.26%
Public Service	12.93	2.34%	9	2.30%
Totals	552.70	100.00%	391	100.00%

Legend

Land Use

- Agricultural
- Residential
- Vacant
- Commercial
- Recreation
- Community Service
- Industrial
- Public Service
- Study Area Boundary
- Highways
- Secondary Roads

Data Sources:
 Parcels: Lewis County Real Property Service (RPS)
 Town Boundaries: NYS Office of Cyber Security
 Land Use Classifications: Local Assessors via RPS



0 300 600 1,200 1,800 2,400 Feet

1 inch = 1,000 feet

Date: August 2012

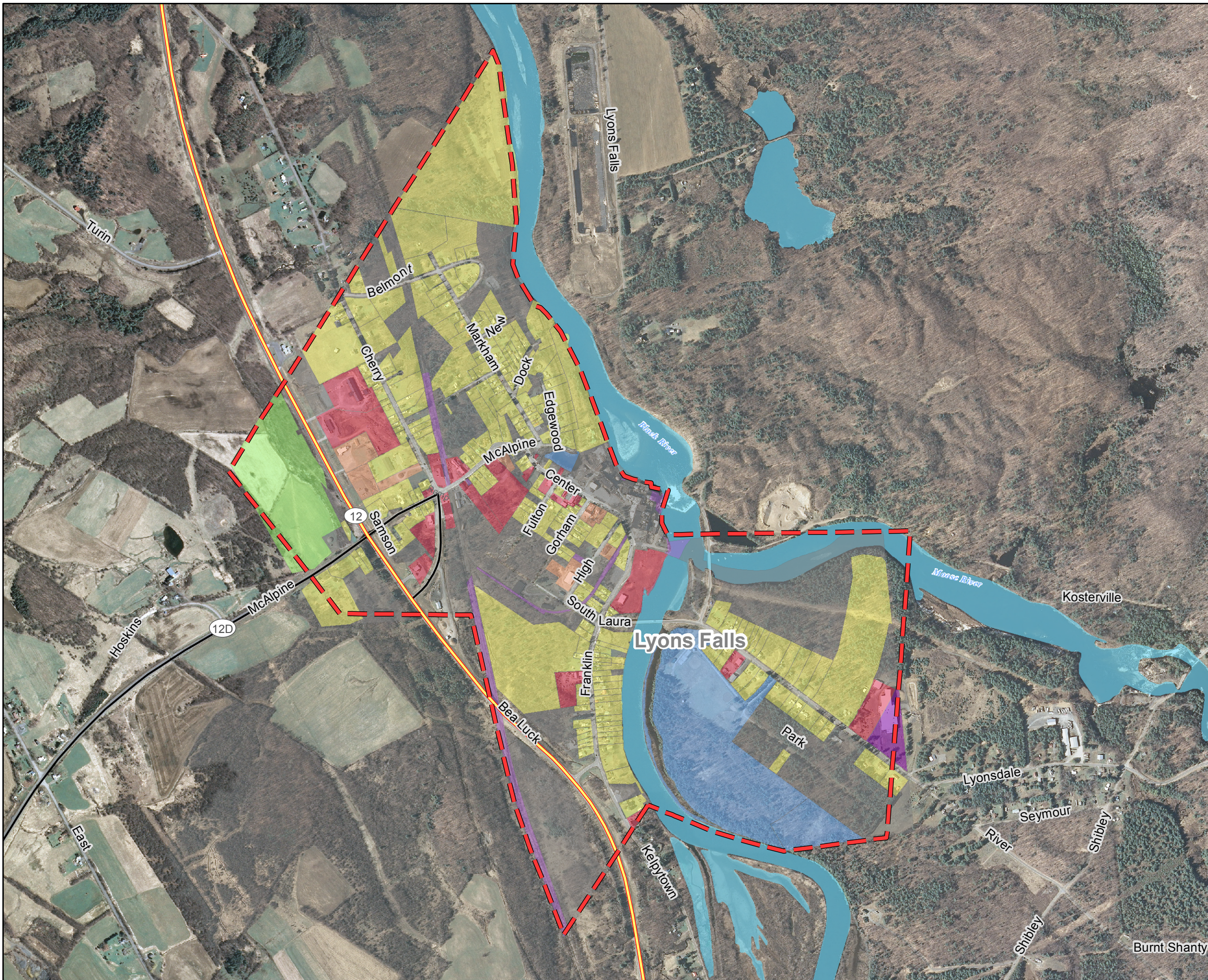
Prepared by:



Prepared for:



This map was prepared for the Village of Lyons Falls and the NYS Department of State, Division of Coastal Resources with state funds provided through the



EXISTING ECONOMIC DISTRICTS AND INCENTIVE PROGRAMS

The Village of Lyons Falls is supported by two economic development agencies whose goal is to attract and enhance industrial and economic development within the County: the Lewis County Industrial Development Agency (LCIDA) and the Lewis County Development Corporation (LCDC). Both organizations provide financial and technical assistance to qualified applicants within the study area.

A subsidiary of the LCDC recently purchased the former Lyons Falls Pulp & Paper site with the goal of redevelopment as a business park. As the Mill property is an integral part of the revitalization strategy, it will be critical to maintain an open and coordinated partnership with the LCDC and Lewis County as redevelopment moves forward.

LAND OWNERSHIP

Land ownership is an important criterion when evaluating revitalization opportunities. When land is held in public ownership, it simplifies matters for the municipality to implement its vision for the property. Public landowners within the BOA include:

- Village of Lyons Falls, which owns 22 parcels (including the Riverside Park Park) for a total of 71 acres.
- Lewis County Industrial Development Agency, which owns 9 parcels for a total of 14 acres.
- Black Moose Development LLC, which owns 1 parcel (former mill) for a total of 9 acres.
- Lewis County, which owns 2 parcels for a total of 2 acres.
- Town of West Turin, which owns 4 parcels for a total of 1 acre.

The majority of lands within the BOA are held by private ownership. Due to the size, location, and/or configuration of these parcels, these private landowners represent the potential to be significant partners with the Village and County as redevelopment efforts are undertaken. Several landowners within the study area have been involved in the BOA process as key stakeholders, having been interviewed and expressed their concerns and desires. They have also attended both steering committee meetings and public meetings, contributing important input to the process.

PARKS AND OPEN SPACE

As a burgeoning destination for outdoor tourism, the Village already has some key assets in terms of parks and recreation. The over 50-acre Lyons Falls Riverside Park, located east of the Black River off of Laura Street, has ball fields, a basketball court, a tennis court, a playground designed for children 12 and under, a pavilion, and undeveloped forested land running along the Black River. This park provides space for local festivals that occur throughout the year, including a Farmers Market that is sponsored by Lyons Falls ALIVE. In the spring of 2012, a fitness trail with 20 stations will be added to the park. Utilization of the Lyons Falls Canoe Launch enables outdoor enthusiasts to access the upper Black River and lower Moose River for scenic vistas, swimming, fishing, and other recreational activities associated with the rivers. Other outdoor pursuits such as whitewater rafting and kayaking can be had on the more rapid segments of the rivers nearby. Winter brings significant snowfall to the region making Lewis County a magnet for snowmobile, hunting and cross country skiing enthusiasts.

Location makes Lyons Falls poised to take advantage of the unique opportunities provided by the adventure tourism industry. Tourism is on the rise in the County and trades associated with tourism, such as lodging, food service, retail, and more generate comparable employment to industry, albeit at a lower wage scale.⁶

HISTORIC OR ARCHEOLOGICALLY SIGNIFICANT AREAS

Most of the Village of Lyons Falls has been classified as an archaeologically sensitive area by the NYS Office of Parks, Recreation, and Historic Preservation (OPRHP). In addition, two sites within the study area, the Gould Mansion Complex (1904)⁷ and the Forest Presbyterian Church (1894)⁸ are registered on the National Register of Historic Places. The Village is also home to three locks and the turning basin from the Black River Canal which was built in 1855, as well as the historic train depot built in 1903.

As a result of these designations, time schedules for redevelopment project review and permitting may need to accommodate historic and archaeological reviews and considerations. The New York State Historic Preservation Office (SHPO) may also be involved in a specific project if public funds are used. However, assistance opportunities also exist via the SHPO in the form of grants, federal historic

⁶ 2006 Lewis County Comprehensive Economic Development Strategy

⁷ United States Department of the Interior – National Parks Service – National Registry of Historic Places

⁸ United States Department of the Interior – National Parks Service – National Registry of Historic Places

rehabilitation tax credit, state and federal environmental review, and technical assistance.⁹

TRANSPORTATION SYSTEMS

The Village of Lyons Falls has sufficient transportations systems in place to allow for the efficient movement of people, goods, and services, which are necessary to support a successful economic development strategy. The study area's main vehicular access is NYS Route 12 which connects Lyons Falls with larger markets in Utica, Rome, and Watertown. The Village functions as a significant gateway and destination along the Route 12 Black River Scenic Byway and the Black River Blueway Trail. Interstates 90 and 81, located nearby, supply the Village with vehicular access to both large consumer markets in Syracuse and Albany, and to outdoor destinations such as the Adirondack Park, the Tug Hill Plateau and Lake Ontario. This access offers the Village a unique opportunity to extend its goods and services to large markets and to simultaneously draw consumers to the area through tourism destinations.

To ensure that the study area is attractive to consumers, tourists and private investment, it is imperative that the Village examine access management opportunities and physical enhancements to the Route 12 corridor and gateway points into the Village along Route 12 at the intersections of McAlpine, Cherry and Franklin Streets.

INFRASTRUCTURE AND UTILITY ANALYSIS

The capability of the Village's infrastructure, such as utilities, sewer and water systems, to accommodate both current and future development is a critical consideration when discussing the revitalization of the Study Area. Overall, the Lyons Falls BOA is well served by public water service, public sewer service to all properties located on the west side of the Black River, natural gas, electricity and telecommunications services. To ensure that the study area will have infrastructure necessary to support proposed BOA activities, Lewis County and the Village have identified the following recommended projects:

- Wastewater system engineering needs analysis and assessment
- Improvement to access road at wastewater treatment plant
- Filter basket replacement or grinding pumps at Dock Street pump station
- Storm drain replacements and new installations

⁹ www.nysparks.com/shpo

- Water distribution line improvements, valve replacements, hydrant replacements
- Water supply building security system
- Street reconstruction, repaving, storm gutters

It is acknowledged that a detailed utility study will be required as the redevelopment strategies move from the concept to schematic phase. Necessary utility capacities will be more adequately addressed in the future during project redevelopment as the type and magnitude of uses is identified.

NATURAL RESOURCES AND ENVIRONMENTAL FEATURES

Natural resources are of great importance to the Village and region. Lyons Falls is located at the confluence of the Moose and Black Rivers, which support both recreation and commercial activities within the study area. Due to its frequent rapids, the Moose River is popular among whitewater rafters, kayakers, and canoeists in addition to hydroelectric power companies.

As a compact, traditionally industrial community, Lyons Falls does not contain any significant environmental features to be protected by New York State Department of Environmental Conservation (NYSDEC) regulations. To ensure that the study area remains a viable asset to promote tourism and improve the quality of life of local residents, any redevelopment efforts within the BOA should include preventative measures to limit impact to wildlife habitats and the natural environment.

Recognizing the significant natural and scenic features of the community, the Village is also part of the regional efforts related to the 94-mile long Black River Scenic Byway (Route 12) and the Black River Blueway Trail. The Black River Scenic Byway is a 'gateway' byway and is one of fourteen scenic byways in the Adirondack North Country. Scenic Byways link communities along a scenic vehicular route by a theme, which in this instance is the beauty and functionality of the Black River. While some communities may not generate much tourist activity individually, when linked together these communities can create an overall travel experience that attracts tourists. This creates opportunities for communities to capture tourism dollars locally.

Assets, Challenges & Opportunities

The inventory and analysis also assisted in the understanding of the Village's assets, challenges, and opportunities. This inventory combined with a market analysis, input from stakeholders, guidance from the Steering Committee and the public involvement helped to shape the redevelopment concepts and action items for the Village's future development and reuse strategy in a manner that meets the Village's long-term vision and goals. A summary snapshot of key findings that support the action items is described below. The Inventory and Analysis of the BOA is included in Appendix C and Full Market Analysis can be found in the Appendix D.

ASSETS

To identify the strongest potential to grow the Lyons Falls' economy, it was important to first conduct a competitive analysis to identify the community's economic development assets – both business and physical. The project team's initial findings identified the community's natural resources and established niche in natural and adventure tourism as one of the strongest business assets. The Village's strategic location within the Northern Forest region and along the Black River Scenic Byway and the Black River Blueway Trail is important in supporting these assets.

The Village of Lyons Falls, and the surrounding region, has a niche in natural and adventure tourism. Natural resources such as the Moose and Black Rivers, the falls, Black River Canal, and the nearby Adirondack Mountains and Tug Hill make the area an ideal location for natural and adventure tourism activities. Residents and visitors alike enjoy kayaking, hiking, camping, ATV's, snowmobiling, cross-country skiing, and other sports.

In addition, Lyons Falls has a number of key assets in place that will allow the community to distinguish itself from the markets within the region. These assets include: established industry clusters, a skilled workforce in manufacturing and transportation, a strong community, and a high quality of life for residents and business owners.

Established Clusters: Lyons Falls has established industry clusters in the milling, logging, paper, construction, manufacturing, agriculture, hydrology and adventure tourism industries. The Village is also a leader in the specialized cluster of gun cleaning. The presence of Otis Technology, who is an established leader in gun cleaning systems, makes the Lyons Falls market unique. The physical infrastructure, as well as the people and technology needed to grow this unique sector, is already in place and ready to be marketed.

Workforce: The Village and surrounding area already has an established skilled manufacturing and transportation workforce in place, as well as the specialized field of gun cleaning. Lyons Falls has a high percentage of employed individuals, which suggests a strong work ethic.

Strong Community: When residents were asked to identify the best qualities of the Village of Lyons Falls, one common theme emerged – strong community. Residents spoke about people taking pride in their community, how friendly people are, and how generations of families have been raised in Lyons Falls. For a community to succeed in growing and attracting new businesses, especially in the tourism industry, it must demonstrate it is a community one would want to visit or relocate to.

Quality of Life: The Village of Lyons Falls offers residents and business owners a high quality of life including friendly faces, community activities and organizations, low cost residential, commercial and industrial properties, low crime rates, short commutes, and a quiet, natural rural setting. Nearby snowmobile trails, and cross-country and downhill skiing also provide winter sporting opportunities, while the Moose and Black Rivers provide water-based opportunities year-round. Additionally, quality schools are also an attraction for families.

The average housing cost in 2009 was approximately \$97,500, well below the US average. The Village is located within an easy drive to both the Adirondack Park and Tug Hill Plateau, making it an ideal location for sports and outdoor enthusiasts. Driving distances to nearby municipalities range from 45 miles to the City of Utica, 45 miles to Watertown, 56 miles to the City of Syracuse, 184 miles to Buffalo, NY and 72 miles to the Canadian border.

CHALLENGES

It is important to note that the economic and demographic analysis indicates that opportunities outweigh existing issues as related to business attraction. In order to create an attractive marketing package, Lyons Falls must work to minimize or mitigate the following key issues:

- Limited amenities and services in the Downtown
- Higher level of education attainment possible if closer links with universities are provided as well as a revitalization of the downtown and the provision of consistent higher paying jobs in management and professions
- Lyons Falls needs to find a unique path to distinguish itself from larger more established centers

OPPORTUNITIES

Prepare. Attract. Grow. The purpose of evaluating the assets, challenges, existing conditions and economic and market trends is to identify ways to: prepare the community for new opportunities, attract new businesses and jobs to the area, and grow and diversify the economy.

Specifically, this analysis will help Lyons Falls to identify the best prospects for employment growth in the community. The final work product will provide the community with a list of target industries and companies that have a reasonable potential for locating in the Lyons Falls BOA.

National and Local Trends

Lyons Falls can take advantage of positive economic projections due to its cluster of tourism and agriculture. Positioning and incentives will be key factors to success. The US economy is expected to proceed from recession to recovery from 2010-2018. It was widely recognized by economic experts as the most severe recession since World War II. The average annual growth in the eight years ahead is projected to be 0.8%, slower than the historical rate of 1.1%. It is also projected that unemployment will be 5% by 2018. International trade is expected to grow by 3.9% annually, while consumer spending is expected to slow from peak to 2.5%. Opportunities do exist as green-related products are attracting corporate attention all around, and are attractive to young, educated and sophisticated businesses and consumers.

Locally, the Village's industry clusters will be the focus of new business targeting and the plan for Lyons Falls. The goal is to match growing business trends with local industry strengths. The local economy is dominated by educational services, tourism and related retail services. The once dominant manufacturing sector is still notable, but is on the decline. Gun cleaning may have additional links to a growing sector, particularly given the rapid expansion and continued growth of Otis Technology, Inc. While retail, educational and social services are locally and regionally driven, tourism has the potential to attract spending from the entire Northeast region bringing significant dollars to the local economy. However, the mill property in its current state may be an impediment to tourism.

Targeting Industry & Business for Lyons Falls

A target industry analysis was conducted to identify industries (or types of industries) that have the strongest potential to expand or relocate to the Lyons Falls region and offer the best prospects for "good jobs" – those that offer higher quality of life (security, higher wages, training, flexibility, etc.).

The project team identified a number of growing industry segments at the State level ranging from tourism to manufacturing. To develop a list of target industries and companies within these clusters that have a reasonable potential for locating in the Lyons Falls BOA, additional screens were applied.

After the project team identified those industry sectors that offer significant economic development opportunity and employment growth potential, a screen was applied to identify those clusters that best match the economic characteristics of the region, the resources and advantages associated with the study area, and local workforce requirements.

The team also took into consideration the top 10 criteria that industry site specialists utilize when determining a location for relocation and growth potential. The top 10 expansion/relocation criteria for companies include:

1. Quality of life (cost of living, access to quality housing and education, climate, access to culture, shopping, recreation, and a vibrant downtown)
2. Workforce availability (skilled labor, education and links to higher education)
3. Cost of doing business (labor costs, operation costs including real estate utilities)
4. Presence of clusters of similar businesses
5. Access and transportation
6. Access to customers
7. Availability of incentives
8. Ease of development of targeted location
9. Taxes
10. Ease of doing business – friendliness of community toward business and development

The Target Industry Analysis yielded eight major industry segments that have a strong potential to expand or relocate to the Lyons Falls BOA and provide residents with “good jobs”. These industries include:

- Backcountry and Adventure Tourism
- Paper Manufacturing and Packaging
- Bio-Fuel
- Gun Cleaning and Related Industries
- Agri-Manufacturing
- Health Services

- Clean Energy
- Retail

Backcountry and Adventure Tourism

Backcountry and Adventure Tourism, which includes snowmobiling, kayaking, ATV's, swift water rafting, game hunting and sport fishing, is one of the fastest growing trends in the travel business. The Adventure Travel Trade Association defines adventure travel as any tourist activity that includes two of the following three components: a physical activity, a cultural exchange or interaction and engagement with nature.

Located at the junction of the Moose and Black Rivers, Lyons Falls has the potential to capitalize on the area's natural beauty and grow the backcountry and adventure tourism sector. An existing cluster is already in place, minimal infrastructure is needed to expand or startup industry sector businesses, and there is a significant market in place. The backcountry and adventure tourism sector typically appeals to adventure seekers who have expendable income, and no children. Within the New York State market (within a 5 hour drive) there are approximately 4.2 million males ages 25 to 54. Of those, 5% are making over \$200,000 annually.

The Steering Committee assigned a ranking to each industry sector, scored from 1 to 5 with 5 being the highest, based on how well that business/cluster achieved the desired vision of the BOA. The Committee scored the Backcountry and Adventure Tourism industry a 5. It is a rapidly growing industry, the most recession proof sector in the tourism industry, many adventure sports, like kayaking and snowmobiling are already in place in Lyons Falls, and tourism can attract spending from the entire northeast region and grow the local economy.

An opportunity exists to grow existing businesses and diversify the local tourism market by attracting small specialized companies to the area such as: Discovery Tours based in Westport, CT; Wild Land Tours, Herzels Wilderness Tours, Effort Hunting Adventures, Moose River Rafting, Woodland Lodge, Wilderness Horizons, Rock Water Adventures or O'Brian's Bird Tours.

Paper Manufacturing and Packaging

Eco friendly packaging is a fast growing product sector in the US economy. As consumers are becoming increasingly more conscious of waste from packaging, there has been an increase in products made from bamboo and biodegradable plastics.

Lyons Falls has the potential to successfully grow this industry sector based on existing linkages in logging, paper and manufacturing.

Examples of target companies include: Balaji Agencies, who export jute and cotton bags; Corrupad, who create cushion padding form from waste paper, Corrupal, Inc. who provides ecological pallets and packing from corrugated paperboard, Creative Bags, who specialize in eco friendly shopping bags, Delta Paper Corporation.

BioChemicals, Pharmaceuticals and BioFuels

Wood-based biofuels, specifically, are experiencing significant attention in the region. Biofuels are renewable resources and can include ethanol, biodiesel and biomass. Ethanol is produced from corn, biodiesel from soybeans, and biomass includes wood and other plant and animal matter. The emerging trend of a forest economy may include biofuel generated electricity and the use of woody biomass in pharmaceuticals and chemicals. This trend could potentially be supported by nearby forests.

With increasing oil prices, concern over greenhouse gas emission and an increased need for energy security, biofuels are gaining increasing popularity among the American public. Biofuels are biodegradable and non-toxic, sustainable forms of energy that have potential applications beyond just transportation and electrical generation. The Steering Committee awarded a score of 4 to the biofuel industry based on the fact that green energy is a fast growing industry and that there is a link to the strong agricultural presence in Lyons Falls.

Target companies include the Renewable Energy Group located in Iowa, a \$100M company that experienced a 1,000% growth, and ReEnergy.

Gun Cleaning and Related Industries

The US gun manufacturing industry includes about 300 companies with annual revenues of approximately \$5 billion. The industry is highly concentrated. Demand is driven mostly by hunters, gun enthusiasts, and weapon upgrades by police departments. Small companies can compete effectively by producing premium-priced high quality or decorative guns. The industry is still fairly labor intensive with a reported average annual revenue of \$240,000 per worker.

An opportunity exists in reuse of existing products, specialty manufacturing and local specialty sales targeting the tourism and sports tourism market. Accessories are also a growth area.

This industry cluster was awarded a ranking of 3. There is an opportunity to grow retail sales in the area and cross support the backcountry and adventure tourism industry. An existing supplier link is in place with the Otis Technology facility. Otis,

which experienced a 350% growth rate, produces firearm cleaning equipment and is located within the Village. In addition to trend stores such as Dick's Sporting Goods, Cabalas and LL Bean, Otis is a major supplier to the US Military, the US Department of Homeland Security and various law enforcement agencies.

Agri-Manufacturing

Agri-manufacturing is one of the strongest industries in New York State. Lewis County has been recognized as a leader in the export of agricultural products including milk, cream cheese and maple syrup. The growth of the agri-manufacturing industry in Lyons Falls would mean an opportunity to turn agricultural production into manufacturing jobs locally.

Target companies include: Edible Arrangements, a \$100M Connecticut based company that experienced 1,300% growth; Mini-Melts (CT); a natural and organic snack company such as Big Sky located in Connecticut or Horizon Milk.

Health Services – Home Health Care

According to the U.S. Bureau of Labor Statistics, home health care is one the fastest growing segments in the health services industry. In 2008 the oldest baby boomers were 62 and were receiving partial social security. By 2018 this group will be fully retired. The increasing number of baby boomers, coupled with the recent development of in-home medical technologies, and patients' preference for in-home care is expected to increase the number of personal home care workers to increase by 46%, creating an additional half million jobs in the home health aide sector by 2018.

Positions in the Home Health Services sector include those who provide patient services (nursing specialists, physical, occupation, respiratory and speech language therapists, nutritionists and social workers), as well as office positions (billing and coding, administrative, marketing, human resources, accounting, information technology and business management services).

The Steering Committee scored the health services industry sector a 2. The need exists to serve local residents and tourists. There is already a strong cluster presence in the health services industry, and the potential exists for expansion into the region for services born locally, but a stronger linkage with community colleges and trade schools is needed. Utica College provides a curriculum in health studies that focuses on health education in the context of either liberal arts or business management studies, and a home health aide program is offered at Mohawk Valley Community College.

Locally, the BOCES in Glenfield offers an LPN and CNA (Certified Nursing Assistant) programs, and Jefferson Community College in Watertown offers a Registered Nurse program. The opportunity exists to develop and implement a job training program catering to health services education locally.

Target industries in the home health services sector include Almost Family (KY), a home health care service business that experienced 50% annual growth.

Clean Energy

The clean (or renewable) energy sector includes alternative energy technologies such as solar PV, solar thermal, hydropower, passive cooling, biofuel, geothermal, and wind power. Renewable energy is part of an overall ever growing green industry. New government policies, technological advances, and increasing private investment dollars have made it possible for these alternative energy sources to successfully compete in mainstream energy markets.

Opportunity exists to grow the Clean/Green Energy sector in Lyons Falls. The Village's existing manufacturing facilities are seeking options to give them a "green" edge and reduce energy costs. The potential also exists to link alternative energy sources to the community's existing agriculture presence which could reduce costs and increase profitability for local businesses.

Target renewable energy companies include Integrated Power Systems (NY), a \$5M company that sets power systems for manufacturing and recently experienced a 200% growth, and Environmental Lubricants of IA, a \$5M company that experienced 600% growth.

Retail

Lyons Falls has the potential to include targeted retail as part of the downtown retail core when linked to local services and tourism. Research indicates that retailing accounts for over 47% of the local workforce and over 16% of all sales within a 10 mile radius of the Lyons Falls BOA. A closer look at retail indicates that most local retail sales are from food, sporting goods and guns, which clearly supports the cluster of demand in the sporting and adventure tourism sectors.

Priority Brownfield, Abandoned and Vacant Sites

The study area contains several sites which were identified as priorities in the Pre-Nomination Study. This next step in the BOA program further refined and/or added to those priority sites, as described below. These sites may be brownfields, abandoned, or vacant. In addition, some sites may contain active businesses. In those instances, the Committee wished to include the property to provide assistance to the existing business to remain or expand, if desired.

It is envisioned that each of these priority sites will greatly contribute to the Village vision of a thriving, four-season community. The status of these sites is important for identifying current challenges and future opportunities for development, redevelopment or business retention and/or expansion. At the writing of this study, efforts are already underway to understand opportunities and potential remediation needs at the Mill property, the Old Marino’s property owner is advancing retail efforts for the existing building and the Former School and Agway property have recently changed ownership creating possible opportunities for redevelopment.

Table 2: Priority Sites provides a summary of those sites identified by the community whose redevelopment has the potential to serve as a catalyst for area-wide change. A summary of each priority site, including a property overview, site history and environmental background, and potential use, is provided on the following pages.

A complete set of profile forms for each of the strategic sites located within the Village is provided in Appendix E - Strategic Sites Information.

Table 2. Priority Sites				
Site*	Parcel	Owner	Acres	Description
B	322.18-01-13.000	Terrence Thisse	0.22	Former Alaskan Oil/Marino’s
E	322.19-01-23.100	Gary Hill	1.08	Train Station/Agway
G	322.19-06-09.100	Syversen Estate	4.46	Former Lyons Falls School
O	322.19-07-04.100; 322.19-07-04.200	Black Moose Development, LLC (subsidiary of Lewis County Development Corporation)	9.4	Former Paper Mill
Q	322.19-07-06.000	Kruger		Kruger Hydro Facility
X	338.11-01-03.100	Lawrence and Donna Dolhof	19.4	Vacant commercial
*Site letter corresponds to a larger Strategic Sites Listing located in Appendix 5. Sources: Parcels and Property owners: Lewis County Real Property Service (RPS); Town Boundaries: NYS Office of Cyber Security				

Former Alaskan Oil/
Marino's Pizza
6793 McAlpine Street



Current Property Owner:
Private

Current Land Use:
Vacant Building

Parcel Number:
322.18-01-13.000

Potential Use:
Redevelopment and clean-up of this abandoned property could revitalize the commercial core while restoring environmental quality.

Current Profile:

The site consists of 0.22 acres of land improved by a one-story, 1,600 square foot wood structure constructed in 1950. This site represents a priority opportunity and the property owner has taken steps to bring a new business to the site.

Site History:

According to the 1909 Sanborn Fire Insurance Map, the property was undeveloped at that time. Local property owners report that the property was historically utilized as an automobile repair shop and retail gasoline station until the 1990s. The site included four 4,000-gallon gasoline underground storage tanks have historically existed on the site, which have been "closed-removed" and an in-ground automobile lift. The property was later converted to a restaurant when Marino's Pizza purchased the property sometime between 1996 and 2000. Records indicate that the property was inspected in March 2006 and found to be abandoned at that time.

Environmental Background:

Two spills have occurred on the site to date related to gasoline. As a result of the spill and remedial investigations performed at the site, in association with historical spills and petroleum bulk storage, it appears that soil and groundwater at the site are impacted with residual gasoline contaminants. The degree and extent has not been delineated to date.

Train Station/Agway
6819 McAlpine Street



Current Property Owner:
Private

Current Land Use:
Commercial

Parcel Number:
322.19-01-23.100

Potential Use:
Large, centrally located commercial property could be redeveloped to support tourism activities.

Current Profile:

This site consists of 1.08 acres of land, improved by a vacant train depot, and a 9,000 square foot one-story building with an adjoined barn structure and a partial second story. Currently the site and buildings are utilized by Agway as a retail sales location, with a 2nd floor residential apartment. Given its central location in the community and near the train tracks, the redevelopment of this property is critical.

Site History:

According to historical sources, the site was developed as a train depot in 1903. In 1940, the site was improved with a one-story building with an adjoined barn structure which was used as a feed mill and storage facility. In 1962, the railroad ceased operation of the tracks and the depot building was abandoned. A greenhouse was added in 1980.

Environmental Background:

There is no information pertaining to historical or current environmental investigations at the site. The exact use of the depot could not be ascertained, but it is common for freight depots to be involved with the transportation of hazardous materials (e.g., oils, chemicals). No pesticides or herbicides were reported to be stored or sold for retail at Agway, but if determined to have occurred in the past herbicide/pesticide storage and handling would be considered high risk for spills and releases especially if predating major environmental laws (pre-1980s).

Former Lyons Falls School

6832 McAlpine St



Current Property Owner:
Private

Current Land Use:
Residential

Parcel Number:
322.19-06-09.100

Potential Use:
Large property provides potential for future education or housing opportunities.

Current Profile:

This property consists of approximately 4.46 acres of land, improved by a two-story concrete block structure, with a full basement. The building is currently in use, but in an increasingly dilapidated state. There may be an opportunity to work with the new property owner to improve and redevelopment the building. This location could provide a connection to future educational or housing opportunities.

Site History:

According to the 1909 Sanborn Fire Insurance Map of the area, the property was occupied by a small school house. The current property building was constructed on-site in 1927. The building was constructed to replace the old school house and served as the community elementary school and high school until 1963, when the South Lewis Central School was built. The site was the Village's elementary school until it closed in 1982. The building was reportedly used as an office for a local construction company during the mid 1980s through the early 1990s.

Environmental Background:

A 3,000-gallon fuel oil above ground storage tank was historically present on-site. According to local residents, the tank was removed at an unknown date and no confirmatory soil or ground water samples were collected. In addition, interviewees have reported asbestos containing materials are likely present within the structure and that a 10,000 gallon underground fuel tank may be present.

Former Lyons Falls Paper Mill

Center Street



Current Property Owner:
Black Moose Development, LLC

Current Land Use:
Vacant

Parcel Number:
322.19-07-04.100
322.19-07-04.200

Potential Use:
Support facilities for backcountry and adventure tourism, clean energy to fuel manufacturing, gun cleaning equipment manufacturers, as well as a paper making museum.

Current Profile:

The property includes a 9.4 acre site, improved by a pulp and paper mill manufacturing facility. Current efforts by the LCDC to understand the extent of contamination and remediation needs are underway. This is a key priority site for the Village located in the heart of downtown.

Site History:

The property has a long history of use in industrial operations (pulp and paper mill) dating back to 1894. The most recent owner, Lyons Falls Pulp and Paper Co., Inc., was in operation from 1985 to 2001. Operations were terminated in 2001. Since that time, the property has been predominantly vacant except for a few leasing businesses. The former Black River Canal is located under the mill property. Water from the Black River continues to flow through the subsurface canal into the Turning Basin, which prevents the basin from becoming stagnant.

Environmental Background:

Since 1988, the site has had a history of several petroleum spills/releases. The facility also has a history of handling, using, and disposing of various organic materials such as chlorinated and non-chlorinated solvents, pesticides, PCBs, and inorganic compounds.. A Phase I Environmental Site Assessment was completed in 2008, and reevaluated in 2010.

An EPA Brownfield Grant was submitted to investigate the site and LCDC has a consulting firm pending to complete an asbestos survey.

Northbrook/Kruger Hydro Facility



Current Property Owner:
Private

Current Land Use:
Hydro Facility

Parcel Number:
322.19-07-06.000

Potential Use:
“Green” Energy

Current Profile:

The property is occupied by three buildings, including a one-story structure 1,425 square foot structure built in 1923, a three-story 3,072 square foot brick structure also built in 1923, and a three-story 16,560 square foot brick structure reportedly built between 1901 and 1905. In addition to the buildings, there is a flume, a dam, and other appurtenances associated with the plant.

Site History:

The site is located along the western bank of the Black River and has been utilized as a hydroelectric plant since the early 1900s. According to interviews with local residents, the property was occupied by a saw mill prior to construction of the hydroelectric plant. Up until 2002, the electricity generated by these plants was used to power the Lyons Pulp and Paper Mill. The paper mill is now closed and the energy is sold to the New York Independent System Operator (NYISO). The site is currently owned by Krueger Energy, who purchased the property in January 2008.

Environmental Background:

No information was discovered during our review pertaining to historical or current environmental investigations at the site. However, the use of oils and hazardous substances is possible predominantly from historical site operations that would have occurred during the time period predating major environmental laws (pre-1980s).

Dolhof Property

West Side of Street Route 12



Current Property Owner:

Private

Current Land Use:

Vacant Commercial

Parcel Number:

338.11-01-03.100

Potential Use:

Possible Bio-Fuels

Current Profile: According to information obtained from the Lyons Falls Assessor's office, the site consists of approximately 19.4 acres of vacant land, with a one acre portion of the site described as "undeveloped", a four acre portion of the site described as "residual", and a 14.4 acre portion of the site described as "woodland" on the property record card.

Site History: Interviews with residents indicated that the property has always been vacant and was purchased by for future development. To date, no development has occurred at the property. The property is currently owned by Lawrence Dolhof who purchased the property at an unknown date.

Environmental Background: No information was discovered during our review pertaining to historical or current environmental investigations at the site.

Selected Redevelopment Scenarios

Two future redevelopment scenarios were prepared for this nomination study – one Village-wide scenario and a scenario specifically for the Mill Property. A description of key components for each scenario can be found below.

Village-Wide Redevelopment Scenario

Given that the BOA study area encompasses the entire Village, a BOA-wide future land use and redevelopment scenario was created. The proposed redevelopment, illustrated in **Figure 4: Land Use and Development Scenario**, identifies broad areas of future land use that can support the community vision and goals. The following are key components of the Village-wide future land use scenario:

- **Mill and Downtown Redevelopment Area:** This includes the area around Center Street in the downtown and encompasses the entire Mill property, the Kruger Hydroelectric facility and the riverfront. A thriving downtown is often a key attractor for economic development, private investment, residents and visitors. A focus on redevelopment of this area will also serve to advance several goals of the Black River Scenic Byway including increasing public access to the river and developing a sustainable “adventure” tourism-based economy.
- **Educational Reuse:** This includes the former school building located on McAlpine Street. This site had been identified as a priority and may present opportunities for educational reuse.
- **Route 12 Commercial Corridor:** The entire Route 12 corridor in the Village serves as a regional commercial corridor and is part of the Black River Scenic Byway as well as the Black River Blueway Trail. While several successful businesses do exist, there is an opportunity to expand the commercial activities within the corridor to provided needed services to Village residents and visitors. Building on these opportunities will not only benefit the Village, but will also further advance the vision and goals of the Byway management plan. Commercial activity within the corridor should also support activities within the Mill and Downtown Redevelopment Area.
- **McAlpine Street and Cherry Street Intersection Improvements:** The intersection of McAlpine Street and Cherry Street is an important crossroads in the Village. With the Village offices, pharmacy, Dollar General and Laundromat, it serves as a compact, small scale commercial node within the Village. The Village has initiated significant aesthetic improvements to the intersection with assistance

**Village of Lyons Falls
Brownfield Opportunity Area Program**

Nomination Study

Figure 4: Village-Wide Land Use and Development Scenario



Key

-  BOA Boundary (Village Limits)
-  Parcels

Data Sources:
Parcels: Lewis County Real Property Service (RPS)
Town Boundaries: NYS Office of Cyber Security



Prepared by:
ELAN
Planning / Design / Landscape Architecture PLLC



Map Date:
February 2012

Prepared for:
HRP Associates, Inc.
ENVIRONMENTAL/CIVIL ENGINEERING & HYDROGEOLOGY
Creating the Right Solution Together



This map was computer generated using data acquired by Elan Planning, Design, and Landscape Architecture PLLC from various sources and is intended only for reference, conceptual planning, and presentation purposes. This map is not intended for and should not be used to establish boundaries, property lines, location of objects, or to provide any other information typically needed for construction or any other purpose when engineered plans or land surveys are needed.

- from the NYS Main Street Program by providing benches, signage, flowering trees and seasonal flowers. Local businesses such as the Pharmacy, Laundromat, Dollar General, Hendel Hotel and the Old Marinos have received façade improvements.
- **Gateway and Corridor Enhancements:** The Route 12 community gateways are often the first impression for visitors and travelers along the corridor. It is important to inform travelers and visitors of what the Village has to offer, especially for those areas not visible from Route 12 (such as the downtown and riverfront).

Mill Property Redevelopment Scenario

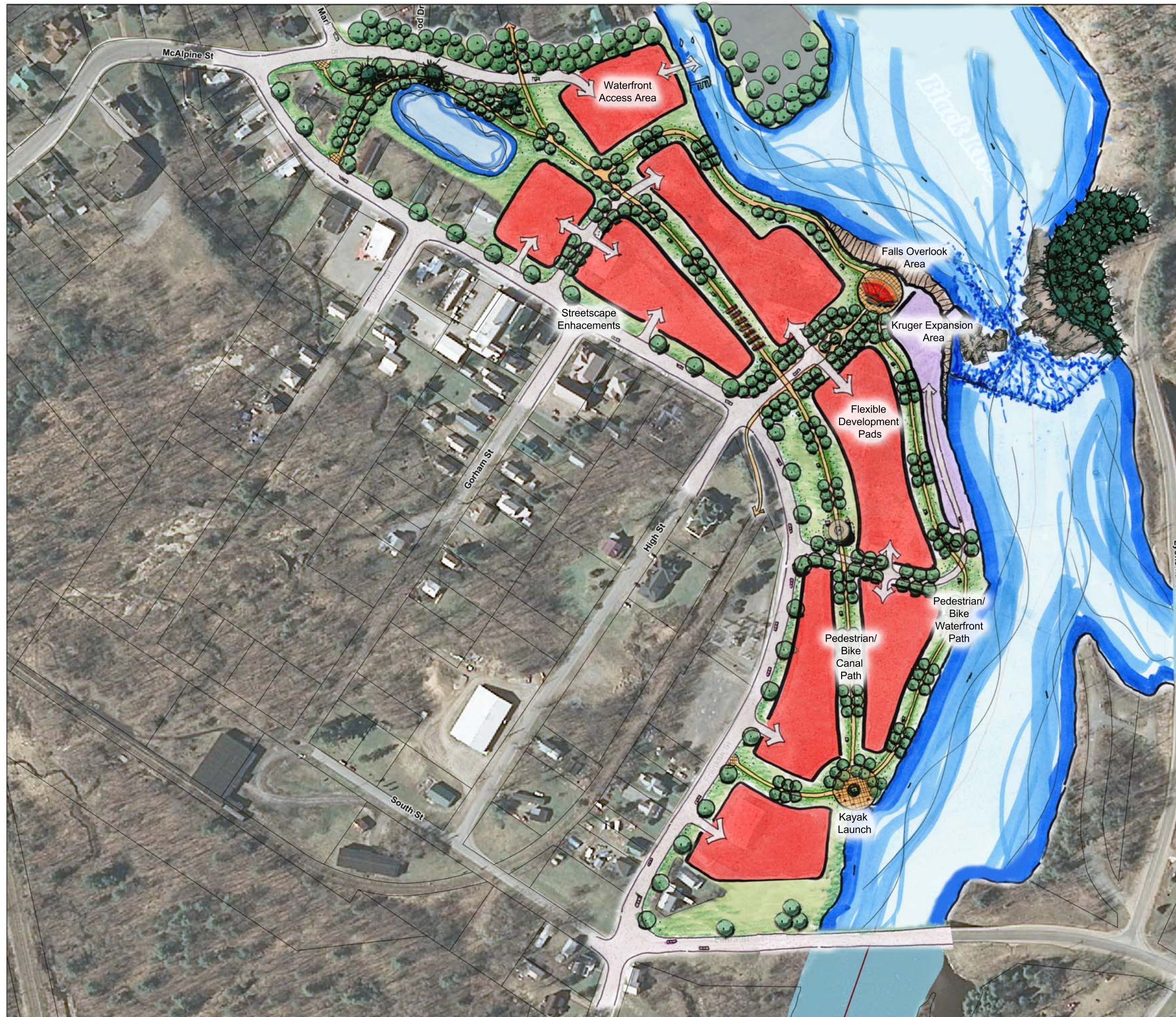
The Mill Property was the catalyst for this BOA study and it will likely be the catalyst for future Village-wide growth and enhancement. As such, this area was evaluated in more detail. The concept illustrated in **Figure 5: Mill Opportunity Area** a future site layout that not only accommodates future redevelopment, but also reconnects the Village with its natural and historic features such as the former canal and the waterfront. The Mill Property Redevelopment concept provides the flexibility to accommodate multiple redevelopment opportunities in a phased approach and provide public amenities such as a riverwalk and a kayak launch. The following are key components of the Mill Property Redevelopment Scenario:

- **Flexible Development Pads:** The concept identifies multiple development pads in varying sizes that could accommodate any variety of development. An example redevelopment program is identified in this section and represents potential businesses related to the adventure tourism industry that could locate on these development pads. The flexible development pads will also allow for key design components to accommodate the Northbrook/Krueger hydro-electric facility and create opportunities for key public access and amenities.
- **Streetscape Enhancements:** Streetscape enhancements along Center Street and throughout the proposed street extensions within the site will enhance the pedestrian environment and greatly improve the aesthetic character of the Village downtown.
- **Waterfront Access Area:** This area at the north end of the Mill area could provide public access to the waterfront north of the falls.

Village of Lyons Falls
Brownfield Opportunity Area Program

Nomination Study

Figure 5: Mill Opportunity Area
Redevelopment Scenario



Key

Parcels

Data Sources:
Parcels: Lewis County Real Property Service (RPS)
Town Boundaries: NYS Office of Cyber Security



Prepared by:
ELAN
Planning / Design / Landscape Architecture PLLC



Date: July 2011

Prepared for:
HRP Associates, Inc.
ENVIRONMENTAL, ENGINEERING & HYDROLOGICAL
Creating the Right Solution Together

Scale: 1" = 100'

100 50 0 100 200 300 Feet

This map was computer generated using data acquired by Elan Planning, Design, and Landscape Architecture PLLC from various sources and is intended only for reference, conceptual planning, and presentation purposes. This map is not intended for and should not be used to establish boundaries, property lines, location of objects, or to provide any other information typically needed for construction or any other purpose when engineered plans or land surveys are needed.

- **Pedestrian and Bike Canal Path:** This proposed public pedestrian/bike path follows the historic Black River Canal route.
- **Pedestrian and Bike Waterfront Path:** This proposed public pedestrian/bike path provides access to the waterfront, a significant defining feature in the historic development of Lyons Falls.
- **Falls Overlook Area:** The 70-foot falls are a unique and stunning natural feature. A falls overlook area would allow residents and visitors to take advantage of this feature.
- **Kruger Expansion Area:** This area along the waterfront represents an opportunity to initiate private investment in the area, improve access to the waterfront and provide public amenities.
- **Kayak Launch:** This is located at the southern end of the area and would provide public access to the waterfront for boating and kayaking.

Example of Redevelopment Program with an Adventure Tourism Focus – Mill Property

Mill Program Detail	Type of Tenant	Typical Example	Square Footage Estimate
Retail	Clothing to support: hunting, camping, fishing, kayaking, etc	Cabbala, EMS, Outdoor Store; Orvis (mini), Roots, Bike rentals; Adirondack Paddle and Pole; quick silver; Columbia sportswear; Bass Pro; LL Bean mini market; Snowmobile parts & services	15,000 to 20,000 sf
Specialty Restaurant destination	Restaurant with a view overlooking falls and showcases local craft---Farm to Table	Such as Simon Pearce in Queechee, VT	5,000 sf
Services	Deli; pub; local cuisine restaurant; pasta	Local grown; Brew house; Carumbas; Barefoot Bistro	10,000 sf
Hospitality	Midscale hotel/lodge with future conference expansion potential	Home grown in or lodge; bed and breakfast in residents homes at start up for summer and peak winter	150 rooms

Tourism Support	Information services; booking manager; medical services		1,500 sf
Tourism programs/operators	Kayaking programs, Fishing, Zip lines, Tubing, Camping, Bird Watching, Hiking, Snowmobiling, Hunting, Snowshoeing, Family ski center	Discovery Tours; Wildland Tours, Herzels Wildness Tours; Moose River Rafting	5,000 to 10,000 sf
Total Program			60,000 - 120,000 sf

Recommended Actions Items

The Village of Lyons Falls is uniquely positioned to move forward on several diverse fronts. The recent purchase of the Mill Property by the Lewis County Development Corporation (LCDC) places a priority site into the control of this public entity. State-wide attention to the redevelopment of this site is bringing technical and financial attention to the Village. In addition, the industry markets that have been identified through the combination of the market analysis and public input coincide well with state and regional initiatives.

The following priority actions and recommendations together move the Village closer to its vision and will benefit the community by creating opportunities for job growth, recreational opportunities, connections to the rivers, and by opening up opportunities for tax revenue generation. For reference, a copy of the community vision and goals are provided below.

Vision Statement

Lyons Falls is a thriving, historic, four-season Village located at the confluence of the Black and Moose Rivers.

Opportunities for employment and education in this friendly, vibrant community encourage multi-generations of residents to make the Village their home.

The Village's many assets, including varied infrastructure, support a sustainable, diverse economy. This easy-going, rural setting co-exists with adventure tourism opportunities and family-oriented activities.

Community Goals

1. Continue the commitment and active community engagement created through this effort and other locally-driven efforts to attract residents and year-round visitors as the basis for a thriving, four season village.
2. Enhance and expand economic development and educational opportunities within the Village to support redevelopment, not only of the Mill property, but of the entire Village.
3. Identify businesses and industries with the strongest potential to expand or relocate to the Village and offer the best prospects for “good jobs” and enhanced tax revenue.
4. Improve the existing transportation, utility and infrastructure assets serving the community to provide a competitive edge and sustain a diverse economy.
5. Encourage high quality design within the Village and at key gateways that will support the thriving community and complement the Village character.

Priority Actions

The following priority action items are intended to be initiated immediately.

Priority Action 1: Submit Application for a BOA Step 3 – Implementation Strategy.

Numerous activities must be continued and/or initiated to further redevelopment activities within the Village. Additional funding and technical resources will be necessary to achieve implementation. The NYSDOS BOA program Step 3 is one readily available funding source. Under Step 3 several necessary engineering and planning studies would be eligible. Many of the priority actions listed below as well as the Village-wide recommendations would be eligible Step 3 activities. This priority action item will be completed by the Village, in partnership with Lewis County, in 2012.

Priority Action 2: Advance Redevelopment Efforts at the Former Lyons Falls Paper Mill.

The Mill property is the foremost priority site in the Village. This redevelopment project has recently been included as a Priority Project in the award winning North Country Regional Economic Development Council Strategy. The anticipated \$3 million redevelopment project received a grant award of \$333,000 in 2011 from New York State. Additionally, the Northern Border Regional Commission provided over \$95,000 in funding in 2011 to the LCDC to rehabilitate a rail spur connecting to the Mill property.

This site will be a significant catalyst for Village-wide redevelopment and job growth. The redevelopment process is already underway due to efforts of the Lewis County Development Corporation (LCDC). The redevelopment of the Lyons Falls Paper Mill, and the adjacent Kruger hydroelectric facility, will help the village to thrive, economically. The Mill site provides an opportunity to create four-season employment for local

residents, and contribute to the diversification of the local economy through a combination of uses. Priority uses include support facilities for backcountry and adventure tourism, clean energy to fuel manufacturing, as well as suppliers to gun cleaning equipment manufacturers and related industries. The mill could also serve as home to a paper making museum. Given the significance of this site, descriptions of recommended actions specific to the mill property immediately follow this list of priority actions.

Immediate next steps associated with continued redevelopment of the Mill include:

- a. Phase II Subsurface Investigations to evaluate potential environmental concerns at selected properties.
- b. Preparation of Bid Specifications for Hazardous Materials (e.g., asbestos, lead, PCBs) removal.
- c. Preparation of demolition plan and specifications.
- d. Completion of a utility infrastructure analysis.
- e. Preparation of conceptual marketing literature for developer solicitation.
- f. Completion of traffic and environmental impact studies.

This priority action item is to be completed by 2014 as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program.

Priority Action 3: Advance Adventure Tourism Activities.

While several industries have been identified for redevelopment opportunities, the one industry that would require the least initial resources to implement and provide quality employment in the near-term is adventure tourism. Many adventure tourism activities and infrastructure already exists, the industry is in a high growth mode and the area is beaming with natural resources and beauty that supports this concept. Expanding this market is a logical immediate implementation item that could yield short-term results. Job growth can begin with the first snow for the snowmobile season, for example, with limited assistance in organization and state marketing. The following are several activities that could be implemented to advance adventure tourism in the Village. These activities could be implemented by the Village or in conjunction with the many partners involved throughout this process.

- a. Working with Lewis County and the local Eagle Scouts to create a cross-country ski trail.
- b. Work with the Tug Hill Commission to ensure Lyons Falls is included in regional tourism marketing efforts and activities such as the Black River Blueway Trail.

- c. Establish a staffed Welcome Area to educate visitors about the Village and tourism opportunities in the community and region.
- d. Design and Construct a Kayak Launch along the waterfront.
- e. Understand and Utilize the Iroquois Grant.
- f. Connect to Regional Trail Networks.

This priority action item is to be completed by 2014 as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program.

Priority Action 4: Coordinate with Kruger/Northbrook Lyons Falls, LLC. Kruger/Northbrook is involved in an expansion effort for its hydro-electric facility located along the Black River. This facility is located adjacent to the Mill property and is complicated by issues associated with the Mill property. Also, the process required to expand the facility identifies community improvements. The LCDC and Village could work with Kruger/Northbrook to incorporate a Falls Overlook or a pedestrian/bike waterfront path into the expansion plans.

Priority Action 5: Improve and Enhance Utilities and Infrastructure.

Adequate sewer and water infrastructure is critical to supporting existing and new development as well as redevelopment within the Village. The Village has several infrastructure improvement projects identified or underway related to the wastewater system, storm drainage, the water systems and street improvements. This public investment indicates support by the community to move the Village forward and can assist in attracting potential investors to redevelop priority sites within the Village. However, it has been recognized that improvements to waste water and storm water systems, streets, and electrical service to the Lyons Falls Paper Mill Site, as well as other locations throughout the village may be needed. Identified improvements will enhance the viability and marketability of the site(s) for a range of desired development. The Village will coordinate with the Environmental Facilities Corporation (EFC), New York State Department of Transportation (NYSDOT) and the New York State Energy Research and Development Authority (NYSERDA), as well as other relevant agencies, to develop a coordinated infrastructure improvement plan and financing strategy by 2013. Working with a consulting firm, the Village could apply for inclusion in the NYS Clean Water State Revolving Fund for Water Pollution Control (CWSRF) Intended Use Plan which would provide access to additional funding opportunities.

Priority Action 6: Complete a Gateway and Corridor Enhancement Study. This effort would focus on the Route 12 corridor and gateway points into the Village along the Route 12 Black River Scenic Byway at the intersections of McAlpine Street, Cherry Street, and Franklin Street. Working with NYSDOT, the Village could enhance the key

gateways identified and perhaps create a more unique experience within the corridor. This effort should also examine access management opportunities and options for vehicular connections parallel to Route 12. Maintaining the transportation integrity of Route 12 as one of only two major transportation routes (I-81 the other) providing access to the western portion of the North Country, Fort Drum and the region's agricultural economy. Coordination with adjacent communities will be helpful in this effort. This priority action item is to be completed by 2014 as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program.

Priority Action 7: Create a Marketing Strategy for the Priority Properties within the Village.

Similar to marketing efforts for the mill property, a marketing strategy could be developed for key properties through the Village, such as the Agway and School properties. This would assist in attracting investment into the community. This priority action item is to be completed by 2014 as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program.

Village-wide Recommendations

1. **Continue Partnerships with Regional Entities as well as Local, State and Federal Agencies.** Partnership will be essential to advancing Lyons Falls toward its vision of a thriving, four-season community providing tax base and employment opportunities. Partnering with entities such as the Tug Hill Commission, DEC, Environmental Facilities Coordination (EFC), and New York State Department Transportation (NYSDOT), will be critical from a funding and technical resource perspective.
2. **McAlpine Street and Cherry Street Intersection Improvements:** This intersection serves as a compact, small scale commercial node within the Village. This intersection is critical to the pedestrian and vehicular flow in the heart of the Village and will continue to be important for new and existing businesses. The Village has initiated significant aesthetic improvements to the intersection with assistance from the NYS Main Street Program by providing benches, signage, flowering trees and seasonal flowers. However, the vast paved area and undefined pedestrian space create a less than desirable area. An analysis of targeted physical improvements can greatly enhance the aesthetics and functionality of this important node. This recommendation is to be completed by 2014 as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program.

3. **Provide Assistance to Existing Village Businesses:** The LCDC, the Village or the County could work to provide assistance to existing businesses that wish to remain in Lyons Falls or expand within the community.
4. **Engage the Public and Community Organizations.** Local involvement leads to a sense of ownership of improvements and community activities. This, in turn, leads to implementation. Lyons Falls has a strong community spirit, as evidenced by the well-attended public meetings, year-round community activities, and organizations such as Lyons Falls ALIVE. These efforts have created and will continue to support a thriving community. Utilizing this spirit to launch the ideas and recommendations discussed throughout this study will be critical to sustain implementation activities.
5. **Conduct a Site Selection Study to Support the Bio-Fuel Industry.** Through the Step 2 process, the community has learned about a desire to locate a bio-fuel manufacturing prototype in the Village. Once the technology for commercial manufacturing of bio-fuels has been established on a commercial scale, a manufacturing site will be needed. This site will have specific size and location requirements. The Village could, through a BOA Step 3, assist in identifying sites that might fit the needs of this emerging industry. This recommendation could to be completed as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program.
6. **Consider the Establishment of Zoning.** The Village does not currently have zoning in place. One significant incentive for redevelopment in any community is certainty. Certainty that the community is supportive of the type of development proposed; certainty that the use is a permitted use; and certainty of the development review process. The establishment of a basic, straightforward zoning ordinance would ensure certainty for property owners and those wishing to invest in the Village and allow the Village to shape its future. This recommendation is to be completed as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program.
7. **Conduct a Truck Traffic Analysis.** Based on stakeholder and public input, it is recognized that there is a significant amount of truck traffic along McAlpine Street and Center Street, the heart of downtown. As redevelopment of the Mill property occurs, it is possible that truck and vehicular traffic will increase downtown. Conducting an origin-destination study of truck traffic based on existing and future conditions will assist the Village in accommodating traffic in

a manner that least impacts the downtown and could be completed as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program.

8. **Understand the Re-use Potential of School Building.** Utilize the opportunity of new ownership to discuss and understand the potential re-use opportunities for the school building. Also, this effort could assist in bringing the building into code compliance and identify opportunities for energy efficiency to assist the property owner. This effort could occur through a BOA Step 3 Implementation Strategy.
9. **Pursue Energy Efficiency Improvements Village-wide.** NYSERDA has several programs for the community as well as business owners and homeowners that can assist with reducing energy costs. Working with NYSERDA to understand and engage in these programs could be beneficial to all.
10. **Consider an Application to the NYS Environmental Protection Fund (EPF) Grant Program under the NYS Consolidated Funding Application.** This program provides funding resources to communities along eligible waterways in NYS through the Local Waterfront Revitalization Program (LWRP) or through NYS Parks. The program includes a locally-driven land and water use plan that identifies specific strategies to enhance the waterfront. Since the Blueway Trail planning efforts have occurred, the LWRP program can provide ‘bricks and mortar’ implementation funding for identified strategies. Implementation funding could assist with kayak or boat launch design and construction, trail construction and other important actions that facilitate a thriving, four-season community. The Village will consider applying for future rounds of EPF funding.

Mill Property commendations

As stated previously, the Mill Property is a key priority site in the Village. The following targeted actions will be necessary to clean up and redevelop the property in a manner that will assist the Village in achieving its goals and vision. These actions are in addition to the immediate steps identified for the Mill Property above.

1. **Obtain Funding to Complete Phase II Subsurface Investigation.** Obtaining funding to conduct additional necessary environmental and engineering studies to position the mill property for redevelopment is essential. Phase II

Investigation funding could be sought through the BOA Step 3 of the USEPA Brownfield grant program.

2. **Continue a Partnership with the Lewis County Development Corporation and Lewis County.** The Mill property is an integral piece of the Village downtown. As the Mill property clean-up and redevelopment continues its forward progression, it will be critical to maintain an open and coordinated partnership to support redevelopment.
3. **Pursue Bio-fuel Market Opportunities.** Recent interest from investors related to the wood-based bio-fuel industry has made this market segment a real opportunity. While bio-refining is largely research-based at this point and is not yet a commercialized process, the opportunity exists for the Mill property to support a manufacturing prototype to examine the potential for commercialization. Academic partnerships (SUNY ESF) and coordination with industry leaders will be critical to advancing this action item. This recommendation is to be completed by 2015 as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program.
4. **Identify a Redevelopment Phasing Plan for Mill Property.** While several aspects of the redevelopment have been examined throughout this and other efforts, a detailed and comprehensive evaluation of next steps will be essential to ensure efficient and targeted redevelopment, both in terms of timing and financial resources. Before any redevelopment activities can occur on the site, for example, an analysis of the potential contamination and costs to remediate will be essential. Understanding this information may also drive the type of redevelopment that could occur on the site. A detailed phasing plan will be critical for the redevelopment of this complex site which will likely include various components such as the clean-up, energy production, tourism, and clean-fuel technology. The preparation of Bid Specifications for Hazardous Materials (e.g., asbestos, lead, PCBs) removal and the preparation of demolition plan and specifications will also be essential. This recommendation is to be completed by 2014 as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program.
5. **Create a Pro Forma for a Range of Desired Uses for the Lyons Falls Paper Mill Site.** Test the financial viability of the range of desired uses identified by the Lyons Falls Steering Committee as a result to the public participation process and community visioning. Pro forma will analyze the cost of site acquisition, construction, permitting and other development costs, and compare them to

potential revenues. Analysis shall include any incentives available to close potential gaps between investment and return on investment. The range of uses should include adventure tourism, bio-fuel manufacturing, agri-manufacturing/food processing, as well as potential supporting manufacturers to the local gun cleaning industry. Pro forma should be completed by 2014 as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program. This recommendation is to be completed by 2014 as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program.

6. **Create a Marketing Strategy for the Mill Property.** The LCDC should develop a comprehensive marketing strategy for the Mill Property. This strategy may include a property-specific website and marketing materials, including conceptual site renderings and site layouts showcasing the beauty of the location, to attract tenants. Developer Request for Proposals (RFP) may also be a component of the marketing strategy. This recommendation is to be completed by 2014 as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program.

7. **Assist Efforts to Conduct a Woodshed Analysis to Support the Bio-fuel Industry.** Lewis County is already a bio-fuel hotspot and there has recently been interest in siting a small wood-based bio-fuel commercialization facility on the Mill property. Understanding the region's capacity to support this emerging clean-energy technology would be helpful in attracting additional investment. Efforts are already underway or will soon be underway by Lewis County to evaluate this. It is recommended the Village plug into this effort. This recommendation is to be completed by 2015 as part of the Implementation Strategy funded through the Brownfield Opportunity Areas Program.

Implementation Matrix

The Village of Lyons Falls has made a substantial commitment to the community, property owners and other stakeholders by undertaking this effort. In order for this strong commitment to have a positive impact, it is critical for recommended actions be implemented. To assist in the implementation, the following implementation matrix identifies an implementation leader, partners, possible funding sources and an implementation schedule.

Village of Lyons Falls BOA: Implementation Matrix (FINAL DRAFT)

		Implementation Leader(s)	Other Partners	Potential Funding Source(s)*	Implementation Timing / Priority				Date Implemented
					High	Med	Low	Ongoing	
Priority Actions									
P-1	Submit Application for a BOA Step 3 - Implementation Strategy	Village, County	DOS, Lewis County	DOS	X				
P-2	Advance Redevelopment Efforts at the Former Lyons Falls Paper Mill	LCDC, Village	LCDC	DOS, EPA	X				
P-3	Advance Adventure Tourism Activities	Village, County, Tug Hill Comm	Lewis County, Tug Hill Commission	DOS, OPRHP	X				
P-4	Coordinate with Kruger/Northbrook Lyons Falls, LLC	LCDC	Village, IDA, Kruger/Northbrook	DOS	X				
P-5	Improve and Enhance Utilities and Infrastructure	Village	EFC, NYSERDA, DOT	DOS, EFC, DOT, NYSERDA	X				
P-6	Complete a Gateway and Corridor Enhancement Study	Village	DOT, DOS	DOS, DOT	X				
P-7	Create a Marketing Strategy for Key Priority Properties within the Village	Village, County, Tug Hill Comm			X				
Village Wide Recommended Action Items									
V-1	Continue Partnerships with Regional Entities as well as Local, State and Federal Agencies	Village	Tug Hill Commission, nearby communities	DOS				X	
V-2	McAlpine Street and Cherry Street Intersection Improvements	Village		DOS		X			
V-3	Provide Assistance to Existing Businesses	Village, County				X			
V-4	Engage the Public and Community Organizations	Village						X	
V-5	Conduct a Site Selection Study to Support the Bio-Fuel Industry	Village		DOS		X			
V-6	Consider the Establishment of Zoning	Village					X		
V-7	Conduct a Truck Traffic Analysis	Village	DOT, DOS	DOT, DOS		X			
V-8	Understand the Re-use Potential of School Building	Village		DOS		X			
V-9	Pursue Energy Efficiency Improvements Village-wide	Village		DOS				X	
V-10	Consider an Application to the NYS Environmental Protection Fund Gran Program under the NYS Consolidated Funding Application	Lewis County, Village				X			

Village of Lyons Falls BOA: Implementation Matrix (FINAL DRAFT)

		Implementation Leader(s)	Other Partners	Potential Funding Source(s)*	Implementation Timing / Priority				Date Implemented
					High	Med	Low	Ongoing	
Mill Property Recommended Action Items									
M-1	Obtain Funding to Complete Phase II Subsurface Investigation	LCDC				X			
M-2	Continue a Partnership with the Lewis County Development Corporation and Lewis County	Village	LCDC	DOS				X	
M-3	Pursue Bio-fuel Market Opportunities	Village	SUNY ESF, Industry Leaders	DOS				X	
M-4	Identify a Redevelopment Phasing Plan for Mill Property	LCDC				X			
M-5	Create a Pro Forma for a Range of Desired Uses for the Lyons Falls Paper Mill	Village, LCDC		DOS		X			
M-6	Create a Marketing Strategy for the Mill Property	LCDC		DOS		X			
M-7	Assist Efforts to Conduct a Woodshed Analysis to Support the Bio-fuel Industry	Lewis County, Tug Hill Commission	Village, Town of Lyonsdale, Tug Hill Commission	DOS				X	

Key:

Canal Corp	New York State Canal Corporation
DHCR	New York State Department of Housing and Community Renewal
DOS	New York State Department of State
DOH	New York State Department of Health
DOT	New York State Department of Transportation
DOE	NYS Department of Education
EFC	New York State Environmental Facilities Corporation
ESF	SUNY College of Environmental Science and Forestry
IDA	Lewis County IDA
LCDC	Lewis County Development Corporation
NYSERDA	New York State Energy Research and Development Authority
OPRHP	New York State Office of Parks Recreation and Historic Preservation
ESD	New York State Empire State Development
US EPA	United States Environmental Protection Agency