

VILLAGE OF HORSEHEADS

CHEMUNG COUNTY, NEW YORK



COMPREHENSIVE PLAN

APRIL 2010

Acknowledgments

This Plan represents the dedication and donation of many hours of work by a large number of residents, elected officials, Village employees, and volunteers. They are hereby acknowledged for their efforts:

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Consultant



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Executive Summary

This Executive Summary provides an overview of the key information found within the Village of Horseheads Comprehensive Plan. A comprehensive inventory, research, and analysis was conducted to provide a foundation from which to create the Plan. The Village's resources are inventoried and a full explanation of each goal and associated implementation step is included in more detail later within the planning document.

Community Overview

The Village of Horseheads is located in the center of Chemung County within the Town of Horseheads (see **Map 1: Location Map**). Like many communities throughout Upstate New York, the Village of Horseheads faces many of the same challenges and issues as other Upstate communities, such as increasing development pressures, costs of services, changes in demographics, while at the same time desiring to retain its quality of life. It was with these challenges in mind that the decision was made to conduct a Comprehensive Planning process.



Development of the Comprehensive Plan

A community Comprehensive Plan identifies the goals and strategies by which a community looks to achieve sustainable vitality and high quality of life, and to direct actions and resources in response to the future needs of both its residents and businesses. The Horseheads Comprehensive Plan will act as a guide for the future of the Village.

Since its inception in March of 2006, the Village of Horseheads Comprehensive Planning Committee (CPC) has devoted countless hours of volunteer time and effort to create a working Plan which can be readily implemented. The completed Plan has a series of achievable goals that the Village government and residents can use to direct future activities.

The Committee's first step was to reach consensus on a vision statement that reflects the Village's preferred future.



Comprehensive Planning Vision Statement

The intent of this Comprehensive Plan is to guide the future physical and economic development efforts of the Village of Horseheads and direct the allocation of resources, both human and fiscal, to support these efforts. The Plan further identifies the goals, recommendations, and actions needed to address the challenges facing the community and enhance the overall quality of life in the Village.

Vision Statement Adopted November 15, 2006

The Village of Horseheads is a safe and secure community that preserves its history and architecture while encouraging growth and development that complements its heritage.

Our Village is an inviting place where diverse residents choose to live, work, and play; it is a blend of residential neighborhoods, commercial and manufacturing businesses, parks, and open spaces. Residents and Village officials take pride in the surroundings by assuring the maintenance and beauty of homes, land, and property.

We strive to create opportunities for our young people so that they have reason to remain in the area, enjoy careers, and raise families. Housing, vital life services and other resources remain abundant, affordable, and convenient for residents of all ages.

We plan for the future by offering equitable taxation policies, creating sound municipal fiscal management practices, and managing our space to effectively allow the proper balance of manufacturing, industrial, commercial, and residential uses and areas.

To achieve these objectives, the following priorities were identified as being the driving factors for the planning process:

- Protecting and enhancing the unique character and small town feel of the Village.
- Enhancing opportunities for economic growth and development.
- Enhancing the attractiveness of the community and business core.
- Protecting and enhancing the natural resources and natural amenities of the Village for the betterment of the entire Village.
- Undertaking necessary changes to local regulations needed to achieve these and other goals of the Plan.



Community Goals

In order to achieve success with these priorities, the following goals are the primary focus of future planning efforts and are intended to guide the future development of the Village:

Government Effectiveness: Promote and encourage the highest level of public service and professionalism by the volunteers, as well as paid and elected personnel who lead and manage the Village's affairs in order to protect the public health, safety, welfare, and comfort of the people who live and work in the Village.

Public Safety: Manage the public safety operations of the Village by coordinating the activities of the fire department, police department, and code enforcement to assure that the Village remains a safe place to live and work.

Preservation and Enhancement of Horseheads' Quality of Life: Preserve and enhance the existing character and quality of life in the Village while accommodating a blend of residential, commercial, manufacturing, and industrial uses and growth.

Economic Development: Attract and support appropriate businesses to ensure a stable tax base, meet the consumption needs of residents, and provide quality employment opportunities.

Housing: Support a diversified range of housing options for residents of varying economic means.

Recreation: Periodically assess the recreational needs of residents of all ages and encourage programs and facilities to meet those needs.

Culture and History: Leverage the Village's historical assets; preserve and develop local interest in the arts, Village culture, and folklore, both for visitor interest and to enhance a sense of community.

Transportation: Focus on present and future transportation opportunities to improve and maintain the infrastructure of existing roads and walkways; and support potential scenic trail construction that positively impacts the Village.

Natural Resources: Protect and preserve the Village's natural resources and take an environmentally responsible approach to future development.





Planning Process Overview

Late in 2005, the Mayor and Board of Trustees decided to charter a committee of citizen volunteers (known as the Comprehensive Planning Committee – CPC) to develop a Comprehensive Plan - the most recent Plan was written in 1969. Many factors precipitated this decision including: the continuous declining population of the entire market area, the movement of commerce and development away from Elmira and into the Towns of Horseheads and Big Flats, the decline of the area’s industrial base, an aging of the population, and the growth of neighborhoods at risk. Prior to the hiring of a consultant firm, the CPC familiarized itself with the Village’s neighborhoods, developable sites, zoning and development challenges, ongoing efforts of the surrounding communities, and needs made evident by Village employees and citizens during 2006.

With expertise of the consultant, the CPC received valuable assistance and clear focus with its efforts to compile a wealth of data. Together a detailed community profile of the Village was assembled that included a summary of retail sales, housing and demographic data, as well as new information gathered from the public. A series of stakeholder interviews with individuals knowledgeable about the community were also conducted. CPC members were instrumental in assisting the consultant team in identifying areas of focus, identifying additional stakeholders, and promoting activities related to the planning process. The CPC met regularly throughout the planning process to coordinate public participation activities and to review report drafts.

Public workshops focusing on the community were conducted as part of the planning process. The intent of the workshops was to inform participants about the Comprehensive Planning process and its findings, as well as solicit their views and suggestions for items to be included in the Plan.

Public Input

Facilitated by the consultants and assisted by the CPC, three public workshops were conducted over several weeks. Residents and business owners were invited to provide input, views, and recommendations on a variety of issues facing the Village. Full results and a summary of comments from each workshop are included in Appendix M of the Plan.

Workshop #1 – “Assets and Liabilities” was held on October 3, 2007. A group of more than 60 citizens attended the session, worked in small and large groups, and provided insights and perspectives on the current and future state of the community.



Workshop #2 – “Visioning,” was held on October 22, 2007. This workshop was aimed at defining and developing solutions for the issues facing the Village. The majority of specific issues fell under broad



categories, such as enhancing economic opportunities, greater utilization of Village amenities, enhancements to Hanover Square, and improvements to the overall aesthetics of the Village.

Workshop #3 – “Strategy Assessment,” was held November 15, 2007. Two exercises were held to gauge public support for specific Plan recommendations and to reach consensus on priorities for the Comprehensive Plan.

Community Surveys, Questionnaires, and Research

In addition to the public workshops, a variety of other methods were used to solicit citizen input and obtain support data for the Comprehensive Planning process. Data collected, in the form of surveys, as well as information from local and state sources are noted later in Appendix M of the Plan.

Community Survey

The Horseheads CPC developed a community survey to identify strengths, weaknesses, and opportunities for the Village of Horseheads. The survey was available on-line as well as in paper format with an impressive response rate of over 27%.

Respondent Demographics

- 631 Horseheads residents completed the survey.
- 68.8% of the survey respondents were in households of 1-2 people.
- 55.7% have lived in Horseheads more than 21 years.
- 92.2% own their own homes, while the other 7.8% rent.
- 67.4% live in either Village Core or Windsor Gardens.
- 11% of the respondents live south of I-86.

Key Findings

Most popular reasons for living in Horseheads:

- Low crime rate
- Proximity to work and shopping
- Enjoy the Village lifestyle

Least attractive aspects of Horseheads:

- Traffic
- Lack of job opportunities

Most significant issues facing Horseheads in the near future:

- Traffic



- Crime and public safety
- Availability of safe places to walk and bike

Most important retail businesses to attract:

- Restaurants
- Movie theater
- Specialty retail
- Groceries
- 95% responded that fire and emergency services are satisfactory to excellent.
- 91% of people feel safe in their homes and on the streets.
- 82% feel Route 14 / Westinghouse Road should remain a professional/ residential roadway.
- 77% are satisfied with road maintenance.
- 77% believe new sidewalks and trails would be desirable.
- 70% feel affordable home ownership is available in the Village.
- 66% desire a residential focus and beautification projects.
- 65.6% of respondents are satisfied with government and communication with its residents.
- 62.6% are pleased by code enforcement, while 24% find it unsatisfactory
- 60% believe the Village needs a Community Center.
- 50% are happy with sidewalk maintenance.
- 44% want the property owners to take better care of their homes.
- 40% want to see slower traffic
- 35% feel no improvements are needed to the neighborhood
- 22% want small, neighborhood retail, and service establishments.
- 20% feel I-86 caused problems with Village unity, 22.4% are undecided, and 55.6% feel there is a not a problem.

Business Survey

The Village of Horseheads conducted a Business Survey in late November and early December of 2007 to provide an additional opportunity for business owners and managers to contribute to the planning process. The survey was accessible online at the Village's website. Additionally, CPC members met with



individual business owners and managers to solicit survey information and encourage participation in the planning process.

The survey included 13 multiple-choice and ten fill-in-the-blank questions. The intent of the survey was to gauge private sector opinion about municipal services and the local economic atmosphere. Full survey results, illustrated in table and chart form, are included in Appendix M.

According to the 2002 U.S. Economic Census, there were 234 business establishments within the Village. Forty-nine of them completed surveys, resulting in a response rate of almost 21%. Nearly 70% of the respondents have operated businesses within the Village for 15 years or more, with over 80% of the businesses that responded have been in business more than nine years. No businesses established in the past two years responded to the survey.

More than half of the businesses surveyed listed the location of consumers as the key reason for locating within the Village of Horseheads. Consumer proximity was by far the most popular explanation for establishing a business within the Village. The second most important response, according to 27.3% of business respondents, was transportation accessibility.

Most businesses have indicated they opened in Horseheads due to the Village's unique market for their business product and because it is an enjoyable place to live. Retaining businesses is a key aspect of the Village's quality of life, and the "small town" feel must be maintained to allow the local economic base to thrive.

Slightly more than 90% of businesses identified the local business climate as stable. Additionally, nearly 54% considered the business climate to be improving while only 9.8% found it to be deteriorating. This upbeat trend is helpful in encouraging further business attraction and development. Businesses are attracted to growth areas.

Overall, the business climate in Horseheads is favorable for small businesses. With good transportation, a fairly stable economy, and good quality of life, the respondents to the business survey are optimistic about their future and the future of the community. Survey participants indicated that they would favor tax incentives, more events and festivals, and more marketing of the community by the Village for support of their enterprises.

Stakeholder Interviews

Individual stakeholder interviews were conducted in order to gain a deeper understanding of some of the specific issues and concerns facing businesses, municipal departments, and non-profits operating in the Village. The individuals interviewed included the former mayor, the mayor elect, department heads, various local business owners, and a number of Village Trustees. Additionally, Thomas Santulli, County Executive for Chemung County and State Assemblyman Thomas O'Mara were interviewed for their perspectives on regional issues and the role of the Village of Horseheads within the County.

Overwhelmingly, the interviewees were solid supporters of the community, were proud to either live in the community or to be associated with it. Most spoke at length about "quality of life" issues and the benefits to living, working, or owning a business in such a community. At the same time, interviewees also acknowledged the challenges and issues facing the Village of Horseheads. These "challenges"



typically fell into the categories of affordable housing needs, transportation routes and impacts, the image and attributes of Hanover Square, and larger questions about future economic development in the Village and within the region.

Supporting Data

Demographic Profile

A demographic profile was developed to provide an overview of the existing socio-economic conditions of the Village of Horseheads. The information contained herein includes the most recent available data from the U.S. Census Bureau. Most data are from the 1990 and 2000 Decennial Census with population estimates released from ESRI Business Information Solutions. In addition to the Village data, comparisons to the Town of Horseheads, Chemung County, and New York State (NYS) have been made if appropriate and useful.

Population

The Village of Horseheads is located in Chemung County. According to the US Census Bureau, the Village of Horseheads population decreased from 6,800 in 1990 to 6,452 in 2000, reflecting a 5.12% decrease rate for the Village, a higher rate than experienced by Chemung County (-4.33%) but slightly lower than the State of New York (-5.48%) during the same period.

Housing and Household Composition

The Village's housing composition has not changed significantly in the past 15 years. The number of people per household has declined slightly while the total households have increased by 50 since 1990. Both average household size and average family size have decreased. This trend is expected to continue into the near future.

How the Comprehensive Plan Will Be Used

As can be seen, the Village of Horseheads does in fact face many of the challenges and issues which communities throughout Upstate New York face. These challenges have been reflected upon by the CPC, the Village officials, Village departments, and the citizenry at large, and they have responded by coming together to find ways to overcome these challenges. The completed Comprehensive Plan has become a working document that will be used to help chart the future of the Village of Horseheads.

The next steps will be for the elected leaders to see that the key elements of the Plan are considered by the elected officials, the Planning Board, and Village departments when making decisions.

The document itself is arranged in sections to facilitate ease of use. The primary Plan itself is contained in this executive summary and the following four sections: I. Introduction, II Goals, Actions, and Strategies, and III Implementation.

Data and information collected during the planning process is contained in Appendices A through M. Users of the Plan may choose to focus on the goals or the implementation timeline and then review individual sections of information as may be relevant to their needs.

I. Introduction

Plan Introduction

What is a Comprehensive Plan?

New York State law grants municipalities the authority to prepare and adopt Comprehensive Plans. As defined in the State legislation, a Comprehensive Plan is a document that identifies goals, objectives, principles, and policies for the immediate and long-range protection, enhancement, growth, and development of a community.



Implementing the Plan

As a tool of planning, Comprehensive Plans provide guidance to municipal leaders, government agencies, organizations, businesses, and residents, and help to ensure that the community's needs are met, both now and in the future. Comprehensive Plans are implemented through a variety of tools including land use policies, regulatory measures, zoning changes, and local laws. Village Law further strengthens the role of the Comprehensive Plan by mandating that all Village land use regulations and/or amendments and all public capital improvements within the community must be in accordance with the adopted Comprehensive Plan.

Over time, adherence to the preferences set forth in the Comprehensive Plan and to the implementation tools results in a community that closely resembles its preferred vision identified through the comprehensive planning process. For this reason, a well-developed Comprehensive Plan is regarded as a community's blueprint for the future.

As in other communities, for the Village of Horseheads to continue to be socially and economically sustainable, it must respond to changing conditions. The Village's continuing vitality requires development of a vision that weaves together the facts of changing economic conditions, the importance and value of residences and community, as well as the needs and desires of the citizens.

Updating and Amending the Plan

In order for the Comprehensive Plan to be an effective tool in responding to the desires and needs of Horseheads residents, it must be reviewed on a regular basis since the communities' goals, objectives, needs, ideas and attitudes change over time. Five years from now, a problem that may have been at the forefront of the public's concern may be resolved and something else may have taken its place. Therefore, it is recommended that the Village Board of Trustees and Planning Board, or a designated ad hoc committee, periodically review the Comprehensive Plan's goals, objectives, and strategies to ensure they are relevant to the changing conditions within the Village. Further, the entire Comprehensive Plan should be reviewed at least once every five years. The Plan should be updated or re-written every ten years.

II. Goals, Recommendations & Actions

Development of Goals

The intent of this Comprehensive Plan is to guide the future physical and economic development efforts of the Village of Horseheads and direct the allocation of resources, both human and fiscal, to support those efforts. Therefore, the CPC was charged to identify the goals, recommendations, and actions needed to address the challenges facing the community and enhance the overall quality of life in the Village.

The goals, recommendations, and actions of the Comprehensive Plan, once implemented, are intended to guide the future development of the Village. In order to understand the intent of these elements, it might be helpful to know the differences that exist between goals, recommendations, and actions.

- **Goals:** A goal is a general statement of a future condition that is considered desirable for the community; it identifies the end result sought by the creation of the Plan.
- **Recommendation:** A recommendation is one of several measurable activities that support the attainment of a goal.
- **Action:** An action is a specific endeavor that relates directly to accomplishing the recommendation and it identifies the how, where, the responsible agents and the amount to be done. As recommendations and actions are successfully undertaken, they function as measurable accomplishments.

The implementation of these actions will be dependent on the timing and release of funding. The Implementation Plan in Section III indicates the priority of the action, as well as the parties responsible for implementing the action and potential funding sources.

In order to achieve success with these priorities, the following goals are to be the primary focus of future planning efforts and are intended to guide the development of the Village. The goals are not listed by priority but are numbered for reference purposes.

Goals, Recommendations & Actions

Goals

Government Effectiveness: Promote and encourage the highest level of public service and professionalism by the volunteers, as well as paid and elected personnel who lead and manage the Village's affairs in order to protect the public health, safety, welfare, and comfort of the residents and people who live and work in the Village.



Public Safety: Manage the public safety operations of the Village; coordinating the activities of the fire department, police department, and code enforcement to **ensure** that the Village remains a safe place to live and work.

Preservation and the Enhancement of Horseheads' Quality of Life: Preserve and enhance the existing character and quality of life in the Village while accommodating a blend of residential, commercial, manufacturing, and industrial uses and growth.

Economic Development: Attract and support appropriate businesses to ensure a stable tax base, meet the consumption needs of residents, and provide quality employment opportunities.

Housing: Support a diversified range of housing options for residents of varying economic means.

Recreation: Periodically assess the recreational needs of residents of all ages and encourage programs and facilities to meet those needs.

Culture and History: Leverage the Village's historical assets; including the preservation and development of local interest in the arts, Village culture, and folklore, both for visitor enjoyment and to enhance a sense of community.

Transportation: Focus on present and future transportation opportunities to improve and maintain the infrastructure of existing roads and walkways; and support scenic trail construction that positively impacts the Village.

Natural Resources: Protect and preserve the Village's natural resources and take an environmentally responsible approach to future development.





Recommended Actions

Goal 1: Government Effectiveness



“Promote and encourage the highest level of public service and professionalism by the volunteers, as well as paid and elected personnel who lead and manage the Village’s affairs in order to protect the public health, safety, welfare, and comfort of the people who live and work in the Village.”

In order to remain a healthy, dynamic community and to move forward effectively and in an efficient manner, the Horseheads Village Board and Departments recognize that communication and collaboration are essential. The recommendations discussed below are aimed at enhancing communication in all aspects.

Many different groups and individuals have a stake in the vitality of Horseheads, including property owners, government officials, merchants, residents, professionals, local industries, civic groups, historical societies, schools, real estate agents, and local media.

Better communication between Village departments and the strengthening of communication with Village citizens is crucial for a transparent government. Included in the topic of Government Effectiveness is infrastructure, which often remains unnoticed until it has direct impact on individual property owners and others. Many infrastructure improvements to the Village are also linked to economic development and the overall aesthetics of the Village, such as sidewalk repair and pedestrian-scaled street lighting. More importantly, as infrastructure ages, the costs to maintain and repair its various components increase.

Recommendation 1.1 Implement the goals and recommendations of the Comprehensive Plan and integration of the associated activities into the Village’s Operating Plan insofar as the Trustees deem attributable within the constraints of the adopted budget.

Action 1.1.1 Upon adoption of the Comprehensive Plan, copies of the goals and strategies should be made available to all Village Boards, Commissions, Departments, and their employees. The Comprehensive Plan should be referred to and referenced during the consideration of all actions.

Action 1.1.2 Review all future budgetary considerations and consider allocating appropriate funding to implement the goals of the Comprehensive Plan.



Recommendation 1.2 Plan for budgeting for the continuing educational development of elected, appointed, employed, and volunteer Village personnel in their respective roles and functions.

- Action 1.2.1 Designate a primary individual within the Village government who is responsible for researching and coordinating continuing education opportunities for these individuals.
- Action 1.2.2 Consider allocating annual funds to cover educational development for volunteers, elected, appointed, and employed Village personnel.

Recommendation 1.3 Develop an effective system of ongoing two-way communication with residents and businesses.

- Action 1.3.1 Investigate the usefulness and effectiveness of printed or electronic newsletters for distribution to Village residents and businesses.
- Action 1.3.2 Develop an effective system of ongoing two-way communication with residents and businesses. Village elected officials and department heads should conduct periodic neighborhood meetings, allowing residents of the Village to discuss current issues and concerns.
- Action 1.3.3 Update and maintain the Villages' website frequently with news and activities in the Village. Continue the development, promotion, and maintenance of the Village's website and maximize its full potential for communication with Village businesses and residents.

Recommendation 1.4 Maintain and enhance the Village's physical infrastructure to meet current and future needs.

- Action 1.4.1 Evaluate current road maintenance needs and budget accordingly for needed repairs and upgrades.
- Action 1.4.2 Evaluate the current capacity of the water system and budget accordingly for needed repairs and upgrades.
- Action 1.4.3 Reevaluate the dumpster program and implement if needed by community residents.
- Action 1.4.4 Explore the feasibility of a Wi-Fi network in Hanover Square and other areas of the Village. Investigate the feasibility of a municipally owned wireless network or as part of a Business Improvement District in evaluating usage rates and the possible impacts/benefits for local businesses.

Recommendation 1.5 Promote and encourage municipal cooperation in support of shared services when deemed appropriate and useful to the Village.

- Action 1.5.1 Maintain or enhance communication and collaboration with adjacent municipalities on an ongoing basis.



Action 1.5.2 Investigate opportunities for sharing of services and/or facilities with adjacent communities including opportunities for funding for shared services.

Action 1.5.3 Continue effective existing relationships and the sharing of services, as appropriate to Village needs, using the current arrangement with the school district as a paradigm.

Recommendation 1.6 Stay abreast of State and Federal government’s evolving priorities as they pertain to the environment and preservation of natural resources.

Action 1.6.1 Maintain/enhance communication links with State offices and organizations in order to be aware of programs, grant opportunities, and State policy priorities as they relate to environmental issues.

Action 1.6.2 Continue to lead by example by adopting appropriate environmentally conscious practices for the Village. Encourage and, when practicable, provide incentives to recycle, conserve water and energy, use renewable resources, and alternative sources of energy.

Recommendation 1.7 Consider establishment of a Commission to investigate the need and feasibility for construction of a Village building(s) to house Village and community services, such as, but not limited to: police, justice, the current activities and offices of the Village hall, recreation, and a general community center.

Action 1.7.1 Conduct a needs assessment of Village departments and services. Investigate grant opportunities to evaluate costs and feasibility associated with new or rehabilitated facilities. Include citizen participation in feasibility studies to determine community needs and level of support for proposed facilities. Pursue additional funding opportunities for construction or rehabilitation of such facilities.

Recommendation 1.8 Plan for professional execution of the grant writing and grant management function.

Action 1.8.1 Appoint a designated individual within the Village government to be responsible for or to oversee grant writing and grant management. Plan accordingly for staffing and/or contracting of such services.

Recommendation 1.9 Plan to assure the maintenance and upkeep of Village property and facilities.

Action 1.9.1 Survey existing conditions of Village facilities and determine the needed maintenance as part of the facility needs assessment.

Action 1.9.2 Pursue applicable funding opportunities to provide resources for maintenance and upkeep of Village facilities.



Action 1.9.3 Continue to provide adequate yearly funding for maintenance and upkeep of Village property and facilities.

Action 1.9.4 Utilize the Village's Capital Improvement Plan to identify and fund long-term facility needs and upgrades.

Recommendation 1.10 Assess and update Village programs and services to ensure that the Village does not support unused or limited value activities.

Action 1.10.1 Survey existing conditions of Village facilities and determine usage rates for those facilities as part of the facility needs assessment.

Action 1.10.2 Investigate alternative uses of underutilized facilities by other Village departments.

Goal 2: Public Safety



“Manage the public safety operations of the Village, coordinating the activities of the fire department, police department, and code enforcement to assure that the Village remains a safe place to live and work.”

The image of a community is closely tied to the perceived degree of health and safety within the community and the level of services provided by local government departments. Maintaining a high level of service through professional, well-trained staff is important to Village residents and provides a multitude of benefits in return.

Recommendation 2.1 Support and aid the ongoing challenges of attracting and maintaining a reliable and trained volunteer fire department.

Action 2.1.1 Continue to actively support the recruitment of additional volunteers.

Action 2.1.2 Continue to provide adequate, yearly funding for training of fire department staff.

Recommendation 2.2 Support the services provided by the police department.

Action 2.2.1 Maximize pedestrian safety at crosswalks throughout the Village.

Action 2.2.2 Re-emphasize the need and support of the neighborhood watch program.

Action 2.2.3 Provide police assistance to code enforcement officials, when necessary, when serving code enforcement violations.



Action 2.2.4 Enact strict and consistent enforcement of speed limits by the police department.

Recommendation 2.3 Use professional grant writing assistance to supplement annually budgeted funds to assure that police and fire departments are adequately equipped.

Action 2.3.1 Pursue funding opportunities to support equipment upgrades and purchases for the police and fire departments.

Action 2.3.2 Coordinate pursuit of funding through a single department, office, or individual to enhance efficiency and collaboration.

Recommendation 2.4 Assess and improve Village emergency responsiveness, including emergency and disaster preparedness plans, being cognizant of the possibility of operating independent of external assistance in some emergencies.

Action 2.4.1 Periodically assess the level of services provided by police and fire departments. Coordinate communication between Village Administration and Departments in response to any gaps in services.

Goal 3: Preservation and the Enhancement of Quality of Life in Horseheads



“Preserve and enhance the existing character and quality of life in the Village while accommodating a blend of residential, commercial, manufacturing, and industrial uses and growth.”

Impressions about a community’s image often influence the location choices of workers and business owners regardless of more practical considerations. A positive community image may lead someone to consider locating in a particular community while a negative community image can become a significant barrier to its consideration as a location choice.

The image of Horseheads is one of a small village providing a high quality of life for both residents and businesses. This image is based on its residential character as well as the scale and nature of the Village’s center at Hanover Square. Strong efforts should be made and additional resources deployed to protect the existing aesthetics of the Village, as well as to capitalize on under-utilized assets.

Initiatives to improve the Village of Horseheads’ image will create a deeper sense of pride and commitment within local residents.



Recommendation 3.1 Promote and maintain a balance of residential, commercial, industrial, and open space to preserve and improve the existing character of the Village.

Action 3.1.1 Require all development to be compatible with the surrounding neighborhoods through updated zoning requirements and Site Plan review.

Action 3.1.2 Require all decisions relating to land use made by the Village Board, the Village Planning Board, and the Village Zoning Board of Appeals to be consistent with the goals and recommendations of the Comprehensive Plan.

Recommendation 3.2 Periodically review the Village's zoning giving consideration to concepts suggested in the Comprehensive Plan.

Action 3.2.1 The Village Planning Board, the Village Zoning Board of Appeals, and the Village Board shall review the Comprehensive Plan and consider the zoning concepts and implications. Any changes shall involve public input prior to adoption.

Action 3.2.2 Maintain the residential character of Westinghouse Road and the Route 14 corridor to the extent practicable.

Recommendation 3.3 Consider requiring Site Plan review for all new commercial and industrial development.

Action 3.3.1 Explore the development of a Site Plan review process and criteria by the Village Boards. The Village Board shall hold public hearings to solicit input from Village residents and landowners on recommendations of enacting Site Plan review. Upon determination of public input, the Village Board shall adopt, modify, or reject the revised Site Plan review process.

Recommendation 3.4 Explore and encourage the development of design guidelines and performance standards to maintain a proper scale and aesthetic appeal of the Village.

Action 3.4.1 The Village Board should explore design guidelines and performance standards to maintain the proper scale and character of the residential and commercial areas of the Village.

Action 3.4.2 All new development shall maintain a proper scale and character with existing neighboring use whether residential or commercial.

Recommendation 3.5 Consider financial incentives for owner occupied multi-family dwelling units to eliminate problems associated with absentee landowners.

Action 3.5.1 Continue to encourage opportunities to increase funding for homeownership assistance programs, especially to owner occupied multi-family units.



Action 3.5.2 Explore Village Code changes requiring the registration of all absentee-owner properties. Consider requiring local agents for out of Village absentee-owners for the purpose of accountability and serving notice.

Recommendation 3.6 Explore enacting requirements for developers to preserve and/or create attractive green space in conjunction with commercial development.

Action 3.6.1 Mandate the preservation of open space and/or require green space as part of Site Plan review for each development application.

Action 3.6.2 Investigate the feasibility of mitigation fees to deal with impacts of new development as identified through a Generic Environmental Impact Statement (GEIS) process.

Recommendation 3.7 Preserve and enhance the Village's aesthetic appeal, especially along prominent corridors and gateways.

Action 3.7.1 Consider financial support and promotion to continue the Village beautification program.

Action 3.7.2 Examine a beautification program to include additional residential and commercial areas.

Action 3.7.3 Pursue funding options to support program activities.

Recommendation 3.8 Consider the promotion of the Village as a focal point for commercial, recreational, social, cultural, and educational activities.

Action 3.8.1 Consider improving signage through improved sign regulations, enforcement of existing sign requirements, and the education of business and building owners about such regulations.

Action 3.8.2 Encourage the development of professional office space and/or apartments on upper floors of commercial buildings in the business district.

Action 3.8.3 Use marketing activities to attract niche businesses to appeal to broad market segments. Proactively pursue partnerships, grants and other funding opportunities to develop upper floors of commercial buildings.

Action 3.8.4 Encourage the development and promotion of more festivals and cultural activities in the Village and the Hanover Square business district.

Action 3.8.5 Consider leveraging the National Trust designation for additional funding in support of Hanover Square district efforts.

Action 3.8.6 Pursue support by public and private entities for developmental efforts.

Action 3.8.7 Pursue partnerships and encourage funding opportunities for property owners to rehabilitate and/or develop properties within the Village.



Action 3.8.8 Investigate the feasibility of a wireless network in the Village, including the examination of usage rates and the impact on local businesses.

Recommendation 3.9 Consider and explore environmental initiatives that sustain eco-systems, natural habitats, and other environmentally sensitive resources.

Action 3.9.1 Review current or proposed regulations and Village policies to determine potential impacts on the following: aquifers, protection of remaining green space, and wetland areas.

Action 3.9.2 Review and revise as necessary the Village Zoning Law, Site Plan review, and Village operating policies, as necessary, taking into consideration the potential environmental impacts on these areas.

Action 3.9.3 Investigate and cooperate in funding opportunities to provide protection to sensitive environmental areas in, and adjacent to, the Village.

Recommendation 3.10 Aggressively improve both the responsiveness and a proactive approach of code enforcement within the Village.

Action 3.10.1 Explore opportunities to adequately staff positions to meet the Village's code enforcement needs.

Action 3.10.2 Develop an educational outreach program to enhance residents' awareness of the Village code and the code enforcement process and policies.

Action 3.10.3 Provide for adequate code enforcement activity and provide timely disposition of violations.

Action 3.10.4 Provide greater oversight and monitoring of properties to protect against code violations and maintenance issues.

Action 3.10.5 As part of a proactive approach to code enforcement, seek improvements to building facades, masonry repair and restoration, storefront repairs or replacement, and exterior painting.

Action 3.10.6 Consider a program to encourage handicapped accessible entrances to buildings to bring them to ADA compliance.



Goal 4: Economic Development



“Attract and support sustainable businesses to ensure a stable tax base, meet the needs of residents, and provide quality employment opportunities.”

Current approaches to Economic Development generally utilize the term economic restructuring to signify that development involves more than attracting new business and industry. Economic restructuring strengthens the existing economic base of a community while diversifying it. Activities include helping existing businesses expand, recruiting new businesses to provide a balanced mix of commercial entities, converting unused space into productive property, and sharpening the competitiveness of the business sectors.

Throughout this planning process, the public has expressed the need for the Village to do more to foster a robust business environment. In addition, it was recommended that efforts to develop The Center-Holding Point facility should be encouraged to create a stronger tax base and greater economic diversity within the Village. Existing water and sewer capacity, as well as railroad accessibility, should be marketed to attract manufacturing and industrial businesses to the Village.

Hanover Square represents the historic focal point of the Village, and as such, its presentation is important for the success and vitality of the entire community. The Village’s goals are to encourage both investment in and exploration of Horseheads. Some physical improvements are needed throughout the Village in order to improve its overall image. These improvements will assist not only with retaining local businesses, but also with recruiting new businesses and attracting a tourism economy. Basic maintenance and cleaning activities, façade improvement programs, beautification projects, and streetscape amenities are all options for improving the Village’s aesthetics.

Recommendation 4.1 Identify realistic and sustainable economic development opportunities for the Village, taking into consideration its transportation resources, demographics, location within the Southern Tier, and current infrastructure.

- Action 4.1.1 Increase communication and general coordination with Southern Tier Economic Growth (STEG) to market and promote development opportunities within the Village of Horseheads.
- Action 4.1.2 Support the development of a feeder road from Route 13 into The Center-Holding Point facility to increase ease of accessibility and reduce major truck traffic within the Village.



Recommendation 4.2 Promote the Village as a tourist destination and simultaneously as an attractive and welcoming place to live and enjoy family life.

- Action 4.2.1 Provide support for a marketing program to promote the Village.
- Action 4.2.2 Support collaborative efforts with other tourist bureaus to increase promotional efforts.

Recommendation 4.3 Consider promotion of Hanover Square as a mixed commercial and residential center that hosts events, entertainment, dining, shopping, and other attractions.

- Action 4.3.1 Conduct a parking study to assess the parking demand and strategies for better parking management.

Recommendation 4.4 Encourage community leadership to establish a Merchants' Association.

- Action 4.4.1 Investigate and consider the creation of a business manager position to oversee promotion and management of Village development efforts and pursue funding for the position.

Goal 5: Housing



“Support a diversified range of housing options for residents of varying economic means.”

Improving the local housing stock and enforcing property maintenance requirements benefits both individuals and the community as a whole. The exterior appearance of a building and its surroundings drastically affects the value of the property and adjacent properties, eventually impacting the entire community.

Housing improvements will create a more desirable place to live and attract more businesses to the Village. Business owners understand that better housing options will entice a larger pool of workers and patrons residing outside of the Village will be more likely to frequent a business located in an attractive community.

Recommendation 5.1 Support the development of an array of quality housing options and prices.

- Action 5.1.1 Periodically consider changes to Village policies and procedures to achieve the housing goals.
- Action 5.1.2 Consider changes to the zoning law as housing trends and building techniques and materials advance.



Recommendation 5.2 Seek and manage grants and other resources to assist qualified homeowners in upgrading and maintaining their properties.

Action 5.2.1 Pursue funding opportunities for homeownership assistance programs.

Recommendation 5.3 Support the establishment of a volunteer home improvement corps to assist elderly and/or needy homeowners in routine upkeep and maintenance of their homes and properties.

Action 5.3.1 Encourage the creation or enhancement of volunteer programs to assist with home upkeep and maintenance.

Action 5.3.2 Collaborate with other agencies to promote and support home maintenance programs.

Goal 6: Recreation



“Periodically assess the recreational needs of residents of all ages and encourage development and maintenance of programs and facilities to meet those needs.”

Recreation and outdoor activities are vital components to enhancing the quality of life for Village residents. Recreation and open space areas provide benefits to residents on many levels.

The Village of Horseheads, while lacking large amounts of open space and developable land for additional recreational facilities, currently provides numerous recreational options. Efforts should be made to enhance and maximize recreation opportunities.

Recommendation 6.1 Assess the recreational needs and interests of residents to determine which recreational services and/or facilities may be required, expanded, updated, reduced, or eliminated.

Action 6.1.1 Conduct a needs assessment of the recreational facilities and programs provided by the Village and other program providers.

Action 6.1.2 Explore the feasibility of a community center serving the needs of local residents.

Action 6.1.3 Investigate funding opportunities to support the development/expansion of needed programs or facilities.

Action 6.1.4 Engage community citizens in the assessment and potential impacts of reducing or eliminating underutilized programs.



Recommendation 6.2 Investigate the feasibility of establishing a dog park.

- Action 6.2.1 Create a committee composed of Village department representatives and interested private citizens to research the feasibility of creating a dog park within the Village.

Recommendation 6.3 Explore the expansion of outdoor winter activities.

- Action 6.3.1 Explore the creation of an outdoor seasonal ice rink.
- Action 6.3.2 Increase the development and promotion of more festivals and cultural activities throughout the Village.

Recommendation 6.4 Promote walking within the Village to improve health and community interaction.

- Action 6.4.1 Upgrade walkways and pedestrian signage (e.g. routes with signs and mileage markers).
- Action 6.4.2 Require the incorporation of sidewalks, walkways, and paths when appropriate in any new or major developments within the Village.
- Action 6.4.3 Consider creation of a system of paths and trails within the Village perhaps by connecting Teal Park, Linear Park, Hanover Square, and Thorne Street Park.
- Action 6.4.4 Investigate the potential of additional linkages to adjacent communities' paths and trails.
- Action 6.4.5 Investigate opportunities for increasing the number of paths and trails within the Village and pursue funding opportunities to support the development of this network.

Recommendation 6.5 Support and promote the connection of the Catharine Valley Trail (CVT) into the northern boundary of Hanover Square.

- Action 6.5.1 Promote the health, tourism and economic benefits of the completed trail to both Village residents and business owners.
- Action 6.5.2 Promote and market the CVT to attract visitors to the Village. Consider opportunities to create a destination point for the CVT at the Northern boundary of Hanover Square to include a park, picnic area, and potentially a 'welcome center'.

Recommendation 6.6 Promote the recreational and educational opportunities of the wetlands bordering The Center-Holding Point at Horseheads.

- Action 6.6.1 Promote the educational benefits of the wetland areas to both Village residents and business owners. Investigate additional opportunities to expand usage of natural areas as a benefit to the community.



Recommendation 6.7 Determine the need for retrofitting and/or modernizing facilities.

- Action 6.7.1 Evaluate existing recreational facilities with consideration for meeting or exceeding the latest safety standards.
- Action 6.7.2 Seek to improve maintenance strategies designed to preserve structures and minimize large capital expenditures.
- Action 6.7.3 Explore the opportunities for “green” upgrades in all facilities, utilities and fields or parks (trails).
- Action 6.7.4 Search out grants to rehabilitate aging facilities (e.g. 50 yr. old swimming pool and bathhouse; tennis courts; skateboard park).

Recommendation 6.8 Consider the development of land acquisition strategies.

- Action 6.8.1 Smaller parcels may be developed as ‘pocket parks’.
- Action 6.8.2 Additional parcels may be used as community gardens.
- Action 6.8.3 Where successful in acquiring lands, and for existing areas, develop and maintain green and open space where appropriate.

Goal 7: Culture and History



“Leverage the Village’s historical assets; preserve and develop local interest in the arts, and Village culture and folklore, both for visitor interest, and enhance a sense of community.”

Similar in many ways to the Recreation Goal of providing a high quality of life for Village residents, Culture and History encompasses elements that have helped to make Horseheads a greatly admired area within the County. Using these historical assets as a foundation, the Culture and History recommendations will enhance the Village, while also promoting the community and strengthening its economic development efforts.

Recommendation 7.1 Encourage support for the Horseheads Historical Society, its museum, and the Zim House.

- Action 7.1.1 Support and promote the efforts of the Historical Society as an asset to the community and residents.
- Action 7.1.2 Support funding opportunities for maintaining or enhancing the programs and facilities associated with the Village Historical Society.



Recommendation 7.2 Encourage the creation of a history project pertaining to the Village.

- Action 7.2.1 Preserve the Village’s history and promote the benefits of retaining such history to current and future residents.
- Action 7.2.2 Create a history project of the Village using a variety of media.

Recommendation 7.3 Support and promote local cultural and historical educational opportunities, especially for youth.

- Action 7.3.1 Encourage collaboration with the school district administration to encourage a more in-depth treatment of local history in school curricula.

Recommendation 7.4 Establish Horseheads as the Gateway to the Finger Lakes.

- Action 7.4.1 Market the Village’s cultural and historical heritage both regionally and nationally.
- Action 7.4.2 Collaborate with tourist bureaus to bring tourists and visitors to the Finger Lakes region.

Recommendation 7.5 Support the exploration of the construction of a new library and/or community center as a cultural and educational site within the Village.

- Action 7.5.1 Collaborate with the Chemung County Library District (CCLD) to support the construction of a new library within the Village and collaborate with the Library District on the design and location of the new facility.
- Action 7.5.2 Consider the commission a study to investigate the need and feasibility of construction of a Village building(s) to centrally house key Village functions: police, justice, library, the current activities and offices of the Village hall, recreation, and a general community center.

Goal 8: Transportation



“Focus on present and future transportation opportunities to improve and maintain the infrastructure of existing roads and walkways, and support potential trail construction that positively impacts the Village.”

The ease of movement of goods, services, and people is of great importance to the Village of Horseheads, especially to the health of the local economy.



With increasing demands for service and escalating costs, careful consideration must be given to the allocation of resources between the construction of new transit pathways and the maintenance of existing transportation infrastructure. The transportation network includes vehicular, rail, and pedestrian methods of movement. Ensuring a pedestrian-friendly environment is central to maintaining the small village-scale and residential atmosphere of Horseheads. In addition, mobility within the Village should be enhanced to better serve existing residents and tourists including the Village's senior population as well as the Village's low and moderate income population. A range of transportation options should be provided to enhance the Village's accessibility and negate the rising costs associated with fuel.

Recommendation 8.1 Research a cost reduction program to make sidewalk replacement more affordable to property owners.

- Action 8.1.1 Conduct a needs assessment and estimate costs for the repair or replacement of sidewalks within the Village.
- Action 8.1.2 Create a priority list of locations within the Village for sidewalk replacement.
- Action 8.1.3 Investigate creative methods of funding a sidewalk replacement program, including adjustment of fees, local contributions, or modified construction requirements.

Recommendation 8.2 Require future street improvements to accommodate all types of mobility and movement such as walking, wheel chairs, powered wheel chairs, hand-held walkers, and bicycles.

- Action 8.2.1 Pursue funding opportunities to support street and sidewalk improvements.
- Action 8.2.2 Properly maintain pavement markings and signage denoting location of crosswalks.

Recommendation 8.3 Support enhanced rail access to The Center-Holding Point at Horseheads to facilitate industrial development.

- Action 8.3.1 Enhance communication and collaboration with private rail corporations, State, and regional transportation organizations to assess needs and provide greater utilization of existing rail infrastructure.

Recommendation 8.4 Assess and plan for improved parking accommodations in commercial areas, primarily in Hanover Square.

- Action 8.4.1 Undertake a parking study to assess the current need for additional parking and better parking management. Include an assessment of parking needs and management policies throughout the Village as part of the parking study.

Recommendation 8.5 Support the development of paths and trails within the Village.

- Action 8.5.1 Promote walking within the Village to encourage healthy lifestyles and to encourage community interaction.



Action 8.5.2 Create a network of trails and paths throughout the community to link and improve accessibility to recreational, cultural, commercial, and regional resources.

Action 8.5.3 Develop a connected system of greenways along the Village's neighborhoods. Create neighborhood plans that identify key connections, prioritize streetscape and pedestrian improvements, and link each neighborhood to a Village-wide network.

Action 8.5.4 Create a bicycle and pedestrian network in the Village. Collaborate with community organizations to identify and implement necessary improvements.

Recommendation 8.6 Enforce the Village's current position on the Route 14/Westinghouse Road corridor to preserve the residential nature of the area vis-à-vis the New York Department of Transportation's potential plans to widen or otherwise change that roadway.

Action 8.6.1 Continue to emphasize the Village's vision for the Route 14/Westinghouse Road to be a residential corridor.

Action 8.6.2 Maintain close communication and strengthen relationships with regional transportation organizations and the New York State Department of Transportation.

Recommendation 8.7 Support and participate in the planning for a feeder road connecting Route 13 and The Center-Holding Point at Horseheads.

Action 8.7.1 Support development of a feeder road from Route 13 into The Center-Holding Point facility to increase accessibility and reduce major truck traffic within the Village.

Action 8.7.2 Maintain close communication and strengthen relationships with regional transportation organizations and the New York State Department of Transportation.

Recommendation 8.8 Investigate and prepare for future alternative transportation modes in the Village.

Action 8.8.1 Strengthen and enhance relationships with public transportation providers and collaborate in providing additional transportation services where appropriate.

Action 8.8.2 Investigate current trends in transportation planning and continue the assessment of the Village residents' transportation needs.

Goal 9: Natural Resources



“Protect and preserve the Village’s natural resources and take an environmentally responsible approach to future development.”

In order for the Village of Horseheads to have a healthy and vital future, consideration must be given to the use of available natural resources and the impact that future development will have on them. This Plan acknowledges the value of these resources and the balance that needs to be maintained for current residents and for future generations.

Recommendation 9.1 Advocate for the preservation of the Village’s environmentally sensitive lands including unique land formations, natural habitats, scenic resources, the wetlands, and the Newtown Aquifer.

- Action 9.1.1 Consider changes to the Village zoning law, map, and Village department policies to support protection of these environmentally sensitive areas.
- Action 9.1.2 Collaborate with local and regional environmental agencies and advocacy groups to educate the public on environmental issues and programs.

Recommendation 9.2 Encourage residents and businesses to conserve natural resources, specifically the reduction of water and energy usage.

- Action 9.2.1 Establish an improved process of local development review to strengthen environmental standards for development proposals. Consider incentives as part of the development review process to encourage developers and contractors to utilize energy efficient technologies. Encourage the use of renewable energy resources to develop "green" buildings or the use of recycled materials as part of the construction of future buildings. As part of site design, encourage the use of LEED-based or similar standards for building construction. Promote the use of "green" technology and practices in industry, business, and construction.
- Action 9.2.2 Investigate opportunities for the retrofitting of existing Village facilities to enable them to become increasingly carbon neutral.
- Action 9.2.3 Consider requiring the construction of all new Village owned facilities to maximize environmental sustainability, conservation, and recycling.
- Action 9.2.4 Consider the adoption of building codes and Site Plan review to maximize environmental sustainability, conservation, and recycling.



- Action 9.2.5 Promote environmental sustainability by educating and encouraging residents and business-owners to adopt environmentally sound practices. Increase active citizen involvement in the planning process and development. Participation by local citizens and business owners often creates a sense of pride in the community.
- Action 9.2.6 When feasible, lead by example in adopting environmentally conscious practices for Village government. Encourage and, when practicable, provide incentives to recycle, conserve water and energy, use renewable resources and alternative sources of energy, and use public transit and alternative modes of transportation.

III. Implementation

Implementation Timeline

The mere statement of the goals and recommendations in this Plan will not produce the desired results unless the Village implements the concepts through a combination of land use regulations, public investment, and cooperation, and the formation of partnerships with adjacent municipalities.

The following Action Matrix identifies the responsible or lead party designated for implementing the various actions and the approximate timeframes in which the actions should be accomplished. The recommended timeframes are identified as:

- S: Short or near term:** Next twelve months (Beginning in 2010)
- M: Midterm or intermediate:** Next Two to Three Years (2011-2013)
- L: Long term:** Three to Five years (2013-2015)
- O: Ongoing:** already in progress or part of normal Village operations.

Potential funding sources have been identified wherever possible. The following table gives the complete names of the agencies that may be abbreviated within the subsequent Action Matrix.

Acronym	Full Name
A&BC-CTIG	Arts and Business Council – Cultural Tourism Initiative Grant
ACHP	The Advisory Council on Historic Preservation (Federal)
AFGP	Assistance to Firefighters Grant Program
AFT	American Farmland Trust
ARC	Appalachian Regional Council
BOCES	Board of Cooperative Educational Services
BOT	Board of Trustees
BTF	Baseball Tomorrow Fund
CCE	Cornell Cooperative Extension of Chemung County
CCHSB	Chemung County Highway Services Board
CCLD	Chemung County Library District
CDBG	Community Development Block Grant
CDBG-TA	Community Development Block Grant – Technical Assistance
CF	Conservation Fund
Chamber	Chamber of Commerce
Chemung Co. S&W	Chemung County Soil & Water Conservation District
CLG	Certified Local Government
Co Ag ED	Chemung County Agricultural Economic Development Office
County ED	Chemung County Economic Development Office



Acronym	Full Name
County IDA	Chemung County Industrial Development Agency
CPC	Comprehensive Planning Committee
CREES	Cooperative State Research, Education, and Extension Service
CVT	Catharine Valley Trail
CW/CA	Clean Water/Clean Air Bond Act
DHCR	Division of Housing and Community Renewal
DHCR-AHP	DHCR-Access Home Program
DHCR-LIHC	DHCR-Low Income Housing Tax Credit Program
DHCR-MIP	DHCR-Legislative Member Item Program
DHCR-NYMS	DHCR-New York Main Street Program
DHCR-SHI	DHCR-Senior Housing Initiative
DPW	Department of Public Works
ECTC	Elmira Chemung Transportation Council
EDI	Economic Development Initiative-HUD
EFC-CWSRF	Environmental Facilities Corp. Clean Water State Revolving Fund
EFC-DWSRF	Environmental Facilities Corporation-Drinking Water State Revolving Fund
EPA	Environmental Protection Agency
EPA-EEP	EPA Environmental Education Program
ESDC	Empire State Development Corp
ESDC-WCG	Empire State Development Corp – Wireless Communities Grant
EZ	Empire Zone Program
FEMA	Federal Emergency Management Agency
FTA	Federal Transit Administration
GEIS	Generic Environmental Impact Statement
GOSC-TA	Governor's Office for Small Cities Technical Assistance Program
GROW-NY	Grow NY through NYS Agriculture and Markets
GST-BOCES	Greater Southern Tier Board of Cooperative Educational Services
HHS CSBG	Health and Human Services – Community Service Block Grant
HOME	Housing Grant Program through DHCR
HS	Homeland Security
IMLS	Institute of Museum and Library Services
LDC	Local Development Corporation
LGE	NYSDOS Local Government Efficiency Program
LGRMIF	Local Government Records Management Improvement Fund
LOCAL	Local Municipality
MANY	Museum Association of New York
NPS - LWCF	National Park Service – Land and Water Conservation Fund
NTIA	National Telecommunications and Information Administration
NYMS	New York Main Street Program
NYPF	NY Planning Federation
NYSAG -FP	NYS Agricultural and Farmland Protection Program
NYSBC-WDG	NYS Business Council-Workforce Development Grant



Acronym	Full Name
NYSBD	NYS Banking Dept.
NYSBDC	NYS Business Development Corporation
NYSOCA	NYS Council on the Arts
NYSOS	NYS Canal System
NYSODA	NYS Dept. of Aging
NYSODM	New York State Department of Agriculture and Markets
NYSODEC	NYS Department of Environmental Conservation
NYSODL	NYS Dept. of Labor
NYSODS-BOA	NYS Department of State Brownfield Opportunity Areas
NYSODT	NYS Dept. of Transportation
NYSODT-IAP	NYSODT-Industrial Access Program
NYSODT-TEP	NYSODT-Transportation Enhancement Program
NYSODT-TIP	NYSODT-Transportation Improvement Program
NYSODE	NYS Dept of Education
NYSODEC	NYS Economic Development Council
NYSODED	NYS Economic Development Dept.
NYSODERDA	New York State Energy Research and Development Authority
NYSODHFA	New York State Housing Finance Agency
NYSOD-IAP	NYS Industrial Access Program
NYSODPRHP	NYS Office of Parks, Recreation and Historic Preservation
NYSODPRHP-CLG	NYSODPRHP-Certified Local Government Program
NYSODPRHP-EPF	NYSODPRHP-Environmental Protection Fund
NYSODPRHP-ITCP	NYSODPRHP-Investment Tax Credit Program
NYSOSOC	NYS Office of the State Comptroller
OSI	Open Space Institute
PB	Planning Board (Village)
PF	Private Funding Sources, i.e., Private Foundation
PLNYS	Preservation League of NYS
PUD	Planned Unit Development
Restore NY	Empire State Development Corp. Restore NY Communities Initiative
RUS	Rural Utility Service
SAFETEA-LU	Safe, Accountable, Flexible, Efficient, Transportation Equity Act
SARA	State Archives and Records Administration
SBA	Small Business Administration
SBF	Scenic Byways Foundation
SHPO	State Historic Preservation Office (same as NYS OPRHP)
SNYM	State of New York Mortgage (Home of Your Own Program)
STCRPDB	Southern Tier Central Regional Planning Development Board
TEA-21	Transportation Equity Act for the 21 st Century
USDA	US Dept of Agriculture
USDA-CRP	USDA Conservation Reserve Program
USDA-WHIP	USDA Wildlife Habitat Incentive Program



Acronym	Full Name
USDOI- RICA	US Dept. of the Interior, Rivers Trails, and Conservation Assistance
USDOJ	US Department of Justice
USGBC - LEED	US Green Building Council - LEED Green Building Rating System™
ZBA	Zoning Board of Appeals

Action Matrix

The following Action Matrix provides an abbreviated list of the goals, recommendations, and actions, as well as suggested timelines and partners to assist with implementation.

Goals, Recommendations and Actions		Time Frame	Responsible Party	Potential Funding Sources
<i>Goal 1 Government Effectiveness: Promote and encourage the highest level of public service and professionalism by the volunteers, as well as paid and elected personnel who lead and manage the Village's affairs in order to protect the public health, safety, welfare, and comfort of the people who live and work in the Village.</i>				
Recommendation 1.1: Implement the goals and recommendations of the Comprehensive Plan and integration of the associated activities into the Village's Operating Plan insofar as the Trustees deem attributable within the constraints of the adopted budget.				
Action 1.1.1	Upon adoption of the Comprehensive Plan, copies of the goals and strategies should be made available to all Village Boards, Commissions, Departments, and their employees.	S	Mayor , BOT	Local
Action 1.1.2	Review all future budgetary considerations and consider allocating appropriate funding to implement the goals of the Comprehensive Plan.	O	Village Manager, BOT, PB, ZBA	Local
Recommendation 1.2: Plan for budgeting for the continuing educational development of elected, appointed, employed, and volunteer Village personnel in their roles and functions.				
Action 1.2.1	Designate a primary individual within the Village government who is responsible for researching and coordinating continuing education opportunities for these individuals.	O	Village Mgr.	Local
Action 1.2.2	Consider allocating annual funds to cover educational development for volunteers, elected, appointed, and employed Village personnel.	O	BOT, Village Mgr.	Local
Recommendation 1.3: Develop an effective system of ongoing two-way communication with residents and businesses.				
Action 1.3.1	Investigate the usefulness and effectiveness of printed or electronic newsletters for distribution to Village residents and businesses.	O	Volunteer, BOT	Local
Action 1.3.2	Develop an effective system of ongoing two-way communication with residents and businesses.	O	Village Manager, BOT	Local
Action 1.3.3	Update and maintain Villages' website frequently with news and activities in the Village.	O	Village Manager	Local
Recommendation 1.4: Maintain and enhance the Village's physical infrastructure to meet current and future needs.				
Action 1.4.1	Evaluate current road maintenance needs and budget accordingly for needed repairs and upgrades.	O	DPW	Local
Action 1.4.2	Evaluate the current capacity of the water system and budget accordingly for needed repairs and upgrades.	O	DPW	CW/CA, CDBG, EFC-CWSRF
Action 1.4.3	Reevaluate the dumpster program and implement if needed by community residents.	S	Village Mgr., DPW	Local
Action 1.4.4	Explore the feasibility of a Wi-Fi network in Hanover Square and other areas of the Village.	S	Village Mgr.	Local, ESDC-WCG



Goals, Recommendations and Actions		Time Frame	Responsible Party	Potential Funding Sources
Recommendation 1.5: Promote and encourage municipal cooperation in support of shared services when deemed appropriate and useful to the Village.				
Action 1.5.1	Maintain or enhance communication and collaboration with adjacent municipalities on an ongoing basis.	S	BOT, Village Mgr.	Local
Action 1.5.2	Investigate opportunities for sharing of services and/or facilities with adjacent communities including opportunities for funding for shared services.	O	Village Mgr., Dept. Heads	LGE
Action 1.5.3	Continue effective existing relationships and the sharing of services, as appropriate to Village needs, using the current arrangement with the school district as a paradigm.	O	Village Mgr., Dept. Heads, School District	Local
Recommendation 1.6: Stay abreast of State and Federal government's evolving priorities as they pertain to the environment and preservation of natural resources.				
Action 1.6.1	Maintain/enhance communication links with State offices and organizations in order to be aware of programs, grant opportunities, and State policy priorities as they relate to environmental issues.	S	Village Mgr.	Local
Action 1.6.2	Continue to lead by example by adopting appropriate environmentally conscious practices for the Village.	S-M	BOT, Village Mgr.	Local
Recommendation 1.7: Consider establishment of a Commission to investigate the need and feasibility for construction of a Village building(s) to house Village and community services, such as, but not limited to: police, justice, the current activities, and offices of the Village hall, recreation, and a general community center.				
Action 1.7.1	Conduct a needs assessment of Village departments and services.	S	Village Mgr.	Local
Recommendation 1.8: Plan for professional execution of the grant writing and grant management function.				
Action 1.8.1	Appoint a designated individual within the Village government to be responsible for or to oversee grant writing and grant management.	S	Village Mgr.	Local
Recommendation 1.9: Plan to assure the maintenance and upkeep of Village property and facilities.				
Action 1.9.1	Survey conditions of existing conditions of Village facilities and determine the needed maintenance as part of the facility needs assessment.	S	Village Mgr.	Local
Action 1.9.2	Pursue applicable funding opportunities to provide resources for maintenance and upkeep of Village facilities.	O	Village Mgr.	Local
Action 1.9.3	Continue to provide adequate yearly funding for maintenance and upkeep of Village property and facilities.	O	Village Mgr.	Local
Action 1.9.4	Utilize the Village's Capital Improvement Plan to identify and fund long-term facility needs and upgrades.	O	BOT, Village Mgr.	Local
Recommendation 1.10: Assess and update Village programs and services to assure that the Village does not support unused or limited value activities.				



Goals, Recommendations and Actions		Time Frame	Responsible Party	Potential Funding Sources
Action 1.10.1	Survey existing conditions of facilities and determine usage rates for those facilities as part of the facility needs assessment.	S	Village Mgr.	Local
Action 1.10.2	Investigate alternative uses of underutilized facilities by other Village departments.	S	Village Mgr.	Local
Goal 2 Public Safety: Manage the public safety operations of the Village, coordinating the activities of the fire department, police department, and code enforcement to assure that the Village remains a safe place to live and work.				
Recommendation 2.1: Support and aid the on-going challenges of attracting and maintaining a reliable and trained volunteer fire department.				
Action 2.1.1	Continue to actively support the recruitment of additional volunteers.	S	Fire Chief, Village Mgr.	Local
Action 2.1.2	Continue to provide adequate, yearly funding for training of fire department staff.	O	Fire Chief	Local, AFGP
Recommendation 2.2: Support the services provided by the police department.				
Action 2.2.1	Maximize pedestrian safety at crosswalks throughout the Village.	S	Police Chief	Local
Action 2.2.2	Re-emphasize the need and support of the neighborhood watch program.	S	Police Chief	Local
Action 2.2.3	Provide police assistance to code enforcement officials, when necessary, when serving code enforcement violations.	S	Village Mgr., Code Enforcement, Police chief	Local
Action 2.2.4	Enact strict and consistent enforcement of speed limits by the police department.	S	Police Chief	Local
Recommendation 2.3: Use professional grant writing assistance to supplement annually budgeted funds to assure that police and fire departments are adequately equipped.				
Action 2.3.1	Pursue funding opportunities to support equipment upgrades and purchases for police and fire departments.	S	Village Mgr, Police Chief	AFGP
Action 2.3.2	Coordinate pursuit of funding through a single department, office, or individual to enhance efficiency and collaboration.	S	Village Mgr, Police Chief	Local
Recommendation 2.4: Assess and improve Village emergency responsiveness, including emergency and disaster preparedness plans, being cognizant of the possibility of operating independent of external assistance in some emergencies.				
Action 2.4.1	Periodically assess the level of services provided by police and fire departments.	S-M	Village Mgr.	Local



Goals, Recommendations and Actions		Time Frame	Responsible Party	Potential Funding Sources
Goal 3 Preservation and Enhancement of Quality of Life in Horseheads': Preserve and enhance the existing character and quality of life in the Village while accommodating a blend of residential, commercial, manufacturing, and industrial uses and growth.				
Recommendation 3.1: Promote and maintain a balance of residential, commercial, industrial, and open space to preserve and improve the existing character of the Village.				
Action 3.1.1	Require all development to be compatible with the surrounding neighborhoods through updated zoning requirements and Site Plan review.	M	BOT, PB, Village Mgr. Code Enforcement	Local
Action 3.1.2	Require all decisions relating to land use made by the Village Board, the Village Planning Board, and the Village Zoning Board of Appeals to be consistent with the goals and recommendations of the Comprehensive Plan.	S-M	BOT, PB, Village Mgr., ZBA, Code Enforcement	Local
Recommendation 3.2: Periodically review the Village's zoning giving consideration to concepts suggested in the Comprehensive Plan.				
Action 3.2.1	The Village Planning Board, the Village Zoning Board of Appeals, and the Village Board shall review the Comprehensive Plan and consider zoning concepts and implications.	S	BOT, PB, ZBA	Local
Action 3.2.2	Maintain the residential character of Westinghouse Road and the Route 14 corridor to the extent practicable.	O	BOT, PB, ZBA	Local
Recommendation 3.3: Consider requiring Site Plan review for all new commercial and industrial development.				
Action 3.3.1	Explore the development of a Site Plan review process and criteria by the Village Boards.	S	BOT, PB	Local
Recommendation 3.4: Explore and encourage the development of design guidelines and performance standards to maintain a proper scale and aesthetic appeal of the Village.				
Action 3.4.1	The Village Board should explore design guidelines and performance standards to maintain the proper scale and character of the residential and commercial areas of the Village.	S-M	Village Mgr., BOT, PB	Local
Action 3.4.2	All new development shall maintain a proper scale and character with existing neighboring use whether residential or commercial.	M	Code Enforcement, Village Mgr., BOT	Local
Recommendation 3.5: Consider financial incentives for owner occupied multi-family dwelling units to eliminate problems associated with absentee landowners.				
Action 3.5.1	Continue to encourage opportunities to increase funding for homeownership assistance programs, especially to owner occupied multi-family units.	S	Village Mgr., Code enforcement	CDBG, DHCR-AHP, HOME
Action 3.5.2	Explore Village Code changes requiring the registration of all absentee-owner properties.	M	Code Enforcement, Village Mgr., BOT	Local
Recommendation 3.6: Explore enacting requirements on developers to preserve and/or create attractive green space in conjunction with commercial development.				



Goals, Recommendations and Actions		Time Frame	Responsible Party	Potential Funding Sources
Action 3.6.1	Mandate the preservation of open space and/or require green space as part of Site Plan review for each development application.	S-M	Village Mgr., BOT, PB	Local
Action 3.6.2	Investigate the feasibility of mitigation fees to deal with impacts of new development as identified through a Generic Environmental Impact Statement (GEIS) process.	S-M	Village Mgr., BOT, PB	Local
Recommendation 3.7: Preserve and enhance the Village’s aesthetic appeal especially along prominent corridors and gateways.				
Action 3.7.1	Consider financial support and promotion to continue the Village beautification program.	O	DPW, Village Mgr, BOT	Local, Private, DHCMSNY
Action 3.7.2	Examine a beautification program to include additional residential and commercial areas.	S	DPW, Village Mgr, BOT	Local, Private, DHCMSNY
Action 3.7.3	Pursue funding options to support program activities.	S	DPW, Village Mgr, BOT	Local, Private, DHCMSNY
Recommendation 3.8: Consider the promotion of the Village as a focal point for commercial, recreational, social, cultural, and educational activities.				
Action 3.8.1	Consider improving signage through improved sign regulations, enforcement of existing sign requirements, and the education of business and building owners about such regulations.	S-M	Village Mgr., BOT, PB	Local
Action 3.8.2	Encourage the development of professional office space and/or apartments on upper floors of commercial buildings in the business district.	M-L	Village Mgr.	Local
Action 3.8.3	Use marketing activities to attract niche businesses to appeal to broad market segments.	S-M	Village Mgr., STEG, Merchant’s Assn.	Local
Action 3.8.4	Encourage the development and promotion of more festivals and cultural activities in the Village and the Hanover Square business district.	O	Parks and Recreation, BOT, Merchant’s Assn.	Local, Private, A&BC-CTIG
Action 3.8.5	Consider leveraging the National Trust designation for additional funding in support of Hanover Square district efforts.	M	Village Mgr.	Local
Action 3.8.6	Pursue support by public and private entities for development efforts.	S-M	Village Mgr.	Local
Action 3.8.7	Pursue partnerships and encourage funding opportunities for property owners to rehabilitate and/or develop properties within the Village.	S-M	Village Mgr.	DHCMSNY
Action 3.8.8	Investigate the feasibility of a wireless network in the Village, including the examination of usage rates and the impact on local businesses.	S-M	Village Mgr.	Local ESDC-WCG
Recommendation 3.9: Consider and explore environmental initiatives that sustain eco-systems, natural habitats, and other environmentally sensitive resources.				
Action 3.9.1	Review current or proposed regulations and Village policies to determine potential impacts on the following: aquifers, protection of remaining green space, and wetland areas.	S-M	Village Mgr., BOT, PB	Local



Goals, Recommendations and Actions		Time Frame	Responsible Party	Potential Funding Sources
Action 3.9.2	Review and revise the Village Zoning Law, Site Plan review, and Village operating policies, as necessary, taking into consideration the potential environmental impacts on these areas.	S-M	Village Mgr., BOT, PB	Local
Action 3.9.3	Investigate and cooperate in funding opportunities to provide protection to sensitive environmental areas in, and adjacent to, the Village.	M	Village Mgr.	EPA, NYSDEC
Recommendation 3.10: Aggressively improve both the responsiveness and a proactive approach of code enforcement within the Village.				
Action 3.10.1	Explore opportunities to adequately staff positions to meet the Village's code enforcement needs.	S	Village Mgr.,	Local
Action 3.10.2	Develop an educational outreach process to enhance residents' awareness of the Village code and the code enforcement process and policies.	S	Village Mgr, BOT, Volunteers	Local
Action 3.10.3	Provide for adequate code enforcement activity and provide timely disposition of violations.	S	Code Enforcement, Village Mgr.	Local
Action 3.10.4	Provide greater oversight and monitoring of properties to protect against code violations and maintenance issues.	S	Code Enforcement	Local
Action 3.10.5	As part of a proactive approach to code enforcement, seek improvements to building facades, masonry repair and restoration, storefront repairs or replacement, and exterior painting.	S-M	Code Enforcement, Village Mgr., BOT	Local, DHCMSNY
Action 3.10.6	Consider a program to encourage handicapped accessible entrances to buildings to bring them to ADA compliance.	S-M	Code Enforcement, Village Mgr., BOT	Local, DHCMSNY
Goal 4 Economic Development: Attract and support sustainable businesses to ensure a stable tax base, meet the needs of residents, and provide quality employment opportunities.				
Recommendation 4.1: Identify realistic and sustainable economic development opportunities for the Village, taking into consideration its transportation resources, demographics, location within the Southern Tier, and current infrastructure.				
Action 4.1.1	Increase communication and general coordination with Southern Tier Economic Growth (STEG) to market and promote development opportunities within the Village of Horseheads.	O	Mayor, Village Mgr.	Local
Action 4.1.2	Support the development of a feeder road from Route 13 into The Center-Holding Point facility to increase ease of accessibility and reduce major truck traffic within the Village.	O	BOT, Mayor, DPW	NYS-DOT, NYS-IAP
Recommendation 4.2: Promote the Village not only as a tourist destination, but also as an attractive and welcoming place to live and enjoy family life.				
Action 4.2.1	Provide support for a marketing program to promote the Village.	S-M	BOT, Village Mgr.	A&BC-CTIG



Goals, Recommendations and Actions		Time Frame	Responsible Party	Potential Funding Sources
Action 4.2.2	Support collaborative efforts with other tourist bureaus to increase promotional efforts.	S-M	BOT, Village Mgr.	Local
Recommendation 4.3: Consider promotion of Hanover Square as a mixed commercial and residential center that hosts events, entertainment, dining, shopping, and other attractions.				
Action 4.3.1	Conduct a parking study to assess the parking demand and strategies for better parking management.	S	Village Mgr., Merchant's Assn.	Local
Recommendation 4.4: Encourage community leadership to establish a Merchants' Association.				
Action 4.4.1	Investigate and consider the creation of a business manager position to oversee promotion and management of Village development efforts and pursue funding for the position.	S	Village Mgr., Merchant's Assn.	Local
Goal 5 Housing: Support a diversified range of housing options for residents of varying economic means.				
Recommendation 5.1: Support the development of an array of quality housing options and prices.				
Action 5.1.1	Periodically consider changes to Village policies and procedures to achieve the housing goals.	O	Village Mgr., BOT, PB	Local
Action 5.1.2	Consider changes to zoning law as housing trends and building techniques and materials advance.	S	Village Mgr., BOT, PB	Local
Recommendation 5.2: Seek and manage grants or other resources to assist qualified homeowners in upgrading and maintaining their properties.				
Action 5.2.1	Pursue funding opportunities for homeownership assistance programs.	S	Village Mgr.	NYSHFA
Recommendation 5.3: Support the establishment of a volunteer home improvement corps to assist the elderly and/or needy homeowners in routine upkeep and maintenance of their homes.				
Action 5.3.1	Encourage the creation or enhancement of volunteer programs relating to home upkeep and maintenance.	S-M	Mayor, BOT	Local
Action 5.3.2	Collaborate with other agencies to promote and support home maintenance programs.	S-M	Village Mgr., Mayor, BOT	NYSHFA
Goal 6 Recreation: Periodically assess the recreational needs of residents of all ages and encourage development and maintenance of programs and facilities to meet those needs.				
Recommendation 6.1: Assess the recreational needs and interests of residents to determine which recreational services and/or facilities may be required, expanded, reduced, or eliminated.				



Goals, Recommendations and Actions		Time Frame	Responsible Party	Potential Funding Sources
Action 6.1.1	Conduct a needs assessment of the recreational facilities and programs provided by the Village and other program providers.	S-M	Parks and Recreation	Local
Action 6.1.2	Explore the feasibility of a community center serving the needs of local residents.	S-M	Village Mgr, Parks and Recreation	Local
Action 6.1.3	Investigate funding opportunities to support the expansion of needed programs or facilities.	O	Parks and Recreation Village Mgr.	Local
Action 6.1.4	Engage community citizens in the assessment and potential impacts of reducing or eliminating underutilized programs.	S-M	Parks and Recreation Village Mgr., BOT	Local
Recommendation 6.2: Investigate the feasibility of establishing a dog park.				
Action 6.2.1	Create a committee composed of Village department representatives and interested private citizens to research feasibility and issues associated with creating a dog park within the Village.	S-M	BOT, Village Mgr.	Local
Recommendation 6.3: Explore the expansion of outdoor winter activities.				
Action 6.3.1	Explore the creation of an outdoor seasonal ice rink.	S	Parks and Recreation Director, Village Mgr., DPW	Local
Action 6.3.2	Increase the development and promotion of more festivals and cultural activities throughout the Village.	O	Parks and Recreation., Village Mgr.	Local
Recommendation 6.4: Promote walking within the Village to improve health and community interaction.				
Action 6.4.1	Upgrade walkways and pedestrian signage (e.g. routes with signs and mileage markers).	S	DPW, Village Mgr, Volunteers	NYSDOT-TEP
Action 6.4.2	Require the incorporation of sidewalks, walkways, and paths when appropriate in any new or major developments within the Village.	S-M	Village Mgr.	Local
Action 6.4.3	Consider creation of a system of paths and trails within the Village perhaps by connecting Teal Park, Linear Park, Hanover Square, and Thorne St. Park.	M	Parks and Recreation DPW, Village Mgr.	NYSDOT-TEP, NYSOPRHP
Action 6.4.4	Investigate the potential of additional linkages to adjacent communities' paths and trails.	M-L	Parks and Recreation DPW, PB	Local



Goals, Recommendations and Actions		Time Frame	Responsible Party	Potential Funding Sources
Action 6.4.5	Investigate opportunities for increasing the number of paths and trails within the Village and pursue funding opportunities to support the development of this network.	M-L	Parks and Recreation , PB	NYSDOT-TEP, NYSOPRHP
Recommendation 6.5: Support and promote the connection of the Catharine Valley Trail (CVT) into the northern boundary of Hanover Square.				
Action 6.5.1	Promote the health, tourism, and economic benefits of the completed trail to both Village residents and business owners.	M-L	Village Mgr, Volunteers	NYSDOT-TEP, NYSOPRHP
Action 6.5.2	Promote and market the CVT to attract visitors to the Village.	M-L	Village Mgr, Volunteers	NYSDOT-TEP, NYSOPRHP
Recommendation 6.6: Promote the recreational and educational opportunities of the wetlands bordering The Center-Holding Point at Horseheads.				
Action 6.6.1	Promote the educational benefits of the wetlands area to both Village residents and business owners.	S-M	Village Manager, Mayor	Local
Action 6.6.2	Investigate additional opportunities to expand usage of natural areas as a benefit to the community.	S-M	Village Mgr., Mayor	USDOI
Recommendation 6.7: Determine the need for retrofitting and/or modernizing facilities.				
Action 6.7.1	Evaluate existing recreational facilities with consideration for meeting or exceeding the latest safety standards.	S-M	Village Mgr, Parks and Recreation	Local, LGE
Action 6.7.2	Seek to improve maintenance strategies designed to preserve structures and minimize large capital expenditures.	S-M	Village Mgr, DPW, Parks and Recreation	Local, LGE
Action 6.7.3	Explore the opportunities for “green” upgrades in all facilities, utilities and fields or parks (trails).	S-M-L	Village Mgr, Parks and Recreation, DPW	NYSERDA
Action 6.8.1	Search out grants to rehabilitate aging facilities (e.g. 50 yr. old swimming pool and bathhouse; tennis courts; skateboard park).	O	Village Mgr, Parks and Recreation, DPW	Local
Recommendation 6.8: Consider the development of land acquisition strategies.				
Action 6.8.1	Smaller parcels may be developed as ‘pocket parks’.	O	Village Mgr, Parks and Recreation, DPW	Local
Action 6.8.2	Additional parcels may be used as community gardens.	O	Village Mgr, Parks and Recreation	NYSOAM
Action 6.8.3	Where successful in acquiring lands, and for existing areas, develop and maintain green and open space when appropriate.	O	Village Mgr, Parks and Recreation, DPW	NYSOPRHP



Goals, Recommendations and Actions		Time Frame	Responsible Party	Potential Funding Sources
Goal 7 Culture and History: Leverage the Village’s historical assets; preserve and develop local interest in the arts, and Village culture and folklore, both for visitor interest, and to enhance a sense of community.				
Recommendation 7.1: Encourage support for the Horseheads Historical Society, its museum, and the Zim House.				
Action 7.1.1	Support and promote the efforts of the Historical Society as an asset to the community and residents.	S	BOT	Local
Action 7.1.2	Support funding opportunities for maintaining or enhancing the programs and facilities associated with the Village Historical Society.	S	Village Mgr., BOT, Volunteers	IMLS, MANY
Recommendation 7.2: Encourage the creation of a history project pertaining to the Village.				
Action 7.2.1	Preserve the Village’s history and promote the benefits of retaining such history to current and future residents.	O	Village Mgr., Historical Society	Local
Action 7.2.2	Create a history project of the Village using a variety of media.	S-M	BOT, Volunteers, Scouts, Historical Society	Local
Recommendation 7.3: Support and promote local cultural and historical educational opportunities, especially for youth.				
Action 7.3.1	Encourage collaboration with the school district administration and encourage a deeper treatment of local history in school curricula.	S-M	School District, BOT, Historical Society	Local
Recommendation 7.4: Establish Horseheads as the Gateway to the Finger Lakes.				
Action 7.4.1	Market the Village’s cultural and historical heritage both regionally and nationally.	S-M	Village Mgr., Merchant’s Assn.	A&BC-CTIG, SBF
Action 7.4.2	Collaborate with other tourist bureaus to bring tourists and visitors to the Finger Lakes region.	S-M	Village Mgr., Merchant’s Assn.	A&BC-CTIG, SBF
Recommendation 7.5: Support the exploration of the construction of a new library and/or community center as a cultural and educational site within the Village.				
Action 7.5.1	Collaborate with the Chemung County Library District (CCLD) to support the construction of a new library within the Village and collaborate with the Library District on the design and location of the new facility.	S-M	Village Mgr, Librarian, CCLD, BOT, Town of HHDS, Town of Big Flats	Local



Goals, Recommendations and Actions		Time Frame	Responsible Party	Potential Funding Sources
Action 7.5.2	Consider the commission a study to investigate the need and feasibility of construction of a Village building(s) to centrally house key Village functions: police, justice, library, the current activities, and offices of the Village hall, recreation, and a general community center.	S-M	Village Mgr., BOT, surrounding communities	Local
Goal 8 Transportation: Focus on present and future transportation opportunities to improve and maintain the infrastructure of existing roads and walkways, and support potential trail construction that positively impacts the Village.				
Recommendation 8.1: Research a cost reduction program to make sidewalk replacement more affordable to property owners.				
Action 8.1.1	Conduct a needs assessment and estimate costs for the repair or replacement of sidewalks within the Village.	O	Village Mgr., DPW	Local
Action 8.1.2	Create a priority list of locations within the Village for sidewalk replacement.	O	Village Mgr., DPW	Local
Action 8.1.3	Investigate creative methods of funding a sidewalk replacement program, including adjustment of fees, local contributions, or modified construction requirements.	S	Village Mgr., DPW	Local
Recommendation 8.2: Require future street improvements to accommodate all types of mobility and movement such as walking, wheel chairs, powered wheelchairs, hand-held walkers, and bicycles.				
Action 8.2.1	Pursue funding opportunities to support street and sidewalk improvements.	S-M	Village Mgr., DPW	Local
Action 8.2.2	Properly maintain pavement markings and signage denoting location of crosswalks.	O	Village Mgr., BOT, DPW	Local
Recommendation 8.3: Support enhanced rail access to The Center-Holding Point at Horseheads to facilitate industrial development.				
Action 8.3.1	Enhance communication and collaboration with private rail corporations, State, and regional transportation organizations to assess needs and provide greater utilization of existing rail infrastructure.	S-M	Village Mgr., Mayor	Local
Recommendation 8.4: Assess and plan for improved parking accommodations in commercial areas, primarily Hanover Square.				
Action 8.4.1	Undertake a parking study to assess the current need for additional parking and better parking management.	S-M	Village Mgr.	Local
Recommendation 8.5: Support the development of paths and trails within the Village.				
Action 8.5.1	Promote walking within the Village to encourage healthy lifestyles and community interaction.	S-M	Parks and recreation, Village Mgr, Mayor, BOT, PB	Local



Goals, Recommendations and Actions		Time Frame	Responsible Party	Potential Funding Sources
Action 8.5.2	Create a network of trails and paths throughout the community to link and improve accessibility to recreational, cultural, commercial, and regional resources.	M-L	Village Mgr., BOT, DPW	Local, NYSOPRHP
Action 8.5.3	Develop a connected system of greenways along the Village's neighborhoods.	M-L	Village Mgr., BOT, DPW	Local, NYSOPRHP, NYSDOT-TEP
Action 8.5.4	Create a bicycle and pedestrian network in the Village.	M-L	Village Mgr., BOT, DPW	Local, NYSOPRHP, NYSDOT-TEP
Recommendation 8.6: Enforce the Village's current position on the Route 14/Westinghouse Road corridor to the preserve the residential nature of the area vis-à-vis the New York Department of Transportation's potential plans to widen or otherwise change that roadway.				
Action 8.6.1	Continue to emphasize the Village's vision for Route 14/Westinghouse Road to be a residential corridor.	S	PB, BOT	Local
Action 8.6.2	Maintain close communication and strengthen relationships with regional transportation organizations and New York Department of Transportation.	S	BOT, Planning Board, DPW	Local
Recommendation 8.7: Support and participate in the planning for a feeder road connecting Route 13 and The Center-Holding Point at Horseheads.				
Action 8.7.1	Support development of a feeder road from Route 13 into The Center-Holding Point facility to increase accessibility and reduce major truck traffic within the Village.	S	BOT, DPW	NYS-DOT, NYS-IAP
Action 8.7.2	Maintain close communication and strengthen relationships with regional transportation organizations and New York Department of Transportation.	S	BOT, DPW	Local
Recommendation 8.8: Investigate and prepare for future alternative transportation modes in the Village.				
Action 8.8.1	Strengthen and enhance relationships with public transportation providers and collaborate in providing additional transportation services where appropriate.	O	Village Mgr.	Local
Action 8.8.2	Investigate current trends in transportation planning and continue the assessment of the Village resident's transportation needs.	S-M	Village Mgr.	Local
Goal 9 Natural resources: Protect and preserve the Village's natural resources and take an environmentally responsible approach to future development.				
Recommendation 9.1: Advocate for the preservation of the Village's environmentally sensitive lands including unique land formations, natural habitats, scenic resources, the wetlands, and the Newtown Aquifer.				



Goals, Recommendations and Actions		Time Frame	Responsible Party	Potential Funding Sources
Action 9.1.1	Consider changes to Village zoning law, map, and Village department policies to support protection of these environmentally sensitive areas.	S	BOT, PB	Local
Action 9.1.2	Collaborate with local and regional environmental agencies and advocacy groups to educate the public on environmental issues and programs.	M-L	Mayor, Village Mgr.	Local
Recommendation 9.2: Encourage residents and businesses to conserve natural resources, specifically the reduction of water and energy usage.				
Action 9.2.1	Establish an improved process of local development review to strengthen environmental standards for development proposals.	S-M	Village Mgr., DPW, BOT	Local, NYSERDA
Action 9.2.2	Investigate opportunities for the retrofitting of existing Village facilities to enable them to become increasingly carbon neutral.	S-M	Village Mgr., DPW	Local
Action 9.2.3	Consider requiring the construction of all new Village owned facilities to maximize environmental sustainability, conservation, and recycling.	S-M	BOT, Village Mgr., DPW	Local, NYSERDA
Action 9.2.4	Consider the adoption of building codes and Site Plan review to maximize environmental sustainability, conservation, and recycling.	M-L	Village Mgr, BOT	Local
Action 9.2.5	Promote environmental sustainability by educating and encouraging residents and business-owners to adopt environmentally sound practices.	S	Village Mgr., BOT	Local, NYSERDA
Action 9.2.6	When feasible lead by example in adopting environmentally conscious practices for Village government.	S	Village Mgr., BOT, DPW	Local

Appendix A: Community Overview & Public Participation

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Community Overview

Community Setting

The Village of Horseheads is located within the Town of Horseheads in the center of Chemung County. It is one of the municipalities situated west of the Catskill Mountains along the northern border of the State of Pennsylvania, in the Southern Tier of New York State, and is part of the Elmira, New York Metropolitan Statistical Area. See **Map 3: Base Map** in Appendix K.

The Village encompasses 3.9 square miles and is crossed by 31 miles of roads. The new Interstate 86 (I-86)/NYS Route 17, called the Southern Tier Expressway, passes through the southern half of the Village intersecting New York State Route 14, which transects the Village in a north-south direction. New York State Route 13 passes through the eastern side of the Village where it intersects I-86/NYS 17 just before exiting the Village.



Newtown Creek, a tributary of the Chemung River, runs through the eastern side of Horseheads. Newtown Creek is connected with a network of aquifers that provide the residents of the Village with potable water.

Built between 1830 and 1833, the Chemung Canal connected Seneca Lake at Watkins Glen to the Chemung River at Elmira and enabled the transport of coal, lumber and agricultural products from Pennsylvania and the Southern Tier of New York to the Erie Canal. Between 1837 and 1878, the Village of Horseheads hosted the office of the Toll Collector where all boats and barges navigating along the Chemung Canal and the feeder canal weighed their cargo and paid tolls. The feeder canal, originating in Corning, joined the Chemung Canal a short distance northeast of Hanover Square. Residents of the Village often gathered on West Franklin Street to watch the boats as they passed through the lock¹.

The existence of the canal played an important role in the area's socio-economic growth. Canal transport became outdated in the region when a viable railroad network was developed. The Chemung Railroad once extended north from Elmira, through Horseheads, where it connected with the New York and Erie railroad.

These transportation systems connected the Village of Horseheads with other areas encouraging its economic growth. By 1860, the Village was hosting two steam operated flour mills, a plaster mill, a gang sawmill, and three churches for a population of 1000 people.



Previous Local and Regional Planning Efforts

Comprehensive Plan

In 1969 the Village of Horseheads developed and adopted a Comprehensive Plan. This Plan presented a survey and analysis of the Village's existing conditions of that period and identified a number of recommendations and implementation methods. The 1969 planning document called for the improvement of public buildings and improved conditions of roads and highway connections to other areas of the region. The Plan also recommended the acquisition of new land for parks and recreation purposes and the improvements of public utilities.

Village officials have implemented many of the recommendations, while other recommendations are outdated.

Community Outreach Process

Comprehensive Planning Review Committee

In 2006, The Village Board of Trustees called for the development of a new Village of Horseheads Comprehensive Plan. A Comprehensive Planning Committee (CPC) was appointed to assist in the Plan's development. The Laberge Group, a full service planning and engineering consultant firm, was retained to assist the CPC in the preparation of the Comprehensive Plan.

Focus Group Workshops

The role of the public in the planning process cannot be overstated. One of the most important tools for engaging local residents in a Plan's development is the holding of focus group workshops. The workshops usually occur in two parts: The first part of the workshop consists of a public presentation by the planning consultant that is meant to introduce the topics they will be discussing. The second part of the workshop consists of the breakout of small groups to consider and discuss questions related to the chosen topics. Responses to the questions are recorded. The majority of the workshop is used for this round-table discussion. A short sharing session where table leaders summarize the commentary from his or her table concludes the workshop.

Assets and Liabilities Workshop

The first focus group workshop in the Village of Horseheads was held on October 3, 2007. During this workshop, residents provided their opinions as to the Village's most apparent successes and current challenges. The positive and negative aesthetic, economic, social, or cultural features identified by the participants at this first workshop provided the foundation for the creation of the Village's future goals.

Residents attending this workshop clearly expressed the small

EVERYONE IS WELCOME
All Residents, Property Owners, Civic Groups,
Businesses and Government Officials are invited.

What is Your Vision?

The community is developing a Plan to guide us into the future and we need to know what you think. This is your opportunity to make a difference in your community.

*Your chance to shape
your community's Future*



community feeling and the family atmosphere of the Village, together with its location and good schools, to be the biggest assets. Reporting these features as assets reveals community values that are important for understanding the image the Village of Horseheads wants to convey into the future.

Most of the participants expressed their appreciation for the sheltering feeling they have living in the Village, and for the churches and cemeteries serving the Village. Also, participants appreciate the rich history and beauty of some of the Village neighborhoods and the Hanover Square improvements. The participants also expressed their satisfaction with the services provided by the local police department and the fire department volunteers.

Residents participating in the October 3rd workshop also revealed some issues that they were less satisfied with including parking (primarily in Hanover Square) and public transportation concerns; aesthetics of abandoned commercial properties; problems with keeping businesses for longer periods of time in Hanover Square; the lack of businesses and industrial development at the Holding Point; and the reuse or demolition of the LRC building.

Recreation concerns included the lack of enough open space; the need for a community center for seniors; having more diverse activities organized for youth.

Other views shared identified concerns regarding the pockets of poverty existing within the community; the lack of communication between government and residents; the lack of a local community newsletter, and the lack of code enforcement in the Village.

These liabilities reveal the concerns of the residents and the Village features they want to see improved in the future. Results of the workshop are included in Appendix M: Public Outreach.

Visioning Workshop

A Visioning Workshop was held October 22, 2007 and many key issues and concerns were discussed. The majority of these issues fell into broader categories. For instance, issues were raised that related to development of the Holding Point industrial area. Likewise, Hanover Square was identified as an asset, but one that requires significant and broad changes, such as solutions to traffic and parking, attraction of businesses that stay open later and attract younger people, and improvement to the overall aesthetics.

A number of people expressed their interest in extending existing trails and walkways to connect with each other and as a way to improve the community. Thorne Street Park was also seen as a wealth of opportunities, including expansion of winter activities with a potential ice rink.

Many people were concerned with preserving the historical character of the Village, including period homes and municipal architecture.

Sidewalks were often cited as a major issue. Most people wanted the replacement or new sidewalk creation, while others did not view the lack of sidewalks in their front yard as a liability (i.e., reducing the shoveling responsibility and the liability of someone getting injured while walking across it). Redeveloping the LRC/Leprino facility sites was also seen as important.



In terms of housing, two major concerns were discussed at the meeting: 1) the lack of code enforcement and 2) the lack of affordable housing stock. Many people expressed concern over the appearance of neighboring houses and yards and wanted better code enforcement to address this issue. Residents also recognized a need in the community for affordable to moderately priced housing opportunities. The shortage of these entry-level living spaces was seen as a significant drawback to attracting younger professionals and families.

Results of the workshop are in Appendix M: Public Outreach.

Strategy Assessment Workshop

After synthesizing the information from both previous workshops, a third public workshop was held on Thursday, November 15th, 2007. Two exercises were held to gauge public support for specific Plan recommendations and to reach some degree of consensus on priorities for the Comprehensive Plan.



The first exercise was a rating of 70 ideas or concepts to be considered within the Comprehensive Plan.

Rating was done on two criteria: the importance of the idea and the feasibility of that idea being implemented. The concept behind this exercise was the “vetting” of ideas by the community prior to being incorporated into the final document.

The second exercise asked participants to prioritize their most important issues in short-medium-long term goals. This information was used to set reasonable timelines for the implementation of recommendations and actions.

The workshop concluded with an open forum for comments by the public on the ideas being considered for inclusion within the Plan.

A full list of comments and ratings from Public Workshop #3 is included in Appendix M.

Stakeholder Interviews

Project consultants conducted in-person interviews with individuals and groups identified as stakeholders by the CPC. A stakeholder is any individual or group that has a unique knowledge base or expertise that can assist with developing key recommendations and strategies through the Comprehensive Planning process. In general, stakeholders represent government agencies, residential communities, business associations, and other local organizations, such as nonprofits or volunteer committees that perform a specific public function.

A list of governmental departments, groups, and individuals was compiled by the CPC. The list included stakeholders who could provide the most useful information within a reasonable period of time. The full results of stakeholder interviews are included in Volume II, Public Participation Process.



Stakeholder interviews included 30-minute to hour-long discussions with persons representing a variety of organizations, agencies, or business interests. The issues discussed ranged from specific Village infrastructure issues, environmental concerns, traffic issues, historic preservation, parks, and recreational resources. The information discovered through these discussions is informative to the planning process and provides guidance to the consultants on how to move forward in developing the Plan.

Common Themes In Interviews

1) Why have you chosen to live or operate/own a business in Horseheads?

Most people spoke of family ties to the area, the quality of the school system, quality of life, and the small town feel of Horseheads.

2) What has changed during the time you have lived in Horseheads that has been detrimental to the community?

Growth of regional shopping has hurt local businesses while providing for greater diversity of products. The loss of population can be linked to the loss of manufacturing jobs, which leads to the loss of educated youth who leave for other opportunities. I-86 growth has brought more vehicular traffic but not necessarily more manufacturing businesses and the construction of the wall separating the halves of Village hasn't been as divisive as first thought.

3) What types of economic development is appropriate for the Village and how should it be carried out?

Greater utilization and marketing of The Center- Holding Point is needed as well as the attraction of niche businesses to Hanover Square and greater unity among the merchants, the need for good paying but lower skill jobs.

4) What is the perception of Hanover Square? What is needed to improve the vitality of the downtown?

The perception of traffic problems in Hanover Square is worse than it actually is, the Village or the Merchants' Association should do more promoting - to other businesses, attracting visitors, and be more pro-active in attracting development and rehabilitation of buildings.

5) Are there adequate housing options in the Village? If not, what types of housing should be developed?

Moderate priced housing seems lacking and many expressed concerns over large, older homes being turned to multi-unit apartments by absentee landlords.

6) What are the major issues regarding recreational, cultural, and historical aspects of the Village?

Overall the Village is very good for all, except for the lack of open space /passive recreation space. Community needs to recognize and support the role of the historical society.

7) Major transportation issues facing the Village?

Traffic on Westinghouse Road has increased dramatically and needs to be controlled by limiting future development. The perception of traffic problems in Hanover Square and the need for an



access road to The Center-Holding Point to improve usage of the site and decrease truck traffic within the Village was also mentioned.

8) What is the level of service provided by utilities? Municipal departments & services?

Overall, most stakeholders felt very municipal services were satisfactory, with the exception of code enforcement. Most believed that code enforcement needed to be a higher priority of the Village government and that increased staffing and stricter enforcement of existing codes would help concerns.

Community Survey

The CPC developed, distributed, and collected a Village-wide survey during the spring and early summer of 2007. The survey was available online and in paper format. A total of 631 residents completed the survey. This large pool of respondents helped ensure that the survey results provided a fair representation of the Village. The survey mainly consisted of multiple-choice questions and concluded with two open-ended questions that allowed residents to share any additional thoughts, comments, or suggestions.

From the 631 respondents, 68.8% are part of a household consisting of one or two individuals, and 55.7% have lived in the Village of Horseheads for more than 21 years. The vast majority of the respondents (92.2%) own residences and 67.4% of them live in the Village Center or the Windsor Gardens neighborhoods.

The top three positive reasons of living in the Village of Horseheads chosen from a list of eight choices were: the low crime rate (64.6%), the closeness to work and shopping (58%), and the Village lifestyle. The CPC survey also gave residents the opportunity to choose the three least positive aspects of living in the Village of Horseheads. In the respondents' opinion, the least positive aspects of living in the Village are traffic (63.4%), lack of jobs (63.0%) and lack of nightlife and activities (48%).

In terms of the facilities and services provided by the Village, overall survey results show that 65.6% of the respondents rate the government and its communication level with its residents as satisfactory (54.7%) or excellent (10.9%); 60.8% of the respondents find road maintenance satisfactory, while less than half of the respondents consider sidewalk maintenance satisfactory. The majority of the respondents consider Police and Fire/Emergency Services excellent (55.5% and 73.8% respectively) or satisfactory (37.9% and 21.4% respectively). Code enforcement was rated favorable (excellent or satisfactory) by 62.6% of the responders, while 24% considered it to be unsatisfactory. Despite many written complaints about stray cats, Animal Control was rated 75% favorably.

Approximately half of the respondents find the senior services satisfying or excellent while 17.1% are unsatisfied and over 30% have no opinion. Youth services are seen by excellent or satisfying by 66% of the respondents, while 10.6% of the respondents are unsatisfied. Around 72% of the respondents consider the level of density and population in the Village as satisfactory, and roughly 60% of the responders are satisfied with the selection of the stores in the Village.

The respondents identified three actions that would make the biggest impact to the area as: limit impact on residential areas from commercial or industrial development (45.4%), getting property owners to take



better care of their houses and properties (44%), and limited traffic or slowed down traffic (39.5%). Also, 66.2% of the respondents agree or strongly agree that the Village should maintain a residential focus instead of adding more businesses, while 69.8% of the respondents approve the need for beautification projects that will maintain the charm and character of the Village.

More than half of the respondents believe that a new paint scheme and nicer signs would improve the appearance of Hanover Square and 59.2% believe upscale second floor apartments would better support the area's businesses. Over 77% of the respondents agree that new sidewalks and trails would improve the ability of all residents to walk comfortably and safely to nearby destinations. More than 70% of the respondents consider the mix of the local businesses sufficient to meet their needs.

More than half of the respondents (59.9%) do not want public money spent on more parkland. Over 70% of the respondents feel that adequate affordable home ownership is available in the Village. Approximately 37% of the respondents consider the affordable and adequate senior housing sufficient. An overwhelming majority (91%) felt safe in their homes and on the streets of Horseheads Village.

The majority (82.6%) of the respondents felt that Route 14/Westinghouse Road should be kept as a professional/residential roadway and 60.5% feel the Village needs a community center.

The I-86 wall has caused a dilemma in the unity of the Village -19.9% consider that the new traffic pattern of I-86 created issues keeping the Village from not being a unified community, 22.4% are undecided, while 55.6% feel this is not a problem.

In the respondents' opinion, the types of development to be encouraged in the Village are residential (52.1%), small-scale neighborhood commercial (36.5%), and mixed-use development with residential, official and small scale commercial (42.2%). Respondents are seeking services in the Village more frequently at several times a week (47.0%) or once weekly (36.1%). The three businesses that will attract the majority of the respondents to the Village would be: restaurants (58.7%), movies/entertainment (50%), and specialty retail (40.2%). The level of traffic and congestion is considered by 65.7% of the respondents to be the biggest problem facing the Village with the next two issues named as crime and public safety (52.4%) and availability of places to walk and bike safely (44.5%).

The last two open-ended questions provided a myriad of responses that included concerns regarding the value of homes, the number/ breed of dogs an owner may have, status of the Toshiba complex, young people leaving the area, municipal codes needing to be enforced, need for upscale bars and shops, maintaining the trees that run along Prospect Creek, bike paths needed to cross I-86, needs for improved municipal handicap access, maintenance and appearance of run-down properties and sidewalks, too much money being spent on landscaping, given care, increased affordable senior housing as baby boomers retire, noise in the Village, and the need for year round walkways and bike paths.

Overall, the Village-wide survey provides valuable information directly related to areas of appreciation and areas needing to be addressed and improved as perceived by the respondents in order to improve the community as a whole. For full survey results please refer to Appendix M: Public Outreach.



Business Survey

The Village of Horseheads conducted a Business Survey in late November and early December of 2007 to provide an additional opportunity for business owners and managers to contribute to the planning process. The survey was accessible online at the Village website. Additionally, CPC members met with individual business owners and managers to solicit survey information and encourage participation in the project.

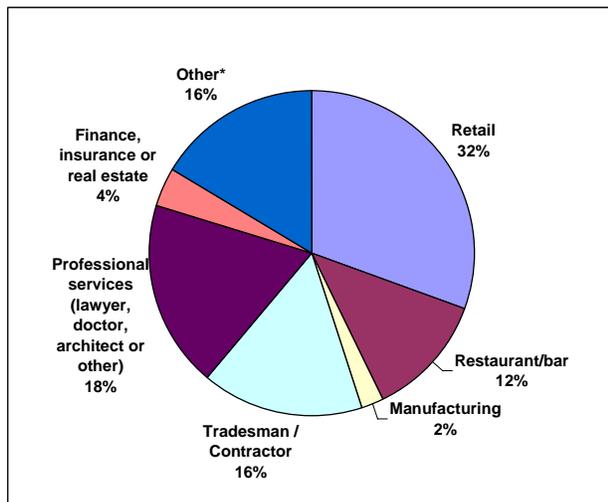
The survey included 13 multiple-choice and 10 fill-in-the-blank questions. Full Survey results are included in Volume II. The intent of the survey was to gauge private sector opinion about municipal services and the local economic atmosphere.

According to the 2002 Economic Census, there were 234 business establishments within the Village. Forty-nine of them completed surveys, resulting in a response rate of nearly 21%. Responses to the survey were tabulated and illustrated in table and chart form. The following includes a summary of key questions and results from the survey. The complete results of all the survey questions can be found in Appendix M, while the following questions highlight the most important findings of the Business Survey:

Question One

Of the 49 responses, 30.6% were retail establishments, 18.4% were professional services, and both the tradesman and motel/ hotel owners were 16.3% each. Almost 35% of these stores were the headquarters. The majority (36.7%) of them were the only location, while 28.6% were a branch store. This is close to the general breakdown of businesses within the Village, which means the survey is fairly representative of the Village business makeup.

Figure 1: Type of Business You Own



* Other responses included a Hotel, Commercial Landlord, Car Rental Agency, Private Investigator, a flooring, lighting, electrical installation and repair business, and some Motels.



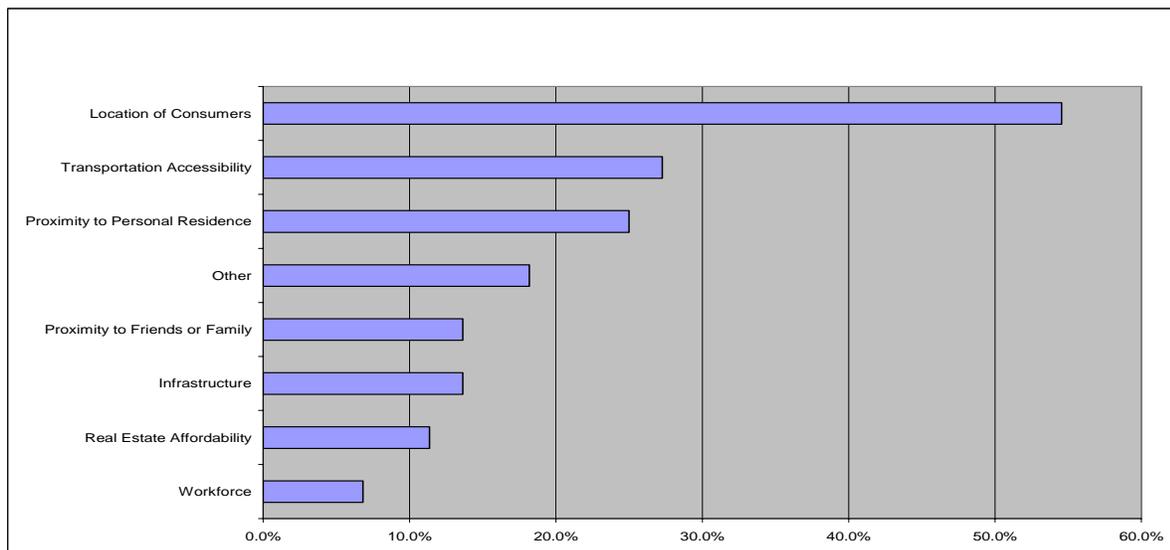
Question Three

Nearly 70% of the respondents have operated within the Village for 15 years or more, with over 80% of the businesses that responded greater than 9 years old. No businesses established in the past two years responded to the survey, but 12.5% were business that began within the last 3-5 years. Businesses 6-9 years old made up 6.3% of the total businesses. This is a good mix, as the more established companies provide insights into the long-term business trends for the Village, while the new ones can provide details regarding the challenges of starting a new business within Horseheads.

Question Four

Over half of the businesses surveyed listed the location of consumers as the key reasons for locating within the Village of Horseheads. This reason was by far the most popular reason. The second most important response, with support from 27.3% of businesses, was transportation accessibility. Proximity to personal residence also ranked high for 25% of respondents. Many business owners also wrote in other reasons for locating within the Village, ranging from the school and police services quality to affordability and ease of dealing with the Village.

Figure 2: Reason for Locating Business in Village



* Other included reasons ranging from the school and police services quality to affordability and ease of dealing with the Village.

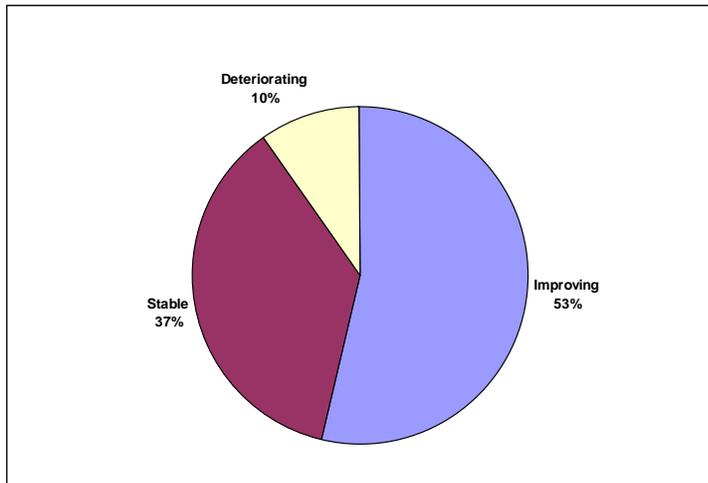
Question Seven

The vast majority of businesses (95.6%) found the area’s labor force to be appropriately suited for their needs. Of the ones that found them inadequate, the reasons were that trained secretarial is hard to find and that there is a lack of local training facilities.

Question Nine

Slightly more than 90% of businesses find the local business climate to be stable or improving. Nearly 54% consider it improving while only 9.8% consider it to be deteriorating. This upbeat trend is helpful in encouraging further business attraction and development. Businesses are attracted to growth areas.

Figure 3: Village business climate



Question Ten

When asked what, if anything, had changed while working in Horseheads, multiple business owners and managers observed an increase in retail jobs, a decrease in manufacturing jobs, an expansion of the economy to a global scale, and an overall increase in competitiveness. Many are starting to see a positive growth in business since the completion of the Horseheads section of I-86. In terms of future expectations, many felt New York had to become more business friendly and address its high tax burden relative to the other States in the Country. Many saw the need for business to become more technologically savvy and adapt to the fast paced changes taking place. Policies that reduce tax burden, encourage technological infrastructure, and make doing business less difficult would be helpful to the local economy.

Question Eleven

Over 35% of businesses are planning to expand services or product lines within the next year. Almost 25% expect to hire additional employees or expand/renovate space. More than 32% saw limited to no change occurring over the next year. Only one business that responded suggested relocating the business. In general, businesses are doing well within the Village.



Table 1: Considering any changes for your business over the next year

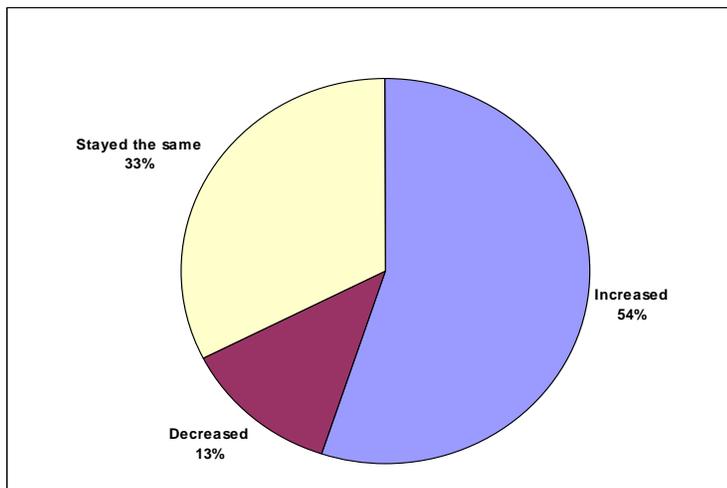
Answer Options	Response Percent	Response Count
Expanding services or product line	35.1%	13
*Other	32.4%	12
Hiring additional employees	24.3%	9
Expanding or renovating your space	24.3%	9
Selling or closing your business	10.8%	4
Relocating your business	2.7%	1

*Other includes: No changes; Cosmetic changes only; Opening an additional location; and o changes in the next year, but maybe in two to three years.

Question Fourteen

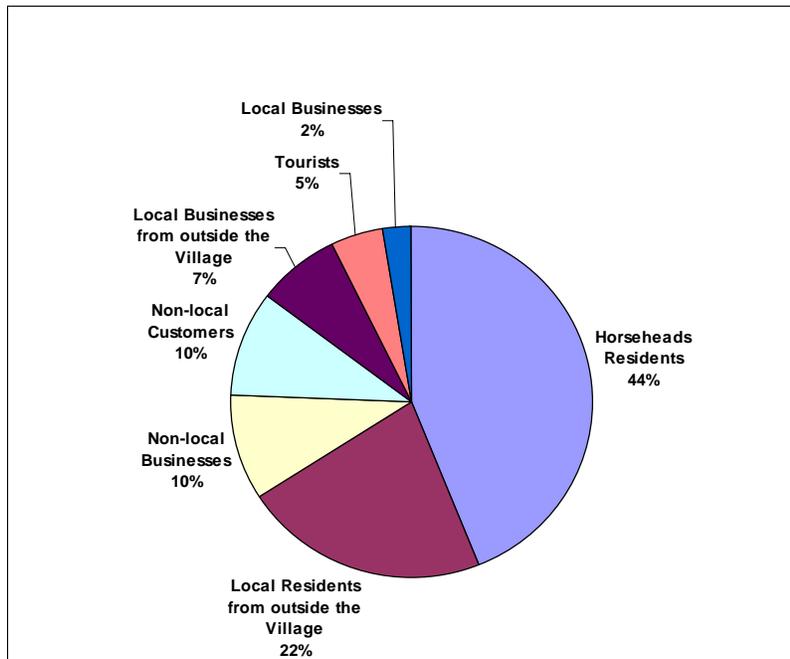
Over the past five years, only 12.5% of Horseheads businesses experienced a decline in sales revenue. Of the remaining 87.5%, 32.5% reported stagnant figures, while 55% experienced sales revenue growth.

Figure 4: Sales Revenue Over Past Five Years



Question Sixteen

Horseheads’ residents are by far the primary customers for the businesses (44%). The second highest portion of customers is local residents (22%) from outside the Village. Residents in and around Horseheads when combined make up more than 65% of the customer base. Non-local businesses and customers make up less than 20% of primary customers. Any economic development programs invested in by the Village should include an analysis of local resident’s needs and possible growth to accommodate them.

Figure 5: Primary Customers

Question Seventeen

When asked what improvements are most important for encouraging shopping, visiting, and doing business in the Village, the answer that was most ranked in the top five was “building improvements.” Twenty-eight business owners or managers felt this issue to be one of the top five concerns, and seven owners listed it as the top concern. Only “improved signage” was selected more frequently, as eight people listed it at number one. “Enhanced marketing” had seven, tying with “building improvements.”

A Rating Average was established for potential improvement by taking the average ranking of all responses to provide a figure between 1 and 5. The higher the rating is, the more important it is for business owners and managers. When examining the Rating Average, “Cultural Opportunities,” “Expanded Business Hours,” “Improved Signage,” and “Enhanced Marketing” all scored higher than “Building Improvements.” Since “Improved Signage” had the second highest number of responses and the third highest rating, it is the biggest concern overall and should be addressed first. The Village should then seek to enhance marketing, encourage building improvements, increase cultural opportunities, and expand business hours, in that order.



Figure 6: Requirements to Encourage Shopping, Visiting, and Local Business

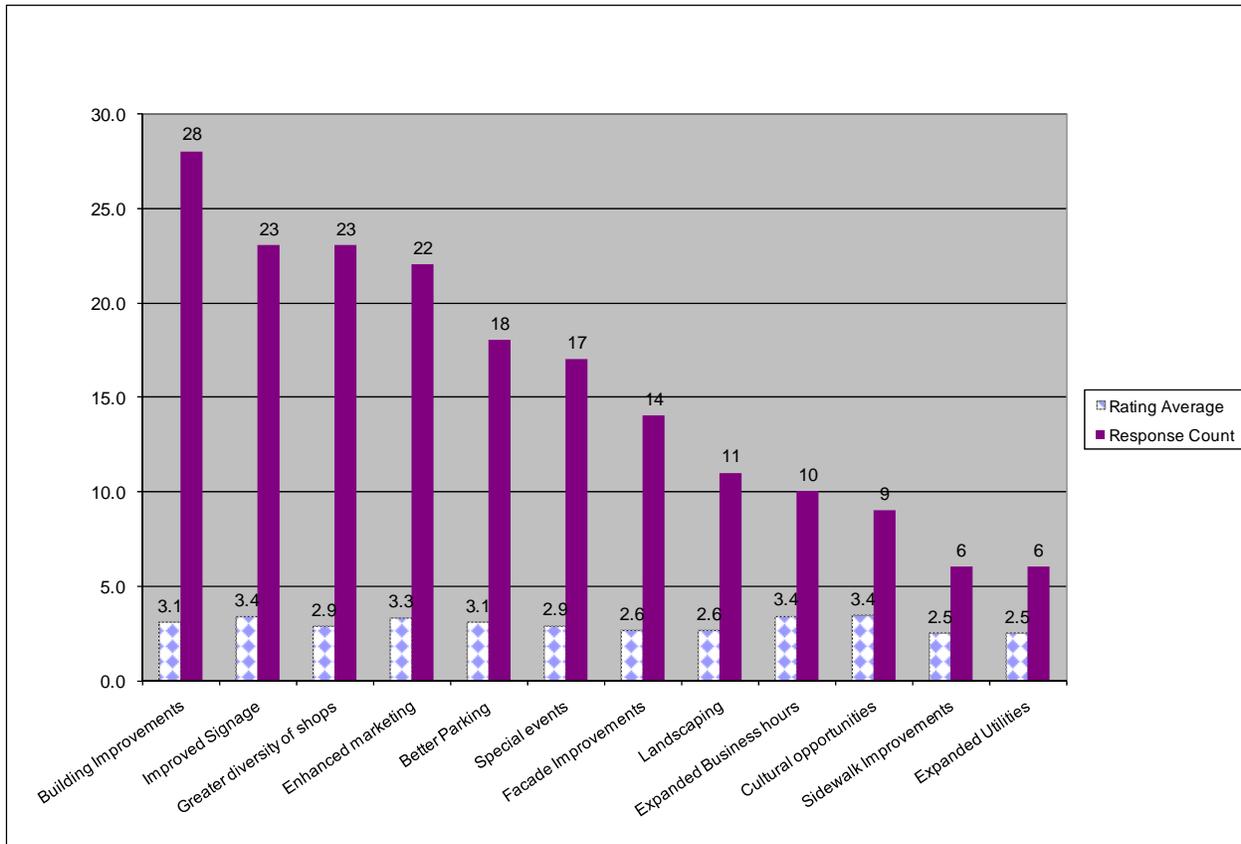


Table 2: Five Top Improvements to Encourage Shopping, Visiting & Local Business

Answer Options	1	2	3	4	5	Rating Average	Response Count
Building Improvements	7	5	5	5	6	3.07	28
Improved Signage	8	4	4	3	4	3.39	23
Greater diversity of shops	5	2	6	5	5	2.87	23
Enhanced marketing	7	4	2	7	2	3.32	22
Better Parking	6	3	1	2	6	3.06	18
Special events	2	2	8	2	3	2.88	17
Facade Improvements	0	4	5	1	4	2.64	14
Landscaping	0	3	3	3	2	2.64	11
Expanded Business hours	1	5	2	1	1	3.40	10
Cultural opportunities	1	5	1	1	1	3.44	9
Sidewalk Improvements	0	2	0	3	1	2.50	6
Expanded Utilities	1	0	1	3	1	2.50	6



Question Nineteen

In terms of enhancing the viability and success of the economy in the Village of Horseheads, the overwhelming majority of respondents felt tax incentives need to be offered. Besides the 72.1% that felt this way, the options of Community Events and Improve Local and Regional Marketing tied with 48.8% support apiece. All of this points to lowering taxes, encouraging a sense of place, and alerting outsiders to the attributes of the Village.

Table 3: How to Enhance the Economy of the Village

Answer Options	Response Percent
Tax Incentives	72.1%
Community Events	48.8%
Improve Local and Regional Marketing Effort	48.8%
Business Attraction Programs	30.2%
Develop and expand a Business Association	30.2%
Inventory Vacant and Underutilized Properties	23.3%
Architectural Design Guidelines (i.e., façade and sign requirements)	18.6%
Create a Citizen Volunteer Committee for Economic Development	16.3%
Acquire Properties in Tax Default	11.6%
Create a full time Village Economic Development position	11.6%
Other (please specify)	7.0%

Question Twenty

Of the 27 responses regarding what Village amenities are beneficial to businesses, 15 praised the high-quality roads, high traffic count, and excellent snow removal services. They felt minimal seasonal impact from snowfall. A few mentioned the high level of police and fire coverage as a positive. One business feels that the new Super Wal-Mart will be a boon because it will draw more people to the area. Another suggested drawing the Finger Lakes Wine Trail and the Gateway to Wine County as a way to attract tourists into the Village.

Question Twenty-One

In terms of services adversely affecting businesses, few complaints were given. In fact, many owners and managers defended I-86, stating that it did not affect business. Some, however, disagree with that and specifically mentioned its construction as a cause for lost business. Another mentions that the signs for Ithaca and Horseheads are confusing, causing people to head towards Ithaca rather than go down Grand Central, or vice versa. Traffic along South Main was cited for causing difficulty exiting adjacent parking lots. Fairport Lane was also mentioned as hurting business because it is one way.



Question Twenty-Three

General comments from business owners and managers varied greatly. Some reiterated points they made elsewhere, some praised the Village and its services, some criticized those same services, and some had issues specific to their business. It would be useful to get business owners together to discuss these and other ideas and concerns they might have. Due to the diversity of opinion, the compiled list has been included:

- Extremely happy with Horseheads.
- Village Manager needs to bring in new business and not just rely on the County.
- Encourage Wine Country Tourism.
- Open Pritchard Hall to public use.
- Improve Chemung Street and access to the manufacturing sections of Horseheads.
- Develop festivals, including Winter, Arts and Crafts, and Cultural festivals.
- Create a Horseheads Trolley.
- Happy with current code enforcement program.
- Unhappy with current code enforcement program.
- Attract more diversified retailers.
- High taxes, gas prices, EBay, box stores, and poor paying jobs are hurting business.
- Get rid of brick crosswalks because they are rough and fall apart more and more every year.
- Create a Village Brochure highlighting businesses and important places.

Appendix B: Demographic Profile

Appendix B: Demographic Profile

Highlights: Opportunities and Challenges

- *The Village of Horseheads increased slightly from 2000 to 2007, changing from 6,452 to 6,464.*
- *Horseheads median age is 42.9, seven years older than the median age of New York State (35.9 years).*
- *Residents between the ages of 45 – 54 years comprise the largest age cohort in the Village (15.55%).*
- *The average family size has decreased from 2000 to 2007 from 2.82 to 2.77 while the total number of households has remained almost constant.*
- *The household income increased by \$8,935, or 24.8%, between 2000 and 2007. This is only slightly more than what is explained by the rate of inflation.*

Demographic Characteristics

This section summarizes a number of trends, including social, housing, and economic characteristics currently impacting the Village of Horseheads. This information is culled primarily from the U.S. Census of Population and Housing, 2000. To document trends some information from the 1990 Census is included as well.

Population

Local population growth or decline is often dependent upon several factors; including economic expansion, environmental capacity, housing suitability, age driven needs, and regional desirability.

Table 4: Historic and Projected Population Trends

Municipality	1990	2000	2007	2012
Horseheads Village	6,800	6,452	6,464	6,385
Horseheads Town	19,925	19,561	19,409	19,182
Village of Bath	5,821	5,641	5,637	5,643
Village of Owego	4,442	3,911	3,846	3,824
Cooperstown	2,160	2,032	2,049	2,051
Chemung County	95,195	91,070	89,603	88,351
New York State	17,990,455	18,976,457	19,581,872	19,995,757

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing. ESRI forecasts for 2007 and 2012.

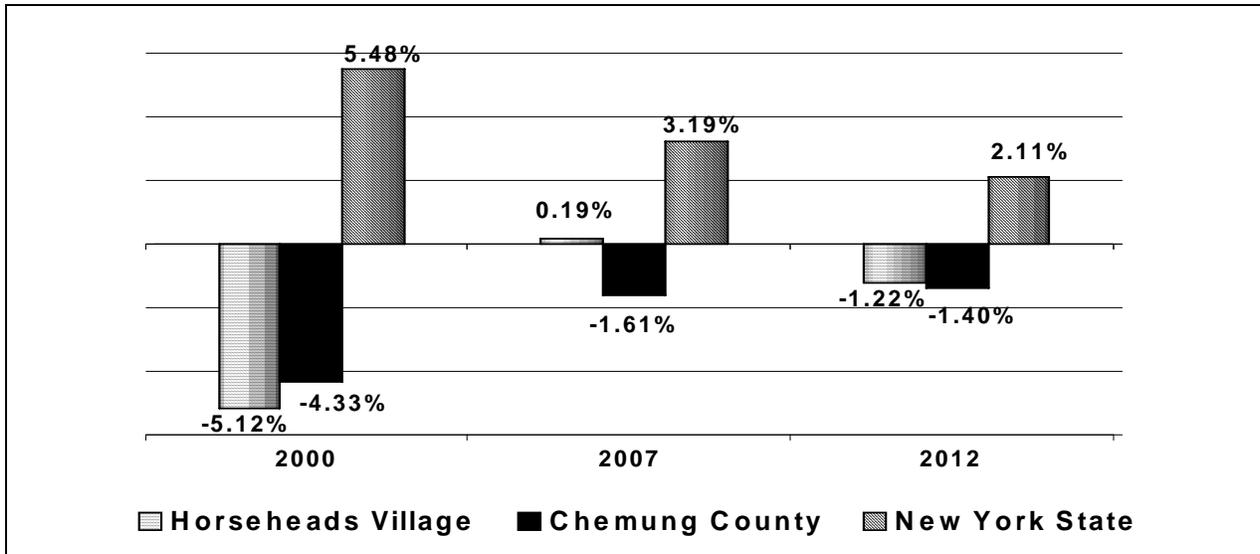
According to the US Census Bureau, the Village of Horseheads population decreased from 6,800 in 1990 to 6,452 in 2000. As seen in Table 4, this reflects a 5.12% decrease rate for the Village, a higher rate than either experienced by the Chemung County (-4.33%) or the State of New York (5.48%) during the same period.



According to Table 4, population estimates for 2007 indicate a slight population growth for the Village (0.19%) from 2000, while the County continues to lose population. The 2012 population projections conducted by ESRI forecasted that the Village would lose 1.22% of its population from 2000, while the County would lose 1.40% of its population.

Since 1990, surrounding municipalities such as Owego, Bath, and Cooperstown also lost population numbers. See Table 4 and Figure 7 for additional details.

Figure 7: Historic and Projected Population Trends



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing. ESRI forecasts for 2007 and 2012.

Age Distribution

As exhibited in Table 5, as well as the graph above, Horseheads’ population is expected to decline by 1.2% between 2007 and 2012. While this means the Village has a fairly stable populace, it is important to note that the average age increased since 2000. This is due to the fact that the losses sustained within the 5 to 19 age group are being offset by the gains in the 45 to 64 year old cohorts.



Table 5: Horseheads Current and Projected Population by Age

Age Group	2000			2007			2012		
	No.	%	Group %	No.	%	Group %	No.	%	Group %
Under 5	334	5.18%	24.55%	343	5.32%	22.78%	347	5.44%	20.50%
5 to 9	384	5.95%		302	4.69%		307	4.81%	
10 to 14	462	7.16%		335	5.20%		301	4.71%	
15 to 19	404	6.26%	31.40%	488	7.57%	30.28%	354	5.55%	30.51%
20 to 24	329	5.10%		457	7.09%		496	7.77%	
25 to 34	733	11.36%		685	10.63%		780	12.22%	
35 to 44	964	14.94%	44.05%	809	12.56%	46.93%	672	10.53%	48.98%
45 to 54	838	12.99%		1,002	15.55%		974	15.26%	
55 to 64	652	10.11%		767	11.90%		900	14.10%	
65 to 74	709	10.99%	44.05%	553	8.27%	46.93%	574	8.99%	48.98%
75 to 84	506	7.84%		527	8.18%		462	7.24%	
85 and over	137	2.12%		195	3.03%		217	3.40%	
Total	6,452	100.00%		6,463	100.00%		6,384	100.00%	
Median Age			41.2			42.9			42.9

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing. ESRI forecasts for 2007 and 2012.

Education

The Horseheads Central School District encompasses approximately 143 square miles and educated 4,245 students in 2007. As Table 6 demonstrates, this is 1.5% less than the previous year’s attendance of 4,312, which corresponds to current demographic trends within the area. The majority of this decline occurred within grades 7-12. All growth occurred within Horseheads Intermediate School (grades 5-6) and Gardner Road Elementary School (grade K-4), which showed increases by 1.6% and 5.06%, respectively.

Table 6: Student Population Changes, Horseheads Central School District, 2006-2007

School (grade level)	2006 Enrollment	2007 Enrollment	% Change	% Change in each grade
Horseheads High School (9-12)	1,447	1,389	-4.01%	-4.01%
Horseheads Middle School (7-8)	749	723	-3.47%	-3.47%
Horseheads Intermediate School (5-6)	625	635	1.60%	1.60%
Big Flats Elementary School (K-4)	356	352	-1.12%	
Center Street Elementary School (K-4)	353	346	-1.98%	
Gardner Road Elementary School (K-4)	395	415	5.06%	
Ridge Road Elementary School (K-4)	387	385	-0.52%	0.47%
Total	4,312	4,245	-1.55%	-1.55%

Source: Horseheads Central School District General District Information, 2007.

All of the schools within the district have received additions or renovations within the past ten years except for Gardner Elementary School. The district employs more than 700 people including both instructional and non-instructional staff, and has almost 800,000 square feet of education, office, garage, and maintenance space. Its 76 school buses travel more than 862,000 miles per year and transport more than 5,000 students per day to district schools as well as private and parochial schools within the area. Through its energy management program, the district has had a “cost avoidance” of more than \$2.15



million since 1997. The district recently began a \$15.3 million capital project that was approved by voters in 2006. These funds are supporting renovations in all district schools as well as the bus garage and are expected to take two to three years to complete.

The Horseheads Central School District is one of four districts that serve Chemung County. The district has an estimated population of 25,000, spanning approximately 143 square miles. The communities of the Town and Village of Horseheads, Big Flats, Veteran, Breesport, Pine Valley, Erin, Millport, Cayuta, Catlin, and portions of adjacent communities make up the district. More than 4,300 students and nearly 700 staff members teach and learn in four elementary schools, one intermediate school, one middle school, and one high school. Beyond secondary school, the region contains three major higher educational institutions: Elmira College, Corning Community College, and College of the Finger Lakes. The region also participates in the State BOCES system, which provides alternative education and training for high school students and adults. Furthermore, the residents in the region utilize the resources of several highly regarded nearby institutions: Alfred University, Cornell University, Ithaca College, Syracuse University, Mansfield University, Cortland Community College, and Binghamton University (formerly SUNY)².

Housing and Household Composition

The Village of Horseheads housing composition has not changed significantly in the past fifteen years. The number of people per household has declined slightly while the total households have increased by only 50 units since 1990. Both average household size, as well as average family size, have decreased and are expected to continue with this trend into the near future. This is in line with state and national trends.

Table 7: Household Trends and Forecasts, Village of Horseheads, 1990-2012

	1990	2000	2007	2012
	Number	Number	Number	Number
Total Occupied Households	2,814	2,862	2,864	2,849
Average Household Size	2.33	2.24	2.21	2.19
Average Family Size	2.9	2.82	2.77	2.74

Source: U.S. Bureau of the Census, 2000 Census Population and Housing. ESRI forecasts for 2007 and 2012.

Table 7 demonstrates the current and projected household total, size and family size. Households are considered any dwelling with one or more persons living at least four days of the week within it. A family is considered people living within the same household who are related by birth, adoption, marriage, or civil unions.

As Table 8 demonstrates, more than 80% of housing stock in Horseheads was built before 1969. Most new construction first required demolition of previous structures in Horseheads. A portion of the Village is also comprised of historic homes. Horseheads' new housing construction is slightly less than half the rate of new construction in Chemung County and less than one third the rate of New York State.



Table 8: Age of Housing Stock

Year Structure Built	Horseheads Village		Chemung County		New York State	
	Number	Percent	Number	Percent	Number	Percent
Built 1999 to March 2000	10	0.33%	292	0.77%	67,821	0.90%
Built 1995 to 1998	32	1.07%	840	2.23%	198,312	2.60%
Built 1990 to 1994	102	3.40%	1,026	2.72%	259,063	3.40%
Built 1980 to 1989	148	4.93%	1,743	4.62%	594,390	7.70%
Built 1970 to 1979	300	10.00%	5,009	13.27%	866,120	11.30%
Built 1969 or earlier	2,407	80.26%	28,835	76.39%	5,693,601	74.10%
Total:	2,999	100.00%	37,745	100.00%	7,679,307	100.00%

Source: U.S. Census of Population and Housing, 2000.

The vast majority of houses within the Village are valued at more than \$50,000 and less than \$100,000. As Table 9 demonstrates, less than 16% of housing is valued under \$50,000 while the final 6% is valued greater than \$150,000.

Table 9: Owner Occupied Housing Unit Value, Village and Town of Horseheads, 2000

Value	Village of Horseheads		Horseheads TOWN	
	Number	%	Number	%
Less than \$50,000	301	15.92%	935	17.16%
\$50,000 - \$99,999	1348	71.29%	3295	60.48%
\$100,000 to \$149,999	132	6.98%	786	14.43%
\$150,000 to \$199,999	52	2.75%	233	4.28%
\$200,000 to \$299,999	34	1.80%	117	2.15%
\$300,000 or more	24	1.27%	82	1.51%
Total	1891	100.00%	5448	100.00%

Source: U.S. Census of Population and Housing, 2000.

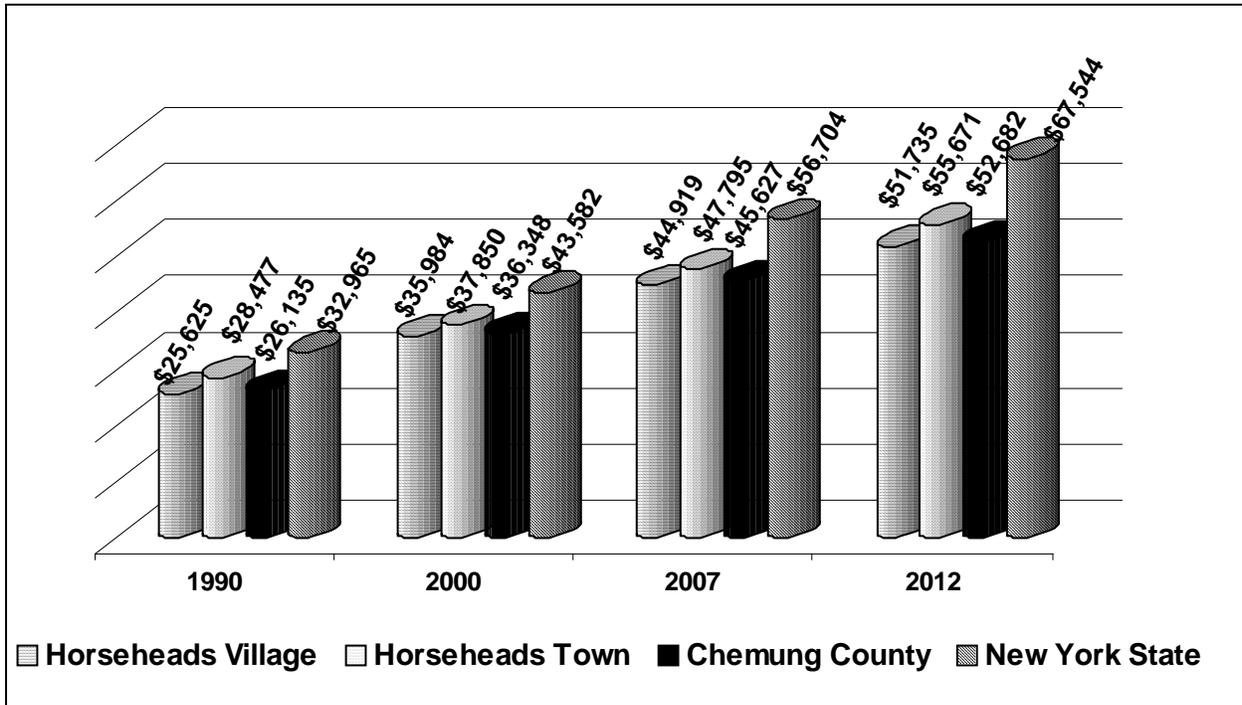
Considering the national median home price is around \$225,000, low housing values may initially be a concern. However, a visual inspection of the housing stock in Horseheads showed that housing appears undervalued relative to national rates. This may be considered an opportunity for existing and future businesses. Affordable housing is a serious issue facing most communities within the United States. Horseheads offers affordable, clean, and safe neighborhoods with homes that are priced reasonably.

Income

Looking at Figure 8, one observes that the Village of Horseheads’ average household income is consistently lower than the Town, County, and State figures. Considering that the Village has higher densities than the Town, and higher density areas are typically inhabited by smaller households, it makes sense that the greater number of single earner households would decrease the median household income relative to less urbanized, downtown areas. This is the most likely explanation for this observation. The fact that State medians are higher makes sense in light of the fact that costs and consequently salaries are higher in cities like New York, Albany, and Buffalo.



Figure 8: Median Household Income Trends, 1990-2012



Source: U.S. Census of Population and Housing, 2000.

Appendix C: Land Use

Appendix C: Land Use

Highlights: Opportunities and Challenges

- *The Village has limited amount of undeveloped land.*
- *Some opportunities exist for rezoning / redevelopment of under-utilized parcels.*
- *Commercial property consists of 207 parcels and is the largest land use by acres (629.39 acres).*

Existing Land Use Patterns

Existing land use patterns, when compared to existing zoning districts, represent a snapshot of the current and potential pattern and extent of development in the Village of Horseheads. Land use patterns are a result of historic settlement characteristics coupled with modern building codes, and zoning ordinances. The development pattern of the Village of Horseheads reflects such influences.

GIS Analysis of Existing Land Use Patterns

A detailed current Land Use map was created to illustrate the existing land use of each parcel in the Village of Horseheads. **Map 4: Land Use Map** for the Village of Horseheads was assembled using 2006 parcel data supplied by the Chemung County Planning Department. Parcel data is compiled from real property tax assessments for the Village. The Land Use Map can be found in Appendix K.

As part of the assessment, New York State Real Property Type Classification Codes are assigned to each parcel. Accuracy and completeness of this information is not guaranteed, as the information is updated annually.

The following land use categories are present in the Village of Horseheads:

- **Agricultural:** Field Crops: Potatoes, wheat, hay, dry beans, corn, oats, and other field crops.
- **Single-Family Residential:** Property used for one-family, year round residences.
- **Two and Three Family Residential:** Property used for two or three family, year round residences.
- **Multi-Purpose Residential:** More than one residential dwelling may exist on one parcel of land. The property may be a mixture of single, two and/or three-family dwellings or all one type.
- **Commercial:** Property used for hotels, restaurants, automobile services, storage, retail, banks, offices, and funeral homes.



- **Recreation and Entertainment:** Property used for parks, theaters, racetracks, bowling centers, health spas, beaches, and campgrounds.
- **Community Services:** Property used for schools, libraries, places of worship, cultural facilities, welfare services, hospitals, clinics, government, police, armed forces, correctional facilities, shelters, and cemeteries.
- **Industrial:** Property used for the production and fabrication of durable and non-durable goods, mining, and quarrying.
- **Public Services:** Property used for electric or gas power generation or transmission, public drinking water and water treatment facilities, communications, train, plane, and bus terminals, canals, waste disposal, and sewer treatment.
- **Wild, Forested, Conservation Lands and Public Parks:** Includes State, Federal and privately owned forestlands, reforested lands, and preserves; Town, County and State public parkland; and private hunting and fishing clubs.
- **Vacant Land:** Property that is not in use, in temporary use, or is lacking any permanent improvements.

Table 10: Land Use in the Village of Horseheads

Property Class	# of Parcels	% of Total Parcels	Acres	% of Total Acres
Commercial	207	8.25	629.39	28.75
Single Family Residential	1,935	77.15	623.00	28.46
Community Service	51	2.03	420.14	19.19
Vacant Land	114	4.55	158.58	7.24
Industrial	10	0.40	90.48	4.13
Public Service	18	0.72	57.46	2.62
Wild, Forested, Conservation Lands and Public Parks	1	0.04	56.83	2.60
Two and Three Family Residential	123	4.90	49.00	2.24
Multi-Purpose Residential	20	0.80	44.00	2.01
Recreation and Entertainment	9	0.36	32.07	1.46
No Classification	19	0.76	26.20	1.20
Agricultural	1	0.04	2.00	0.09
TOTAL	2,508	100	2,189	100

Source: Chemung County Planning Department

Table 10, Land Use in the Village of Horseheads, breaks down Village properties into eleven (11) classifications as described above. These figures relate to New York State Real Property Service classified parcels only and do not include land covered by roads and rivers or other hydrologic features. The Village contains 2,508 tax parcels comprising approximately 2,189 acres.



The two largest property classifications in the Village of Horseheads are Commercial (29% of total acres) and Single Family Residential (28% of total acres). Single Family Residential properties comprise the largest number of parcels, totaling 1,935 or 77% of the total parcels in the Village. Commercial properties comprise 207 or 8% of total parcels in the Village.

Properties classified as Community Services comprise 19% of the Village's land area, or 420 acres. Community service parcels include School properties, government buildings, the United States Post Office, and various religious properties located in the Village. There are 51 Community Services properties, which make up 2% of total parcels in the Village.



The fourth largest land use category is Vacant Land. There are 114 parcels making up 159 acres of vacant land in the Village of Horseheads. The vacant land is further classified by location: 93 acres of vacant land is residential, 21 acres of vacant land is commercial areas, and 13 acres of vacant land is industrial area. Properties assessed as Industrial represent 4% of the total area of the Village, or 90 acres. There are ten industrial properties in the Village. Properties assessed as public services cover the sixth largest land area with 57 acres or nearly 3% of the total land area. There are 18 public service parcels representing 0.72% of the Village's total parcels.

There is one parcel in the Village classified as wild, forested, conservation lands and public parks. This parcel is nearly 57 acres and represents 2.6% of the Village's total land area. There are 123 parcels classified as two and three family residential, which comprise only 49 acres or 2% of the Village's total land area. 20 parcels classified as multi-purpose residential make up 44 acres.

Properties assessed as recreation and entertainment represents only 1.46% of the total Village area with 32 acres. There are nine parcels in this category, 0.36% of the Village's total parcels. The Village has only one parcel classified as agricultural. The single parcel is two acres or 0.09% of the Village land area.

Land Use Regulations

The Village's zoning directly impacts neighborhood stability, future economic growth, and natural resource preservation. Preservation of the rural character and the existing land use pattern of the community are encouraged through the permanent preservation of open space, agricultural lands, and other natural resources. Development that consumes less open land and protects adjacent open space from negative impacts is encouraged.



Zoning Law

The Village Zoning Law (Part II, Chapter 245 of the Village Code) provides for four (4) residential use districts, two (2) non-residential use districts and two (2) mixed-use districts.

Residential

- R-1 One-Family Residential District
- R-1A Single Family Residential District
- R-2 Two-Family Residential District
- R-3 Multifamily Residential District

Non-residential

- C-3 Highway Commercial District
- M-1 Industrial District

Mixed

- C-1 Neighborhood Commercial
- C-2 Hanover District

Permitted uses in the **One-Family Residential District (R-1)** include one-family detached dwellings, Planned Unit developments (PUD), and essential services. The minimum lot size is 7,000 square feet. There are nine categories of special uses that may be permitted within the R-1 District.

The **Single Family Residential District (R-1A)** permits only one-family detached dwellings. The minimum lot size is 13,000 square feet. Special permits are allowed in the R-1A district for Essential Services.

The **Two-Family Residential District (R-2)** permits one and two-family detached dwellings. The minimum lot size is 6,000 square feet for single-family uses and 8,000 square feet for two-family uses. There are twelve categories of special uses that may be permitted within the R-2 District.

Permitted uses in the **Multifamily Residential District (R-3)** include one-family detached, two-family and multifamily dwellings. There are thirteen categories of special uses that may be permitted within the R-3 District. Minimum lot sizes vary within the district depending on the use. Single-family uses require 6,000 square feet, two-family uses require a minimum of 8,000 square feet, row dwellings require 12,000 square feet, and garden apartments require 12,000 square feet.

The **Highway Commercial District (C-3)** delineates the area used for commercial services intended to serve the needs of motorist and highway users. Single-family dwellings, as well as 11 categories of commercial uses are permitted within the C-3 district. Commercial amusements, greenhouses and



nurseries and drive-up fast food establishments are permitted special uses in the C-3 district. The Highway Commercial District requires a minimum lot size of 10,000 square feet.

The **Industrial District (M-1)** permits any manufacturing, assembly or other industrial or research operation, warehouses for enclosed storage of goods and materials, distribution plants and wholesale businesses. There are four special uses permitted in the M-1 District, and a minimum lot requirement of 10,000 square feet.

The **Neighborhood Commercial District (C-1)** permits 20 different commercial, residential, and public uses. Special uses excluding manufacturing, assembly of other industrial uses may be permitted within the C-1 district. Minimum lot size in the C-1 district is 4,000 square feet.

The **Hanover District (C-2)** was created to safeguard the heritage of the Village of Horseheads by preserving and enhancing the significant elements of Hanover Square and designated adjacent areas that reflect the cultural, social, economic, and architectural landmarks within the Village of Horseheads. There are five categories of permitted uses in the Hanover District including both commercial and residential uses. Governmental buildings, essential services, and car washes are permitted as special uses. The C-2 district has a minimum lot size of 4,000 square feet.

Site Plan Review is required for building permit applications for multiple residential dwellings and residential planned unit developments. In addition, special uses in any district require authorization by the Board of Trustees, and Site Plan review by the Planning Board to ensure compliance with requirements set forth in the Zoning Law. Article XIX, Special Uses and Site Plan Review provides the administrative details of the Site Plan Review process.

Signage Regulations

The Village Sign Law (Part II, Chapter 204 of the Village Code) controls the location, size, and design of existing and proposed signs. These regulations are intended to enhance the Village's appearance, protect property values, and address public safety issues.

The permitting process for erecting a new sign includes the submission of an application to the Village Code Enforcement Officer. The application requires two blueprints or ink drawings of the plans with specifications and method of construction, as well as proof of insurance to be filed with the Village Clerk.

Appendix D: Natural Resources

Appendix D: Natural Resources

Highlights: Opportunities and Challenges

- *The land of the Village is almost entirely developed.*
- *The western area of the Village presents the two most elevated areas in the Village.*
- *Runoffs from the elevated areas create a floodway crossing the center of the Village. Two other floodways are along Newtown Creek and the Swamp at Holding Point.*
- *Potable water is extracted from four wells connected with the area's surficial aquifers that are supplied with water by the Newtown Creek watershed.*
- *The largest wetland, known as the Horseheads Marsh or the Swamp, is located near the Holding Point and hosts over 150 species of fish and wildlife.*

Land Attributes

Totally encircled by the Town of Horseheads, the Village of Horseheads is located slightly west of the central area of Chemung County. The only body of water, Newtown Creek, constitutes half of the eastern border of the Village.

Topography

The elevation of the Village terrain varies between 880 feet above mean sea level in its most southern area, and 1180 feet above mean sea level in its northwestern corner. The most steeply inclined terrain covers the most western and northwestern borders of the Village; the rest of the land being almost flat. The gentle topography of the Village made possible the development of its entire land area. Please refer to **Map 5: Topography Map** for detailed locations of terrain.

Soils

Chemung County lies entirely within the Appalachian Plateau region of New York State, which is the northern extension of the uplands along the western base of the Appalachian Mountains. It also lies within a region of northeastern United States that developed its soils under a cover of mixed deciduous trees and white pine, which explains the soils small content of organic matter³. The entire County was originally covered with a mantle of glacial drift. The drift filling in the valleys has been derived from local sandstone and shale, and from igneous and calcareous foreign materials. The only organic soil in Chemung County is muck, which consists in accumulations of plant and animal remains in poorly drained areas.

The bedrock of the entire County consists of a series of inter-bedded fine-grained sandstone, siltstone, and shale. For design purposes, preliminary evaluation of each proposed rock cut is necessary because the rock types change abruptly.



Data provided by the Chemung County Planning Department classifies the soils of Horseheads in three different categories: rocky soil, muck and silt loam. The higher elevations from the northwestern corner of the Village are characterized by a diversity of silt loam or silty clay loam soil. The rest of the Village soils are mostly made land⁴, a combination of soils resulted from filling or dredging, and Howard gravelly silt loam. Table 11 presents the soils in four different areas of the Village, the existing slope for each type of soil and the soil’s water permeability or draining qualities. For the exact location of each type of soil see **Map 6: Soils Map**.

Table 11: Village of Horseheads Soils

Village Area	Soil Symbol	Type of soil	Slope	Soil Drainage
Village area bordered by Wygant Road, Watkins Road and Ithaca Road	At	Atherton mucky silt loam found mostly in the southern portion of this area tends to support a prolonged high water table at a depth of 6 inches or less. This soil is too wet to be used for crops	N/A	Very poorly drained. Not hydric soil ⁵ .
	HoA	Howard gravelly silt loam. When used for sanitary landfills become a severe pollution hazard.	0-3%	Well drained. Not hydric.
	Mc	Made land defines a large central portion of this area.	N/A	Moderately well drained. Not hydric.
	Mu	Muck is mostly along the western side of this area	N/A	Very poorly drained. Not hydric.
	Pg	Papakating silt loam patches the western portion of this area.	N/A	Very poorly drained. Not hydric.
	UnA	Unadilla silt loam stretches along the lower eastern side of this area	0-3%	Well drained. Not hydric.
Village area bordered by Gardener Road, Franklin Street and Watkins Street	LnB	Lordstown Channery silt loam in the northern corner of this area. Usually supported by bedrock at a depth of 20 to 40 inches.	2-8%	Well drained. Not hydric.
	LnC	Lordstown Channery silt loam in the northern corner of this area. Usually supported by bedrock at a depth of 20 to 40 inches.	8-15%	Well drained. Not hydric soil.
	LnD	Lordstown Channery silt loam in the northern corner of this area. Usually supported by bedrock at a depth of 20 to 40 inches.	15-25%	Well drained. Not hydric.
	LoE	Lordstown and Arnot very rocky soils in the northern corner of this area. Supported by bedrock at a depth of less than 40 inches and presenting frequent outcrops.	25-35%	Well drained. Not hydric soil.
	HtC3	Hudson silty clay loam, gravelly substratum is found in the central portion of this area in the vicinity of HsB soils. This soil is a pollution hazard when used for sanitary land fills.	8-20%	Moderately well drained. Not hydric.



Village Area	Soil Symbol	Type of soil	Slope	Soil Drainage
	HsB	Hudson silt loam, gravelly substratum. Supports a seasonally high water table at a depth of 1.5 to 2 feet	2-8%	Moderately well drained. Not hydric.
	PhA	Phelps gravelly loam found in the eastern side of this area	0-4%	Moderately well drained. Not hydric.
	HoA	Howard gravelly silt loam found in the southern half of this area. When used for sanitary landfills become a severe pollution hazard.	0-3%	Well drained
Village area between Gardner Road Franklin Street and Broad Street	HoA, HoB, HoC.	Howard gravelly silt loam found in patches in the northern tip of the area and most of the eastern half. When used for sanitary landfills become a severe pollution hazard.	0-3%, 3-8%, 8-15%	Well drained. Not hydric soil.
	Hm	Homer silt loam found in few patches in the northern side of this area	N/A	Somewhat poorly drained. Not hydric.
	LbB, LbC, LbD	Lansing gravelly silt loam located in large patches in the northern and the southwestern corner of this area.	2-8%, 8-15%, 15-25%	Well drained. Not hydric soil.
	Me	Middlebury silt loam	N/A	Moderately well drained. Not hydric.
	PhA	Phelps gravelly loam. Supports seasonally high water table at a depth of 6 to 18 inches.	0-4%	Moderately well drained. Not hydric.
	HtC3	Hudson silty clay loam, gravelly substratum	8-20%	Moderately well drained. Not hydric.
	CoA, CoB	Collamer silt loam. Supports seasonally high water table at a depth of 1.5 to 2 feet.	0-3%, 3-8%	Moderately well drained. Not hydric.
	At	Atherton mucky silt loam	N/A	Very poorly drained. Partially hydric
Village area south of Broad St and Franklin Street	Mc	Made land in the central portion of this area.	N/A	Moderately well drained
	Pg	Papakating silt loam found in the center and most southern portion of this area.	N/A	Very poorly drained. All hydric
	HoA, HoB, HoD	Howard gravelly silt loam covering most of this area. When used for sanitary landfills become a severe pollution hazard.	0-3%, 3-8%, 15-25%	Well drained. Not hydric soil.
	Hm	Homer silt loam found in one central patch	N/A	Somewhat poorly drained. Not hydric.
	PhA	Phelps gravelly loam found in patches in this area	0-4%	Moderately well drained. Not hydric.
	UnA	Unadilla silt loam found in one patch in the southern corner of the area.	0-3%	Well drained. Not hydric soil ⁶ .

Source: Chemung County Planning Department



Chemung County Soil and Water Conservation District

The Chemung County Soil and Water Conservation District, authorized by State Statute, is an organization set up to coordinate State and Federal conservation programs at the local level. A Conservation District focuses on natural resource problems and solutions and provides technical assistance as well as education on soil, water, and related natural resources. Municipalities, farmers, and landowners use this information in making proper land use decisions.

The Chemung County Soil and Water Conservation District provides assistance in the planning, design, construction, and management of erosion control practices such as contour stripping, diversions, terraces, critical area plantings, stream bank protection and conservation tillage; assist in reducing flood damages by providing technical assistance in stabilizing structures and stream banks, and designing runoff and erosion control practices; provides technical



sources with the planning, design, and construction of erosion control systems, barnyard water management systems, and manure and storm water management practices; sponsors conservation field days and tours and can provide publications, speakers, slide shows, and displays; and for a nominal fee provides municipalities equipment needed for critical seeding such as: road banks and ditches, stream banks, diversion ditches, and various other conservation practices.

Surface Waters and Watersheds

Most of the Village of Horseheads falls within the Newtown Creek Watershed. The same creek also drains the Town of Horseheads and Elmira in addition to a few other municipalities of Chemung County. The creek and its tributaries contribute to groundwater aquifers and then ultimately drain into the Chemung River. A portion of the northern side of the Village is part of the Catharine Creek watershed.

Wetlands

According to the New York State Department of Environmental Conservation (NYSDEC), wetlands perform numerous functions, such as removing excess nutrients from water. These functions, in turn, provide benefits to the environment and to area residents. For example, the benefit derived from nutrient removal is improved or maintained water quality, which is valued for clean drinking water, safe recreation, and secure fish and wildlife habitat.

Five federally or state regulated wetlands are located within the Village. Three of them, a freshwater pond, a freshwater emerging wetland, and a freshwater-forested wetland, are located in the southwestern corner of the Village. Interconnected freshwater emergent or forested/shrub wetlands clustered along the remains of a feeder canal that used to connect Chemung Canal with the Finger Lakes forms the State



regulated Horseheads Marsh, the fourth and the largest wetland area in the Village. The fifth wetland is a freshwater pond located east of Thorne Street. For detailed location of the designated federal or state wetlands in the Village of Horseheads, see **Map 7: Water Features Map**.

Groundwater

Groundwater is the primary source of water supply in the Chemung Basin. It is in ample supply and of good quality. There are three primary aquifers in the County: (1) Big Flats-Horseheads-Elmira; (2) Corning; and (3) Cohocton. These productive aquifers have very permeable soils and are most vulnerable to contamination by human activity. Most groundwater in the area can meet required standards with minimal treatment, although natural constituents, such as hardness, mineral deposits, and turbidity are commonly found. Man-made contamination, often from industrial solvents and petroleum products, are being detected by increasing sophisticated sampling methods. The water source for the Village of Horseheads is groundwater drawn from four, seventy-foot deep drilled wells located in the Town of Horseheads. The quality of the well water depends on the quality of the water seeping through the ground from the Newtown Creek basin and from the runoff infiltrating the ground before reaching surface water bodies.

Floodplains

Zones AE, which are predominant in flood areas of the Village of Horseheads, are areas with a 1% annual chance of flooding, and a 26% chance of flooding over the life of a 30-year mortgage. There are three AE zones in the Village. See **Map 8: Flood Hazard Map** in Appendix K. The eastern AE Zone defines the floodplain of the Newtown Creek. The northern AE Zone is located along the wetland located in the center of the northern half of the Village, which is also part of the Catharine Creek floodplain. The Catharine Creek flows outside of the northern border of the Village in the Town of Horseheads. The most western floodplain is located along the valley, forming the northwestern side of the Village. This valley is the floodway where the runoffs from the two northwestern highest elevations within the Village join.

Every development within Zones AE requires the purchase of mandatory flood insurance. According to the FEMA Flood Insurance Program, new or substantially improved dwellings located in areas exposed to 100-year floods, must have the lowest floor elevated to or above the base flood level. The purpose of these restrictions is to provide protection against the perils of flood losses and encourage sound land use by minimizing exposure of property to flood losses. Clearly, the impact of erosion and flooding can be mitigated by the exclusion of permanent structures from the Flood Hazard Area. Allowing the removal of vegetation and the creation of impermeable area adds to erosion and flooding potential. Restrictions on flood zone development are necessary not only in the interest of protecting the integrity of natural ecosystems, but also to protect life and property. **Map 8: Flood Hazard Area Map**, illustrates the areas prone to flooding as defined by the 100-year flood zone.

Wildlife and Habitats

The type and diversity of wildlife that live in a given area depends tremendously on the use of that land, the existing assortment and quantity of vegetation and the quality and availability of surficial bodies of water.

Rare, Threatened and Endangered Species

The website of the United States Department of Interior Fish and Wildlife Service advise that “except for occasional transient individuals, no Federally-listed or proposed endangered or threatened species, or candidate species under federal jurisdiction are known to exist in Chemung County.”⁵

The New York Natural Heritage Program report of rare or State-listed animal and plants list the Upland Sandpiper (*Bartramia Longicauda*), the Least Bittern (*Ixobrychus exilis*), and the Pied-billed Grebe (*Podilymbus podiceps*) as threatened species of birds.



Fish and Wildlife Habitats of Statewide Importance

The Village developed as an urban area with no undisturbed natural areas. The largest wetland within the Village was part of a navigable feeder canal and today is known as the Horseheads Marsh or the Swamp at the Holding Point. This marsh is a federal and state regulated wetland that hosts over 150 species of fish and wildlife. A number of smaller federally or state regulated wetlands are also located in the southwest and north-central areas of the Village, however, none of them hosts special habitats or endangered species.

Scenic Areas

Scenic and visual resources are important as they provide economic and environmental benefits that enhance property values as well as the physical environment. While limited due to the geographic nature of the Village, view-sheds and the existing scenic areas of the Village and adjacent municipalities are important to the residents.

Appendix E: Recreation & Open Space Resources

Appendix E: Recreation and Open Space Resources

Highlights: Opportunities and Challenges

- *Village has active recreation programs and multiple facilities.*
- *Needs identified for additional “passive” recreation facilities include walking paths, a dog-park, and open space.*
- *The Catharine Valley Trail is a recreation trail currently under development located north of the Village.*

Parks and Recreational Resources

Recreation Department

The Horseheads Recreation Department hosts an extensive number of events and activities catering to residents of all ages within the Village of Horseheads. Many of these offerings are held in the Village parks.

Public Parks and Resources

Sullivan Park was built by local residents in 1954 and includes a pool that opened in 1955, three tennis courts, a skate park, a basketball court, a 0.6-mile walking track, three softball fields, one youth baseball field, three picnic pavilions, a concession stand that is opened seasonally, and a variety of playground equipment. This park is known as “the Mecca of activities for local youth and adults.”⁷ Sullivan Park Pool is open seasonally. The pool and each of the fields or courts of Sullivan Park are available for rent. Sullivan Park, at 150 Thorne Street, is located west of the Horseheads High School football field.

Teal Park, the home of the Teal Park Concert Series, typically opens on the third Thursday in June, according to the Village of Horseheads Recreation Department website. The concerts take place at a bandstand designed in 1910 by Eugene Zimmerman, a nationally recognized cartoonist. Teal Park is located at 500 South Main Street, just south of Hanover Square.



Gardner Road Park facilities include two tennis courts, a basketball court and two softball fields for youth league requirements. This park is located on Gardner Road, east of Horseheads Village Plaza.

Mill Street Pond is a park designated for fishing. The pond is stocked with trout as a result of the contributions of numerous angler organizations and individuals. Because of recent over-fishing the



Village has restricted fishing to youth ages 15 and younger. This park is located on East Mill Street near Babe Ruth Field. This baseball field has lights available for use for a fee.

Memorial Park is a pocket park built as a reminder that many residents of the Village have served in the Armed Forces. This park is located on Grand Central Avenue between Orchard Street and Steuben Street.

Other Recreational Sites and Facilities

Holding Point Recreation Complex provides a walking trail, BMX bike course, and hosts softball tournaments for the region. The Complex is located at 190 Wygant Road, in the Village of Horseheads.

Catharine Valley Trail is located north of the Village and is currently under development. When completed, it will provide visitors with a system of trails, scenic views, and interpretive panels telling the stories of significant features and places.



Youth Athletic Clubs

The Horseheads Youth Bureau was created in 1974 with the mission to provide a variety of positive experiences as an alternative to delinquent behavior. Education, recreation, counseling, delinquency diversion, program research, and dissemination of youth program data and information are a few methods used to advance the Youth Bureau's purpose.

The Bureau receives its direction from the Youth Advisory Board, which consists of 6-8 community members representing a cross-section of the Town's population of 19,926. Adults and youth meet monthly to discuss current Youth Bureau activities and to consider new and/or unique youth development strategies.

The Youth Bureau is a Department of the Town of Horseheads Youth Bureau. The Town and the New York State Office of Children and Family Services mainly provide its funding. Youth Bureau services are available to all youth who live within the Town of Horseheads and all youth attending school in the Elmira Heights or Horseheads School District.

Other Recreational Facilities

The Federation of Sportsmen⁸, which owns 130 acres of the Horseheads Marsh (the wetland area known locally as the Swamp at Holding Point), is working in partnership with the Natural Resources Conservation Services (NRCS) of the U.S. Department of Agriculture and the Town and Village of Horseheads to establish a walking trail and observation stations along the marsh. The proposed trail will begin near Wygant Road and terminate near historic Hanover Square. Parking areas, picnic tables, and bike racks are planned to be available for hikers and bicyclists.

Appendix F: Historical & Cultural Resources

Appendix F: Historical and Cultural Resources

Highlights: Opportunities and Challenges

- *Opportunities exist for enhanced outreach to the community to educate citizens on the wealth of historical resources in the community.*
- *Strong community support for additional community wide events was expressed for festivals and concerts.*
- *There is an identified need for expansion of library services and a new facility.*
- *There is an identified need for additional facilities for community/youth/seniors.*
- *Horseheads is known as “the first and only town and village in the United States dedicated to the services of the American Military Horse.”*
- *The Village of Horseheads has a considerable number of historic structures and sites that secure the historic image of the area.*
- *Hanover Square District, located at the junction of East and West Franklin Streets and North and South Main Streets, was added to the list of historic sites in 1982.*

Historical Overview

The Village of Horseheads traces its origins to the summer of 1779 during the American Revolutionary War. Under the leadership of General John Sullivan and General James Clinton, the Sullivan Expedition defeated the Loyalists and the Six Nations of the Iroquois culminating in one major battle in western New York at Newtown Battlefield, east of Elmira. The Expedition, on September 24, 1779, mercifully disposed of its military pack horses that had reached the end of their endurance after carrying heavy military equipment and soldiers through wilderness. Years later the first settlers in the area found the bleached skulls and relics and named the hamlet Horseheads in adaptation to the Indian naming “the Valley of the Horses’ Heads.”

The Village website describes Horseheads as “the first and only town and village in the United States dedicated to the services of the American Military Horse.” To promote this image of the area, multiple horse effigies were sculpted of specially fired bricks and incorporated into the I-86 project.

The Village of Horseheads is in Chemung County north of the City of Elmira and located entirely within the municipal boundary of the Town of Horseheads. The Village was incorporated on May 15, 1837 and was originally named Fairport. It consisted of 237 acres. In 1845, the Village changed its name to Horseheads and remained so named until 1885. For a period of one year the Village was named “North Elmira.” In 1886, the Village returned to its current name as the Village of Horseheads.



National Register of Historic Places

The National Register of Historic Places is the Nation's official list of cultural resources, which include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. The National Register is authorized under the National Historic Preservation Act of 1966, and is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect historic and archeological resources.⁹ Generally, properties eligible for listing in the National Register are at least 50 years old. Properties less than 50 years of age must be exceptionally important to be considered eligible for listing. The National Park Service, which is part of the U.S. Department of the Interior, administers the National Register.

The Horseheads Historical Society was started by a group of citizens interested in preserving the history of the Village through the accumulation and preservation of donated artifacts, not historic sites. They operate and maintain their collection at the Chemung Railway Depot, which they own. They also own and maintain the home of noted political cartoonist Eugene Zimmerman. Zimmerman also originally donated the funds used to construct the bandstand in Teal Park. Under the auspices of the HHDS Historical Society, many buildings in the Village were listed on the National Register of Historic Places.

State and National Historic Sites

The Village of Horseheads has a considerable number of historic structures and sites that secure the historic image of the area.

Table 12: National Register of Historic Structures and Sites - Village of Horseheads

Resource Name	Historic Significance	Period of Significance
Chemung Railway Depot / Horseheads Railroad Station	Architecture and Engineering	1850-1949
Hanover Square Historic District	Architecture and Engineering	1850-1949
Horseheads 1855 Extension Historic District	Architecture and Engineering	1825-1849, 1900-1924
Teal Park	Person, Architecture and Engineering	1900-1924
Zimmerman House	Person, Architecture and Engineering	1875-1899

Source: National Register of Historic Places

Chemung Railway Depot

The Chemung Railway Depot, located in the Village of Horseheads at 312 West Broad Street, is also known as the Horseheads Railroad Station. According to the National Register of Historic Places, the Depot has a historical engineering and architectural significance and a transportation function. This building was privately owned and was added to the list of national historic places in 1996. The Railway



Depot was purchased by the Horseheads Historical Society and restored as a museum displaying artifacts of local history.

Hanover Square Historic District

Hanover Square District is located at the junction of East and West Franklin Streets and North and South Main Streets. The District was added to the list of historic sites in 1982 in order to protect its historic architecture and engineering significance and its historic function as a place of commerce and trade. Hanover Square predominately features the Italianate architectural style.

Horseheads 1855 Extension Historic District

The Horseheads 1855 Extension Historic District is located in the area defined by Grand Central Avenue, Fletcher Street, Sayre Street, West Mill Street, and Center Street This District was added to the list of historic sites in 1980 to recognize its historic architecture, and includes mid-to late nineteenth and early twentieth century styles.

Teal Park

Teal Park, bounded by Steuben, Pine, and South Main Streets, was added to the National Register of Historical Places in 1983.

Zimmerman House

Zimmerman House is located at 601 Pine Street. The house was built by Alvah Beard and designed in a Queen Anne architectural style by Eugene Zimmerman, who was a political cartoonist in the 1800's. The building was added to the list of National Historic Places in 1983.



Archeologically Sensitive Areas

The Village of Horseheads contains several archeologically sensitive areas, which are illustrated on the **Map 9: Archeologically Sensitive Areas Map**, Archeologically Sensitive Areas. Archeologically sensitive areas are designated when a site of some archeological significance is discovered. The site itself and a surrounding buffer zone with a radius of approximately one-half to one mile are designated by the State to protect potential additional resources that may be in the area. Tracts of land, bodies of water or some combination of the two can be found in these areas. Significant areas are designated for innumerable reasons related to the preservation of the history and culture in a region, but all are similarly valued for the nonrenewable nature of the site itself and its associated materials. The New York State Historic Preservation Office holds detailed descriptions and locations of specific archeological significant sites confidential. Future development in a significant area may require a Phase I Archeological Survey.

Appendix G: Transportation Resources

Appendix G: Transportation Resources

Highlights: Opportunities and Challenges

- *NYS Route 17/I-86 and NYS Route 14 provide access to the Village.*
- *The Village maintains 31.2 miles of local roads.*
- *The “Horseheads Bypass” portion of the Route 17/I-86 upgrade was completed in July 2007.*
- *The NYS Route 17 upgrade to I-86 predicted \$650 million in economic development in the Horseheads area.*
- *The general goal of a transportation system is to facilitate the economical movement of people, goods, and services. A well-planned and designed surface transportation system should be accommodating to all modes of traffic, be safe for use, visually appealing and environmentally friendly.*

Highway Classification

Highways are generally classified by their functionality. Functional classifications are defined by the NYSDOT as follows:

Principal and Rural Arterials – varies from two-lane roadways to multi-lane, divided, controlled access facilities. They serve major areas of activity and are located between major destination points.

Urban and Rural Collectors – typical two-lane roadways that collect and distribute traffic while providing access to abutting properties.

Local Roads – typical low speed and low volume two-lane roadways that primarily provide access to abutting properties.

The transportation network within the Village of Horseheads is comprised of 36.5 miles of State, County, and local roads. A discussion of the characteristics of the State and County roads follows.

Existing Road Network

Two NYS Routes contribute 5.2 miles to the network of roads in the Village of Horseheads.

NYS Route 17/I-86

NYS Route 17/I-86 is functionally classified as a Principal Arterial Expressway. Route 17 runs through the southern portion of the Village of Horseheads. NYS Route 17, also known as the Southern Tier Expressway, runs from Suffern, New York (where it connects to New Jersey 17) to the Pennsylvania border in Western New York. Between the Pennsylvania/New York border and the Town of Horseheads,



Route 17 is concurrent with I-86. Upgrading this portion of NY 17 to I-86 is currently under review by the Federal Highway Administration, and it is expected that the State highway was officially designated I-86 in March 2008.

The New York State Department of Transportation completed a “Horseheads Bypass” project in July 2007 to upgrade Route 17 to Interstate Highway standards. By elevating the roadway this project removed at-grade intersections and traffic lights in the Village of Horseheads to ease traffic congestion in the Village and improve safety.



NYS Route 14

Route 14 is a State highway that transects the State in a north-south direction between Lake Ontario and the Pennsylvania border. The highway has a northern terminus in Wayne County, New York and a southern terminus at the New York/Pennsylvania State line. From this point the highway continues south as PA Route 14. Route 14 runs through the western portion of the Village of Horseheads, crossing I-86.

Route 14 is functionally classified as a Principal Arterial Other. According to the 2003 NYSDOT Highway Sufficiency Ratings document, the Average Annual Daily Traffic (AADT) count for Route 14 south of Route 17 is 27,940 vehicles. The surface condition of that particular stretch is labeled 7, distress symptoms are beginning to show. North of the intersection with Route 17, the AADT for Route 14 is approximately 12,000 vehicles and the surface condition is 9, excellent, no pavement distress.

County Roads

The Village of Horseheads has only 0.2 miles of County highway within its boundaries, Grand Central Avenue and South Main Street south of Route 17.

Local Roads

Residents typically use the 31.2 miles of local roads in the Village of Horseheads to make short trips. These roads average a lower volume of traffic than County and State roads.

Road Maintenance

Highway Department

The Village of Horseheads Public Works Department consists of four sub-departments including Streets and Maintenance, Water Department, Cemetery, and Buildings and Grounds. The Public Works Department has 11 full time and three seasonal employees. Employees share duties in the various sub-departments, therefore a water operator could also plow snow or a cemetery worker could work in the Buildings and Grounds Department.