

TOWN OF DUNKIRK, NY Comprehensive Plan

Prepared by: **MRB Group** *145 Culver Road, Rochester NY*
in association with
Environmental Design & Research, D.P.C.
217 Montgomery Street, Syracuse NY

***PUBLIC REVIEW
DRAFT***

August 2015



The Town of Dunkirk acknowledges the effort and assistance of the following Comprehensive Plan Steering Committee volunteers that have helped to advance the development and adoption of the Town of Dunkirk Comprehensive Plan:

Craig Lyford, Planning Board
Shari Miller, Planning Board
Chris Penfold, Planning Board
Jay Warren (Chair), Planning Board
Juan Pagan, Town Council Liaison
Robert Price, Planning Board
Ryan Mourer, Town Code Enforcement Officer
Scott Pagano, Zoning Board Liaison

The Town would also like to thank Vincent Vecchiarella and Mark Kutner for their assistance in the early stages of the comprehensive planning process.

Table of Contents

1.0	Introduction	1
1.1	Purpose of the plan.....	1
1.2	Planning process	1
2.0	Planning context	6
2.1	Concurrent plans within the region	6
2.2	Existing local regulations	9
3.0	Community profile, vision, and goals.....	13
3.1	Community profile	13
3.2	Vision statement	18
3.3	Goals	18
4.0	Existing conditions and recommendations	19
4.1	Municipal fiscal profile.....	19
4.2	Land use and regulation	23
4.3	Infrastructure assessment	30
4.4	Other community facilities and services.....	33
4.5	Natural resources	36
4.6	Housing.....	41
5.0	Recommended strategies.....	45
5.1	Funding opportunities	45
5.2	Goal-Action matrix	48
5.3	Reporting progress	49
6.0	Appendices	51
6.1	Appendix A: Full focus group summaries	51
6.2	Appendix B: Detailed survey results	56
6.3	Appendix C: Progress report template.....	63
6.4	Appendix D: Public workshop materials.....	65

DRAFT

This page is intentionally left blank



1.0 INTRODUCTION

1.1 PURPOSE OF THE PLAN

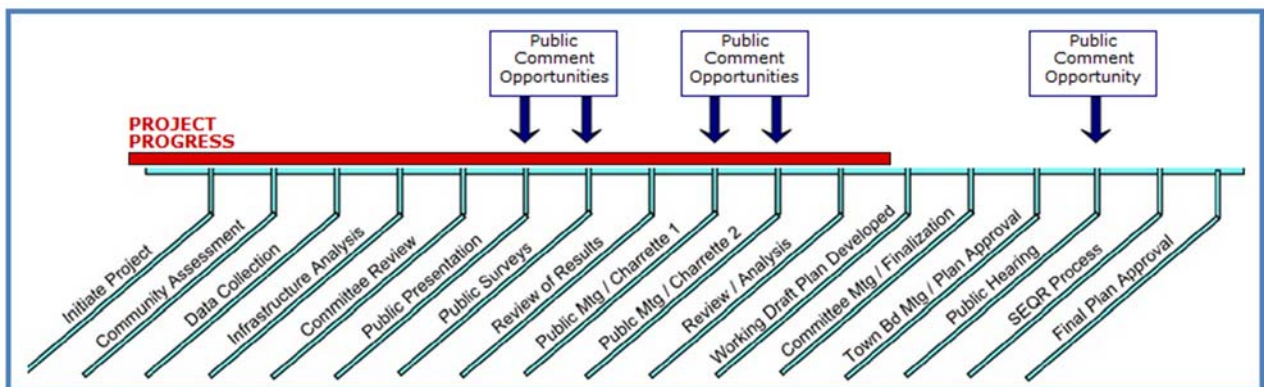
The purpose of the Town of Dunkirk's comprehensive planning initiative is to create a framework for productive growth for the residents and businesses of the town. Prior to undertaking this effort, the Town of Dunkirk has relied upon the Chadwick Bay Regional Comprehensive Plan for this purpose. The regional plan was published in 1996 following a joint effort on behalf of the City of Dunkirk, Village of Fredonia, and the Towns of Dunkirk, Pomfret, Portland, and Sheridan, and served as a reference for municipal policies throughout these six municipalities for several years thereafter. Pursuant to its authority under the New York State Town Law §272-A, the Town of Dunkirk has instituted and enforced zoning laws in accordance with the regional plan since its adoption, and several sections of the municipal zoning ordinance refer to its findings and recommendations.

More than 18 years since the adoption of the regional plan, however, many things have changed in the Town of Dunkirk. New buildings have been developed, businesses have moved in and out of the town, the size and composition of the local population has changed, and the political and economic context of the area have evolved. In light of the many changes since 1996 and in anticipation of those to come, the Town of Dunkirk has pursued the adoption of a new comprehensive plan that reflects the goals and desires of our community.

1.2 PLANNING PROCESS

The Town Planning Board held its first discussions related to the development of a comprehensive plan in early 2012. Following subsequent discussions with the Chautauqua County Department of Planning & Economic Development, representatives from the New York State Department of State, and the Town Council, members of the Planning Board requested and received funding to develop the plan.

In June of 2014, the Town hired a consulting team of MRB Group and Environmental Design & Research, D.P.C. (EDR) to lead the planning initiative. Staff from MRB Group and EDR worked closely with Town staff and the volunteer members of the Comprehensive Plan Steering Committee to produce the plan and represent the initiative through a series of public meetings. In preparing the comprehensive plan, the town provided a number of opportunities for public involvement and input, including focus group discussions, town-wide surveys, and public meetings.





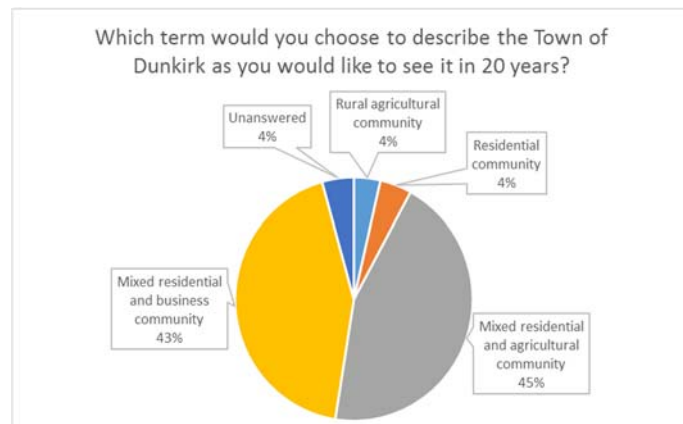
1.2.1 Focus group discussions

A series of focus group discussions were held early in the planning process to gain the perspective of individuals and organized interests within the town and surrounding areas. Five meetings were held in June, 2014 with organized groups of stakeholders, including two interjurisdictional groups (i.e. representatives from neighboring municipalities, Chautauqua County, etc.) and one group each comprised of agricultural, cultural/historic, and business development representatives. Focus group participants provided valuable input throughout the planning process with regard to opportunities and constraints within the town. These discussions proved fertile ground for the development of ideas in support of the community vision. A complete summary of focus group discussions is provided in Appendix A (page 51).

1.2.2 Survey

The planning process was also informed by a survey mailed out to residents and businesses throughout the town in December, 2014. Survey respondents were asked a series of 15 questions, covering topics including but not limited to community character and development, tools for encouraging or influencing development, and municipal service delivery. Several key findings from the survey are noted below, and a full sample survey and detailed results of the survey process is included in Appendix B (page 56).

- When asked which term they would choose to describe the Town of Dunkirk as they would like to see it in 20 years, 45% of respondents indicated a preference for “mixed residential and agricultural”, and 43% of respondents chose “mixed residential and business”.
- 83% of respondents noted a preference for increased growth and development within the town over the next 20 years.
- Those that would prefer increased development also indicated a preference for five specific types of development that they would like to see occur within the town: single family residential development, light industry, tourism businesses, small retail businesses, and family farms.
- More than 65% of respondents believe that the town should use zoning regulations to incentivize or influence residential development. More than 50% of respondents believe that the town should use tax incentives and/or first-time home buyer assistance for such purposes.
- More than 80% of respondents would support municipal marketing or promotional efforts on behalf of local businesses. Strong support (approximately 60-70%) was also noted for tax incentives, financial assistance, and the use of zoning as a means of incentivizing economic development.
- The majority of respondents either agree (35%) or strongly agree (37%) that town should use local laws or ordinances as a means of protecting productive farmland or valuable natural areas from development. In terms of specific tools, approximately 70% indicated that the town should use zoning to encourage agricultural uses, and more than 60% support the use of tax incentives for this purpose.
- In terms of municipal services, over 80% of respondents noted that roadway maintenance/snow removal, stormwater drainage, law enforcement, and emergency response services are important to them. Among the



For a complete summary of survey results, see Appendix B.



services that were least valuable to residents were youth programming, recreational programming, the local library, and cultural events/programming.

- Although respondents did not place a high degree of value on recreational *programming*, recreational *access* to Lake Erie was the most important characteristic of the town, with close to 100% of respondents indicating that it is important to them. Other highly valuable characteristics include the lack of traffic congestion, the quality of the local school system, other recreational opportunities, the overall quality of life, the quality of local law and code enforcement, environmental quality, employment opportunities, the cost of living, and access to essential services.
- Strong support (over 70%) was indicated for increasing the amount of collaboration with other government agencies and adjacent jurisdictions relative to water infrastructure, emergency response, senior programming, and roadway maintenance. For all local services other than tax assessment, the majority of respondents preferred to increase collaboration among governments.
- The survey also asked respondents to indicate their preference for potential changes specific to the administration of roadway maintenance services. The majority of respondents (58%) noted that they would like the town to pursue shared service agreements for roadway maintenance. Some (20%) would prefer to continue administering these services as they are currently.

1.2.3 Public meetings

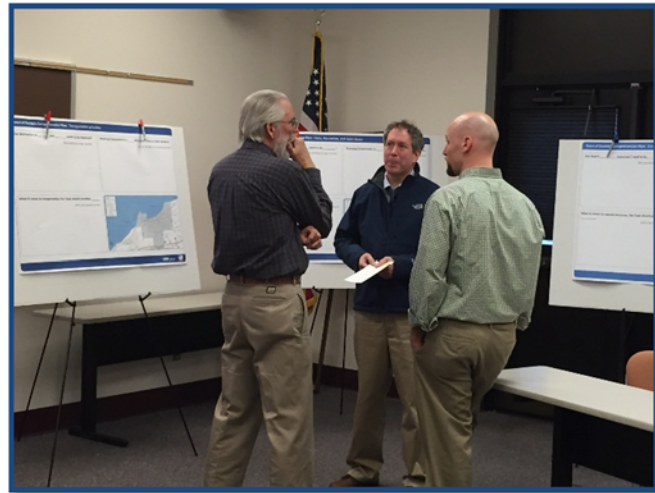
The Town of Dunkirk held three public meetings at the Jamestown Community College North County Center on Bennett Road throughout the development of the comprehensive plan. The first, held on June 25, 2014, featured an introductory discussion regarding the purpose of the planning initiative, and the project timeline, and a town-hall style discussion between community members, the Steering Committee, and the project consultants. Residents and business owners discussed a number of issues facing the town, including infrastructural challenges, economic development, and pending changes to the municipal zoning ordinance.

A second public meeting was held on November 12, 2014. This meeting featured background information regarding state guidance for local comprehensive plans, and a more detailed look at several issues central to the planning process: demographics and economics; land use and development; and community character. Three workshop stations featuring maps of the town, statistical tables and charts, and a “conversation map” were presented to collect feedback on these issues from members of the community. Public feedback provided at these stations is described in Appendix D (page 65).

The third public meeting, held on March 25, 2015, was designed to advance the issues that had arisen in the first two, and to shape a vision statement and goals for the comprehensive planning initiative. The format of this meeting featured a series of four “stations”, where residents were asked to provide input regarding local priorities, development opportunities and constraints, and their vision and goals for the future. Public responses during this workshop helped to guide the Steering Committee and project consultants as they crafted and considered a number of proposals and recommendations for the future of the town. Public feedback provided during this workshop is reflected in the Vision Statement and Goals enumerated in Section o3.

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



1.2.4 Project website

In November of 2014, the Town of Dunkirk launched a website to keep the public informed about the ongoing planning effort. The official website of the Dunkirk Comprehensive Plan (<http://www.townofdunkirkcomprehensiveplan.org/>) provided information regarding the Steering Committee, the planning process, and opportunities for public input. The home page allowed residents and business owners to take the survey online (see Section 1.2.2), and an updated Status Report featured meeting minutes and regional planning resources. Draft and final planning documents were also posted for public review on the website.

Town of Dunkirk Comprehensive Plan
The official website, provided by MRB Group & EDR, on behalf of the Town of Dunkirk

Home | Committee Members | The Plan Process | Contact the Committee

Welcome to the Official Site of the Dunkirk Comprehensive Plan!
This website has been provided by the Town Board and Planning Board to serve as a central information resource.
Check here frequently for the current status of the project, contact information, and a convenient means of asking questions or providing comments.

Another Community involvement opportunity is coming soon: March 25, 6 pm, at the JCC

Second Community Workshop Planned for March 25: All are invited to Participate **Status Report**

It's time for more input! The second community charrette - or workshop - to discuss plans for the future of Dunkirk will take place on Wednesday, March 25, 6 pm, at the JCC located at 10807 Bennett Road in Dunkirk.

The meeting will involve participants in discussions and exercises which help determine the focus of the plan's steering committee, as its members prepare to document the results of several months of data collection and analysis. The committee is receiving assistance with that process from the MRB Group / EDR consulting team.

"We're grateful to our residents who shared their opinions," Supervisor Puroil said following the first charrette, which shared results of the survey returned by residents.

Click here for photos from community residents: "Life in Dunkirk"

Contact the Committee

Your Input is Valued
Committee meetings will be OPEN TO THE PUBLIC - although in the interest of expediting progress, no public comment period will be scheduled.
Use this form to submit your comments and suggestions to the committee.
In addition, the committee will invite public comment at several hearings to be held as the plan progresses.

Alternative Methods
To contact the committee using mail or telephone, [click here](#) for contact information.

First Name
Last Name
Street Address
E-mail Address
Comments

Send the committee a note

Reset Submit

Images from the Town of Dunkirk Comprehensive Plan website



2.0 PLANNING CONTEXT

2.1 CONCURRENT PLANS WITHIN THE REGION

Several recent planning initiatives at the county and regional levels will bear on the future of the Town of Dunkirk and its neighboring municipalities. While these plans do not necessarily recommend specific land uses or policies within the town, they will nonetheless shape the types of economic and community development opportunities available to municipalities in northern Chautauqua County. Brief summaries of seven concurrent plans are provided below.

2.1.1 Northern Chautauqua County Intermunicipal LWRP

In early 2015, Chautauqua County and its ten Lake Erie waterfront communities submitted a draft Local Waterfront Revitalization Plan (LWRP) to the New York State Department of State. This locally prepared plan will play a substantial role in decisionmaking related to land and water uses for the foreseeable future.

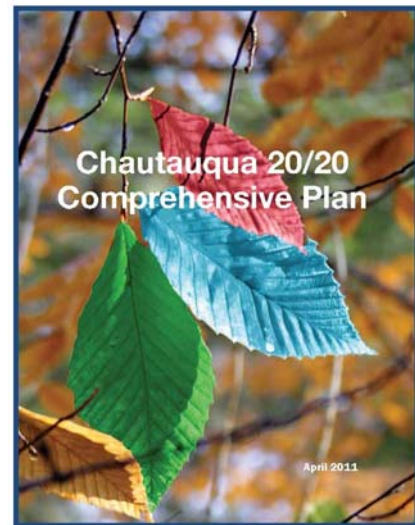
The LWRP identifies the many unique natural, cultural, and economic resources that the Lake Erie shoreline has to offer, and seeks to capitalize on them by supporting existing water-dependent and water-enhanced activities and businesses, attracting new ones, and protecting valuable waterfront resources. The LWRP recommends the following implementation steps and priority projects for the Town of Dunkirk:

- Regulatory changes (see Section 5.2.2.4):
 - Require a 25 foot vegetated setback from the high bank of any stream with the exception of recreational uses and transportation infrastructure.
 - Require a 50 foot setback from the mean lake shoreline.
 - Mandate the provision of public access to the waterfront for residential developments along the waterfront that require subdivision.
- Priority projects (see Section 5.4):
 - Acquire property and construct parking lot at Lake Erie access point.
 - Construct improvements to Town Hall, including a visitor information center.
 - Investigate and mitigate frequent flooding problems on Willow Road.

2.1.2 Chautauqua 20/20 (Chautauqua County Comprehensive Plan)

The Chautauqua County Comprehensive Plan features a broad examination of the county's strategic, geographic, environmental, and demographic advantages. Adopted in 2011, the county plan advances 14 goals and dozens of specific recommended actions across three categories: Environment, Community, and Economy. The plan also seeks to reinforce the county's reputation as "the World's Learning Center", anchored by the Chautauqua Institution.

Chautauqua 20/20 identifies a number of strategies and actions that may be generally applicable to the Town of Dunkirk, even though there are no recommendations specific to the town. In light of the priorities noted by town residents through various public outreach efforts, the following strategies as listed within the county's comprehensive plan have direct application to the Town of Dunkirk, and would help to advance regional priorities:





- Conserve the County's important agricultural soils and support its local farming vitality
- Maintain Chautauqua's rural landscape, heritage, and scenic views
- Improve the management of and access to the County's water resources
- Promote the natural assets of Chautauqua to grow new economic opportunities and attract additional residents and investment
- Enhance the county's current compact cities, towns and villages to be more walkable and accessible to recreational and active living opportunities
- Create strong inter-municipal cooperation and focus on regionalizing government services
- Improve coordination and cost/benefit results of community services and infrastructure investment
- Capitalize on the County's abundant water and energy resources for economic development

It is also noted that the county plan recommends selective widening along Route 60, primarily between Dunkirk and Gerry, although the location of such efforts is not specifically identified.

2.1.3 Western New York REDC Strategic Plan

The Western New York Regional Economic Development Council's (REDC) strategic plan for the five-county region (including Niagara, Erie, Chautauqua, Cattaraugus, and Allegany Counties) has been updated three times since its 2011 publication. The 2014 Progress Report updates the implementation of the plan across three core strategies and seven strategic industries, including: advanced manufacturing, agriculture, bi-national logistics, energy, health and life sciences, professional services, and tourism.

Locally, the REDC Strategic Plan focuses mainly on the City of Dunkirk, although some of the local projects it has funded or endorsed will have benefits that span the municipal boundary. Among these is the creation of the North Chautauqua Regional Water Supply System, which has direct benefits for the residents and businesses of the Town of Dunkirk.

The WNY REDC itself is a critical ally for the town in terms of securing funding for potential development projects. To the extent that the comprehensive plan aligns with key regional priorities (e.g., smart growth, manufacturing, and tourism), such an alignment improves the likelihood of state funding through the annual Consolidated Funding Application (CFA) process.

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



2.1.4 Chautauqua County Design Principles Guidebook

The Chautauqua County Design Principles Guidebook, published in 2009 by the Department of Planning and Economic Development, is a series of guidelines published for the benefit of several rural communities throughout the county. The guidelines are intended to facilitate community growth that is compatible with the rural character of each community. Though these guidelines are not mandatory, they do promote a series of principles and procedures that, if incorporated into municipal zoning, subdivision, or other ordinances, could help local governments attract, shape, and maintain development that is valuable, tax productive, and attractive.

These guidelines utilize graphics and photographic examples of common design considerations to demonstrate issues that are highly pertinent to local boards of review (e.g. Planning Board, Zoning Board of Appeals, Town Council). They show how local character can be preserved or enhanced not only for village settings, but also for fringe and rural development, which is more typical of the development context in the Town of Dunkirk. The design guidelines both residential and commercial development, and examine ways in which they can protect critical natural resources, make efficient use of infrastructure, and preserve neighboring working landscapes.



2.1.5 Concord Grape Belt Heritage Area Management Plan

The Town of Dunkirk is part of the Lake Erie Concord Grape Belt Heritage Area, a state-recognized cultural resource spanning the entire northern shore of Chautauqua County. In 2010, Chautauqua County submitted its final Heritage Area Management Plan to the New York State Office of Parks, Recreation, and Historic Preservation for formal recognition of the Heritage Area, and it has continued to implement many recommendations of the plan ever since.

The Town of Dunkirk is considered part of the “Grapes of the Lower Plain” character area, defined by the lowland belt along the Lake Erie shoreline at the base of the Niagara Escarpment. Although specific recommendations within the Heritage Area Management Plan focus primarily on the City of Dunkirk, the Town of Dunkirk and its agricultural sector nonetheless stand to benefit from the increased public awareness, branding/marketing, and agritourism initiatives that the Heritage Area may bring about.

2.1.6 Chautauqua County Greenway Plan

In 2012, Chautauqua County adopted its Greenway Plan in an effort to become “a four season destination for outdoor active living, nurtured by public/private partnerships.” The plan sets forth an agenda for taking greater advantage of the county’s natural environment, open space, and rural character, and seeks to leverage these assets to create positive economic and environmental impacts for residents and visitors alike.

A number of existing and proposed trail systems and natural greenways are located within (or pass through) the Town of Dunkirk. The plan identifies the existing Great Lakes Scenic Byway as an “Exceptional Priority”; the proposed Brocton-to-Dunkirk and Fredonia-to-Dunkirk Rail Trails are “Significant Priorities”; and the proposed Dunkirk-to-Sunset Bay and Dunkirk-to-Forestville trails are “High Priorities”. The implementation of these trails are expected to build on other existing assets including the Canadaway Creek Greenway Corridor, which is also identified as an Exceptional Priority.



2.1.7 Chautauqua County Branding, Development, and Marketing Action Plan

Chautauqua County's Branding, Development, and Marketing Action Plan (2009) was the impetus for the creation and expansion of the "World's Learning Center" brand identity that the county has sought to promote. This brand identity is intended to capitalize on the growing "leisure learning" market that the county is known for, through resources such as the Chautauqua Institution and other cultural and recreational assets.

Although local recommendations included within this plan are focused primarily on the City of Dunkirk, they could have an impact on branding and development within the town as well. The plan advances recommendations that would utilize the Dunkirk waterfront, specifically identifying sailing and diving as two markets that could be well suited to the lakefront community.

2.2 EXISTING LOCAL REGULATIONS

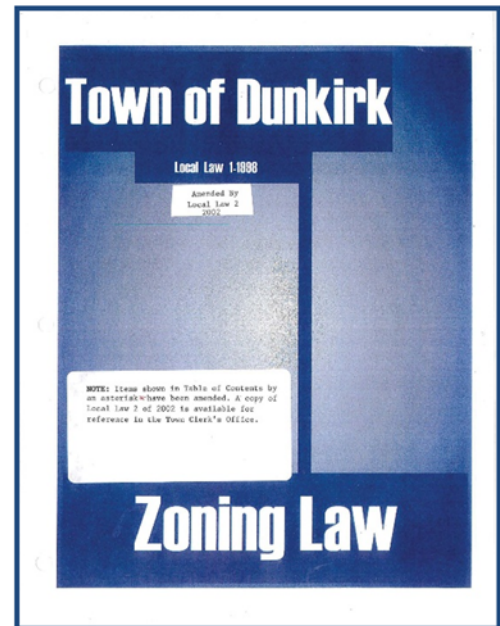
The context for planning within the Town of Dunkirk also includes the local land use regulations that have been previously established and are currently enforced. Planning and development within the town is guided primarily by the local zoning ordinance, which was adopted by Local Law 1 of 1998 and amended by Local Law 2 of 2002. The zoning ordinance regulates the location and intensity of land uses throughout the town, and incorporates a number of tools to ensure that local development and redevelopment is compatible with its surroundings and is generally in keeping with the health, safety, and welfare of the town. Brief summaries of these tools are provided below, with additional detail provided in Section 4.2.

2.2.1 Use-based zoning districts

Permitted land uses and development intensity throughout the town are governed by a series of seven conventional (Euclidean) zoning districts, as follows:

- R-1, Single Family Residential
- R-2, General Residential
- AR-1, Agriculture/General Residential
- C-1, Tourism Commercial
- C-2, Highway Business
- M-1, High-Tech Business
- M-2, Industrial

As listed above, these districts are organized from most restrictive (R-1) through least restrictive (M-2). Permitted uses are generally cumulative, such that the uses allowed in a more restrictive district are also allowed in each less-restrictive district. Each district regulates the uses, development intensity (i.e. units per acre), and bulk restrictions (i.e. lot sizes and setbacks) therein. These ordinances have had the effect of concentrating the most intense commercial uses along Vineyard Drive (and to a lesser extent Bennett Road), and the most intense residential uses are found along the Lake Erie shore and surrounding the intersection of South Roberts Road and Franklin Avenue.





2.2.2 Scenic byway overlay zone

Article X of the zoning ordinance establishes a Scenic Byway overlay (SBO) district for the purpose of protecting “the high scenic value of the Seaway Trail to preserve and enhance its value and to assure the exclusion of incompatible uses.” The SBO was adopted to advance the Chadwick Bay Regional Comprehensive Plan, which identified the Seaway Trail as a major contributor to the regional economy and local character.

The SBO is intended to protect the beaches, bluffs, and scenic quality of the Lake Erie shore and its adjacent properties. The overlay is meant to regulate land uses and development standards in addition to the underlying traditional zoning districts (e.g., R-1, C-1). All properties within the SBO are subject to additional requirements relative to road design, lighting, utility placement, grading, vegetation, and signage.

2.2.3 Site plan review

Site plan review is a procedural requirement of the zoning ordinance for most development projects, aside from single-family or two-family residential structures. While the site plan review process does not include any substantive requirements in and of itself, it allows the Planning Board to guide development proposals to reduce potentially negative impacts on surrounding areas.

As outlined in Article XII of the zoning ordinance, all multifamily, commercial, industrial, open space, cluster, and planned unit developments, as well as any project requiring an amendment to the underlying zoning district, are required to submit site plans for the following:

- new construction of structures other than one- and two-family units;
- erection or enlargement (over 20% of the total floor space) of all buildings except one- and two-family structures;
- changes in use or intensity which significantly impact parking, loading, access, drainage, utilities, traffic, or other environmental impacts of commercial, industrial, or multi-family uses;
- uses or structures in flood hazard areas;
- special permit, variance, or rezoning applications.

Pursuant to Article XII, the Planning Board reviews site plans for their conformance with the zoning code, and may place conditions on proposed developments relative to their compatibility with surrounding land uses, vehicular access and parking, pedestrian circulation, landscaping and screening, the preservation of natural and scenic feature, and the provision of public facilities.

2.2.4 Planned unit development

The Town of Dunkirk’s Planned Unit Development (PUD) District is a special provision of the zoning ordinance that allows for creative site designs for developments of 10 acres or larger that would not otherwise be permissible through the conventional districts with regard to their use and bulk restrictions. The PUD ordinance serves to recognize that otherwise productive developments may not necessarily fit within the use-based structure of those districts, and that developments that mix commercial, office, residential, and/or retail uses could provide unique opportunities for the town while maintaining or enhancing the character of surrounding areas.

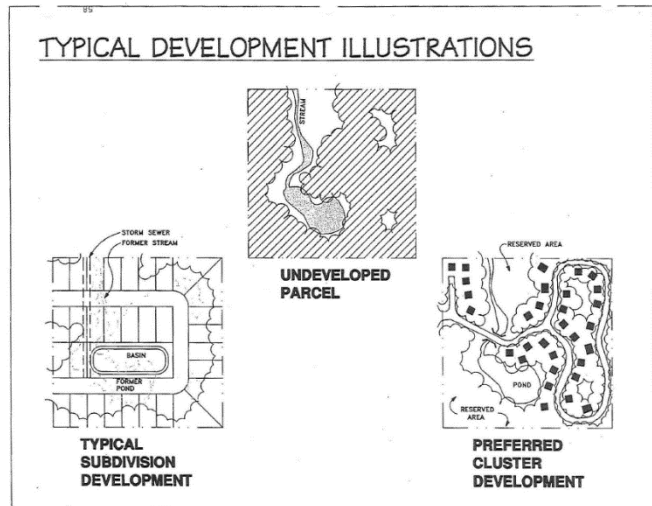
Article XIV describes the procedural requirements of PUD applications, which involve an application to rezone parcels from their existing conventional district to a PUD district designation. The substantive requirements of the PUD application are designed to minimize restrictions on development while still assuring the health, safety, and welfare of town residents; they are also meant to provide the town with flexibility in negotiating development characteristics to maximize the quality of the proposal and its beneficial impacts to adjacent landowners and other taxpayers. As currently established, the PUD ordinance requires the rezoning of the proposed parcel(s), and allows for development



densities greater than that allowed within the underlying zone only in cases of "outstanding development as deemed appropriate by the Town Board." No development proposals have utilized the ordinance since its adoption.

2.2.5 Clustered development

Article XV of the zoning ordinance allows for "clustered" residential developments of at least 10 acres within the town's residential and commercial zoning districts. Clustering is a method of subdivision in which lot sizes are reduced and buildings are arranged in a tighter pattern than that of conventional subdivision. Clustered developments have a number of benefits for developers, homeowners, and the town, particularly in regard to minimized infrastructural outlays and land consumption. Typically, land that is set aside within a clustered development features a degree of ecological significance, scenic quality, or recreational value that can be of benefit to residents of the subdivision (in cases where that land is owned by a homeowners' association) or the town at large (in cases where it is publicly dedicated).



2.2.6 Other ordinances

In addition to those described above, the Town of Dunkirk's zoning ordinance contains other regulations that can influence community character, as described below:

- *Sign ordinance*
Article XVI of the zoning ordinance addresses physical components of signage design, such as height, size, location, and appearance. The portions of the sign ordinance that apply to all zoning districts and land uses (§120, 122-124) exercise only minimal controls over these physical components, generally in the interest of safety as opposed to aesthetics. Section 121 addresses more aesthetic issues relative to specific zoning districts, with residential districts being highly restrictive. Sign content, which is subject to constitutional protections, is not regulated by this ordinance, except by reference to restrictions relative to adult entertainment businesses found in Article XVII.
- *Parking ordinance*
Requirements relative to the provision of off-street parking are described in Article XIX of the zoning law. The parking ordinance is highly prescriptive regarding the number of spaces required for specific land uses; some of these standards are greater than contemporary best practices. Although the parking ordinance regulates the number and size of parking and loading facilities, and although one of the stated purposes of the ordinance is to "promote the safety and convenience of pedestrians by locating parking [areas] so as to reduce the impact of vehicles", it does not directly regulate the placement of such facilities, nor does it provide any guidelines relative to safe pedestrian circulation within parking areas.
- *Landscaping ordinance*
Article XX of the zoning ordinance requires a landscape plan to be submitted prior to the issuance of zoning permits, site plan approval, and special permits. As written, the landscape ordinance requires a minimum of 12% total lot area to be landscaped, though the guidelines and additional standards for landscaping are not



highly prescriptive. Section 154 of the landscaping ordinance describes standards for parking lot landscaping, including minimum landscaped area requirements and screening.

- *Supplemental regulations*

As do many other municipalities, the Town of Dunkirk incorporates a list of supplemental regulations into the zoning law as a “catch-all” for additional regulations that are not otherwise covered elsewhere. Article XXI of the zoning law includes procedural and/or substantive supplemental regulations relative to the following:

- Accessory buildings
- Corner visibility
- Drive-in businesses
- Dwelling units (i.e., occupancy, access)
- Fencing and walls
- Hotels
- Junk vehicles and junkyards
- Mobile homes and mobile home parks
- Motor vehicle use and service areas
- Quarries, gravel pits, and other excavation
- Shopping centers
- Satellite antennas
- Solar efficiency
- Storage areas
- Swimming pools
- Telecommunications towers



3.0 COMMUNITY PROFILE, VISION, AND GOALS

3.1 COMMUNITY PROFILE

3.1.1 Residents

The Town of Dunkirk, like many towns in western New York State, has lost a substantial proportion of its population over the course of the past several decades. Although many suburban communities in the area remain larger than their pre-baby boom populations, several have declined from their peak population, when municipal investments in infrastructure and services were predicated on continued growth. Figures 1 and 2, below, show population growth and decline for Chautauqua County, the Town and City of Dunkirk, and the neighboring towns of Pomfret and Sheridan, respectively.

Figure 1, Population 1940-2013

	Population, 1940-2013							
	1940	1950	1960	1970	1980	1990	2000	2013*
Chautauqua Co.	123,580	135,189	145,377	147,305	146,925	141,895	139,750	134,156
Town of Dunkirk	672	887	1,541	1,646	1,584	1,482	1,387	1,309
City of Dunkirk	17,713	18,007	18,205	16,855	15,310	13,989	13,131	12,458
Town of Pomfret		9,596	11,459	13,890	14,992	14,224	14,703	14,806
Town of Sheridan		2,037	2,539	2,527	2,659	2,582	2,838	2,652

Figure 2, Population change 1940-2013

	Population change (%), 1940-2013							
	1940-50	1950-60	1960-70	1970-80	1980-90	1990-2000	2000-13	1940-2013
Chautauqua Co.	9.4%	7.5%	1.3%	-0.3%	-3.4%	-1.5%	-4.0%	8.6%
Town of Dunkirk	32.0%	73.7%	6.8%	-3.8%	-6.4%	-6.4%	-5.6%	94.8%
City of Dunkirk	1.7%	1.1%	-7.4%	-9.2%	-8.6%	-6.1%	-5.1%	-29.7%
Town of Pomfret		19.4%	21.2%	7.9%	-5.1%	3.4%	0.7%	54.3%
Town of Sheridan		24.6%	-0.5%	5.2%	-2.9%	9.9%	-6.6%	30.2%

As with many communities throughout the region, the population of the Town of Dunkirk peaked late in the post-World War II “Baby Boom”, and has been steadily declining with the migration of major employers out of western New York. The most recent estimates available suggest that the Town of Dunkirk and most neighboring municipalities have decreased in population again from 2000 through 2013. The exception of the Town of Pomfret is notable in that it shows a small amount of growth during that time; however, this growth is concentrated within the Village of Fredonia that lies within the town. Outside of the village, the Town of Pomfret has decreased in population by approximately 7% since 2000. It is also noted that a portion of the growth of the Town of Dunkirk may have come at the expense of that of the City, which has declined in population by nearly a third since its pre-World War II total.

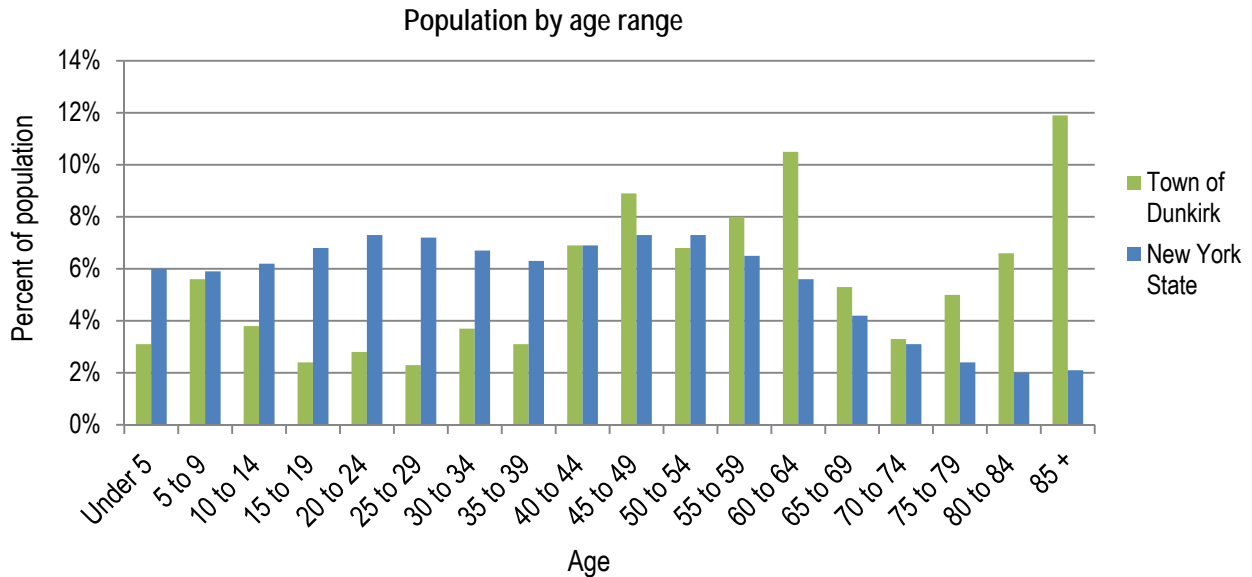
TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



The regional increases in population following World War II, followed by a steady increase in out-migration and decreases in household size and in-migration, have also resulted in a population that is steadily aging. The age distribution shown in Figure 3 reflects these trends, with a large cohort from the later years of the Baby Boom generation followed by smaller cohorts from subsequent generations. Figure 3 also shows a sizable outlier relative to regional elderly populations, caused by the presence of the Chautauqua Nursing and Rehab Center within the Town of Dunkirk.

Figure 3, Population age distribution, 2013



The Chautauqua Nursing and Rehab Center, located at the northern end of Temple Road

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



As shown in Figure 3 (page 14), age distribution within the Town of Dunkirk is in sharp contrast to statewide averages. Across New York State, each 5-year category up to age 60 accounts for approximately 6-7.5% of the population; each subsequent category declines proportionately, until the oldest group of residents accounts for just over 2% of the statewide population. The presence of the Chautauqua Nursing and Rehab Center and the absence of a substantial cohort of younger adults (ages 18-40) also skews the town's median age (at 55.3 years, substantially higher than the statewide median age of 38.1) and its "dependency ratio". The dependency ratio measures the proportion of working age populations (18-65) relative to non-working age populations (under 18 and above 65), where a ratio of 100 would indicate that there is only one working age resident for every non-working age resident; higher ratios point to an imbalance between working populations and those that may require support or services. Figure 4 describes median age and dependency ratios for the Town of Dunkirk and its neighboring jurisdictions, as compared to the statewide values for each.

Figure 4, Median age and age dependency ratios, 2013

	New York State	Chautauqua County	Town of Dunkirk	City of Dunkirk	Town of Pomfret	Town of Sheridan
Median age (years)	38.1	39.6	55.3	38.9	28.2	46.7
Age dependency ratio (1-100)	55.9	62.6	87.3	61	37.4	58.5

The presence of large Baby Boom and elderly cohorts has both positive and negative impacts for the town. The large size of older cohorts leads to a high rate of homeownership (81%) and a high proportion of those that own their homes outright (58%), both of which promote stability of the tax base. Conversely, the small size of younger cohorts suggests that the expense of providing municipal services will be borne by fewer taxpayers in the coming years, barring an influx of new residents. The lack of sizeable younger cohorts and the aging of large older cohorts will likely put pressure on in-migration to either maintain the stability of the tax base or drive any preferred growth and development.

Other socioeconomic indicators show that the Town of Dunkirk is relatively aligned with county or statewide averages in terms of the education and poverty levels of its residents. First, Figure 5 shows the educational attainment levels of the Town of Dunkirk and other jurisdictions. As noted, although the proportion of residents with at least a high school (or equivalent) degree is consistent with statewide and county averages, it is slightly less than that of both Pomfret and Sheridan. The proportion of residents with a bachelor's degree or higher is significantly lower than the statewide average, though it is on par with that of Chautauqua County as a whole.

Figure 5, Educational attainment, 2013

	New York State	Chautauqua County	Town of Dunkirk	City of Dunkirk	Town of Pomfret	Town of Sheridan
High school degree (or equivalent) or higher	85%	87%	87%	81%	94%	93%
Bachelor's degree or higher	33%	21%	21%	16%	35%	18%

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



Figure 6 shows the proportion of residents within the town and its neighboring jurisdictions that had experienced poverty during the most recent survey period for which data is available (2012-2013). As shown in the table, town residents below 65 years of age experienced approximately the same incidence of poverty as their counterparts throughout the state. The poverty rate for residents over age 65 was notably lower within the Town of Dunkirk than that of the neighboring jurisdictions and New York State.

Figure 6, Percent of residents in poverty, by age, 2012-2013

	New York State	Chautauqua County	Town of Dunkirk	City of Dunkirk	Town of Pomfret	Town of Sheridan
Below 18 years	22%	29%	24%	39%	27%	18%
18-64 years	14%	19%	15%	25%	26%	8%
65 years and over	11%	8%	5%	11%	7%	13%

And finally, Figure 7 links the two previous tables to show the median incomes of residents according to educational attainment. Unsurprisingly, higher levels of educational attainment are associated with higher levels of income in all jurisdictions. However, it is worth noting that the income levels of Town of Dunkirk residents relative to their educational attainments appear to be higher than those of their counterparts in other jurisdictions.

Figure 7, Median income by educational attainment, 2013

	New York State	Chautauqua County	Town of Dunkirk	City of Dunkirk	Town of Pomfret	Town of Sheridan
Population 25+ years with earnings	\$40,188	\$30,165	\$34,800	\$30,037	\$35,107	\$34,844
Less than high school graduate	\$20,073	\$16,787	\$25,833	\$12,019	\$30,197	\$9,773
High school graduate (or equivalent)	\$30,062	\$25,728	\$33,333	\$27,074	\$25,674	\$29,183
Some college or associates' degree	\$37,214	\$29,809	\$32,857	\$30,782	\$30,885	\$35,557
Bachelor's degree	\$53,875	\$37,763	\$36,146	\$44,177	\$38,269	\$41,736
Graduate or professional degree	\$70,867	\$51,574	\$61,042	\$54,750	\$55,233	\$55,000

3.1.2 Households

In household composition of the Town of Dunkirk also has some notable similarities and dissimilarities to its neighboring municipalities and the county as a whole. As shown in Figure 8 (page 17), the Town of Dunkirk has a similar proportion of family to non-family households as the City of Dunkirk and Town of Pomfret, though each of these are slightly smaller than that of the county.

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



Figure 8, Households, 2013

	Chautauqua County	Town of Dunkirk	City of Dunkirk	Town of Pomfret	Town of Sheridan
Total households	54,863	535	5,484	5,565	1,127
Family households	63%	56%	56%	55%	65%
Married-couple family	46%	43%	34%	45%	51%
Other family:	16%	13%	22%	10%	15%
Male householder, no wife present	4%	4%	6%	1%	4%
Female householder, no husband present	12%	9%	16%	9%	11%
Nonfamily households	37%	44%	44%	45%	35%
Householder living alone	31%	36%	36%	30%	28%

The most notable outliers are found in the homeowner and rental vacancy rates. Although the Town of Dunkirk has higher rates of both homeownership and outright homeownership (as noted in above), it also has an elevated rate of homeowner vacancy as compared to its neighbors. This is balanced by a much lower rate of rental vacancy, at slightly under 4%.

Household income within the Town of Dunkirk is relatively similar to that of the county as a whole, with important differences in terms of income distribution. At \$43,824 in 2013, the median household income within the town was slightly higher than Chautauqua County's \$42,429, as shown in Figure 9. Both are significantly lower than the statewide median of \$58,003.

Figure 9, Median household income, 2013

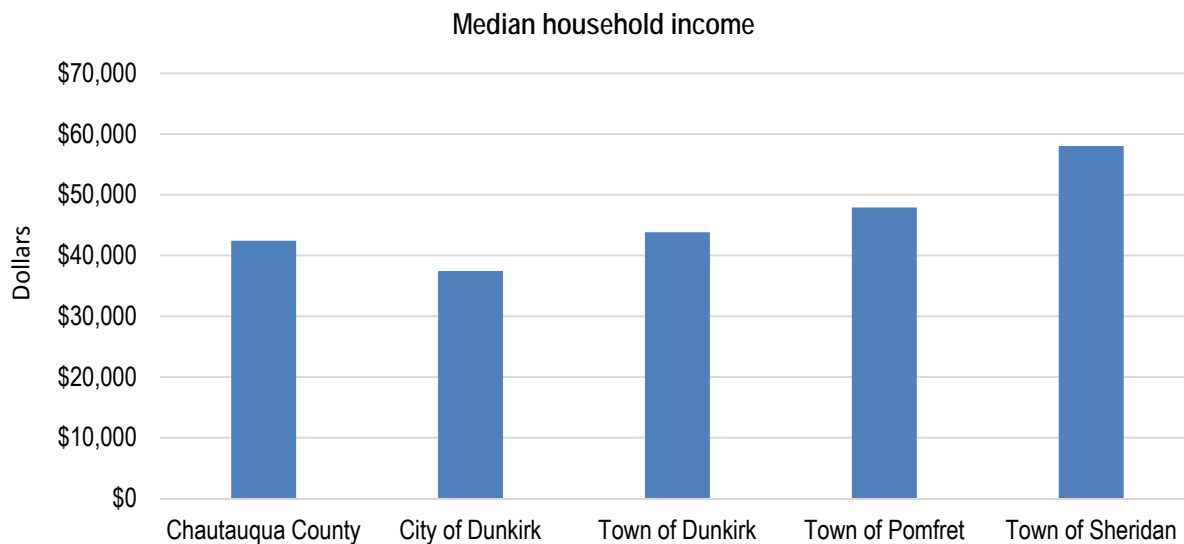
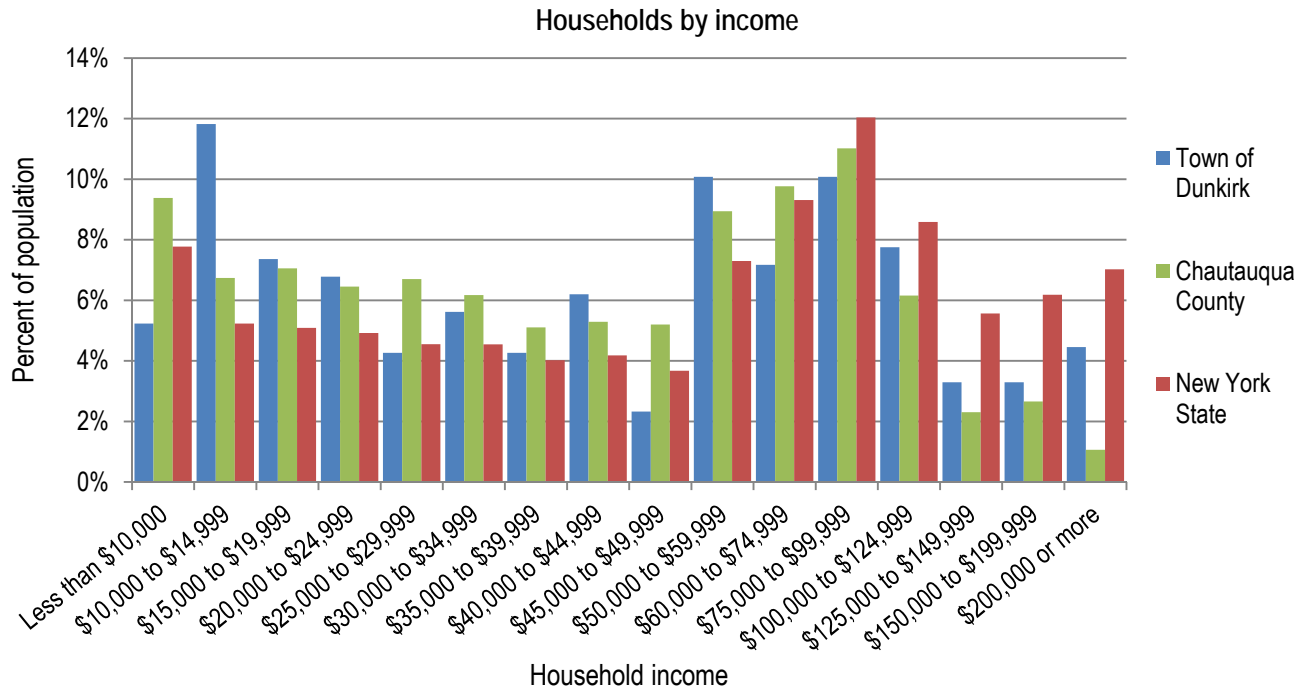




Figure 10, below, shows household income distributions for the Town of Dunkirk and Chautauqua County by income range, in comparison to New York State. It is noted that on the whole, both the town and county have a greater proportion of low-income households, and a lesser proportion of high-income households, than those of the state.

Figure 10, Household income distribution, 2013



3.2 VISION STATEMENT

The Town of Dunkirk has developed the following vision statement to guide both the development of the comprehensive plan and the implementation of its recommendations:

The Town of Dunkirk will be recognized for its high quality of life, a safe, attractive, and affordable environment, and its diverse economic opportunities.

3.3 GOALS

The goals listed below reflect the priorities of the public, local business owners, and municipal leaders, as discussed in committee and public meetings and throughout the public review process. These goals have shaped the recommended actions noted in Section 4, and will facilitate the achievement of the Town's shared vision for the future.

1. Facilitate development that is compatible with existing land uses and community character
2. Prioritize development that capitalizes on existing infrastructure
3. Ensure that development initiatives protect valuable natural resources and open space
4. Ensure the safety and accessibility of roadways in the town for drivers, pedestrians, and cyclists
5. Maintain the condition and accessibility of municipal facilities
6. Expand opportunities for recreational access to Lake Erie
7. Maintain low property tax rates



4.0 EXISTING CONDITIONS AND RECOMMENDATIONS

4.1 MUNICIPAL FISCAL PROFILE

4.1.1 *Budgeting process*

Operating in the new era of the state's 2015 tax-freeze legislation, the Town of Dunkirk provides municipal services to its 1,309 residents within an annual budget of approximately \$900,000. The town operates on a fiscal calendar which coincides with the calendar year, closing on December 31. Like any other town in the State of New York, the Budget Officer and Board must follow statutory requirements for the budget preparation process, including public disclosure and comment, and adoption proceedings.

In addition to anticipated expenditures associated with operational and administrative responsibilities in the current budget year, the Town Board also plans for future expenses. Reserve accounts are utilized to establish 'savings' for equipment and other expenses reasonably anticipated. Use of a small contingency account establishes a safety net without unnecessarily taxing residents.



4.1.2 Summary of revenues and expenditures

Revenues for the town are generated through receipt of a small amount of State Aid, nominal fees and permits, and a distribution of county sales tax. The remaining need is calculated and levied upon residents as property tax (see “How Tax Rates are Calculated”, page 23).

The amount of revenue generated must equal or surpass the anticipated expenditures for a fiscal year, which are determined by debt, capital reserves, and operating expenses associated with provision of services to community residents. The ratio of revenues to expenditures is only one indicator of the fiscal health of municipalities. For the 2014 fiscal year (the most recent year completed), the ratio according to the State Comptroller’s figures for the Town of Dunkirk was .96. An equal indicator of fiscal health is the trending rise or fall of the municipality’s unreserved fund balance. In 2010, the unreserved, unassigned fund balance for the Town of Dunkirk was \$973, 615. In 2014, that balance was \$887,320. The years in between showed both increases and decreases in the balance suggesting overall stability in municipal finances. Another indicator of fiscal health is municipal indebtedness. At the close of the 2014 budget year, the Town of Dunkirk carried no debt.

The state’s property tax freeze creates an obvious and powerful disincentive to raise property taxes, yet infrastructure maintenance and other operational expenses have no similar constraints. The Town of Dunkirk, like so many municipalities in this administrative environment, is forced to prioritize needs and to choose how dwindling resources are utilized. Figure 11 shows the Town’s fiscal summary reports for budget years 2010 through 2014, detailing municipal revenues, expenditures (appropriations), and the town property tax rate.

Figure 11, Town of Dunkirk annual fiscal reporting

Annual report ending:	2010	2011	2012	2013	2014
<i>Revenues</i>					
General fund (A)	\$419,370	\$388,875	\$401,350	\$401,270	\$377,444
Highway – townwide (DA)	\$153,179	\$177,476	\$191,648	\$180,358	\$181,221
<i>Appropriations</i>					
General fund (A)	\$342,740	\$360,409	\$374,858	\$405,813	\$443,618
Highway – townwide (DA)	\$126,820	\$166,011	\$174,476	\$158,546	\$149,065
<i>Property tax rate per \$1000 assessed value</i>					
Town tax rate	\$0.513986	\$0.605588	\$0.603407	\$0.503709	\$0.509240

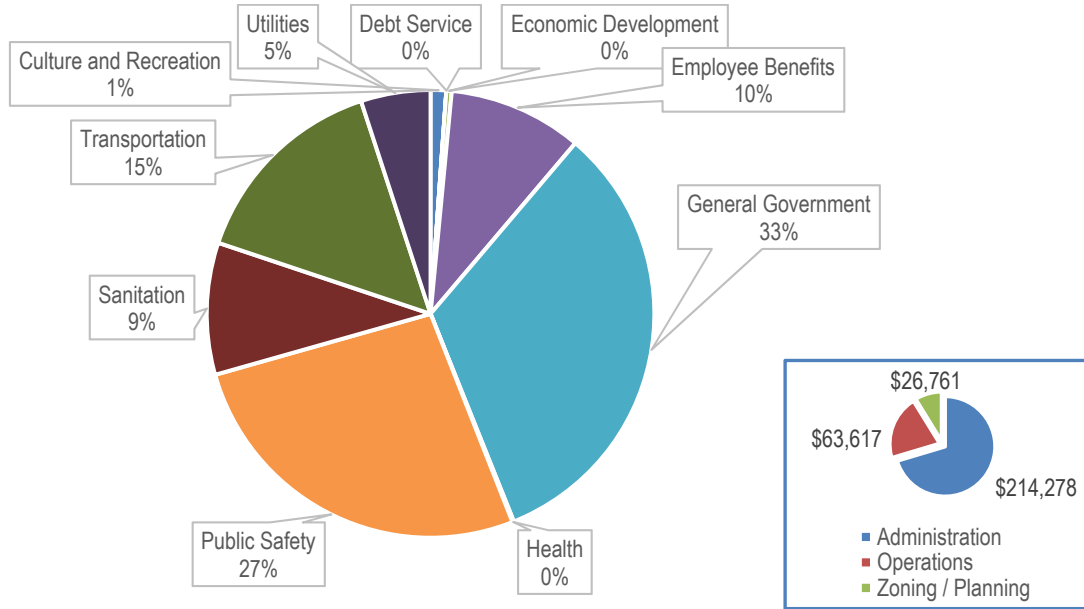
Municipal expenditures and revenues by category for 2014 are depicted in Figures 12 through 15 (pages 21 through 22). The largest amounts expended are for public safety and general government administration. The former includes contractual services for police protection by the City of Dunkirk, and security for town court administration. The largest expense in that category is the contractual services for fire protection. The Town of Dunkirk must pay annual negotiated contract fees for protection in two geographic areas. Government administration expenditures include court administration, tax collection, Board and Supervisor personal services (salaries), and all other support functions for local government operations, such as clerical, legal, and financial management services.

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



Figure 12, Allocation of combined municipal expenditures (2014)



Note: Expenditures by the Town of Dunkirk for 2014 are shown here by category. General government support, which totals \$304,656, is further broken down to the right, showing the distribution of financial support for its functions.

Figure 13, Expenditure totals (2014)

2014 Expenditures		
Culture and Recreation	\$ 10,500	1%
Debt Service	\$ 0	0.0%
Economic Development	\$ 3,600	0.4%
Employee Benefits	\$ 90,215	10%
General Government	\$ 304,656	33%
Health	\$ 1,038	0.1%
Public Safety	\$ 247,438	27%
Sanitation	\$ 88,716	10%
Transportation	\$ 138,108	15%
Utilities	\$ 46,786	5%



Figure 14, Sources of municipal revenues (2014)

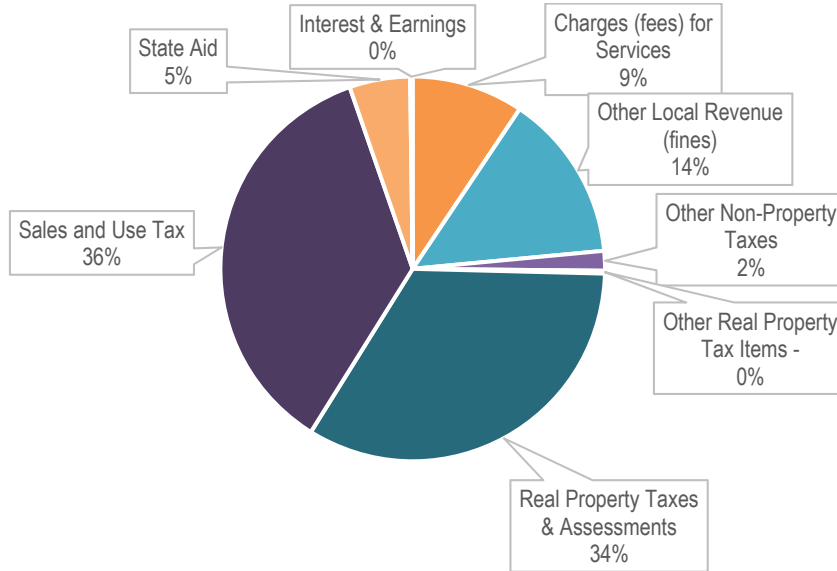


Figure 15, Revenue totals (2014)

2014 Revenues		
Charges (fees) for Services	\$84,176	9%
Other Local Revenue (fines)	\$126,384	14%
Other Non-Property Taxes	\$14,830	2%
Other Real Property Tax Items	\$2,200	0.2%
Real Property Taxes & Assessments	\$299,965	33%
Sales and Use Tax	\$320,912	36%
State Aid	\$45,594	5%
Interest & Earnings	\$1,942	0.2%



4.1.3 Property tax levy and rates

The Town of Dunkirk's tax rate is very low in comparison to neighboring municipalities, a characteristic of the community highly valued by its residents, according to results of surveys and opinions shared throughout the comprehensive planning process.

In 2015, the town tax levy included no support for the town's general fund (A) and only a small amount collected for town-wide highway (DA). The total levy collected from town residents for 2015 equaled \$51,843.00, which resulted in a calculated tax rate, after the Chautauqua County 'charge back' (municipal support for the Jamestown Community College), of \$0.5353, or 54 cents per thousand. The bulk of the still-low remaining tax bill for town residents is for fire protection and lighting, separate line items on residents' tax bills.

The Town of Dunkirk is one example of apparent resident satisfaction with relatively few services being provided by the town. Local government services consist of a number of administrative responsibilities, mostly focused on maintaining public assets (buildings and equipment), operating a Justice Court, and providing road maintenance, an annual operation with a budget that depends significantly upon weather conditions.

4.1.4 Recommendations

The Town's financial outlook is healthy, given its future planning, capital and equipment reserve accounts, unreserved fund balance, low tax rate and lack of debt. The encouragement of growth that creates long-term value (i.e. that which generates sufficient revenue to justify the maintenance and replacement of municipal infrastructure) will help to ensure that the fiscal condition of the town remains on solid footing in the years to come.

- *Explore external funding sources*
Several of the goals and objectives resulting from the comprehensive planning process and its visioning exercises may require a commitment of financial resources in order to be implemented. There are many resources available from the state and federal governments and other sources to assist municipalities seeking financial assistance in implementing their plans. These resources include (but are not limited to) grants, low-interest loans, and technical assistance.
- *Consider additional shared service agreements*
Shared service agreements are one way to promote efficiency and cost effectiveness in municipal service provision. The Town of Dunkirk already engages in such arrangements for police protection and other services. Other municipal services may benefit from similar agreements with neighboring municipalities or overlapping jurisdictions (e.g. Chautauqua County).

4.2 LAND USE AND REGULATION

The distribution and character of land uses throughout the Town of Dunkirk is consistent with the surrounding regional character and the town's suburban and waterfront contexts. Development intensity is greatest along the residential corridors of West Lake Road and Lake Shore Drive East, and along the Vineyard Drive commercial corridor. Smaller pockets of primarily residential development exist in other areas of the town, including along Bennett Road and South Roberts Road. With the exception of Vineyard Drive, the character of the town is defined primarily by frontage

How Tax Rates Are Calculated

Expenses = Total of anticipated operational costs, debt service, reserve fund contributions, etc.

Non-Tax Revenue = Total of anticipated State Aid, County Sales Tax, permit fees, fines, etc.

$$\begin{array}{r} \text{Expenses} \\ - \text{Non-Tax Revenue} \\ = \text{Necessary Tax Levy} \end{array}$$

Levy Total divided by Total Taxable Valuation = Tax Rate (x1000 to make it a per thousand rate)

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



development along primary state and county roads, although several large, unsubdivided parcels still exist among and between these frontage developments.

As noted by survey respondents and public meeting participants, the preferred character of the town is that of a mixed suburban community, where predominantly residential uses are balanced with commercial development and agricultural lands. A number of “transitional” areas within the town (those where land use patterns change along primary transportation corridors) maintain the potential for increased development consistent with the community characteristics preferred by residents and other stakeholders throughout the comprehensive planning process.

4.2.1 Summary land use statistics

The Town of Dunkirk is a largely rural suburban community, with a mix of moderately-sized residential parcels, strip commercial, industrial, vacant, and agricultural properties. By parcel count, the town features mostly residential and vacant properties, as shown in Figure 16 below. However, although smaller in number, the town’s 53 agricultural parcels take up 20% of the overall acreage, contributing to a rural residential character off the main commercial corridor of Vineyard Drive.

Figure 16, Parcel distribution

Land use classification	Parcels		Acres	
	Number	% of Total	Number	% of Total
Agricultural	53	5%	617	20%
Residential	417	40%	788	26%
Vacant	333	32%	969	32%
Commercial	52	5%	194	6%
Recreation and Entertainment	14	1%	205	7%
Community Service	20	2%	108	4%
Industrial	4	0.4%	50	2%
Public Service	5	0.5%	44	1%
Unknown or unavailable	147	14%	76	2%
Total	1,045	100%	3,051	100%

Figure 17 (page 25) shows additional detail relative to the residential properties within the town. The vast majority by count are single-family residential uses, although a substantial portion of the town by acreage is comprised of residential “recreational” properties. Figure 17 describes only the residential land use classifications that currently exist within the town. It does not show additional housing types that are not currently available in the town, such as multiple residence options (e.g. condominiums, townhomes), residences with commercial uses (e.g. live-work or home occupancy units), or single family units with accessory apartments (e.g. “granny flats”, or “in-law apartments”).



Figure 17, Residential land uses

Land use classification	Parcels		Acres		Assessed Value	
	Number	% of Total	Number	% of Total	\$	% of Total
One-family year-round residence	383	37%	509.5	17%	34,863,030	34%
Two-family year-round residence	13	1.2%	22.6	0.7%	939,730	0.9%
Three-family year-round residence	2	0.2%	1.7	0.1%	103,500	0.1%
Rural residence with acreage	1	0.1%	29.1	1.0%	101,560	0.1%
Primary res., also used for agriculture	1	0.1%	12.9	0.4%	152,100	0.2%
Recreational use	11	1.1%	210.3	6.9%	684,130	0.7%
Seasonal residence	1	0.1%	0.0	0.0%	73,000	0.1%
Mobile home	5	0.5%	2.2	0.1%	116,030	0.1%
Total residential parcels	417	40%	788.4	26%	37,033,080	37%

Figure 18 below examines similar parameters for commercial uses within the town. In comparison to residential uses, commercial parcels cover much less area throughout the town, yet they represent a much larger proportion of overall assessed value relative to their size. Although they account for only 6% of the total acreage of the town, commercial uses account for approximately 28% of the taxable assessed property value. This is driven primarily by retail properties, however nearly all commercial parcel classes within the town can be considered highly tax productive.

Figure 18, Commercial land uses

Land use classification	Parcels		Acres		Assessed Value	
	Number	% of Total	Number	% of Total	\$	% of Total
Living accommodations	7	0.7%	17.4	0.6%	1,388,690	1%
Dining establishments	3	0.3%	6.5	0.2%	1,611,150	2%
Motor vehicle services	11	1.1%	10.2	0.3%	1,278,120	1%
Storage, warehouse & distribution facilities	9	0.9%	45.35	1.5%	1,745,760	2%
Retail services	9	0.9%	36.71	1.2%	16,222,166	16%
Banks and office buildings	1	0.1%	1.4	0.05%	700,000	1%
Miscellaneous services	4	0.4%	37.5	1.2%	93,500	0.1%
Multiple use or multipurpose	8	0.8%	38.96	1.3%	5,299,260	5%
Total commercial parcels	52	5%	194.02	6%	28,338,646	28%

The assessed value of residential and commercial properties is not the sole measure of their overall benefit to the Town of Dunkirk, nor does it account for the actual cost of providing services to various parcels throughout town. It does, however, demonstrate the importance of “balance” in light of residents’ stated preferences for more single-family residential development and low property taxes; in order to both grow *and* maintain a low property tax burden, the town will have to accommodate a greater degree of tax-productive land uses, i.e. those that generate more tax revenue than what they require in municipal service expenditures on a per-acre basis.



4.2.2 Regulation of land use and development intensity

As discussed in Section 2, land use and development in the Town of Dunkirk is regulated by a conventional Euclidean zoning ordinance that combines use-based restrictions with bulk and dimensional requirements. Seven districts are administered by the Planning Board and Zoning Board of Appeals with the intention of protecting the overall character of the town, developing cohesive neighborhoods, and minimizing land use conflicts. The zoning map is shown in Figure 19 (page 27). The purpose of each district is as follows:

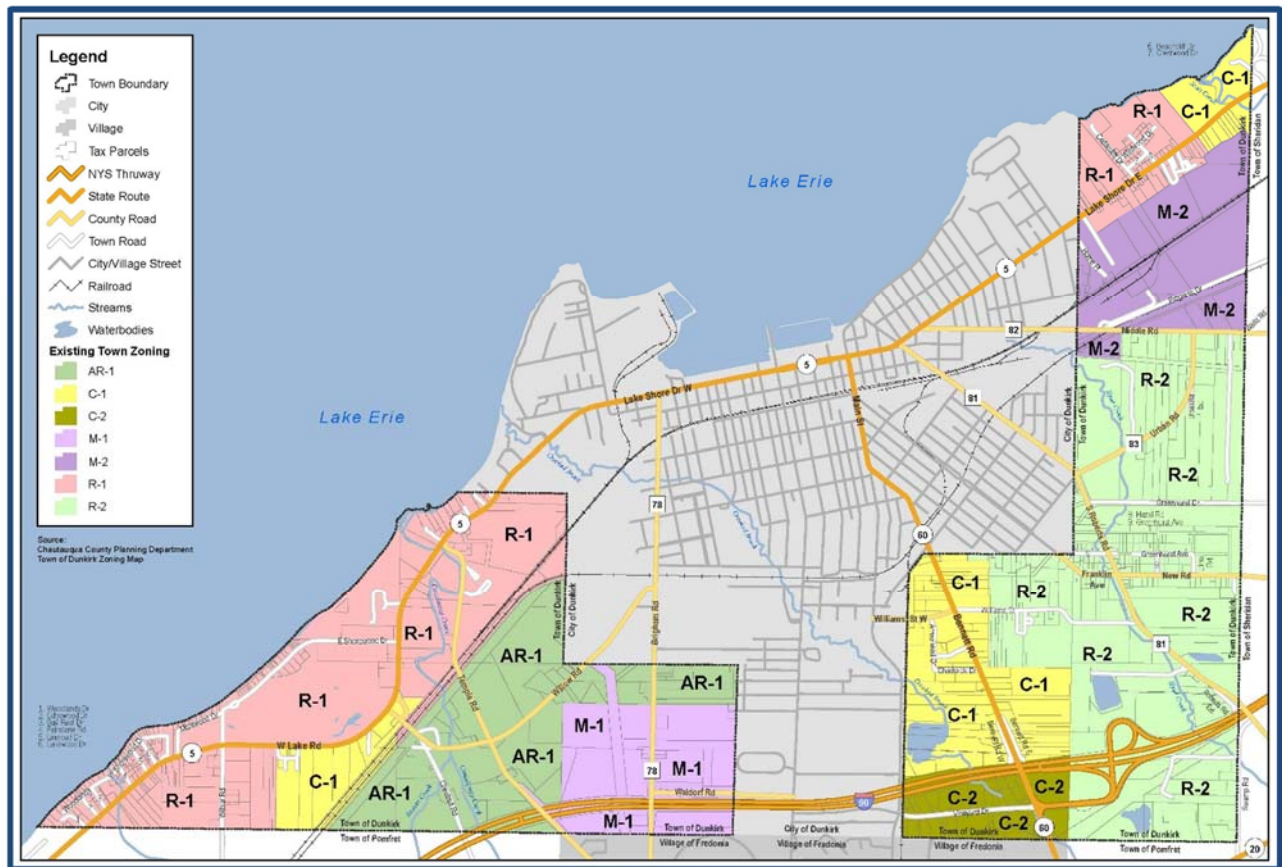
- R-1 Single Family Residential: To provide for the development of neighborhoods that are occupied primarily by single family residences... [and] for larger yards and larger houses.
- R-2 General Residential: To provide for the development of neighborhoods that include a mixture of single, two and multifamily housing and complementary services... [to] accommodate the smaller housing types... limited commercial uses are allowed.
- AR-1 Agriculture/General Residential: To provide for the development of residential uses that include a mixture of single and two family housing and complementary services. Agricultural uses are also integrated into these areas to protect the rural character of the Town; this will help to preserve agricultural land.
- C-1 Tourism Commercial: To provide for the development of commercial areas to attract tourists and tourist related activities to the Town of Dunkirk. The commercial activity allowed in the C-1 District will act as an attraction and will complement the overall development of the region.
- C-2 Highway Business: To accommodate those activities that are particularly oriented to the automobile.
- M-1 High-Tech Business: To provide for high-tech or university related business uses and associated administrative offices; the district is designed to encourage interaction among companies in the area. The district is established to encourage the development of non-noxious industry that provide employment in the Town of Dunkirk and expand the local tax base. The M-1 District is established to attract non-polluting industry.
- M-2 Industrial: To provide for a range of industrial uses and associated administrative offices. The M-2 District is primarily for heavy commercial and industrial uses whose activities of not usually constitute a fire hazard or emit smoke, glare, noise, odor or dust or in any other way constitute a nuisance to be detrimental to neighboring properties. The district is established to encourage the development of non-noxious industry that provide employment in the Town of Dunkirk and expand the local tax base. The M-2 District is established to attract non-polluting industry.

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



Figure 19, Town of Dunkirk zoning districts



These statements help to interpret the intent of the ordinance and the developmental goals of town residents and stakeholders. However, they also serve to highlight the following inconsistencies between the code itself (including supplemental regulations), existing land use and development patterns, and the preferred uses and character of the town as noted by stakeholders throughout the comprehensive planning process:

- The use and dimensional requirements of the M-1 High-Tech Business District are not compatible with the development patterns within the district, nor does it very likely that high-tech, university-related businesses will be drawn to this district in the near future. The predominant land use in the district is single-family residential structures and large agricultural parcels. SUNY Fredonia currently maintains two business incubators in the City of Dunkirk (on Franklin Avenue and Central Avenue, respectively), and no parcels within the town's M-1 district were included in the college's plans for the Start-Up NY program. While it is important to maintain the ability to accommodate office or high-tech businesses that may choose to locate within the town, there may be other ways to do so without zoning a large portion of town in a manner that is inconsistent with its existing character. For example, the office or light industrial uses permitted by the M-1 district may be included as special permitted uses in AR-1, or could be incorporated directly as permitted uses in the M-2 district.



- The conventional, use-based nature of the zoning districts does not adequately support mixed-use development patterns. Mixed-use development would have a number of benefits to the town and its taxpayers, as it could:
 - help create the types of tourism-oriented destinations as envisioned in the C-1 district, with smaller, walkable retail development incorporated into residential and/or other commercial uses;
 - introduce the types of multi-generational housing development that are supported by local demographics but are not yet adequately available in the market (e.g., smaller-footprint/condominium housing, live-work units, etc.); and
 - help to generate the long-term growth of property values that provide fiscal support for the infrastructural investments that the town has made in recent years (e.g. water and sewer enhancements).

The existing zoning code allows mixed uses to occur to some extent, in that less restrictive districts allow the uses that are permitted in more restrictive districts (i.e. residential uses), and by largely exempting the C-1 zoning district from prescriptive off-site parking requirements. However, the cumulative framework of the ordinance does not support the incorporation of even context-sensitive non-residential uses in residential districts (even though several non-conforming commercial uses currently exist in R-1 without conflict), and is cumbersome for applicants and administrators alike. Mixed-use development could be both appropriate and highly valuable within existing transitional areas along Bennett Road, Lake Shore Drive East, West Lake Road, and Vineyard Drive.





- The Planned Unit Development (PUD) ordinance, which is intended to encourage creative, context-sensitive mixed-use design, may not provide the flexibility required to make such proposals feasible. The lack of traction for this ordinance may stem from the fact that it does not allow for development density in excess of that which is allowed in the underlying zoning district(s). The town may need to consider ways that the ordinance could be made more effective and better utilized.

4.2.3 Recommendations

The following recommendations would help to facilitate growth within the town while maintaining the mixed residential character that residents and other stakeholders value highly:

- *Update the zoning ordinance to reflect the town's renewed vision for land use and development*
The Town of Dunkirk zoning ordinance currently references and implements a vision for land use and development that was developed as part of the 1996 Regional Comprehensive Plan. Subsequent to the adoption of the new comprehensive plan, the zoning ordinance should be revised to instead implement the vision and goals stated herein.
- *Improve public access to zoning regulations and the zoning map*
Communities across the state have improved public access to land use regulations by posting these documents online, either through a town-hosted website or through a third-party vendor. Increasing public access to local regulations can help to streamline administrative efforts and reduce the potential for land use conflicts. As part of this update, the town should create user-friendly use and dimensional schedules that clarify requirements for permitted and special permitted structures for each district.
- *Encourage mixed-use development in transition areas served by adequate water and sewer utilities*
The town may encourage mixed-use development through a number of potential means, including but not limited to the creation of a mixed-use overlay district, the revision of existing use and dimensional regulations in the zoning ordinance, marketing assistance for properties in key transition areas, and/or financial incentives for public infrastructure supporting mixed-use development proposals.
- *Adopt subdivision regulations*
The Town of Dunkirk does not currently have municipal subdivision regulations. These could help to ensure quality development wherever large lots are divided into smaller lots by formalizing rules for the layout and ownership of infrastructure associated with development (e.g. roads, water, sewer, and open space).
- *Review existing PUD and Cluster development ordinances to consider opportunities to make the ordinances more effective and better utilized*
These two sections of the zoning ordinance should be re-examined in comparison to current best practices and the density requirements of contemporary mixed-use developments and other desirable land uses not adequately available in the local market (e.g. townhomes, independent living facilities, etc.). The town should review examples of development that exceed the densities currently permitted by right to consider how and where such development could fit within the town..
- *Revise parking requirements*
As noted in Section 2.2, the town's existing parking requirements are both prescriptive and conservative, requiring more spaces than may be necessary for some development types, and lacking the flexibility to account for changing demographics and transportation preferences. Revised requirements could provide better safety provisions for pedestrians, and a greater degree of flexibility for applicants through "banking" options, parking "maximum" requirements (as opposed to minimum requirements), or other alternative approaches.



4.3 INFRASTRUCTURE ASSESSMENT

4.3.1 *Transportation*

The Town of Dunkirk contains a range of local, county, and state roadways. State roadways, including Route 5 (West Lake Road and Lakeshore Drive East), Route 60 (Bennett Road), and the New York State Thruway (I-90) serve as the primary gateways into and through the town. County roads, including Route 81 (South Roberts Road), Route 83 (Urban Road), and Route 78 (Brigham Road), as well as Temple and Willow Roads, serve as secondary collector roadways, with generally less traffic than Routes 5 and 60. The Town of Dunkirk owns and maintains 28.21 lane-miles of roadway generally consisting of low-volume side roads off of and between these state and county routes, with the exception of Vineyard Drive which hosts the bulk of commercial activity within the town. Private roads also exist within the town, specifically on the west side adjacent to the lake.

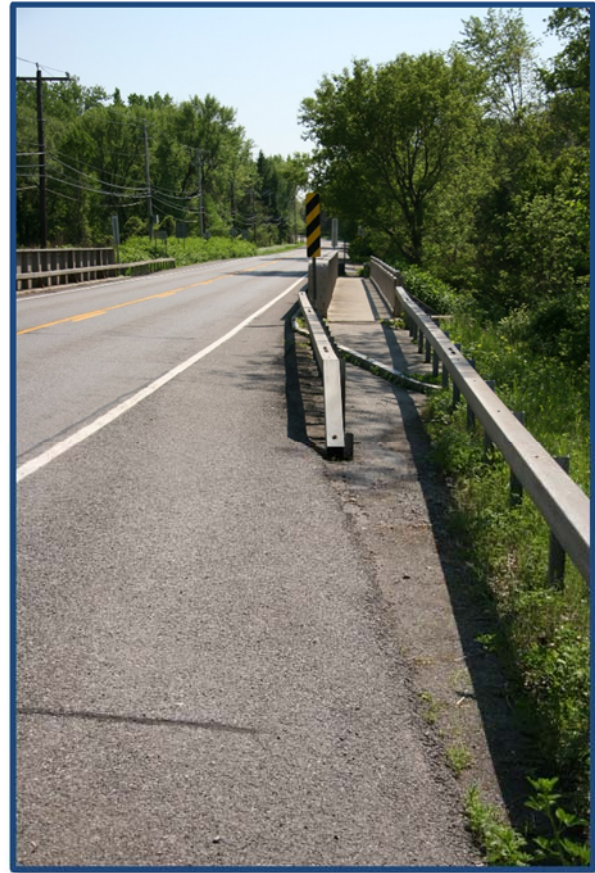
Improvements to the Route 60/Bennett Road corridor have been identified as a regional priority project by the Regional Economic Development Council. As the NYSDOT considers engineering and design options for the segment of this corridor within the Town of Dunkirk, a number of local concerns about the road have become clear:

- Speeds, lack of a turning lane, and the lack of a traffic signal at Williams Street and Bennett Road are contributing to unsafe conditions for vehicles and pedestrians alike. Left-turn movements onto and off of Williams Street are currently not considered safe by many town residents.
- The lack of continuous sidewalk at the I-90 overpass severely limits safe pedestrian connectivity. Pedestrians and bicyclists continue to traverse the overpass despite the lack of sidewalk or bike lane, creating frequent opportunities for vehicular conflicts.
- With respect to the REDC's goal to facilitate more traffic along this corridor, the NYSDOT must consider alternatives to wider lanes and faster posted speeds, so that local character is maintained, safety is improved, and the opportunity for mixed uses and tourism-related development remains.

Safety concerns also exist along Vineyard Drive, which is owned and maintained directly by Chautauqua County. With its many curb cuts, parking areas with multiple points of entry from the road, and continuous turning lane, Vineyard Drive features many opportunities for vehicular conflicts. In addition, the design of the abutting uses contributes to Vineyard Drive's auto-dependency; deep, front-loaded parking lots, lack of internal pedestrian rights of way, and the lack of continuous sidewalk along the roadway combine to make the town's primary commercial center fairly inaccessible for those without personal vehicles (such as college students and the elderly).

Frequent flooding of roadways is also a recurring issue within the Town, specifically along Willow Drive, Bennett Road, and Vineyard Drive. See Section 4.5.2 for additional details regarding flooding issues.

In addition, some town residents have requested municipal assistance regarding the maintenance of privately owned roadways. At present, the Town of Dunkirk is not responsible for any routine or weather-related maintenance of these facilities, which do not necessarily meet municipal standards for width or other design criteria.



Two local examples of pedestrian accommodation (or lack thereof). At left, the Bennett Road/I-90 overpass, with sidewalks on both sides of the bridge, puts pedestrians directly into the path of oncoming vehicles in order to cross. At right, the West Lake Road bridge over Canadaway Creek provides a segregated walkway, protected by guiderail and an object marker warning sign.

4.3.2 Water supply

The supply of water to both the east and west sides of town is from the City of Dunkirk. On the west side of town the largest area serviced by water is along NYS Route 5 with spurs out to Temple Road, Wilbur Road, West Shorewood Drive, Woodlands Drive, and Morewood Drive. A small portion of Willow Road and Brigham Road is also supplied directly by distribution lines from the City of Dunkirk.

Areas on the east side of town are also served by water with the primary service areas being located along NYS Routes 60 and 5, and along County Road 83. The Route 60 water main serves a portion of Vineyard Drive, East and West Bennett Roads, and Williams Street; however, this 6-inch line does not supply adequate pressure to suit fire protection needs. The main along Route 5 services Cedarcliff Drive and spur roads. County Road 83 (Urban Road) serves Urban Road and extension along with South Roberts Road. Other areas in the eastern portion of town served by public water include Middle Road, Progress Drive, and Franklin Avenue.

The Town of Dunkirk has a water supply contract with the City of Dunkirk to supply a maximum of 400,000 gallons per day. Currently the average flow for the Town is 160,000 gallons per day with a maximum usage of 320,000 gallons



per day. Additional capacity is available as the Town is not using the maximum permitted by the agreement. Operation and maintenance of the system is performed by the City of Dunkirk.

The Town of Dunkirk administers ten water districts in total, with two in the western portion of town and the remaining (smaller districts) in the east portion of town. The Comprehensive districts in both areas of town were the last districts to be created and covered all areas of the town; however, not all areas within these districts have access to water. A comprehensive water study is underway for the Town of Dunkirk and nine other municipal governments examining the feasibility of a North Chautauqua County Regional Water System. The project will be more than one phase and include plant upgrades and new pumping station to supply distribution locations.

4.3.3 Sewer utilities

Two wastewater treatment plants exist within the town limits that service the Town of Dunkirk as well as the City of Dunkirk and the Village of Fredonia, though neither plant is owned or operated by the town. The location of the city plant is on Wright Park Drive and the Fredonia Plant is on Lake Shore Drive. Both plants are adequately sized to handle existing flows, with excess capacity available to service future development. Unlike the water supply, the City of Dunkirk and the Village of Fredonia do not limit capacity; however, if a significant development is proposed within areas of the town served by these facilities, coordination with the facility operator will be necessary.

Sewer lines within the town are maintained by the Town of Dunkirk and the Portland Pomfret Dunkirk Sewer District (PPDSD), depending on location. The PPDSD handles wastewater in the western portion of town, generally along Route 5 north to the Lake. The PPDSD discharges to the Village of Fredonia wastewater treatment plant. The PPDSD maintains gravity lines and pumping systems in this area, and these expenditures are covered by assessed sewer rates.

The Town of Dunkirk maintains three sewer districts outside the PPDSD: the East Lake Road district, the Vineyard Drive district, and the William Street West district. These districts cover Lake Shore Drive East, Bennett Road, Vineyard Drive, and Chadwick Drive. These areas discharge to the City of Dunkirk Plant. Development within East Lake Road and Vineyard Drive may put pressure on the existing lines, which do not have much excess capacity. Properties along Arrowhead Drive to the west of Bennett Road do have water service and access to more sewer capacity via a City of Dunkirk sewer line in that area, which could be a catalyst for economic development in that area.

4.3.4 Recommendations

The following recommendations would help to ensure the quality and affordability of infrastructure within the Town of Dunkirk:

- *Work with county and state agencies to improve each jurisdiction's road projects*
As noted, many of the most heavily traveled roadways within the Town of Dunkirk are owned and maintained by other jurisdictions. When improvement projects are being considered and designed along those facilities, the Town of Dunkirk must be an effective advocate for both the safety and preferred character of its residents. To the extent possible, the town should work with these jurisdictions to ensure that the design and operation of the facility is compatible with the shared vision for land use and development as described in this comprehensive plan.
- *Enhance pedestrian safety along high-traffic corridors*
Several gaps in pedestrian connectivity have been noted throughout the town, and these should be addressed both as a matter of safety and equity. Although there are certainly more drivers than pedestrians in many of these areas (e.g., the Bennett Road/I-90 overpass), measures that ensure pedestrian safety also ensure vehicular safety.
- *Establish a cost-benefit threshold for infrastructure extensions*



Depending on existing capacity, most areas served by water, sewer, and transportation infrastructure are appropriate for moderately scaled development in keeping with the character of the town. Besides those projects that are necessary to address existing water pressure deficiencies, any extension or expansion of existing systems should be very carefully considered in light of residents' stated preferences for both the rural/small town character of their community and low taxes (and fees). Context-sensitive development that generates a high rate of tax revenue per acre may justify such expansions; conversely, that which generates a low rate of revenue per acre will shift the burden of expansion costs on to other ratepayers and taxpayers. Costs associated with the continued maintenance and eventual replacement of such infrastructure must also be considered.

- *Consider municipal options for maintenance of privately owned infrastructure*

In light of resident requests for town assistance with private roadway maintenance, the Town of Dunkirk should consider its range of potential alternatives. These alternatives may include (but are not necessarily limited to) contractual arrangements with homeowners (or homeowners' associations), dedication of private infrastructure to municipal ownership, and continued private maintenance of private infrastructure. The Town of Dunkirk should consider the implications of each option with regard to maintenance requirements, public costs and cost recovery, and issues of precedence (i.e., whether municipal assistance will be expected regarding other private infrastructure). Any determinations reached by the town with regard to this issue should also be made clear within a subdivision ordinance if one is proposed for adoption.

4.4 OTHER COMMUNITY FACILITIES AND SERVICES

4.4.1 Town Hall

Town Hall, located at 4737 Willow Road, houses most town staff, including the clerk's office, two town justices, code enforcement, and the assessor's office. The building features both office space for staff, as well as a large main room which serves as both a board meeting room (i.e. Town Council, Planning Board, Zoning Board of Appeals) and a courtroom.

The proximity of Town Hall to the West Dunkirk fire hall and the municipal highway barn provides convenient access to municipal services for residents and staff. However, frequent flooding problems underneath the adjacent rail viaduct have the potential to restrict access to municipal services during times of critical need (e.g., following severe weather events).

Several branded wayfinding signs are located throughout the town to lead residents and visitors to Town Hall. The town logo, which features a white clipper ship and the year of the town's founding (1860) on a blue background, helps to highlight its waterfront setting and establish an attractive look for municipal signage; however, the logo itself is not applied consistently across multiple signs or in important gateway locations. The opportunity exists to utilize branded signage more effectively, and to provide a greater amount of visitor information for those that are directed toward the Town Hall (as the town does not otherwise have a central visitor center).



4.4.2 *Public safety services*

As noted in Section 4.1, the Town of Dunkirk does not provide public safety services directly, but rather through the East and West Dunkirk Fire Companies, and through a contractual agreement with the City of Dunkirk for additional police protection. Stakeholders throughout the comprehensive planning process noted their support and satisfaction with local public safety services; in particular, the respective fire districts were noted for their contribution to the community and its sense of identity. At present, there are no pending capital projects or administrative changes that would impact the cost or provision of these services in the near future.

4.4.3 *Recreational amenities*

The Town of Dunkirk's only municipally-owned recreational amenity is the municipal lake access point located at the end of Wilbur Road. The access point is poorly marked, and is not serviced by any formal on- or off-street parking along Wilbur Road or Morewood Drive, both of which contribute to its lack of utilization. The adjacent concrete retaining wall contains a stormwater drainage pipe that flows directly onto the ramp below. The ramp leading into Lake Erie as well as the adjacent shoreline to both sides are difficult to maintain, and are covered in rocks and debris, limiting the attractiveness of the one municipally owned point of access to the town's greatest natural asset. There are no additional amenities operated at this location to serve visitors or users of the facility (e.g. boat rinse facilities, scenic viewing areas, interpretive signage, fish cleaning station).

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



The New York State Department of Environmental Conservation owns public fishing easements along Canadaway Creek, but neither the Town of Dunkirk nor Chautauqua County own, operate, or fund any other park facilities in the town. Several stakeholders throughout the planning process noted an interest in more recreational amenities, including a park, ice rink, or trail system.



4.4.4 Economic development

The Town of Dunkirk currently does not provide economic development incentives to attract new developments or facilitate the expansion of existing businesses. It does, however, enjoy a strong relationship with local business owners and regional economic development agencies, and municipal leadership has expressed an interest in exploring a more proactive approach to economic development in the future. Throughout the planning process, many stakeholders supported a more proactive approach as well; several noted their support for property tax abatement, marketing assistance, financial assistance with site improvements (e.g., sidewalks or other public infrastructure), or other measures.



4.4.5 Recommendations

The following recommendations would help to ensure adequate and equitable access to community facilities and services for residents and business owners throughout town:

- *Renovate Town Hall*
Updating the facilities at Town Hall would create an opportunity for a central visitors' information center that does not currently exist within the town. Such a service could help to market local businesses and attract visitors to local attractions (e.g., Canadaway Creek fishing access points, the Lake Erie access site, etc.). It would also ensure efficient access to critical municipal services during times emergencies. Improvements to Town Hall have been listed among the priority projects identified in the Local Waterfront Revitalization Plan (LWRP).
- *Improve opportunities for water-dependent and water-related recreation*
Improving opportunities for residents and visitors alike to connect with the Town of Dunkirk's most significant natural resources will create greater awareness of the town's assets, and help create a broader base of support for property maintenance. Actions taken to improve recreational access, such as improved parking access near the Canadaway Creek fishing access point, will require coordination with other jurisdictional entities (e.g., NYSDEC).
- *Examine opportunities for recreational services*
As noted, the Town of Dunkirk does not currently provide recreational facilities or services beyond the Lake Erie access point, yet many stakeholders support the concept of municipal recreational services. The Town of Dunkirk should consider whether and where additional facilities or services within the town may be feasible. Alternative models for recreational services may also be appropriate, e.g., public-private partnerships or shared service agreements with other jurisdictional providers.
- *Examine opportunities for economic development services*
In addition to recreational services, the Town of Dunkirk should also consider proactive economic development incentives to attract and retain business that will employ local residents. These may include but are not limited to tax abatement, marketing assistance, and financial assistance for site improvements.
- *Continue to support public safety service providers*
The Town should continue to support its public safety providers through cooperative services.

4.5 NATURAL RESOURCES

4.5.1 Lake Erie shoreline

The town's proximity to Lake Erie is its most significant natural asset, and a primary contributor to local character. However, the character of this resource changes dramatically between the eastern and western portions of the town. To the east, steep bluffs separate lakefront properties from Lake Erie, creating potentially dramatic views but largely restricting access to the water. Topography and vegetation combine in this area to restrict most of the potential scenic views of the lake from the roadway and lakefront properties. These views open up to a limited extent at the St. Hyacinth cemetery and an adjacent vacant property, however no formal public access to the lakefront exists along those properties. Public or semi-public land uses in this portion of the town would likely improve access to this significant scenic resource. The waterfront is much different to the west, where many properties adjacent to the lake have direct access to the water. The lower elevation of the shoreline presents greater opportunity for access, but also contributes to a higher risk of property damage from erosion due to wave action and ice movement. Many landowners there have installed seawalls to prevent further erosion and maintain the integrity of their properties.

The Town of Dunkirk maintains public access to Lake Erie at the end of Wilbur Road, where the lake access site sits between the shorelines of the Shorewood Country Club and an adjacent lakefront property along Morewood Drive.



While this access could be a valuable asset for residents of the town and could help draw visitors from throughout the area, it is not very well utilized. A number of factors may contribute to this lack of use, including a lack of wayfinding signage to direct potential users to the site, a lack of parking access for vehicles and boat trailers, and limited shoreline recreational options at the site itself (see Section 4.4.3).

4.5.2 Streams, wetlands, and floodplains

The Town of Dunkirk features a number of streams that offer both environmental and scenic value to the town. The most significant of these, Canadaway Creek, is classified as a class B(TS) stream by the New York State Department of Environmental Conservation. Class B streams are considered suitable for swimming and other contact recreation; the (TS) designation indicates that the conditions of the creek also supports trout spawning. Indeed, the northern section of the Canadaway Creek through the Town of Dunkirk is widely recognized for its brown and rainbow trout, as well as its steelhead salmon run. The NYSDEC maintains public fishing easements along the Canadaway, the primary access for which is located at the NYS State Route 5 bridge crossing over the creek. Fishing along the Canadaway is a popular local pastime, although vegetative overgrowth has obscured the entrance to the access paths. Other streams within the town (which include Beaver Creek, Crooked Brook, Hyde Creek, Scott Creek, and a small number of unnamed tributaries) also offer a limited amount of recreational access, though none of these feature publically maintained access points.



Wetlands within the town are shown in Figure 20 (page 38). The largest of these, a wooded wetland in the western portion of town, between Temple, Willow, and Brigham Roads and the NYS Thruway, is regulated by the NYSDEC. Other small wetlands are located in various locations throughout town, and are federally recognized through the National Wetland Inventory (NWI), though it is noted that neither the NYSDEC list nor the NWI list is necessarily complete, as others may be located as part of various permitting processes. Although none of the known wetlands within the Town of Dunkirk coincide with likely areas of near-term development, development near NYSDEC and NWI wetlands can be restricted by state and federal jurisdictional regulations.

Figure 21 (page 39) shows the approximate extents of 100-year and 500-year flood hazard areas, per the Federal Emergency Management Agency (FEMA). These maps are maintained to describe the annual likelihood of flood damage to properties adjacent to waterways. Properties located within a 100-year floodplain have a 1% (1 in 100) chance of being flooded in a given year; likewise, properties in the 500-year floodplain have a 0.2% chance (1 in 500) chance. Within the Town of Dunkirk, the flood hazard areas with the greatest potential for property and environmental damage are located along South Roberts Road, where several structures and an automobile salvage yard are located within or directly adjacent to the Hyde Creek 100-year floodplain.

TOWN OF DUNKIRK, NEW YORK

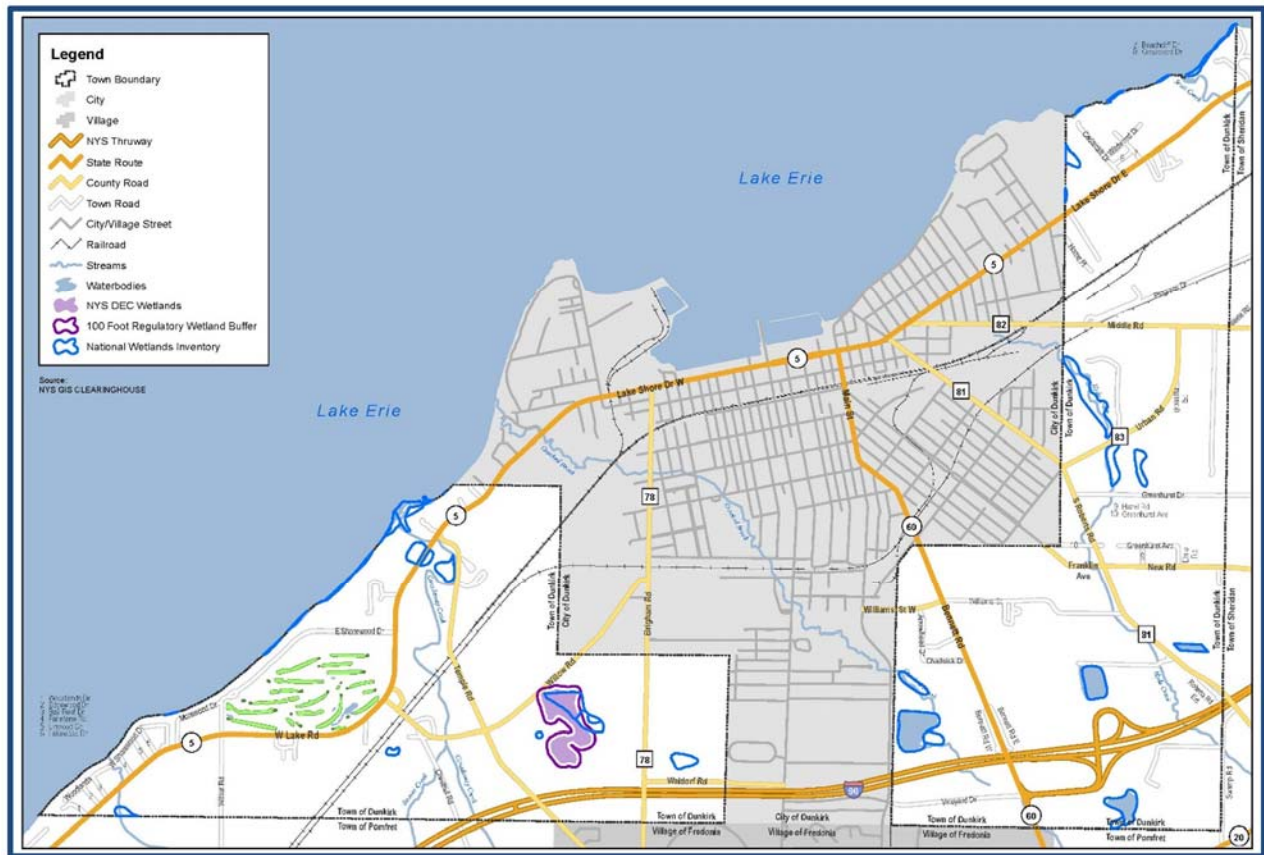
DRAFT Comprehensive Plan, 2015



It is noted that the floodplains shown in Figure 21 (page 39) are not the only flood hazards within the Town of Dunkirk. Flood conditions may occur in any location where a natural *or constructed* waterway becomes inundated. This can be exacerbated in areas outside a recognized FEMA flood hazard area in cases of obstructed culverts, collapsed banks, compromised subsurface drainage infrastructure, or other conditions. As noted in Section 4.4, such induced flooding commonly occurs along Willow Road near the railroad viaduct (outside of the nearby floodplain), where catchment areas on both sides of the depressed roadway meet with drainage infrastructure that is unable to accommodate the volume of stormwater runoff produced there. Flooding is also common along Bennett Road and Vineyard Drive, two of the most heavily traveled corridors in the town. Frequent flooding in these areas is more than an inconvenience; it has the potential to limit access and connectivity in times of emergency, and poses a recurring danger to drivers, especially in winter months when flooding can be compounded by freezing conditions to create particularly hazardous conditions.

Much of the stormwater drainage throughout the town relies on is surface drainage and green infrastructure (i.e., ditches, swales, detention ponds). Excessive erosion can compromise such systems and lead to flood conditions, which in turn exacerbate further erosion through streambank scour and other means. The Town currently has language in its zoning ordinance (Article XIII, Special Permits) that requires non-specific supplemental erosion controls in cases where significant erosion may occur. However, this requirement applies only to uses requiring a special permit, and only that fraction that generates significant erosion.

Figure 20, NYSDEC and NWI wetlands

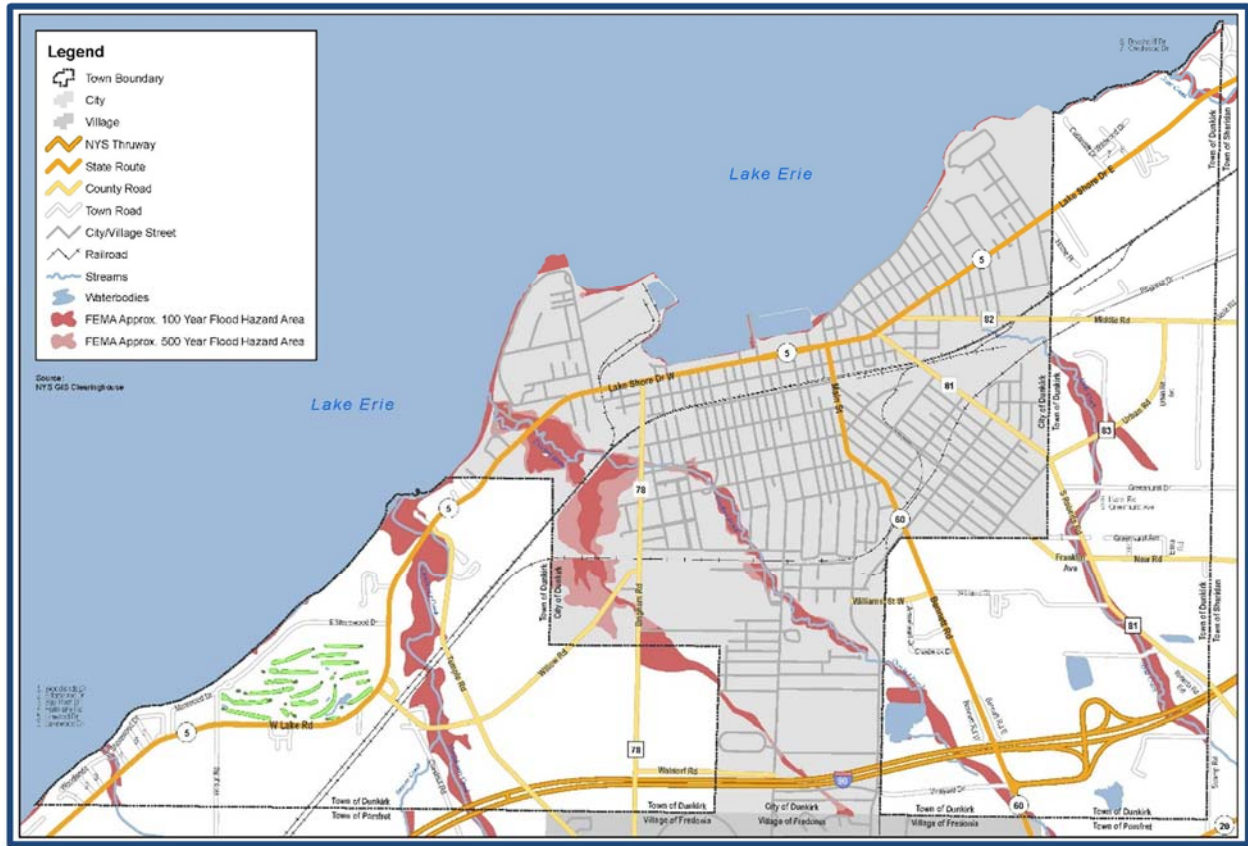


TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015

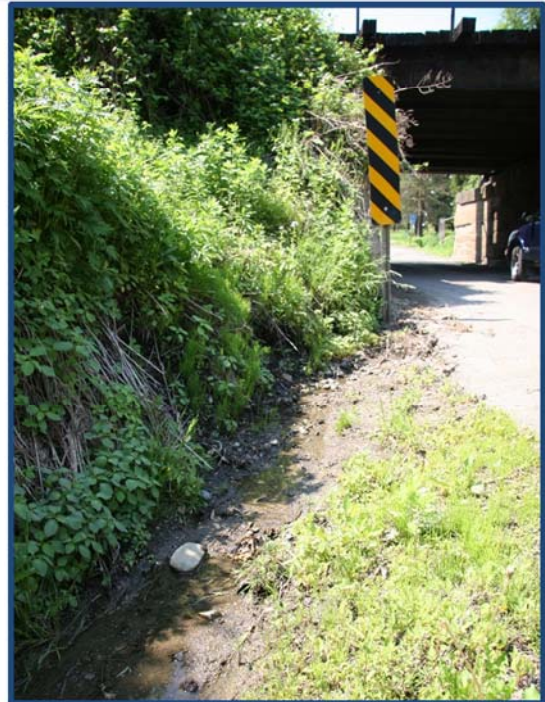


Figure 21, FEMA Flood Hazard Areas



TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015





4.5.3 Recommendations

The following recommendations would help to maintain or improve the quality of the town's significant natural resources:

- *Review and consider updates to Coastal Erosion Hazard Area Management regulations*
The regional Local Waterfront Revitalization Plan calls for the Town of Dunkirk to adopt regulations limiting development in erosion hazard areas in an effort to maintain the environmental quality of the town's valuable waterfront resources. The Town of Dunkirk should revisit the existing Coastal Erosion Hazard Area Management regulations put in place as Local Law #2 of 1989 to ensure that they are adequate to achieve erosion hazard prevention and mitigation.
- *Review and consider updates to regulations regarding erosion and flood damage prevention*
Many environmental conditions have changed throughout the town in the 28 years since the passage of the town's Flood Damage Prevention law (passed as Local Law #1 of 1987). In addition, local regulations regarding erosion controls are applicable only to a small fraction of properties. The Town of Dunkirk should review these regulations to ensure that they are adequate to meet local needs and consistent with contemporary environmental best practices.
- *Consider other tools for the protection of water and soil resources*
Many communities throughout the region have adopted other tools to maintain or improve environmental conditions relative to wetlands and waterbodies. Various tools are available that would help the Town of Dunkirk to reduce the incidence of flooding and improve the quality of its waterways. These include, but are not limited to, ordinances related to stormwater management, erosion and sedimentation control, wetland and watercourse protection, and subdivision regulations.

4.6 HOUSING

4.6.1 Summary housing statistics

Figure 22 (page 42) shows the number and age of housing units, as well as the homeowner and rental vacancy rates for the Town of Dunkirk and its neighboring communities. The town is shown here as a relative outlier among these communities, with a substantially lower rental vacancy rate and a substantially higher homeowner vacancy rate. The vacancy rates shown here are average figures across five years (2009-2013), which can make measures such as vacancy rates more reliable; however, it is noted that the smaller population size of the Town of Dunkirk relative to the other jurisdictions also creates a higher margin of error for its estimate.

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



Figure 22, Housing units, vacancy rates, and age of structure

	Chautauqua County	Town of Dunkirk	City of Dunkirk	Town of Pomfret	Town of Sheridan
Total housing units	66,731	563	6,272	6,345	1,231
Homeowner vacancy rate	1.5%	4.8%	0.3%	0.3%	0.7%
Rental vacancy rate	7.5%	3.8%	9.0%	11.2%	13.0%
Year structure built (% of total)					
2010 or later	0%	0%	0%	0%	0%
2000 to 2009	5%	3%	2%	8%	7%
1990 to 1999	6%	2%	1%	6%	9%
1980 to 1989	8%	7%	4%	6%	10%
1970 to 1979	9%	12%	4%	8%	9%
1960 to 1969	8%	13%	8%	7%	9%
1950 to 1959	12%	38%	13%	13%	11%
1940 to 1949	8%	9%	8%	8%	6%
1939 or earlier	45%	16%	62%	45%	39%

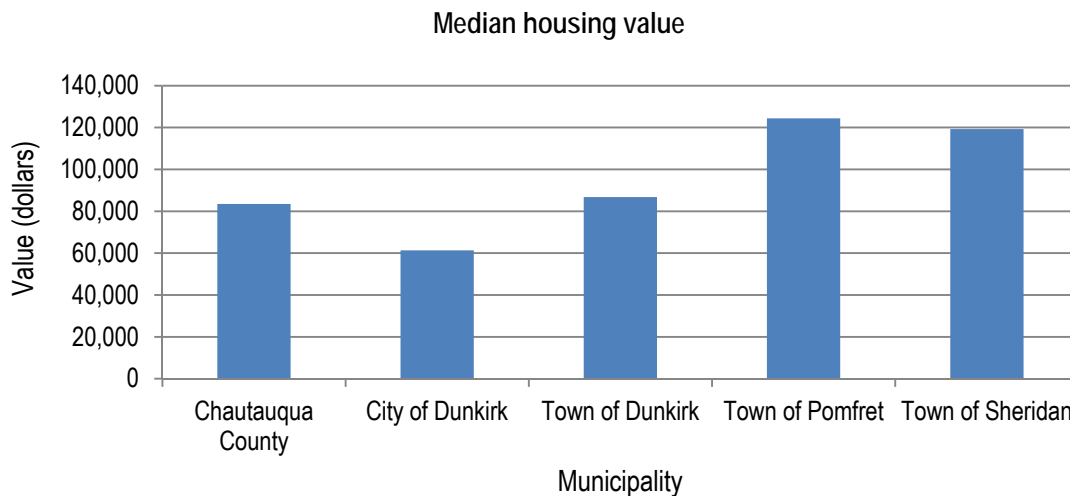
The Town of Dunkirk also differs from its neighboring communities in terms of the age of its structures. The City of Dunkirk and Towns of Pomfret and Sheridan are substantially older communities in terms of the age of their housing units, with significant majorities having been built prior to 1939. The Town of Dunkirk shows a period of increased development in the mid-20th century that has since tapered off. This distinction is not inconsequential; it speaks to the variety of housing choices available within these communities. The concentration of mid-century vintage housing stock within the Town of Dunkirk is not balanced with older or newer housing stock to the same extent as its neighboring communities or Chautauqua County as a whole.

As shown in Figure 23 (page 43) median housing value in the Town of Dunkirk in 2013 was nearly \$87,000 – well above that of the City of Dunkirk, well below that of neighboring Pomfret and Sheridan, and similar to that of the county as a whole. The affordability of housing is one of the characteristics of the community that many stakeholders noted throughout the planning process; it is an important consideration not only for those that already live here, but also for those who many move into the area.

As noted in Section 4.2.1, the majority of housing stock within the Town of Dunkirk is single-family detached units. Other housing units that may be more attractive to young families, empty-nesters, “snowbirds”, or other smaller household types are limited or non-existent within the town. These include, but are not limited to: patio homes, condominiums or townhomes, co-housing units, and mixed-use units (i.e., residential above retail or commercial). Changes in the marketplace, from demographic shifts to changing family patterns and increasing workforce decentralization, have supported these types of development in other communities and may do so in the Town of Dunkirk in the coming years.



Figure 23, Median housing value, 2013



4.6.2 Recommendations

The following recommendations would help to maintain the preferred character of the community, while providing for new development and growth:

- *Review the zoning ordinance for obstacles to new housing types*
Some of the housing types that are not currently present within the Town of Dunkirk have likely never been proposed here. As with any emerging or alternative type of development, these can frequently meet with obstacles in older zoning ordinances. The Town of Dunkirk should review its existing regulations to identify potential obstacles for these uses (e.g., use and dimensional requirements) so that it is better prepared to accommodate and guide quality proposals on behalf of applicants when they occur. A clear and effective review process will provide an indirect incentive for applicants by ensuring the fairness and predictability of local land use regulations.
- *Promote the use of the cluster development ordinance*
The existing cluster development ordinance is a valuable tool that can be used to create context-sensitive residential development while protecting natural resources and open space. It could be well utilized in areas such as the Lake Shore Drive East corridor (where increased public access to scenic resources and above-market “lakefront” housing could be compatible) and the existing M-2 zoning district (where existing agricultural properties could remain in production while still allowing for residential subdivision). The cluster development ordinance also incentivizes development by reducing infrastructural costs for the developer and the costs associated with service provision (e.g., road maintenance) on behalf of the town.





5.0 RECOMMENDED STRATEGIES

5.1 FUNDING OPPORTUNITIES

New York State provides a Consolidated Funding Application process to enable municipalities to apply for a number of resources from multiple state agencies through a single portal each year. The advantage of a consolidated process is the ease with which a local government can learn about funding resources. It presents, however, a challenge in preparing multiple applications, since all are due in a single “round” at one time.

This may be a strategic effort, at the State level, to encourage municipal leaders to “choose wisely” and apply for fewer grants, giving each application more focus and compelling justification.

An important feature of the process is the new emphasis on coordination of strategic initiatives, requiring applicants to answer questions about regional planning efforts and compatibility of their program objectives with already published plans.

As a result, the State’s investments are regarded as “smarter”, in theory, by virtue of their coordination. The Town of Dunkirk’s initiative to complete this Comprehensive Plan was, in part, inspired by the CFA process and the State’s coordination of funding awards. Future applications submitted by the Town will be strengthened if they are supported by – and support – the objectives documented in the Comprehensive Plan, giving the Town a competitive edge in vying for State funding of local projects.

The following section suggests a number of currently available competitive funding resources identified in the planning process which are compatible with Town’s goals and objectives. They are recommendations of the Committee for future consideration by the Town.

- **Department of State: Local Waterfront Revitalization Program (NYS DOS LWRP)**
This program provides a 50% matching grant to eligible municipalities located along coasts or inland waterways. Competitive requests must demonstrate a plan to revitalize waterfronts or waterfront communities, and must reference an approved LWRP (plan). With the submittal of the draft intermunicipal LWRP to the Department of State, the Town of Dunkirk is now eligible for funding under the program. The Town should consider this grant program as a way to fund the construction of two small community-based projects that promote water-dependent/water-enhanced recreation: the creation or enhancement of amenities at the Town’s Lake Erie access point, and the creation of a safer and more environmentally respectful parking area at the Canadaway Creek / West Lake Road crossing, a stopping point highly utilized by fishermen and tourists.
- **Department of State: Local Government Efficiency Program (NYS DOS LGE)**
This program provides two grants for local governments who are developing projects that will achieve savings and improve efficiency through shared services, cooperative agreements, and other intermunicipal arrangements. Grants should not exceed \$200,000 per municipality involved in the application up to a maximum of \$1,000,000. Projects may apply to general government, government reorganization, educational outreach, municipal utilities, public safety and transportation, and funds may be applied toward plan development and/or implementation. The Town of Dunkirk should consider this program when planning shared service agreements and ways to improve public access to zoning regulations and the zoning map.



- **New York State Energy Research and Development Authority: Cleaner Greener Communities Program – Phase II Implementation Grants (NYSERDA CGC)**

These programs offer grant funding for projects that support sustainability planning efforts, such as this comprehensive plan process. Several sustainability initiatives have been identified throughout development of this document, including the recommendation that the Town consider implementation of land use tools to promote preservation of agriculture and long term sustainability – both environmental and fiscal. Another recommendation for plan implementation is development of trails and walkable streets. Community-wide clean energy initiatives are primary goals of the Cleaner Greener Communities Program, which can provide up to 75% matching financial support for projects promoting energy efficiency, utilization of renewable energy or carbon mitigation.

The CGC program could be an appropriate resource for funding updates to the town's zoning ordinance to address walkability, climate resiliency, farmland protection, increased density and mixed use development, and the development of design standards guide that will promote environmental sustainability. This program could also fund a feasibility study for development of trails and neighborhood / zone linkages that could better support alternative modes of transportation and recreation.

- **New York State Division of Homes and Community Renewal: Community Development Block Grant Program (NYSHCR CDBG)**

The CDBG program has several funding streams that may apply to the Town of Dunkirk's implementation actions. The CDBG Public Infrastructure funding stream focuses on stormwater drainage among other water-related mitigation activities that support suitable living environments in areas with disadvantaged populations. In 2014, demographic information indicated that 56% of Town of Dunkirk residents are in the low-to-moderate income range, making the Town eligible to apply for CDBG funding. Funding limits under this program are capped at \$600,000. The Town's current challenge with flooded roadways and stormwater management issues may make this a reasonable pursuit.

The CDBG program also includes funding streams for community and economic development planning, public facilities improvements, public infrastructure projects, and assistance for microenterprise development and small business assistance.

- **New York State Division of Homes and Community Renewal: NY Main Street Program (NYSHCR NYMS)**

This program provides funding for projects that stimulate economic reinvestment by providing economic development and housing opportunities in downtown, mixed-use commercial district. Local governments can apply these funds, along with match funds, to reimburse building owners for renovations to downtown mixed-use buildings. To the extent that the Town of Dunkirk revises local ordinances to reduce mixed land uses and increase density along key corridors, those or other initiatives (e.g., building renovation) could be at least partially funded through the NYMS program.

- **New York State Empire State Development: Strategic Planning & Feasibility Studies (NYSESD)**

This funding program promotes economic development opportunities to stimulate business growth, including feasibility studies that focus on highly distressed communities or areas. Providing up to \$100,000 at a 50% match to recipients, the funding may assist the Town in creating a strategic plan for development of the corridor along Route 60, as primary passage through the town to the city of Dunkirk. Due to the impact on both municipalities, this would be an ideal joint application, perhaps strengthening the competitiveness of the submission. Such a study should focus on the traffic flow, infrastructure and zoning to ensure the Town supports optimal development of the corridor in a manner that is sustainable and is compatible with the long-



term plans of both communities. A second strategic planning initiative under ESD could potentially support a joint application by the Town of Dunkirk, Town of Pomfret, Village of Fredonia, City of Dunkirk, and Chautauqua County to create a new strategic plan for the location recognized as the “Gateway” to the region, the area surrounding the intersection of Route 60 and Vineyard Drive. This prime development area is adjacent to the New York State Thruway exit and is most certainly one of the most highly trafficked locations in the region.

- **New York State Environmental Facilities Corporation: Green Infrastructure Grant Program (NYSEFC GIGP)**
This program supports projects that utilize innovative designs and green technologies for stormwater capture, conveyance, and infiltration. Projects should be highly visible, protect/improve water quality, and promote innovation, construction and maintenance of green infrastructure systems. Specifically, funding is directed toward permeable pavement, bioretention, green roofs, street trees and urban forestry programs, restoration and construction of riparian buffers, floodplains and wetlands, downspout disconnection, stream daylighting, and stormwater harvesting and reuse. The GIGP could be utilized to fund initiatives associated with the Natural Resources goals advanced within the comprehensive plan, particularly where those efforts may involve stormwater runoff reduction. GIGP funding could also be applied to the revision of parking requirements, assuming that such revisions were to advance reductions in impervious surfaces for purposes of flood reduction or mitigation.
- **Department of Transportation: Transportation Alternatives Program (NYSDOT TAP)**
This program is an 80% federal share grant administered by the State DOT for non-motorized transportation needs of cultural, aesthetic, historic and environmental significance. Projects funded by TAP can include streetscape improvements, preservation/conversion of abandoned railway corridors, new curbs or reconstructed sidewalks, road shoulder widening, curb ramps, bike lane striping, off-road non-motorized trails, bike parking, and bike/pedestrian bridges. Projects must have a minimum cost of \$200,000 and a maximum federal share of \$2.5 million. All recommended implementation actions regarding transportation safety for pedestrians and those that include recreational trails could be eligible for funding through this program.
- **Department of Environmental Conservation: Water Quality Improvement Project program (NYSDEC WQIP)**
This competitive reimbursement grant program directs funds to projects that reduce polluted runoff, improve water quality and restore habitat in New York’s waterbodies. Municipalities can use them to fund up to 85% of the cost for Wastewater Treatment Improvement projects or up to 75% of the cost for Non-Agricultural Nonpoint Source Abatement and Control, Aquatic Habitat Restoration and Municipal Separate Storm Sewer Systems. This resource could be applied to planning and implementation efforts relative to updating coastal management regulations, erosion and flood damage prevention regulations, and other relevant tools for the protection of water and soil resources.
- **Office of Parks, Recreation, and Historic Preservation: Park Acquisition, Development, and Planning grants (NYSOPRHP)**
This program funds the acquisition, development and planning of parks and recreational facilities to preserve, rehabilitate or restore lands, waters or structure for preservation, conservation or recreation purposes. These monies can go towards structural assessments and/or planning for indoor or outdoor projects and must reflect the priorities established in the NY Statewide Comprehensive Outdoor Recreation Plan (SCORP). The Town of Dunkirk may be eligible for funding for implementation actions relative to the consideration of new recreational amenities and programming.



5.2 GOAL-ACTION MATRIX

	Estimated timeline for completion	Budgetary needs	Potential partners	Potential funding resources
Municipal finance				
Explore external funding sources	Continuous	Low		N/A
Consider additional shared service agreements	Continuous	Low	Neighboring jurisdictions, Chautauqua Co.	NYSDOS LGE
Land use and regulation				
Update the zoning ordinance to reflect the town's renewed vision for land use and development	Near term (1-2 yrs)	Moderate		NYSERDA CGC; NYSDOS LWRP
Improve public access to zoning regulations and the zoning map	Near term	Low	Chautauqua Co.	NYSERDA CGC; NYSDOS LGE
Encourage mixed-use development in transition areas served by adequate water and sewer utilities	Continuous	Low	Regional water agency (TBD)	NYSEFC; NYSHCR NYMS
Adopt subdivision regulations	Near term	Moderate		NYSERDA CGC
Review existing PUD and Cluster development ordinances to consider opportunities to make the ordinances more effective and better utilized	Near term	Low		NYSERDA CGC
Revise parking requirements	Mid-term (3-6 yrs)	Low		NYSERDA GIGP
Infrastructure				
Work with county and state agencies to improve each jurisdiction's road projects	Continuous	Low	Chautauqua Co.; NYSDOT	
Enhance pedestrian safety along high-traffic corridors	Near term	High	NYSDOT	NYSDOT TAP
Establish a cost-benefit threshold for infrastructure extensions	Continuous	Low		NYSESD; NYSHCR CDBG

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



	Estimated timeline for completion	Budgetary needs	Potential partners	Potential funding resources
Other community facilities and services				
Renovate Town Hall	Long term (6+ yrs)	Moderate		NYS DOS LWRP; NYSERDA CGC
Improve opportunities for water-dependent and water-related recreation	Near term	Moderate		NYS DOS LWRP
Examine opportunities for recreational services	Long term	Low	Neighboring jurisdictions, Chautauqua Co.	NYSOPRHP
Examine opportunities for economic development services	Continuous	Low	Chautauqua Co. IDA	NYSESD; NYSHCR CDBG
Continue to support public safety service providers	Continuous	Low		
Natural resources				
Review and consider updates to Coastal Erosion Hazard Area Management regulations	Mid-term	Low	Chautauqua Co. SWCD	NYSDEC WQIP
Review and consider updates to regulations regarding erosion and flood damage prevention	Mid-term	Low	Chautauqua Co. SWCD	NYSDEC WQIP
Consider other tools for the protection of water and soil resources	Long term	Low	Chautauqua Co. SWCD	NYSDEC WQIP
Housing				
Review the zoning ordinance for obstacles to new housing types	Near term	Low		
Promote the use of the cluster development ordinance	Continuous	Low		

5.3 REPORTING PROGRESS

The recommendations included in this plan is not exhaustive, but should provide the town with the foundation it needs to carry the principal goals forward. In doing so, the town will coordinate its efforts as necessary and appropriate with stakeholders, public agencies, and public officials throughout the region and at every level of government. As shown in the recommendation matrix, a series of proposed partnerships is suggested to assist the Town in achieving the various recommended goals. These partnerships will necessarily be influenced by available budgets, staff time, and interest. Where such arrangements are feasible, they may provide the basis for productive collaboration.



In the end, however, much of the oversight required to follow through with implementation is the responsibility of elected leaders and board members. In an effort to monitor its success in plan implementation, it is recommended that boards and committees engage in a formal strategic planning process, whereby action items are prioritized, further actions are proposed, and implementation is officially evaluated.

Such a process may require semi-annual meetings of all involved parties. Simple quarterly progress reports should be distributed to all parties, and should be reviewed at semi-annual meetings; a progress report template is provided herein (see Appendix C (page 63)).





6.0 APPENDICES

Appendix A: Full focus group summaries

Appendix B: Detailed survey results

Appendix C: Progress report template

Appendix D: Public workshop materials

6.1 APPENDIX A: FULL FOCUS GROUP SUMMARIES

7:30 AM – June 26, 2014 at Bob Evans – Business Development

Feedback

- Summer tourism needs to be developed
- Sense of community is a big plus for the area
- Feeling that town feels divided –east versus west
- Investors should be sought out and encouraged
- Doesn't feel agriculture much of a component in the area

8:45 AM – June 26, 2014 at Town Hall – Interjurisdictional

Feedback

Positives

- Consensus that Lake Erie is a great asset
- Core values of the community are a positive
- Diversity of population a plus
- Proximity to the thruway a positive
- Housing very affordable
- Trails a plus
- Chautauqua County has a land bank program

Negatives/Challenges

- Mix of housing may not be appropriate
- Problem with absentee landlords
- Route 60 – safety an issue/ no walkway
- Consensus limited water availability is a development issue
- Willing individuals or groups to work on challenges
- Resource limitations

Solutions

- Development that would help—a Welcome Center near the thruway exit with retail
- GPS capability should be expanded to show points of interest at each exit
- Develop more walk-able community
- Greater recognition/utilization of the university as an asset
- More events in the community-student interns from Fredonia could help

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



- Passenger trains with stop in Dunkirk
- Develop bike routes – possibly one from Fredonia to Dunkirk
- Develop JC Penney plaza – possible outlet or antique mall
- Establish Chautauqua County as a Mecca for outdoor recreation
- Highlight shipwrecks in Lake Erie/tell the history through the shipwrecks/scuba diving/preserve park
- More trail development
- Highlight historic tourism/underground railroad connection

10:15 AM June 26, 2014 at Town Hall – Agricultural

Feedback

- Discussion of soil quality for grape growing excellent in area
- Route 60 – inter-municipal co-op-corridor plant
- Be sure not incompatible zoning at borders between municipalities
- Acreage of farms in area-suggested rezoning R-1 to support wineries
- “Potential is here for wine, grapes, especially along Route 20, but not in the Town of Dunkirk”
- Farmers that survive either are very large or part of a farmers’ market
- Wine grapes are an untapped resources
- Limited water and sewer negative to any development in the area especially the east side
- Abandoned dumps should be taken into consideration in zoning
- Infrastructure issues
- Differing feedback on formation of water districts
- Area needs more small businesses

Values

- Family
- Too difficult to pick up and move
- Easy access to necessities
- Airport, transportation corridor
- Rural community-quiet, safe
- Great place to raise kids-neighbors looking out for each other
- “Mayberry values”

2PM – Cultural, Historic

Feedback

- History of Dunkirk
- Involved with rehab-urban renewal
- Chautauqua Institute

Negatives

- Nothing to keep youth local
- No fiber optics-just industry
- Urban renewal turned into low-income housing
- Isolated pockets of activity

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



- Housing stagnant

Positives

- Sense of family
- Sense of community

Solutions

- Suggestion to establish/resurrect Millennium Expressway concept but not bring it into the city – instead crossover to Roberts Road

3:30 PM – June 26, 2014 at Town Hall – Interjurisdictional

Feedback

Positives

- Lake biggest asset
- Geographic location – big asset
- Four-year college in close proximity
- Close knit community
- No one goes without help/fire department big part of that feeling
- Sense of community
- Affordable area
- Abundance of housing

Negatives

- Out-migration of students is highest in area
- Taxes are high – Seniors would be more attracted to area if taxes weren't so high
- No public transportation
- Utilities are an issue
- Lakefront property expensive

Solutions

- Conduct a 55+ gap analysis – housing- senior – independent and skilled nursing
- More regional collaboration (much improved than before but could use more)
- Brainstorm on tourist destination ideas-branding
- Ecotourism – pier has grown-boardwalk/kite boards
- Explore seed funding
- Explore technology based incubator opportunities
- No one entity or resource that “ties it all together”

5PM– June 26, 2014 at Town Hall – Business Development

Feedback

Positives

- No one can replicate what Dunkirk has
- Schools

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



- Sense of community
- Local businesses
- Geographic location
- Rural life style with amenities

Negatives

- Beaches are underutilized, inaccessible and need to be maintained
- Bed tax going to waste – Dunkirk has no say
- Gateway needs to be improved
- New York is the most anti-business state
- Dunkirk doesn't promote what it has –lake like Canada does
- Growth stagnant
- East versus west town – need to combat it
- Dunkirk has many cliffs that hinder development
- Population is thin-labor pool shortage
- Code enforcement not consistent
- Speed limit too high through business districts of Dunkirk especially Route 5 from Silver Creek to Fredonia

Solutions

- Look at cluster developments
- Regional water – more transmission lines – vital to Dunkirk
- More events/entertainment – capitalize on assets/wine tasting
- Clean up Lake Erie
- Opportunity for improvement regionally –include county
- Lower truck traffic
- Create winter-use events

July 30th – 3:30 PM at Town Hall - Senior & Youth meeting

Feedback

Positives

- ✓ Sense of community – fire department fosters that atmosphere
- ✓ Friendly neighbors help each other out when it is needed
- ✓ Quietness
- ✓ Close proximity to amenities
- ✓ Affordable housing

Negatives

- ✓ No beaches-mainly cliffs
- ✓ No central location for young people
- ✓ Nothing for young families to do
- ✓ Shortage of sports facilities
- ✓ Need public transportation
- ✓ Private roads have no services
- ✓ Lack of availability of utilities
- ✓ Lack of ADA accommodations

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



- ✓ Youth are leaving the area-lack of jobs/activities

Solutions

- ✓ Provide more kid-friendly event/activities
- ✓ Provide more access to water
- ✓ Less traffic
- ✓ No more agriculture development
- ✓ Group thought the survey will assist in understanding the desires of the seniors and youth
- ✓ Need to build awareness of the assets of the area

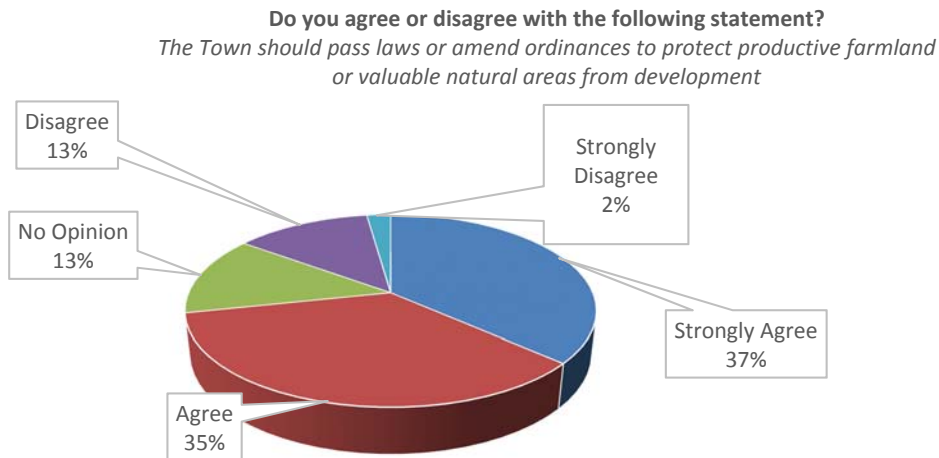
Comments/Suggestions:

1. Dunkirk has wonderful resources to develop
2. Weak Code Enforcement will deter development
3. Too many junkyards allowed to exist
4. Need to better showcase our "Gateway"
5. Need more regionalism
6. Code Enforcement should be compatible across municipal boundaries



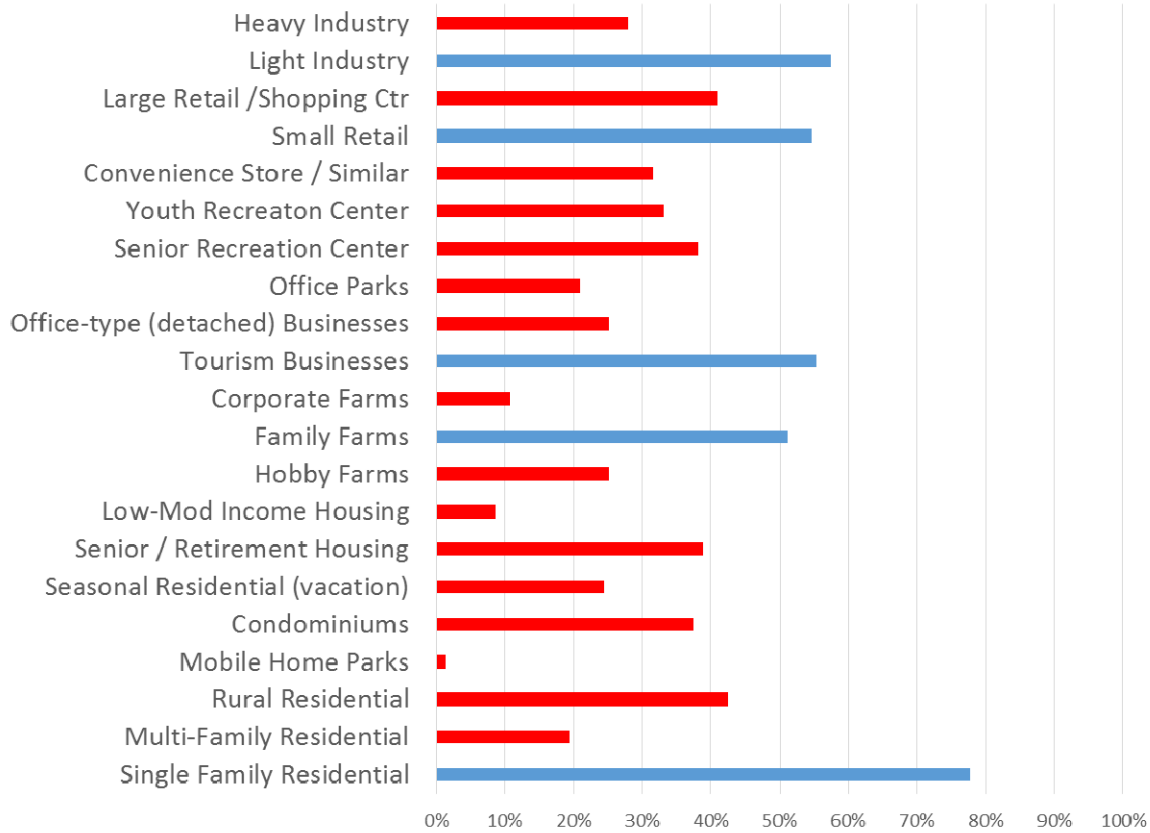
6.2 APPENDIX B: DETAILED SURVEY RESULTS

The following pages summarize feedback collected through a townwide survey. Additional written comments are on file at Town Hall.

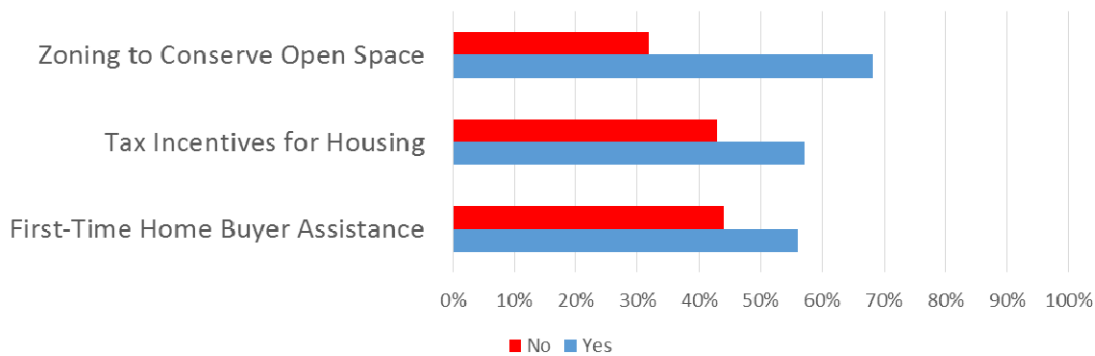




**If you believe that the Town of Dunkirk should grow over the next 20 years, what types of development would you like to see?
(Check your top 10 preferences)**

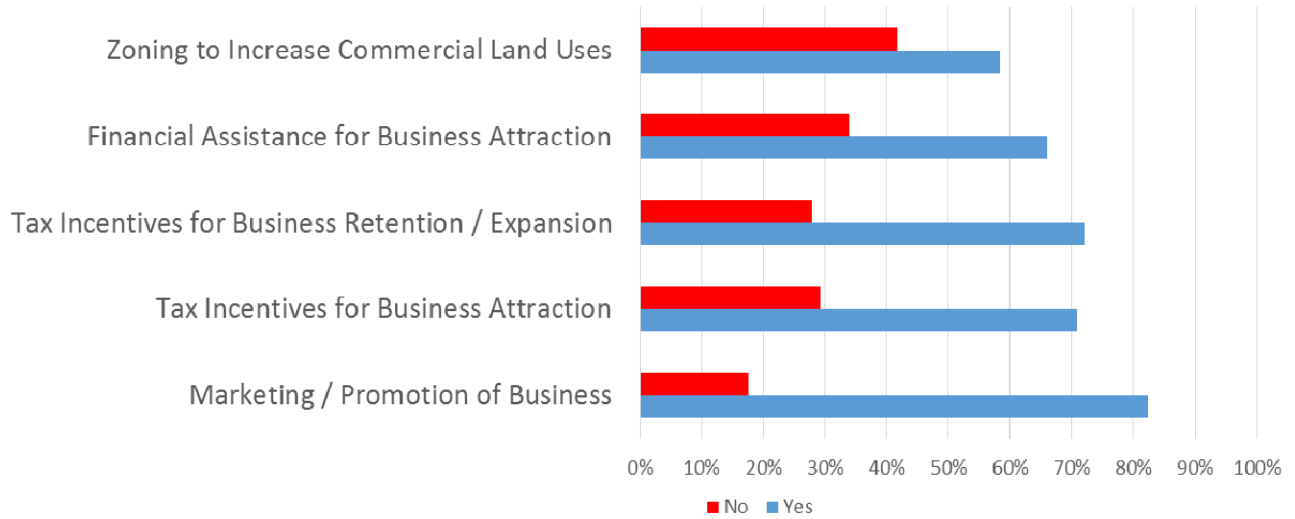


Should the Town use the following tools to influence residential development?

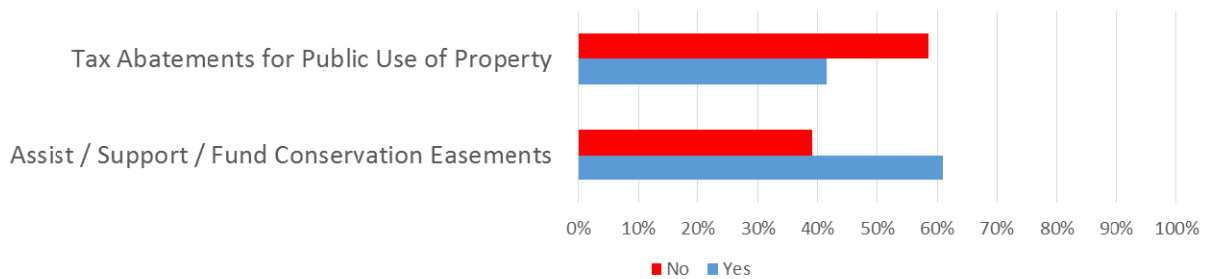




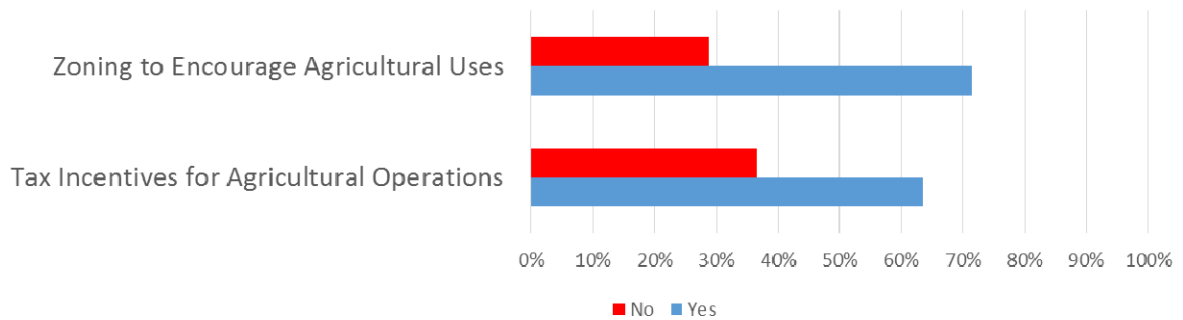
Should the Town use the following tools to influence economic development?



Should the Town use the following tools to influence environmental conservation?

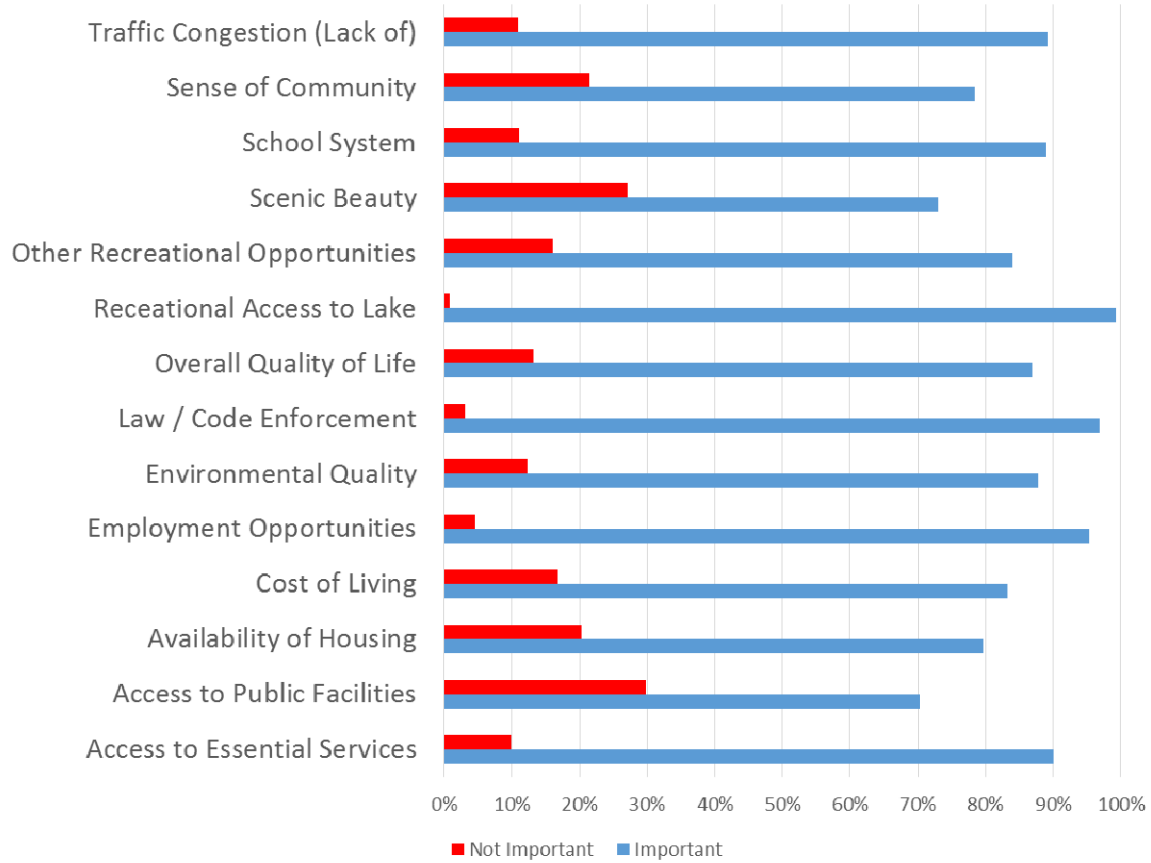


Should the Town use the following tools to influence agricultural economic development?



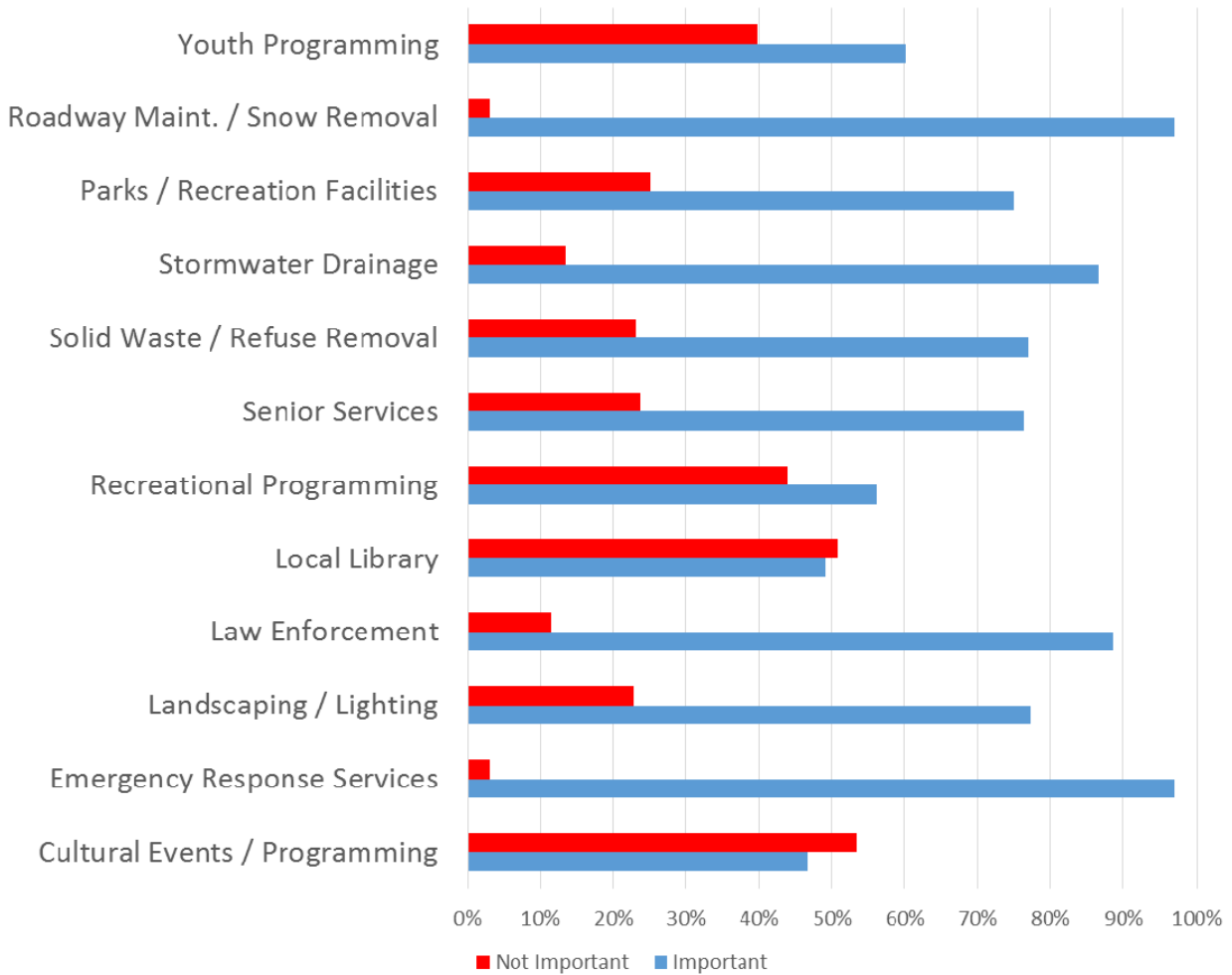


How much do you value the following characteristics within the Town of Dunkirk?



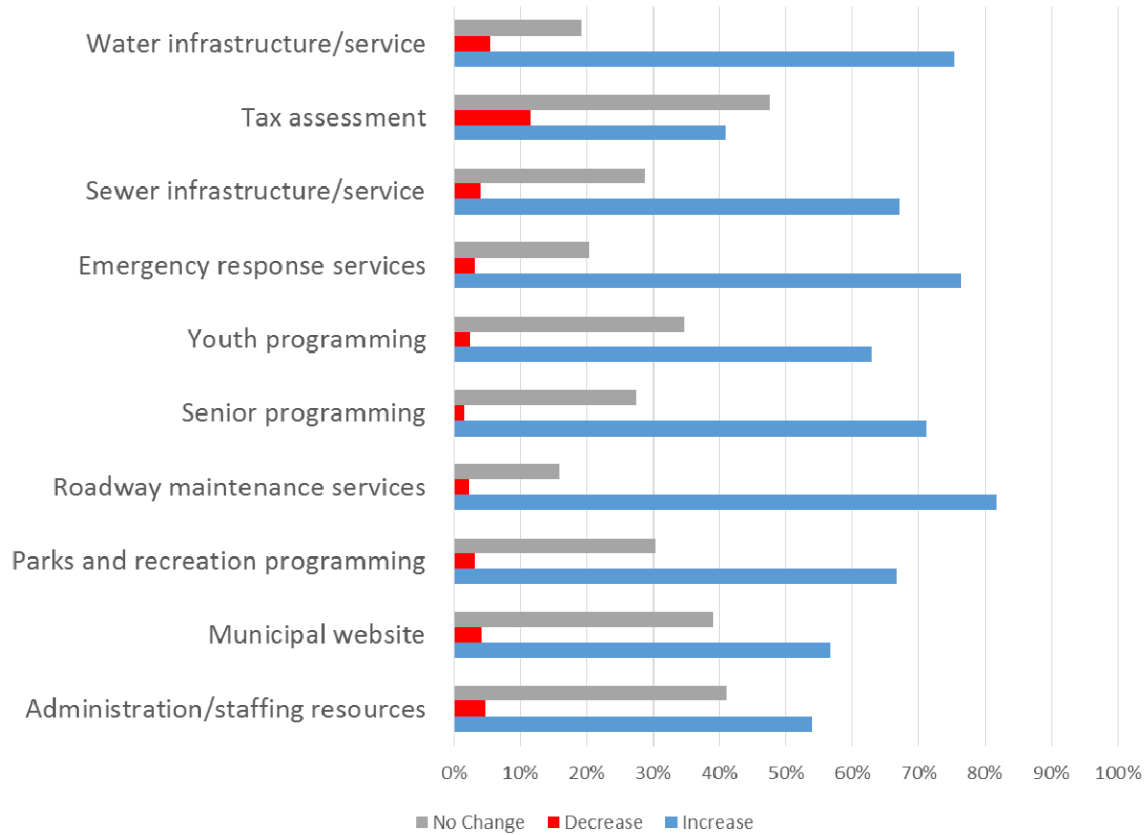


How much do you value the following Town services?



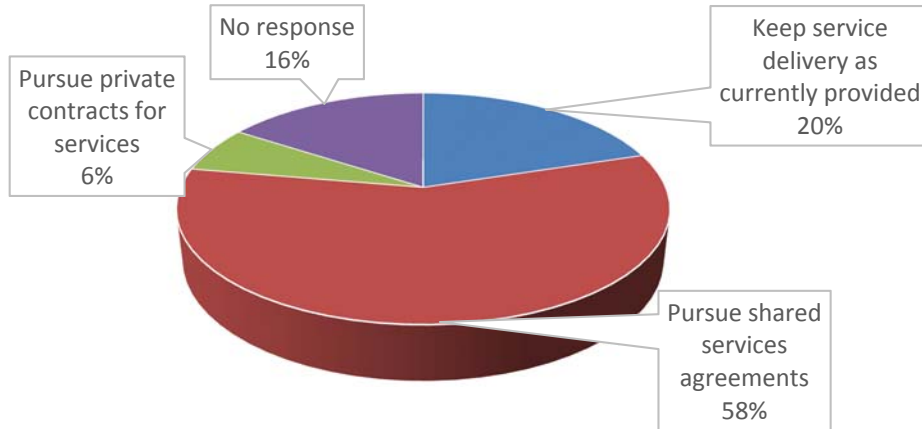


Please indicate your preference for sharing services between/among the Town of Dunkirk and other neighboring jurisdictions (i.e. city, village, towns, county)

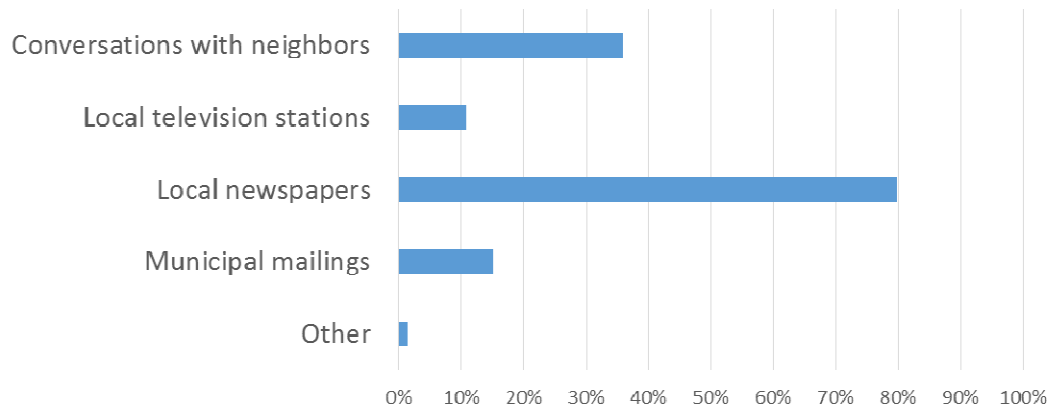




The Town of Dunkirk is considering changes to the administration of roadway maintenance services.
Please indicate your preferences regarding this issue.



Where do you typically get your information about Town of Dunkirk issues and programs?





6.3 APPENDIX C: PROGRESS REPORT TEMPLATE

The intent of this Progress Report is to provide a template for the consistent evaluation of the various recommendations found within the 2015 Comprehensive Plan. It is expected that the board or committees tasked with implementation objectives will provide a thorough review of progress toward their respective responsibilities. These reports will be reviewed at quarterly and/or semi-annual meetings throughout a strategic planning process.

Board/Committee oversight:

Date of progress report:

- Recommendation category:
- Municipal finances
 - Land use and regulation
 - Infrastructure
 - Other community facilities and services
 - Natural resources
 - Housing

Goal:

Action step:

Will this action lead to the amendment of an existing local ordinance, or the adoption of a new local ordinance?
If so, briefly identify the ordinance being proposed or amended:

Is this action undertaken in collaboration with other boards, committee, or organizations?
If so, briefly identify the entities involved:

Estimated percent complete:

- 0 – 25%
- 26 – 50%
- 51 – 75%
- 76 – 99%
- 100%

TOWN OF DUNKIRK, NEW YORK

DRAFT Comprehensive Plan, 2015



Estimated completion date:

Describe the progress to date:

Identify the next task in the completion of this action step:

Identify the next Action Step to be addressed by this board/committee toward the achievement of the Goal:



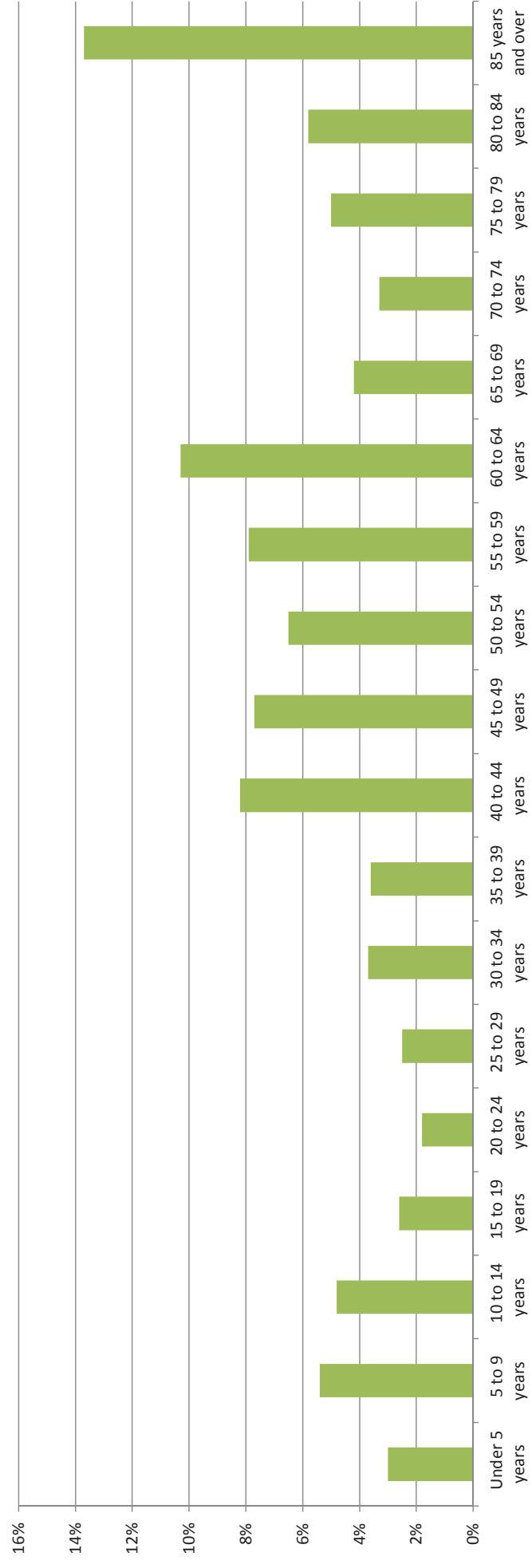
6.4 APPENDIX D: PUBLIC WORKSHOP MATERIALS

The following pages feature materials used at public workshops held throughout the planning process. Where possible, written feedback has been transcribed for clarity.

Population Density

Chautauqua County Towns	2013 Population density
Town of Pomfret	341
Town of Ellicott	286
Town of Dunkirk	213
Town of Busti	154
Town of Hanover	145
Town of Portland	142
Town of Carroll	106
Town of Westfield	104
Town of Ellery	95
Town of Kiantone	73
Town of Sheridan	72
Town of Chautauqua	67
Town of Poland	64
Town of North Harmony	54
Town of Gerry	53
Town of Ripley	49
Town of Harmony	49
Town of Stockton	48
Town of Charlotte	48
Town of Clymer	47
Town of Sherman	46
Town of Ellington	45
Town of Mina	31
Town of Villenova	31
Town of Cherry Creek	31
Town of Arkwright	30
Town of French Creek	25

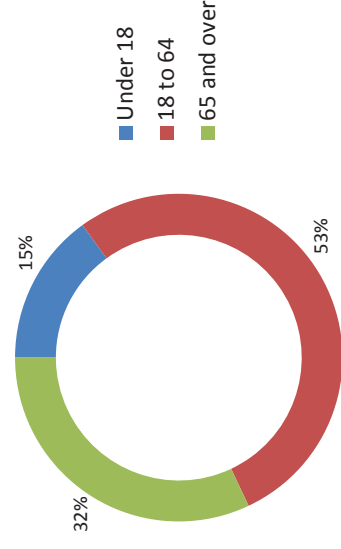
Town of Dunkirk, population by age range



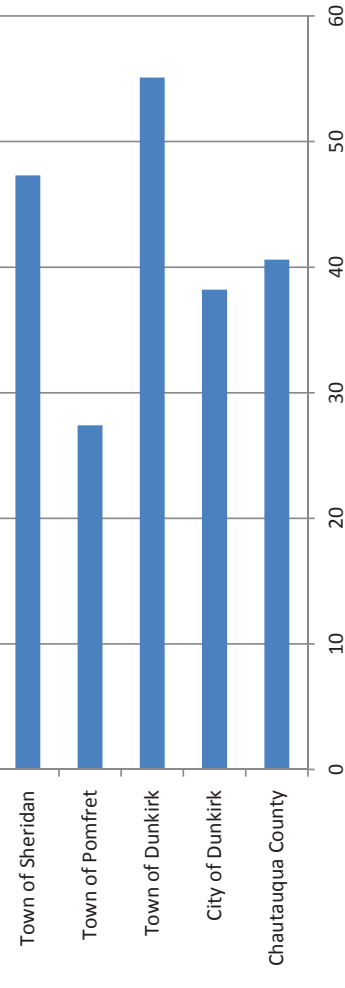
Population Change

	Population change, 1990-2012			
	1990	2000	2012	1990-2012
Town of Dunkirk	1,482	1,387	1,345	-9.2%
City of Dunkirk	13,989	13,131	12,518	-10.5%
Chautauqua County	141,895	139,750	134,599	-5.1%

Dunkirk population by category

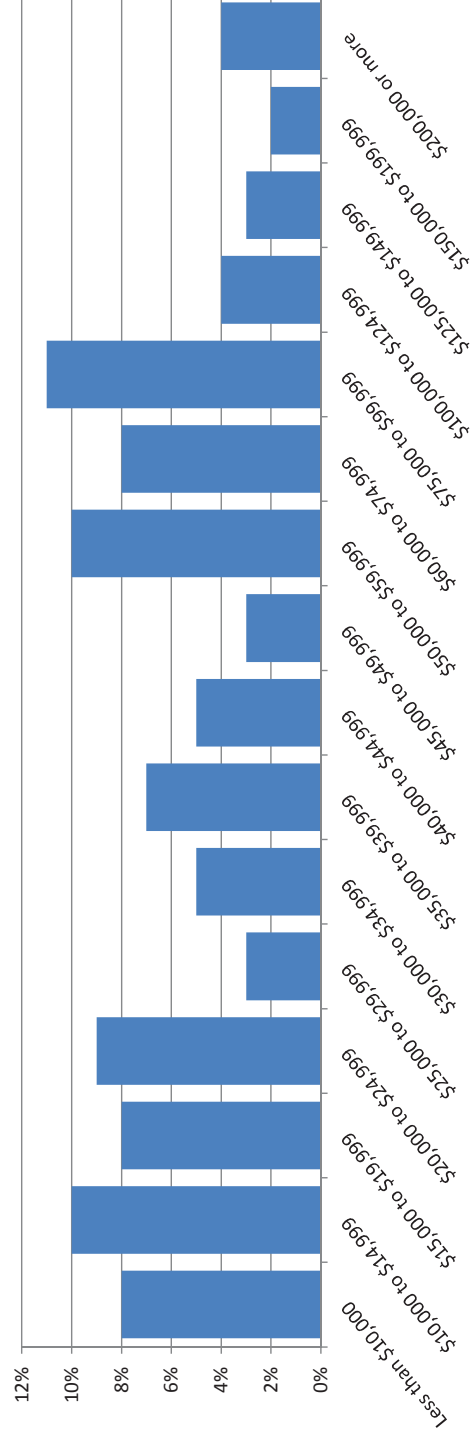


Median age throughout the Community

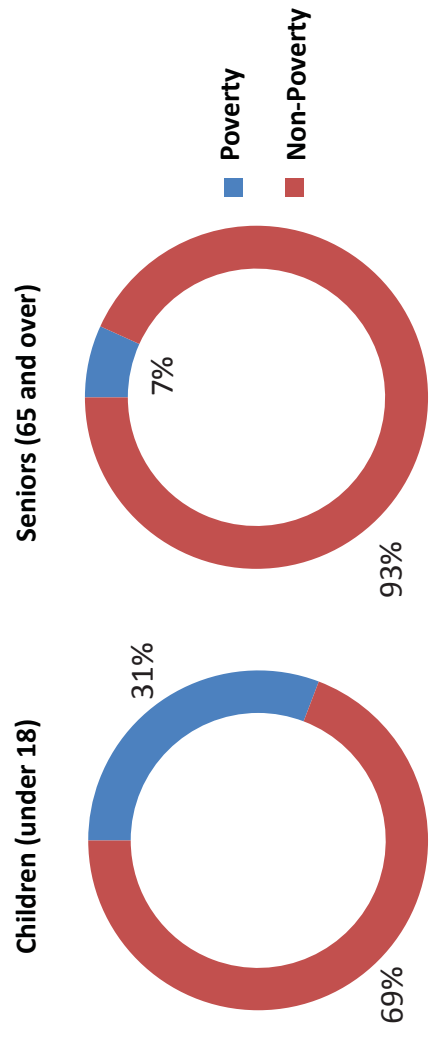


Town of Dunkirk Comprehensive Plan: Household Economics

Town of Dunkirk, household income



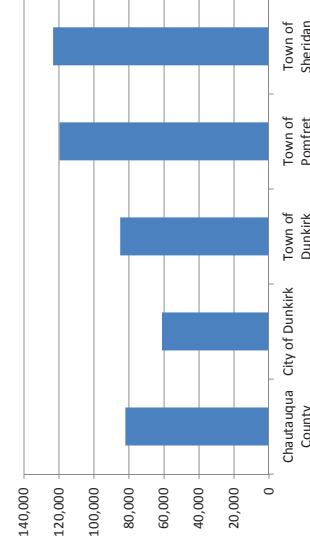
Town of Dunkirk, children & seniors living below poverty line



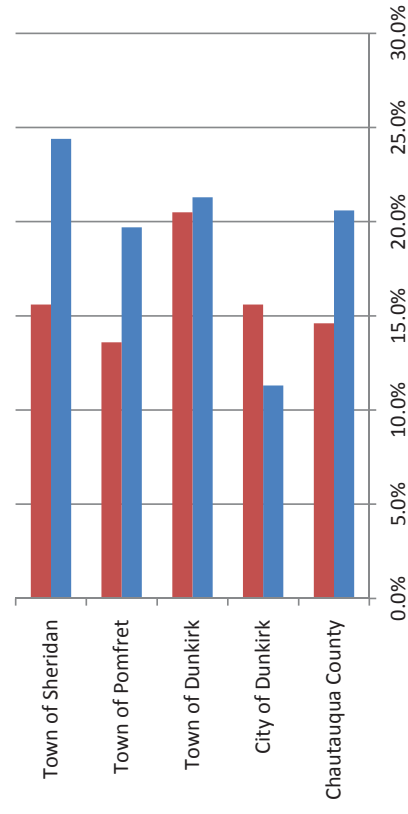
Median housing income

Chautauqua County: \$41,975
City of Dunkirk: \$38,913
Town of Dunkirk: \$42,708
Town of Pomfret: \$44,755
Town of Sheridan: \$57,956

Median housing value



Selected monthly owner costs* as a percentage of household income

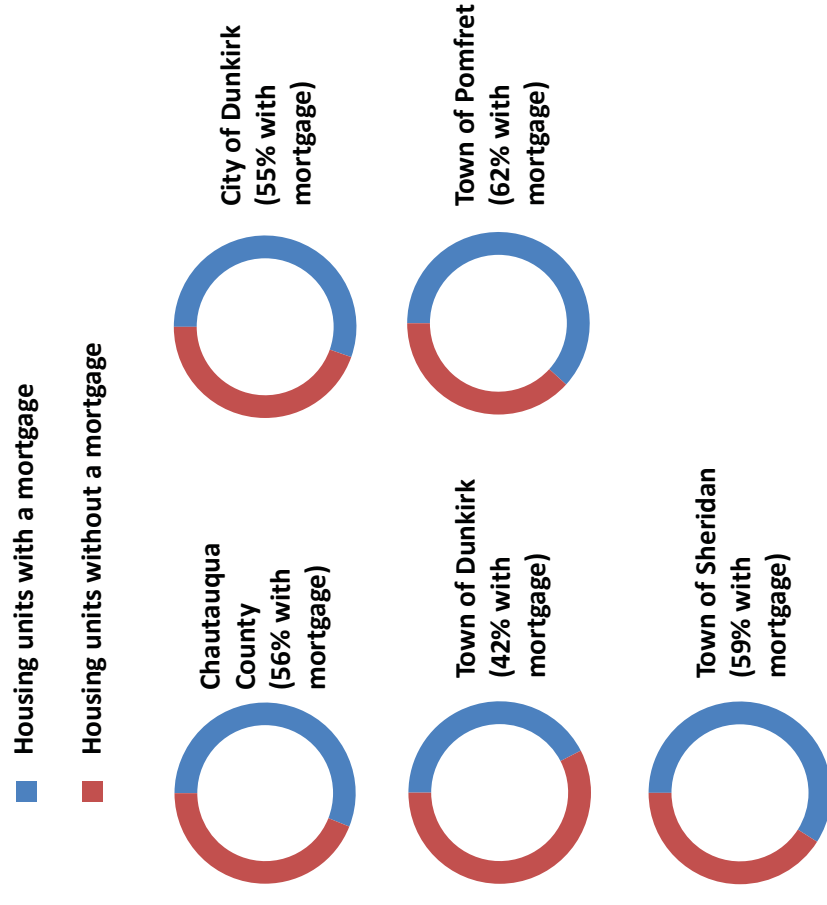


*Includes homeowner's monthly mortgage payment (if applicable) plus any real estate taxes, insurances, utilities, fuels, mobile home costs and condominium fees

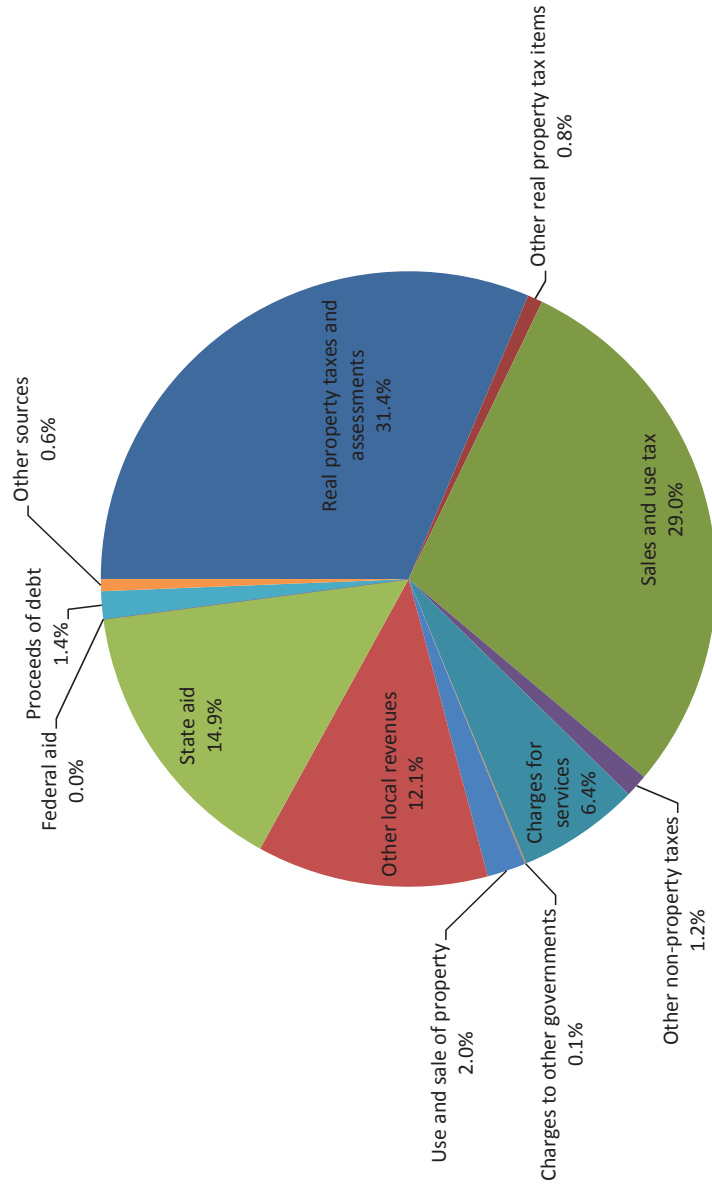
2012 Municipal property taxes in Chautauqua County

Cities	Municipality	Levy	Rate (per \$1,000 AV)
City of Dunkirk	City of Dunkirk	\$4,695,759	\$16.85
City of Jamestown	City of Jamestown	\$14,302,655	\$21.39
Town of Chautauqua	Town of Chautauqua	\$180,000	\$0.20
Town of Dunkirk	Town of Dunkirk	\$59,106	\$0.76
Town of Ellery	Town of Ellery	\$686,110	\$1.39
Town of North Harmony	Town of North Harmony	\$610,262	\$2.55
Town of French Creek	Town of French Creek	\$269,322	\$2.62
Town of Busti	Town of Busti	\$815,623	\$2.71
Town of Westfield	Town of Westfield	\$619,138	\$2.81
Town of Hanover	Town of Hanover	\$950,320	\$2.83
Town of Mila	Town of Mila	\$335,451	\$2.84
Town of Kantone	Town of Kantone	\$211,941	\$2.93
Town of Harmony	Town of Harmony	\$291,189	\$3.71
Town of Ellicott	Town of Ellicott	\$1,862,285	\$4.13
Town of Sheridan	Town of Sheridan	\$290,456	\$5.14
Town of Clymer	Town of Clymer	\$564,801	\$5.14
Town of Portland	Town of Portland	\$569,651	\$5.23
Town of Gerry	Town of Gerry	\$328,843	\$5.39
Town of Sherman	Town of Sherman	\$318,329	\$5.43
Town of Poland	Town of Poland	\$474,517	\$5.70
Town of Pomfret	Town of Pomfret	\$536,256	\$5.77
Town of Ripley	Town of Ripley	\$622,137	\$6.64
Town of Stockton	Town of Stockton	\$625,630	\$7.05
Town of Carroll	Town of Carroll	\$997,875	\$7.77
Town of Ellington	Town of Ellington	\$630,232	\$10.39
Town of Cherry Creek	Town of Cherry Creek	\$407,163	\$10.44
Town of Arkwright	Town of Arkwright	\$362,440	\$10.61
Town of Villenova	Town of Villenova	\$409,200	\$11.17
Village of Panama	Village of Panama	\$26,107	\$2.00
Village of Bemus Point	Village of Bemus Point	\$104,544	\$2.06
Village of Casadaga	Village of Casadaga	\$134,322	\$4.25
Village of Forestville	Village of Forestville	\$115,000	\$5.77
Village of Celoron	Village of Celoron	\$206,867	\$6.23
Village of Lakewood	Village of Lakewood	\$1,644,995	\$7.15
Village of Mayville	Village of Mayville	\$673,764	\$7.20
Village of Falconer	Village of Falconer	\$826,091	\$8.67
Village of Westfield	Village of Westfield	\$1,226,466	\$9.70
Village of Cherry Creek	Village of Cherry Creek	\$100,450	\$10.09
Village of Sherman	Village of Sherman	\$179,012	\$10.35
Village of Brocton	Village of Brocton	\$299,468	\$10.96
Village of Sinclairville	Village of Sinclairville	\$144,233	\$11.35
Village of Silver Creek	Village of Silver Creek	\$1,239,559	\$15.52
Village of Fredonia	Village of Fredonia	\$2,684,816	\$32.73

Mortgage status

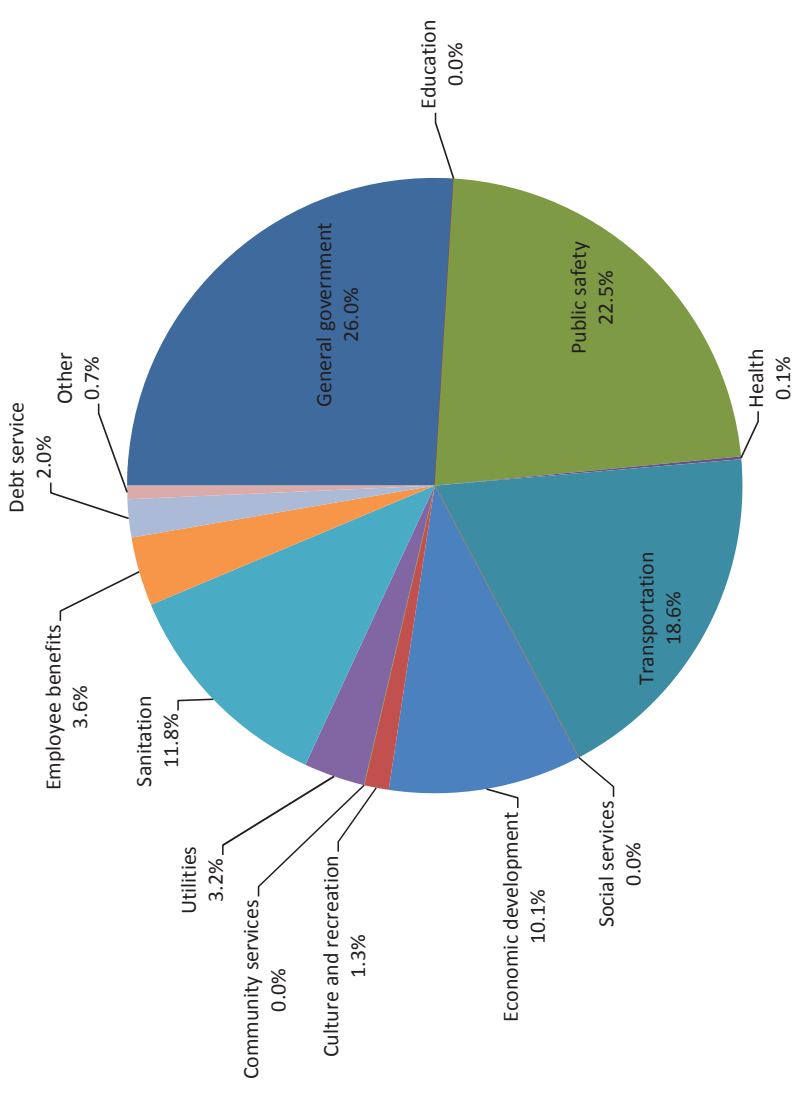


Average annual revenues, 1996-2013

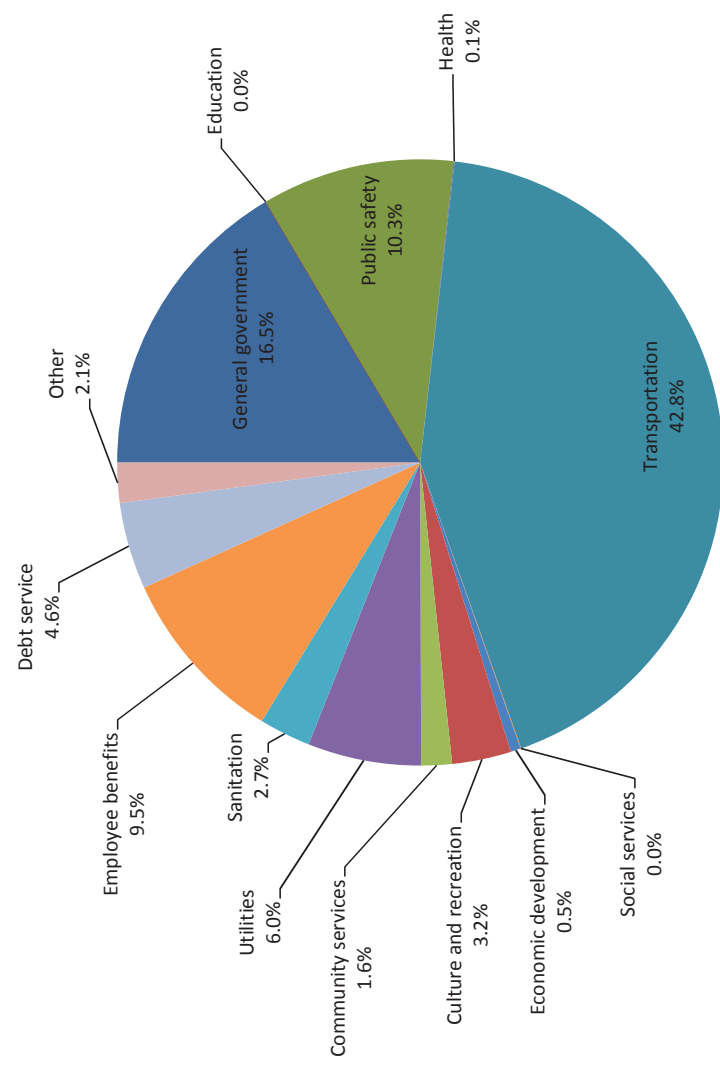
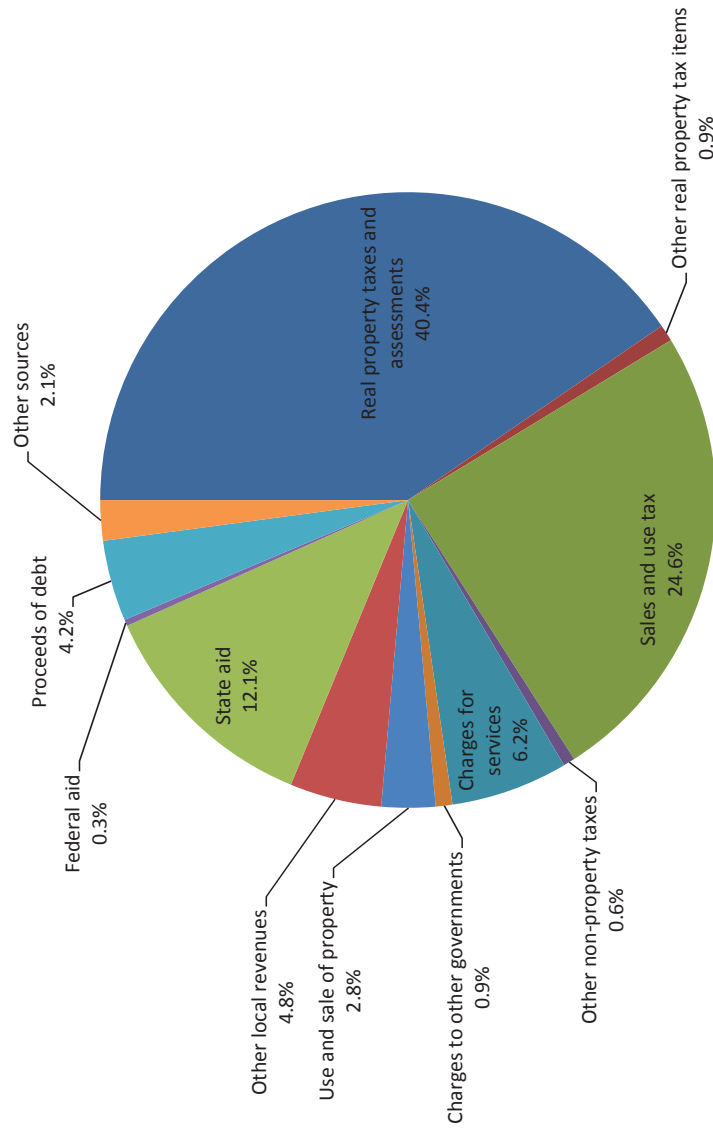


Town of Dunkirk

Average annual expenditures, 1996-2013

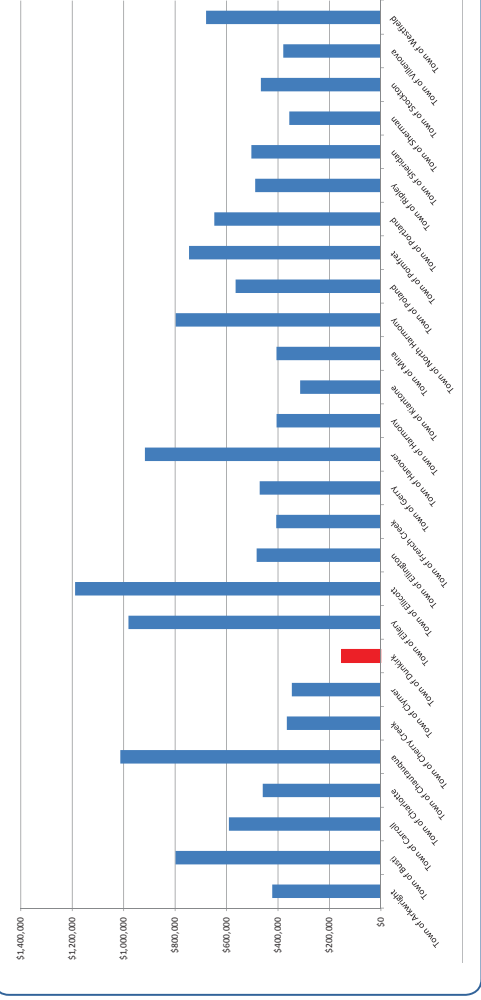


Other Chautauqua County towns

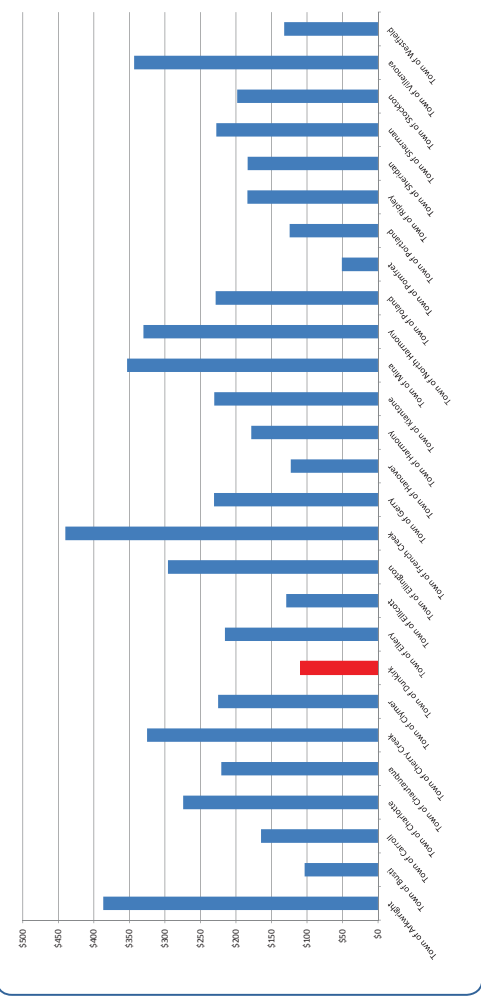


Town of Dunkirk Comprehensive Plan: Transportation

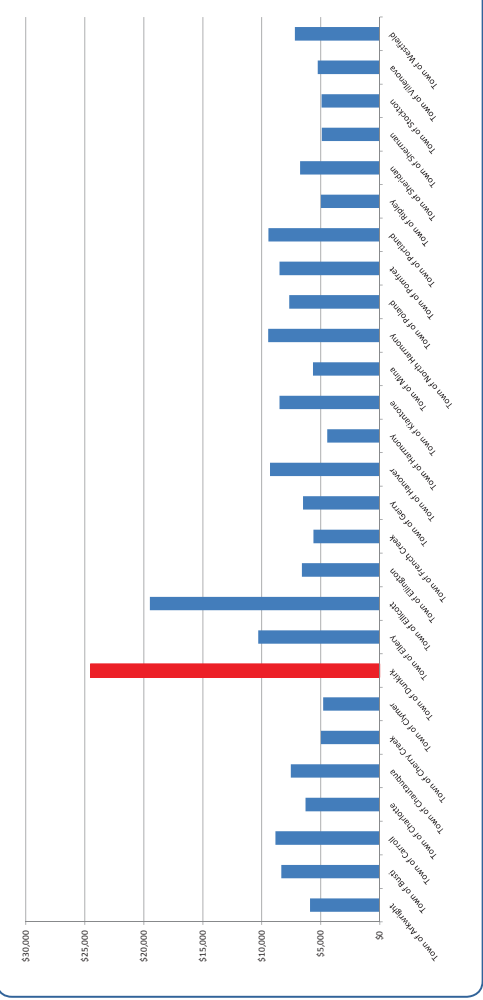
Average annual transportation expenditures (total), 1996-2013



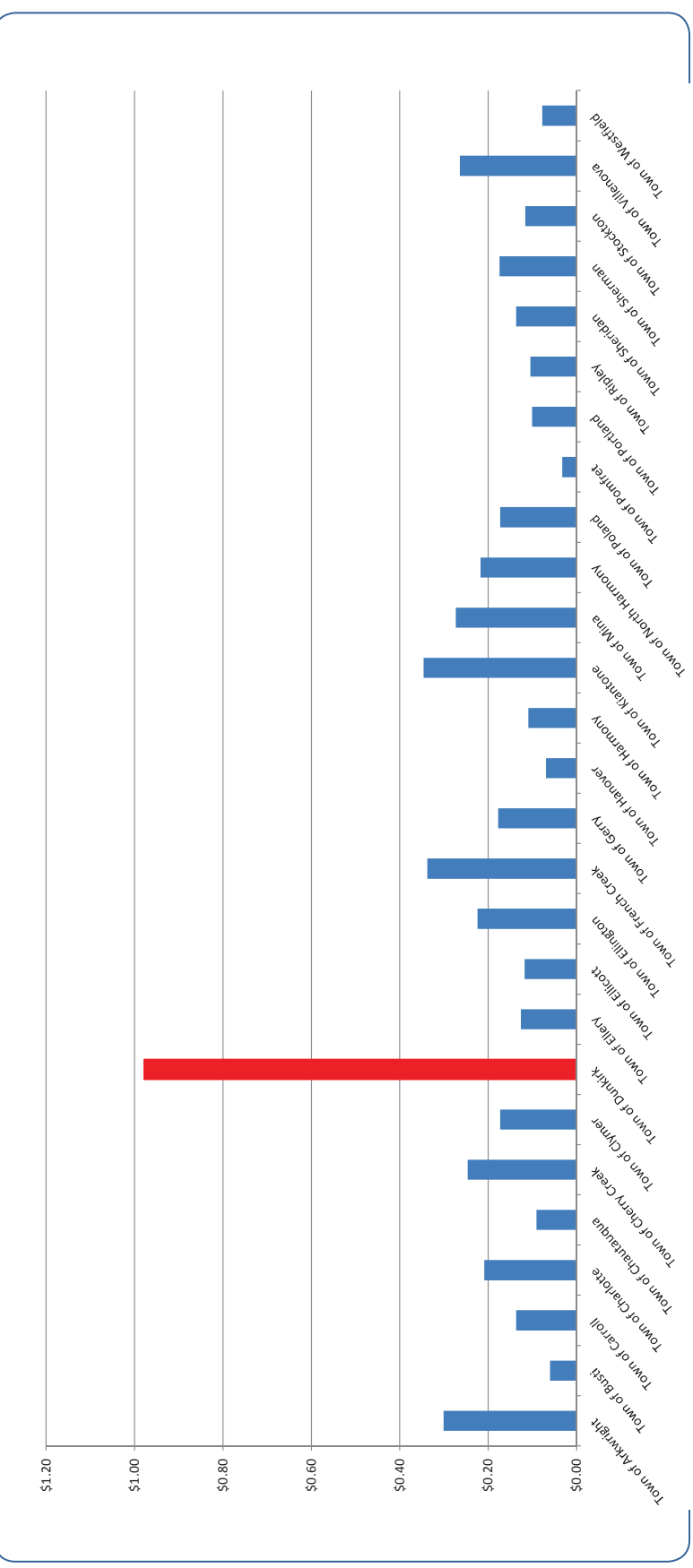
Average annual transportation expenditures per person, 1996-2013



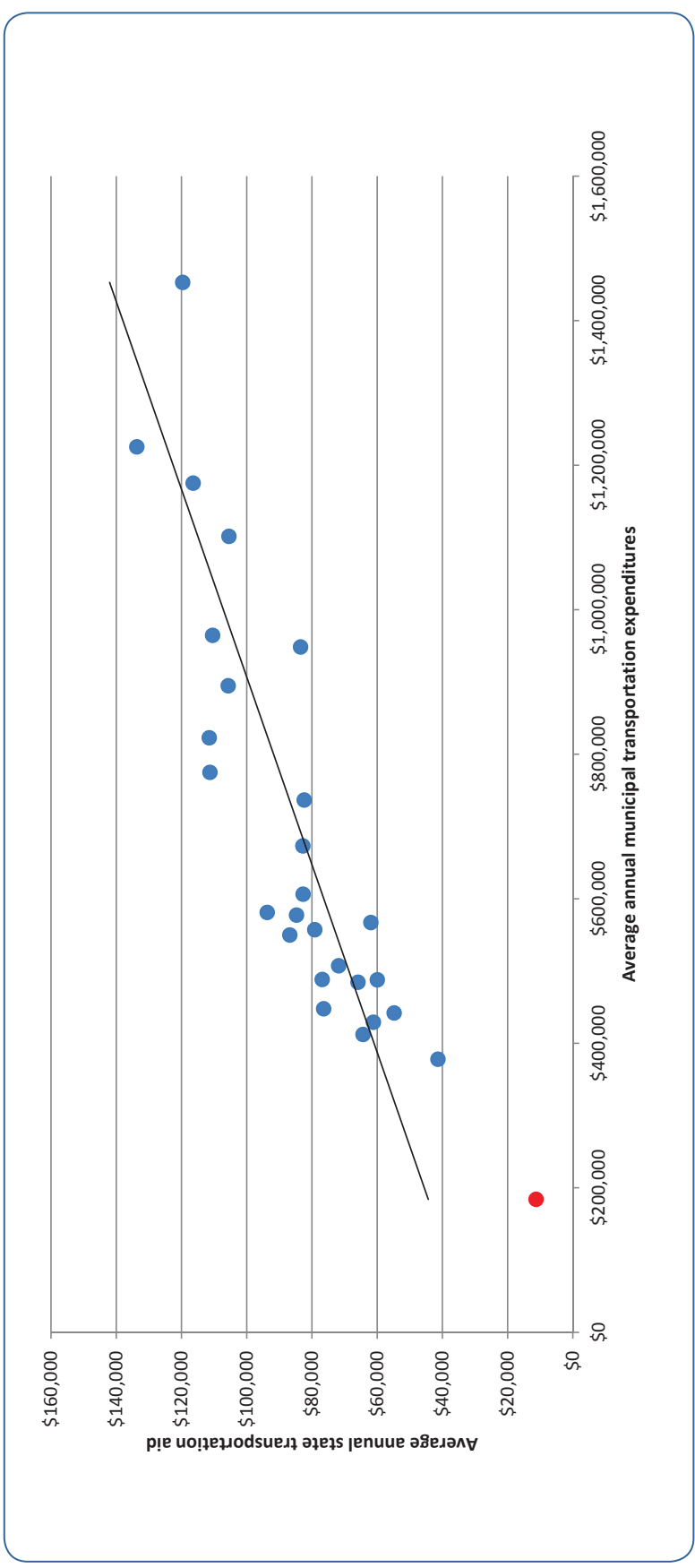
Average annual transportation expenditures per square mile, 1996-2013



Average annual transportation expenditures per person, per square mile, 1996-2013



State transportation aid and municipal transportation expenditures, 1996-2013





Legend

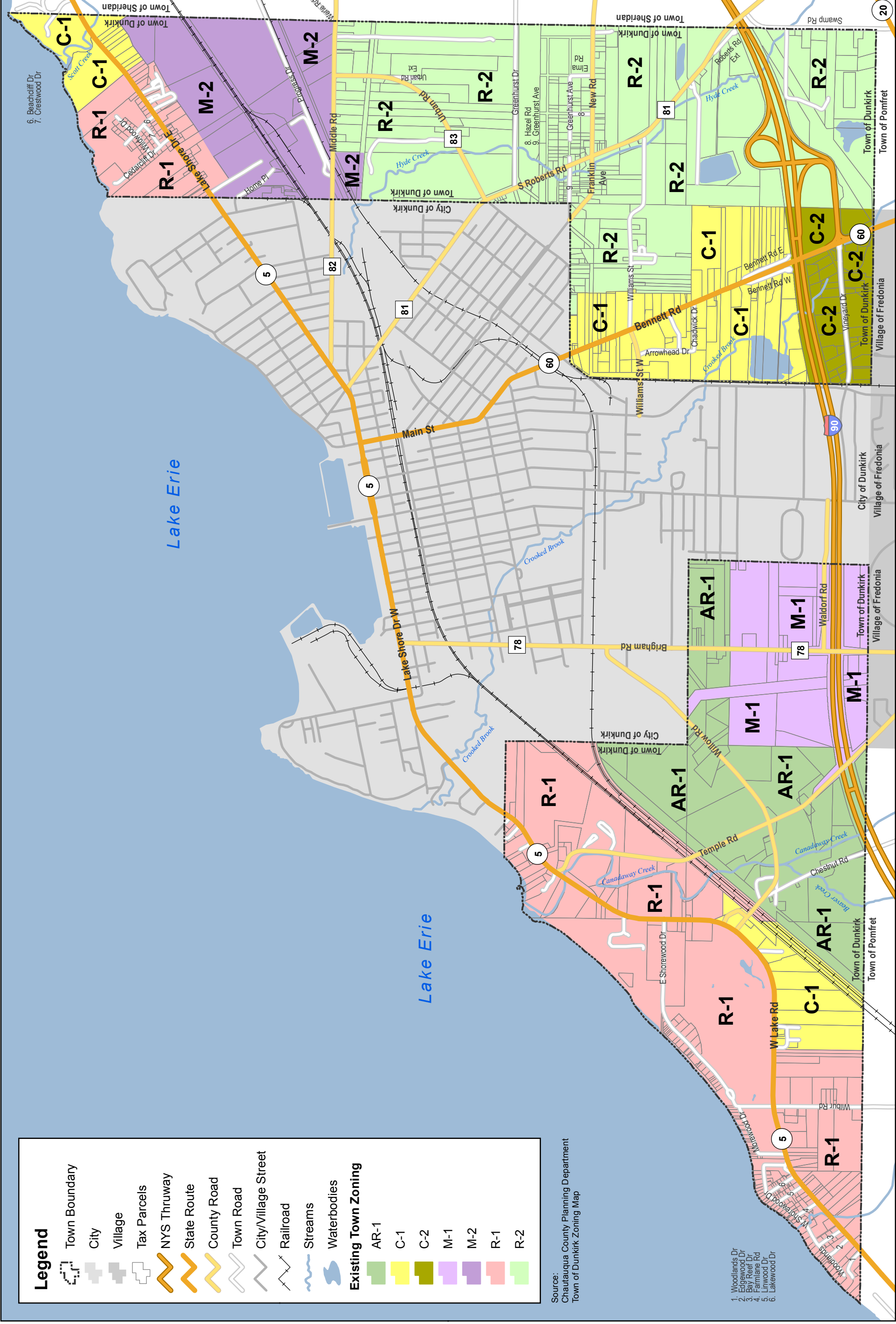
- Town Boundary
- City
- Village
- Streets
- Railroad
- Waterbodies

Land Use Classification Code 2014

- Missing Data
- Agricultural
- Residential - Single Family
- Residential - Other
- Apartments
- Vacant
- Commercial
- Recreation and Parks
- Community Services
- Industrial
- Utilities and Public Services

Source: Chautauqua County

1. Woodlands Dr
2. Edgewood Dr
3. Bay Reef Dr
4. Farmlane Rd
5. Linwood Dr
6. Lakewood Dr



Legend

- Town Boundary
- City
- Village
- Tax Parcels
- NYS Thruway
- State Route
- County Road
- Town Road
- City/Village Street
- Railroad
- Streams
- Waterbodies

Existing Town Zoning

- AR-1
- C-1
- C-2
- M-1
- M-2
- R-1
- R-2

Source:
 Chautauqua County Planning Department
 Town of Dunkirk Zoning Map

1. Woodlands Dr
2. Edgewood Dr
3. Bay Reef Dr
4. Fairlane Rd
5. Linwood Dr
6. Lakewood Dr

Town of Dunkirk Comprehensive Plan: Community Character

Agrarian Character



Environmental Character



Essential Facilities



Commercial



Rural Residential

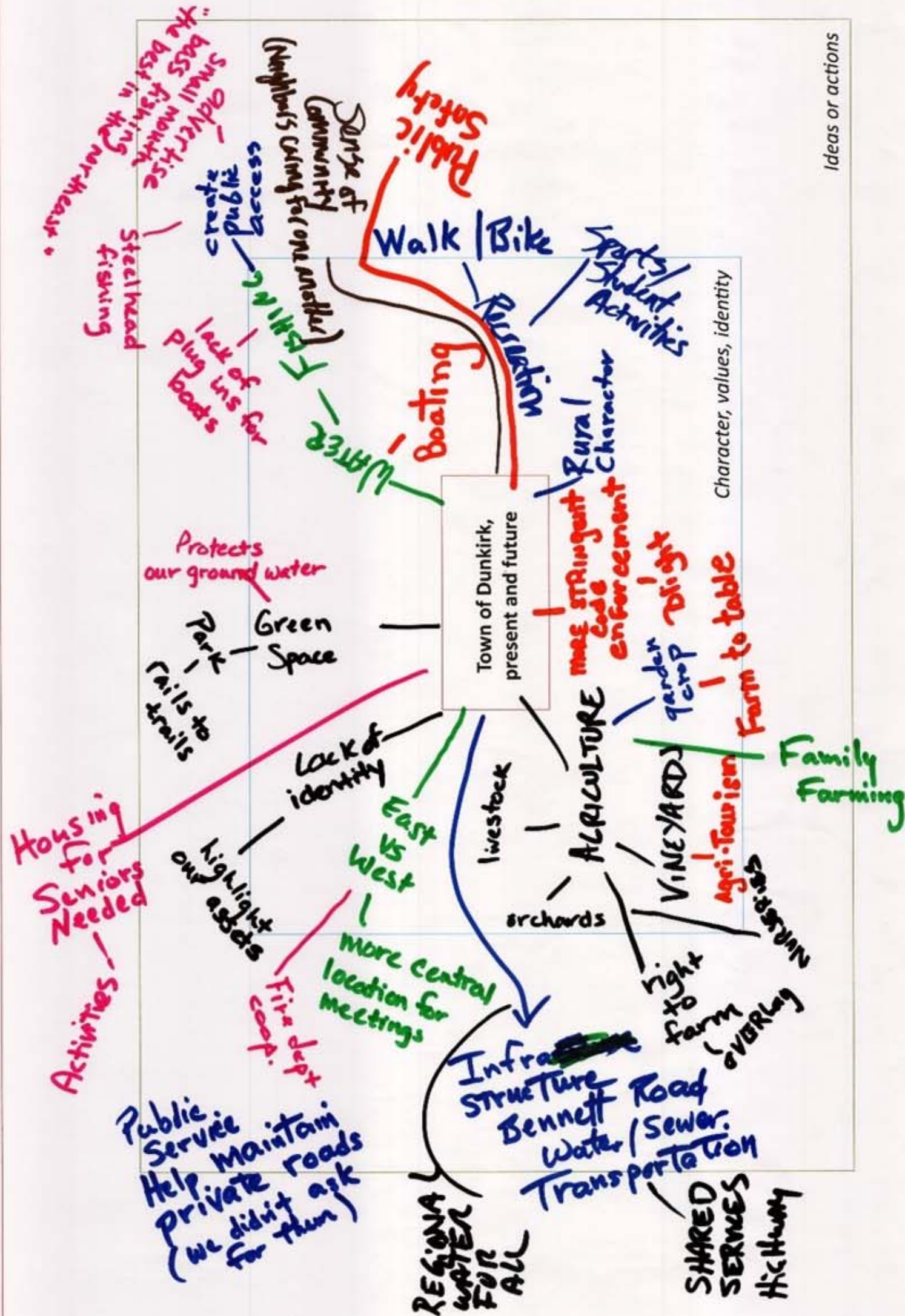


Open Space



Rural Residential



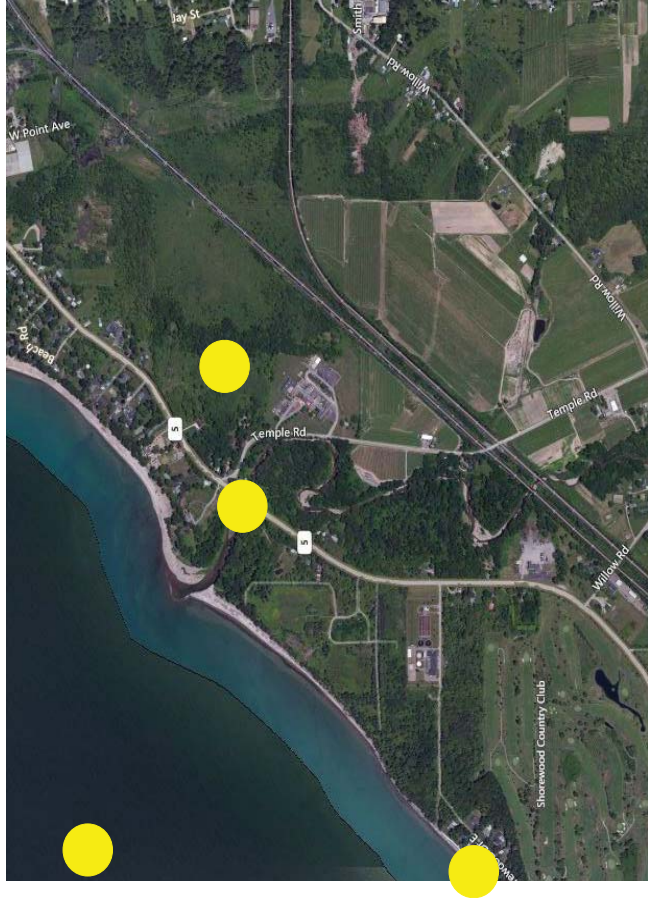


Ideas or actions

Desired outcomes

Town of Dunkirk Comprehensive Plan: Development Opportunities [as suggested by 11/11/14 public meeting attendees]

West town, waterfront/inland



Brigham Road



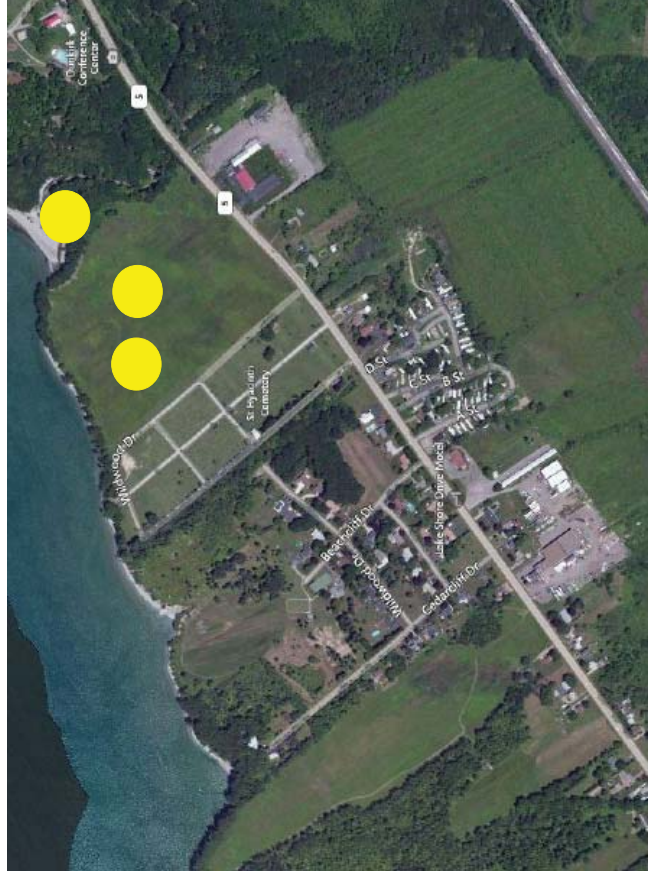
Bennett Road



Vineyard Drive



Lake Shore Drive East



West town, industrial areas



(and other infrastructure)

The intersection at _____ and _____ needs to be improved!

What would you change, and why?

- Rt 60 & Williams St – need a light, too many accidents
- 2 way left turn lane – Bennett & College – connect foot & auto traffic
- Williams & 60 – needs a light, many accidents, times 2 residents input
- “Suicide” land at Vineyard Dr is unsafe
- Vineyard Dr needs a ped. Crossing
- Doty light should be moved up to Williams

Municipal investments in _____ offer great value to Town residents.

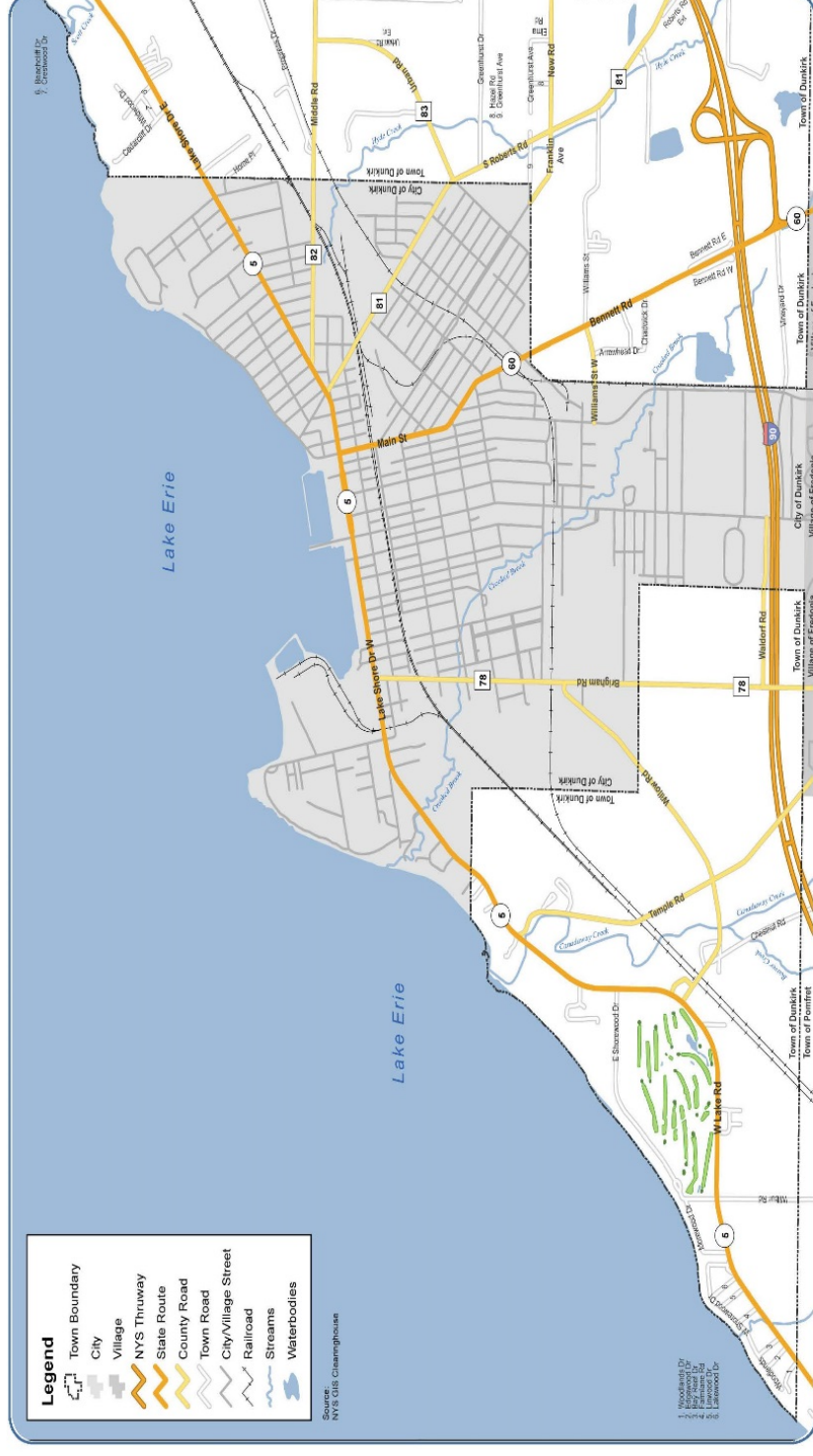
How can we make our resources go furthest?

- Water – Water lines / potable water access – Rt 5/Roberts Rd
- Regional water system
- Infrastructure
- Municipal water lines, replace & added
- Safety for peds (and vehicles)

When it comes to transportation, the Town should prioritize _____.

What is your greatest concern?

- CARTs buses
- Walkway along Rt 60 T-way overpass
- Increased scheduled for CARTS bus service in town & city
- Sidewalk on Bennett Rd over Thruway overpass
- Sidewalk on Vineyard
- Crosswalk on Vineyard
- Wider median at Roberts (past New Road) should be continued



Recreational opportunities for _____ need to be _____ !

What would you change, and why?

- Youth, developed
- Visitors, highlighted
- Canadaway Creek, expanded (handicap accessible, raised walkway)

Municipal investments in _____ offer great value to Town residents.

How can we make our resources go furthest?

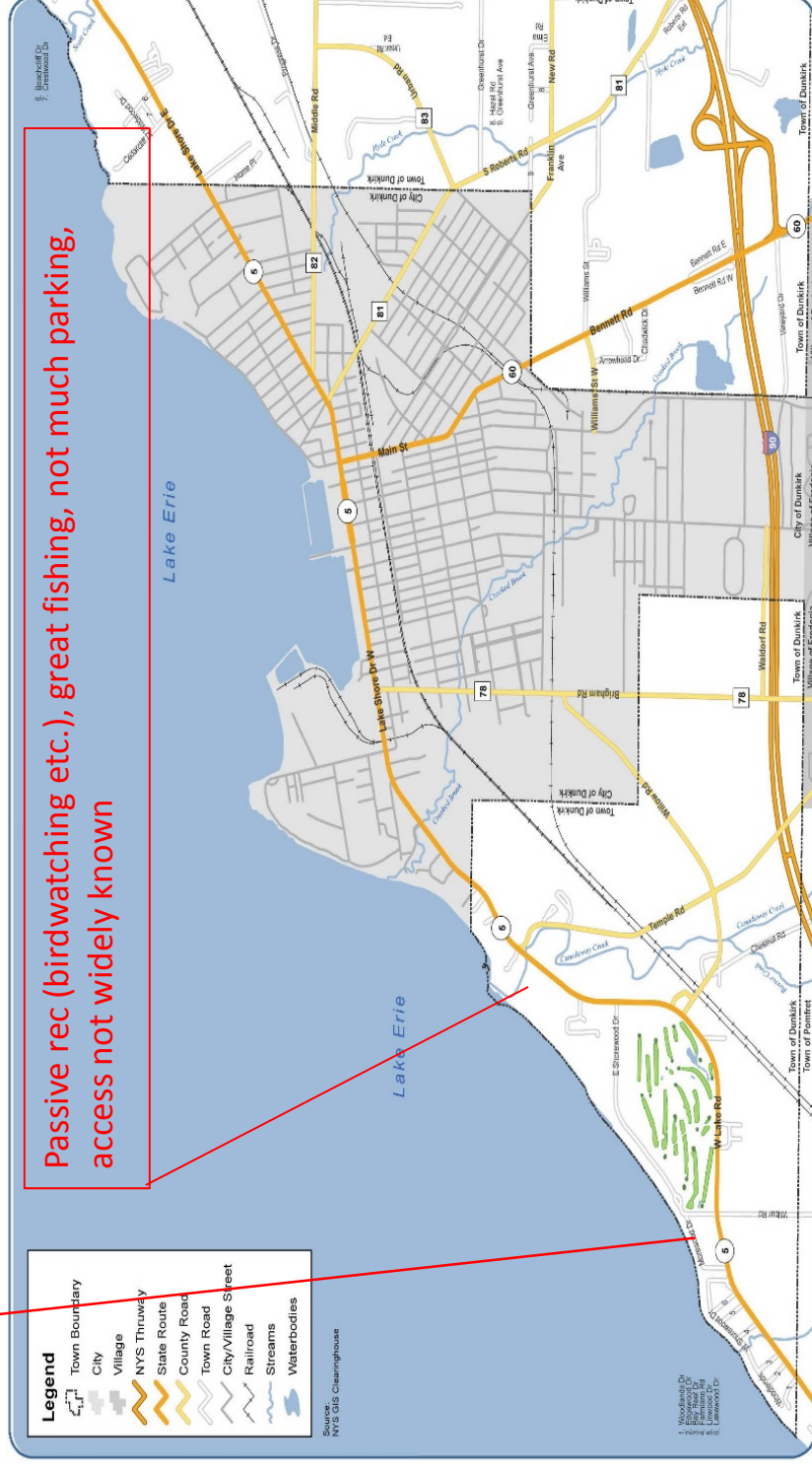
- Parking access at boat ramp near Shorewood
- Water (drinking)
- Water (to provided business/food processing opportunity)

Shorewood boat access is underutilized because of lack of parking – town should consider purchasing the property for sale adjacent

When it comes to recreation, the Town should prioritize _____.

What is your greatest concern?

- Greenspace/picnic/family-oriented space
- Lake is a great recreational asset
- Multiuse facility for indoor softball/volleyball/soccer and hockey & ice skating
- Lake access for recreational options
- Preservation of recreational land
- Lets get some input from young people



The Town's _____ (resources) need to be _____ !

What would you change, and why?

- Water resources need to be improved, need new water pipes old and rusty
- Natural resources, protected
- Natural buffers that help w rain water events
- Lakefront, highlighted

Municipal investments in _____ offer great value to Town residents.

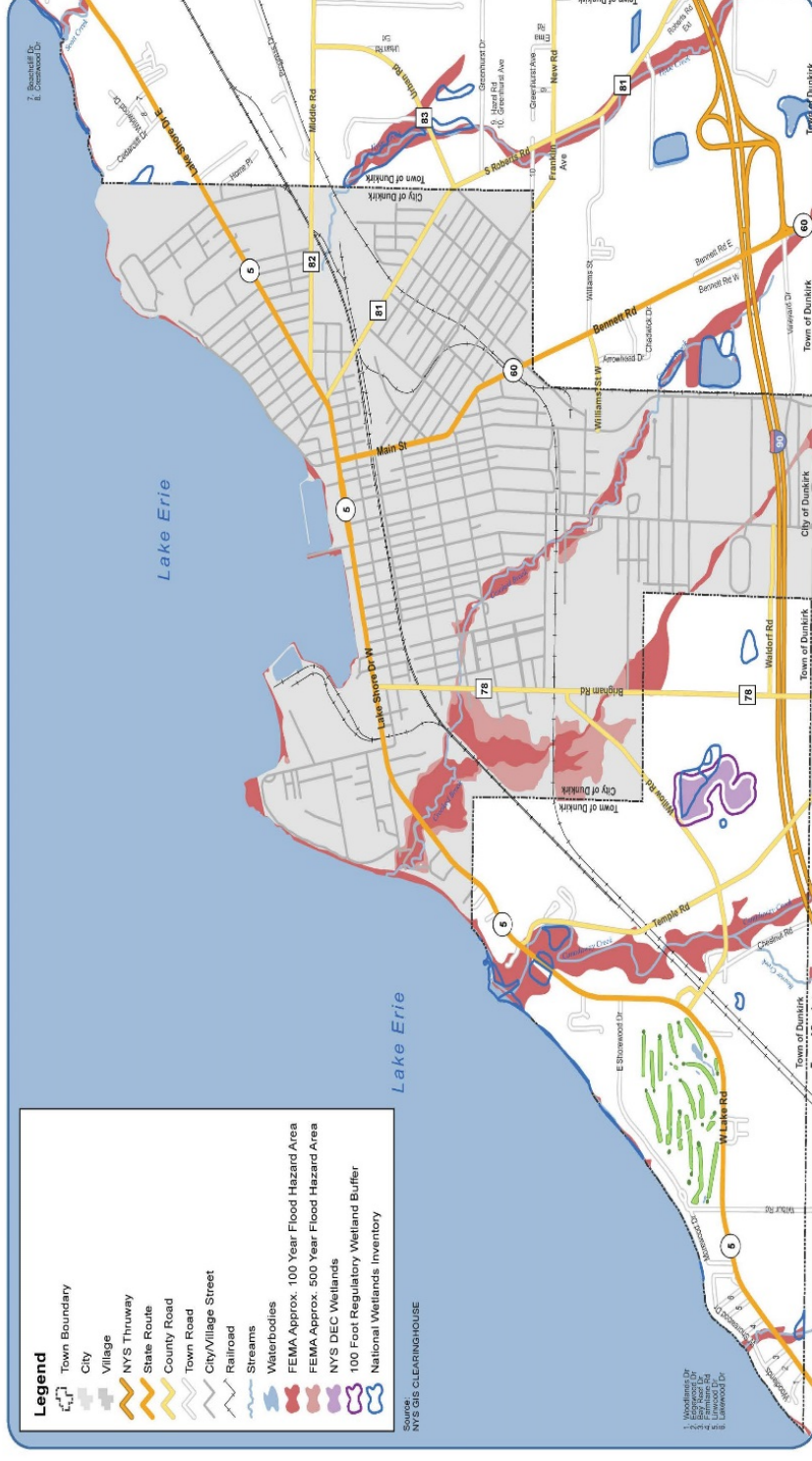
How can we make our resources go furthest?

- Flood prevention and mitigation
- Sewer infrastructure upgrades esp. on East side

When it comes to natural resources, the Town should prioritize _____.

What is your greatest concern?

- Improved communication between state/fed agencies and town/landowners
- Walkway along Canadaway Creek
- Flood prevention at Willow Road
- Regional approaches to regional problems (water/sewer, flooding, energy)



Vision statement: “The Town of Dunkirk will be recognized for its high quality of life, its safe, attractive, and affordable environment, and its diverse economic opportunities.”

Goals:

Please use stickers to vote: I like it I don't like it

- o Facilitate development that is compatible with existing land uses and community character
- o Prioritize development that capitalizes on existing infrastructure
- o Ensure that development initiatives protect valuable natural resources and open space
- o Ensure the safety and accessibility of roadways in the town for drivers, pedestrians, and cyclists
- o Maintain the condition and accessibility of municipal facilities
- o Expand opportunities for recreational access to Lake Erie
- o Maintain low property tax rates

