

# PENN YAN

PARKS + RECREATION

## MASTER PLAN



JUNE 2018



# ACKNOWLEDGMENTS

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# OVERVIEW + PURPOSE

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This plan updates the Village of Penn Yan's 2010 Parks and Recreation Master Plan, and serves as an addendum to the 2016 Comprehensive Plan.

In recent years, the Village has worked to improve its park facilities—updating multiple playgrounds, undertaking studies and plans, and procuring grants and donations. Despite this progress, some of the Village's recreation equipment remains in disrepair, game and practice fields space is limited, and existing assets are not being used to their fullest potential.

To address these and other deficiencies and to capitalize on recent parks-related momentum, this plan recommends a series of small-to-large-scale projects intended to be implemented over the next 5 to 10 years. Informed by community feedback and an in-depth analysis of existing site conditions, the recommendations included in this plan are specifically tailored to Penn Yan's needs. They serve as a component of the Village's broader strategy to improve community health and quality of life, promote tourism, and ultimately transform Penn Yan into an attractive destination to live, work, and visit.





## STUDY AREA

The Village of Penn Yan is located in Yates County on the northeastern tip of Keuka Lake. The study area for this plan is coterminous with the Village boundaries, encompassing 1,500 acres and 5,000 residents.

Within the study area, there are more than 80 acres of parkland and 1.5 miles of trails, with recreational offerings ranging from playgrounds to baseball fields to boat launches.

### Recreation in Penn Yan

Whether they walk their dog along the Outlet Trail, watch their children play on the playground at Red Jacket Park, or take their boat out on Keuka Lake, most Village residents make use of Penn Yan's recreational offerings and enjoy its natural resources in one way or another. Organized sports also interest Village residents, many of whom watch their children play Little League games at the Elm Street Sports Complex, play in the adult softball league themselves at Larham's Field, or show their support for the local high school sports teams.

Residents' frequent use of the Village's recreational facilities demonstrates their interest in and support for improving Penn Yan's existing parks. The benefits of improved parks will also extend to those who do not frequent the parks—enhancing quality of life more broadly, promoting healthy lifestyles, increasing property values, and encouraging tourism spending.

### Tourism in Penn Yan

In addition to Village residents, tourists also enjoy Penn Yan's recreational offerings. A survey conducted in 2010 showed that 60 to 70 percent of those who use the Keuka Street Boat Launch, Indian Pines, and Red Jacket Parks live outside the Village, indicating just how often visitors utilize Penn Yan's parks.

However, despite the County's natural beauty, only 1% of its tourism revenue in 2015 came from recreation, suggesting that existing recreational offerings and facilities may be inadequate to attract recreation-related tourism spending. These metrics also suggest that improvements to Penn Yan's parks may enhance the visitor experience and enable the Village to capture more of the County's annual \$65 million in tourism revenue.



## BENEFITS OF PARKS

-  access to parks increases frequency of exercise
-  exposure to nature makes people healthier and happier
-  parks increase nearby property values
-  parks attract tourists and residents
-  parks help control stormwater runoff and mitigate air pollution
-  parks help create stable neighborhoods and promote strong communities
-  parks are linked with reduced crime



## VISION AND GOALS

This plan follows from, work toward, and expands on the findings of the Village's 2016 Comprehensive Plan. In regard to recreation, the 2016 plan recommends specific actions to improve the value of the Village's parks and recreation facilities for current and future users. These actions include:

- fostering additional passive and active recreational opportunities along the waterfront

- implementing a fee process for groups and programs using Village-owned parks and recreation facilities

- working with the County and School District to designate a single point-of-contact for recreational programming

- creating a comprehensive community calendar of recreational programming events currently being offered by local groups and institutions

- ensuring that recreational programming opportunities are available for residents of all ages

## COMMUNITY ENGAGEMENT

Community feedback is critical for making appropriate recommendations that address the needs of Penn Yan's parks as identified by those who use the parks most often. In order to make progress towards implementing these recommendations, residents, property owners, elected officials, and local organizations must have a vested interest in the success of the parks and recreation system. Community members must also become partners in implementing these recommendations—showing local leaders how much they support the projects, volunteering time to help build projects, fundraising and donating money to finance the projects, and encouraging others to become involved as well.

### Youth Outreach

Since children and teens are some of the main users of parks and recreation facilities, the project team held an outreach event on March 9th, 2018 specifically for Penn Yan Academy students. Besides using the Outlet Trail as a running route, the high schoolers said that they generally do not use the Village's parks—suggesting a possible lack of teen-oriented activity options. The high schoolers, many of whom do not have cars or are not yet old enough to drive, also noted the importance of walkability between activity centers, emphasizing the need for a comprehensive network of sidewalks and crosswalks.



## COMMUNITY ENGAGEMENT

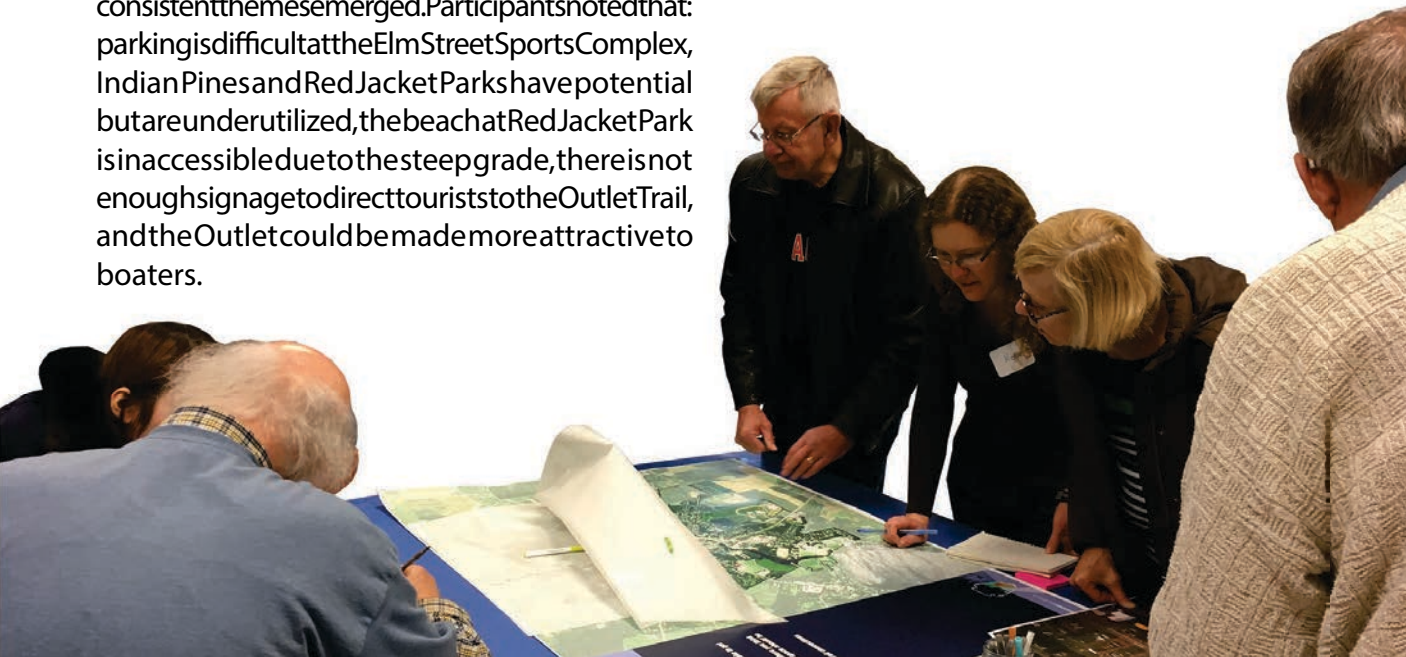
### Community Workshop #1

On March 10th, 2018, the project team held a community workshop open to all Penn Yan residents and interested parties. Over thirty people attended the workshop, and provided feedback at three, interactive stations. At the brainstorming station, participants were asked to identify the strengths, weaknesses, opportunities, and threats associated with Penn Yan's parks. At the mapping station, participants drew where they lived, their typical walking and commuter routes, and their design suggestions for parks and connectivity. Finally, at the prioritization station, participants voted on their favorite preliminary project ideas.

From the feedback collected at these stations, some consistent themes emerged. Participants noted that parking is difficult at the Elm Street Sports Complex, Indian Pines and Red Jacket Parks have potential but are underutilized, the beach at Red Jacket Park is inaccessible due to the steep grade, there is not enough signage to direct tourists to the Outlet Trail, and the Outlet could be made more attractive to boaters.

### Community Workshop #2

The second community workshop was held on April 21st, 2018. It focused on collecting feedback regarding project ideas and on cultivating community commitment to advancing these projects in the future. In order to foster a sense of community ownership and responsibility over this plan, participants were asked which local groups and organizations might be willing to lead or contribute to the implementation of recommended projects. Many people noted that the Rotary Club, the Lions Club, and the Masons are often involved in community improvement projects. Participants also brainstormed creative fundraising ideas such as a pay-to-run 5K race and an annual dog walk along the Keuka Outlet Trail.



## PROJECT PRIORITIZATION

At the first community workshop, participants were each given three "Penn Yan dollars" to vote on their favorite preliminary project ideas out of a total of seven options. The results are shown below:

votes	project idea
16	pedestrian bridge across water to connect Indian Pines Park to hotel
16	boardwalk across marsh from Sports Complex to Indian Pines
12	address accessibility issues at Red Jacket beach
11	increase connectivity between the Outlet Trail and downtown
7	extend Outlet Trail from Liberty Street south to Red Jacket Park
3	create more small-scale neighborhood parks
2	add more signage and other amenities along the Outlet Trail

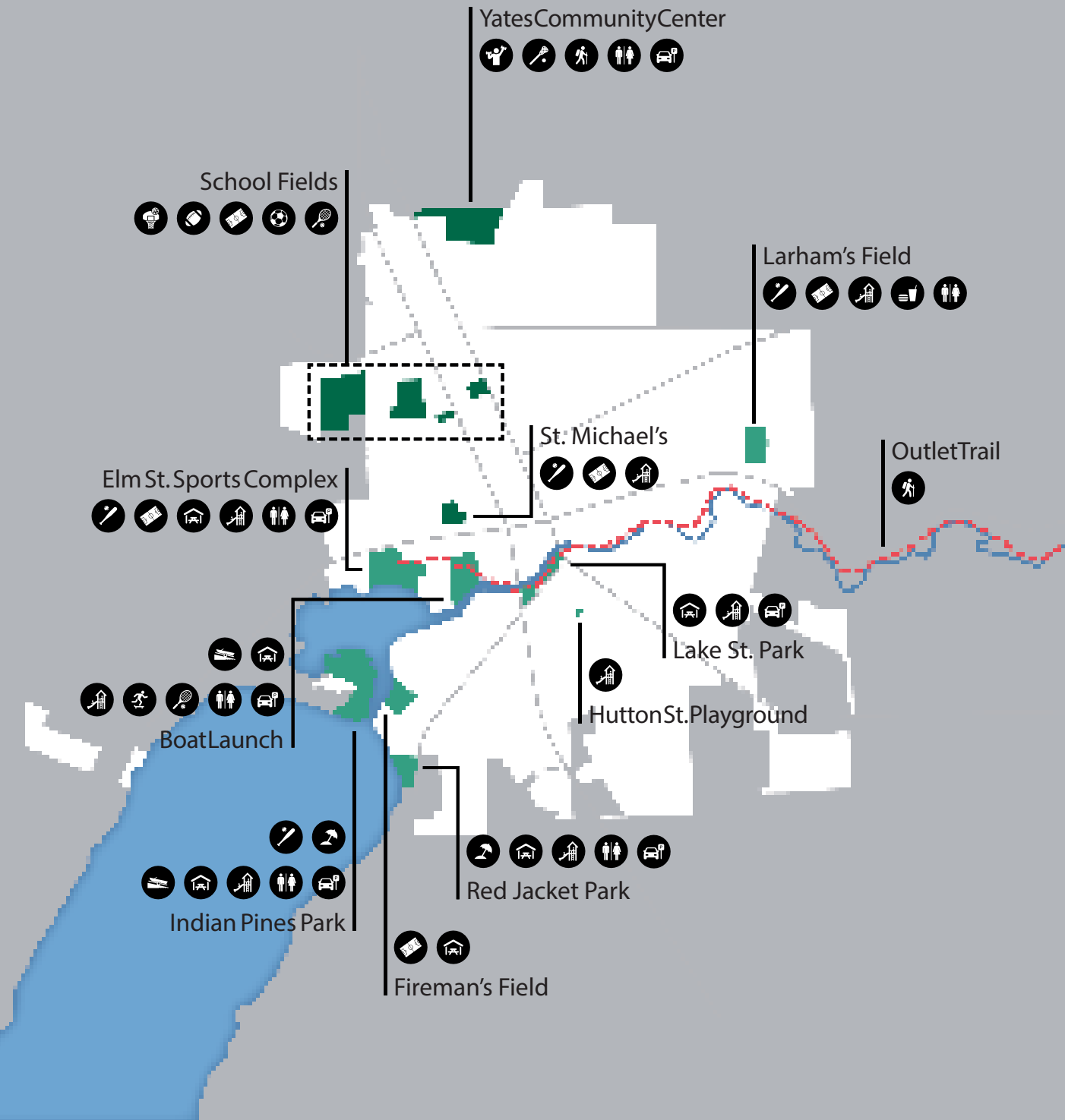




# EXISTING CONDITIONS

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Existing conditions of parks and trails within the Village were assessed through site visits and aerial imagery analysis. These observations were used to inventory the Village's existing recreational offerings, and to help the project team identify a foundation from which to work.



## LEGEND

- Village of Penn Yan
- Village-owned parks
- other park facilities
- Keuka Outlet Trail

## Recreational Offerings

- baseball/softball field
- basketball court
- beach
- boat launch
- concession stand
- fitness center
- football field
- lacrosse field
- multi-use field
- parking
- pavilion
- playground
- restroom
- skate park
- soccer field
- tennis court
- trail



## RED JACKET PLAYGROUND

The playground at Red Jacket Park was updated in May of 2017 to better accommodate children with special needs. The \$70,000 project was jointly funded by the Penn Yan Lions and Elk Clubs, and was constructed by volunteers during a 2-day work session. The community initiative to fund and construct this project exemplifies residents' interest in and support for park-related improvements as well as their drive to effect meaningful change.

**\$70K  
RAISED**



**VOLUNTEER  
CONSTRUCTED**

## VILLAGE-OWNED PARKS

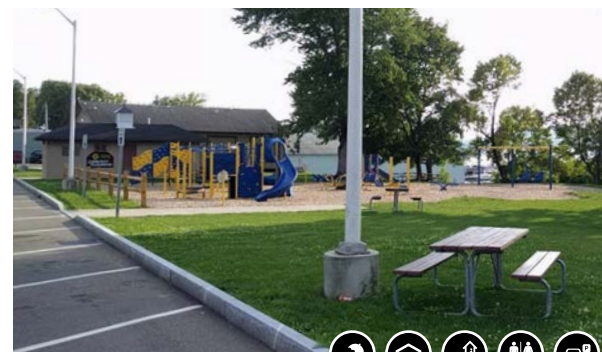
### Indian Pines Park

Located on the western side of the entrance to the Keuka Lake Outlet, this park acts as an important gateway into Penn Yan for boaters and is also one of the Village's most popular parks. This park features a beach along Keuka Lake, a picnic pavilion, a playground, open greenspace, an informal boat launch, and a nearby softball field. Other amenities include a bathhouse and a parking lot.



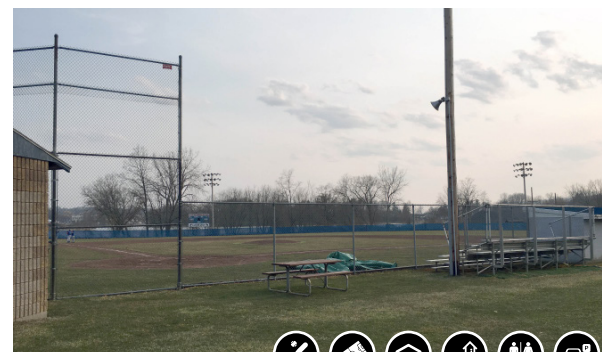
### Red Jacket Park

Red Jacket Park is located just across the Lake from Indian Pines Park, along the eastern bank. Due to its location along NYS Route 54—a vehicular gateway into the Village—this park attracts many regional visitors. The park also features a beach, a newly-constructed playground that is designed for all abilities, and an enclosed pavilion. Other amenities include benches, a bathhouse, and a parking lot.



### Elm Street Sports Complex

This recreation facility is home to Penn Yan Little League and is also the site of various sports practices. The complex includes two baseball fields and one multi-purpose field that can be used for football, soccer, lacrosse, or softball. Other amenities include a playground, two concessions stand, a pavilion, restrooms, and a parking lot. The complex also serves as the western terminus for the Keuka Outlet Trail.





## VILLAGE-OWNED PARKS

### Keuka Street Boat Launch

Located along the northern bank of the Keuka Lake Outlet, this area includes a boat launch, three tennis courts, a playground, a skate park, and a small pavilion, in addition to a bathhouse and a parking lot. The Outlet Trail traverses the site, connecting it to the Elm Street Sports Complex and Lake Street Park.



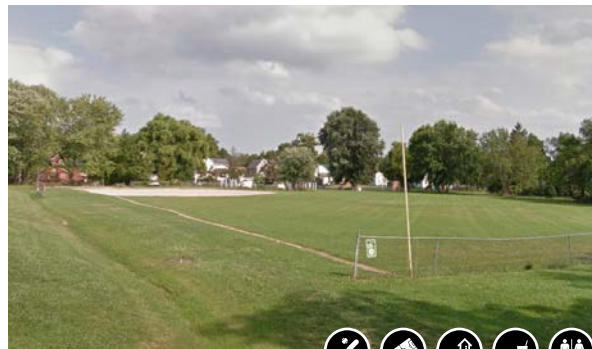
### Lake Street Park

This linear park fronts the Keuka Outlet Trail and stretches from the Liberty Street bridge to the Main Street bridge along the southern side of the Outlet. This park features a small playground, a pavilion, and barbecue grills. Other amenities such as benches and a parking lot are also provided.



### Larham's Field

This park, located off Howard Street between Florence Avenue and East Elm Street on the village's east side, is primarily used for adult softball games. In addition to a lighted softball field, the park includes another multi-purpose field and a small playground. Other amenities include a concession stand with restrooms and picnic tables. There is no formal parking lot at this site.



## UPDATING THE SKATE PARK

While the Village provides many playgrounds and activities for children, activities for teens are less numerous, leaving the skate park as one of the only recreational offerings specifically designed for this age group.

Residents, however, have expressed concerns about past issues with crime at the skate park. To address these concerns, the skate park—which should be updated anyway to replace the rusting and vandalized equipment—could be redesigned to consider crime prevention. Design techniques that mitigate and deter crime include: using materials that are easy to clean if graffiti is applied and ensuring that the site is visible to passersby. For skate parks specifically, creating a combined basketball court/skate park can encourage more people to utilize the site, soften the perceived image of the “skateboarder,” and help transform the skate park into a healthy outlet for teens.



## NEIGHBORHOOD PARKS

Hutton Street Playground is an example of a neighborhood park, a small greenspace with relatively few amenities that is meant to serve the surrounding neighborhood. Ideally, neighborhood parks should be distributed throughout the community, so as to put residents within walking distance of at least one park facility.

In addition to neighborhood parks, most park systems also include regional parks – larger-scale parks that serve locals and attract visitors from outside the community, as well. These parks normally feature natural resources, such as lakes, streams, or waterfalls, and offer a variety of amenities and recreational activities. For these reasons, regional parks often contribute to an area's tourism economy.

### NEIGHBORHOOD PARKS

Hutton Street Playground

Lake Street Park

St. Michael's Playground

### REGIONAL PARKS

Indian Pines Park

Red Jacket Park

Keuka Street Boat Launch

## VILLAGE-OWNED PARKS

### Hutton Street Playground

This playground is a neighborhood park located at the dead end of Hutton Street. It contains a few pieces of playground equipment.



### Fireman's Field

This open greenspace is located along the Keuka Outlet, and is primarily used by the Penn Yan Fire Department for training. The field also serves as a site for youth sports practices while the large, on-site pavilion is often used for festivals.





## OTHER PARK FACILITIES

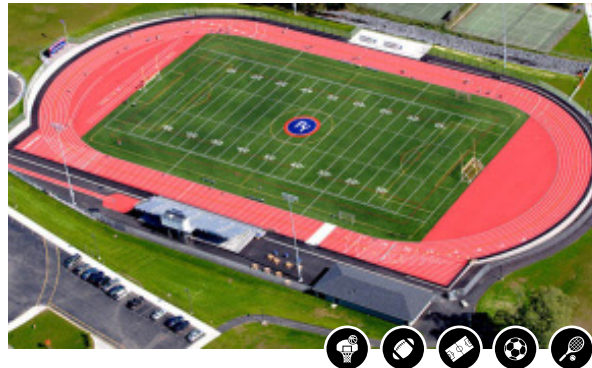
### Yates Community Center

The Yates Community Center is a non-for-profit organization that includes a fitness center, a box lacrosse field, multiple fitness trails, as well as a large open space. The County intends on formalizing this open space to create multi-purpose fields.



### School Fields

The Penn Yan School District owns various sports fields and recreational facilities across its elementary, middle, and high schools. Collectively, there are approximately 11 acres of multi-purpose fields, 6 acres of football and soccer fields, as well as tennis and basketball courts.



### St. Michael's Playground

St. Michael's Private School owns a small playground off Keuka Street that offers two playground areas and a multi-purpose field.



## COMMUNITY CENTER PLANS

The Yates Community Center, in partnership with Penn Yan Youth Lacrosse and Yates County Youth Soccer, is applying for a grant through the New York State Office of Parks, Recreation & Historic Preservation to create a large, multi-sport recreation complex at the site. This complex would provide a centralized location for County residents of all ages to participate in different sports, and would also address issues pertaining to a lack of available space for after-school activities and youth sports programs.

The plan for the site includes:

-  regulation football field
-  regulation soccer field
-  baseball field
-  half-basketball court
-  two box lacrosse fields
-  indoor field house
-  two multi-use fields
-  pavilion
-  playground
-  walking trail

## HISTORY OF THE OUTLET TRAIL

The Outlet Trail follows the towpath of the former Crooked Outlet Canal (1833 to 1877), which provided barge access between Keuka and Seneca Lakes through a series of 27 locks. The canal served the many mills that operated along the Keuka Outlet, including Birkett Mills which still stands today at the corner of Main and Seneca Streets. When the railroad succeeded the canal as a means of transportation, the towpath of the old canal became the rail bed for the Brook Railroad (1884 to 1974). However, after Hurricane Agnes in 1974, the tracks became irreparably damaged and were removed, leaving an abandoned railroad right-of-way along the Keuka Outlet. In 1995, the Friends of the Outlet purchased much of this right-of-way outside the Village boundaries and began the process of converting it into a trail. In fact, the Keuka Outlet Trail was one of the first trails-to-trails projects in the United States.



## TRAIL NETWORK

### Keuka Outlet Trail

About 1.5 miles of the 7-mile Keuka Outlet Trail run through the Village. The trail follows an abandoned railroad right-of-way along the Keuka Outlet that connects Keuka Lake to Seneca Lake, with Penn Yan acting as the western terminus and Dresden acting as the eastern terminus. The trail is multi-modal, allowing for walking and cycling as well as other activities like snowshoeing, cross-country skiing, and horseback riding. Outside the Village of Penn Yan, snowmobiling is allowed along the trail.

This section of trail that runs through Penn Yan from the Elm Street Sports Complex to Cherry Street is paved with asphalt, and is owned and maintained by the Village. Though the trail is accessible at the Elm and Cherry Street trailheads, access from Main Street is stair-controlled, limiting ADA accessibility at this juncture. The 5.7-mile dirt and gravel section of trail east of Cherry Street is owned and maintained by the Friends of the Outlet, a not-for-profit organization.





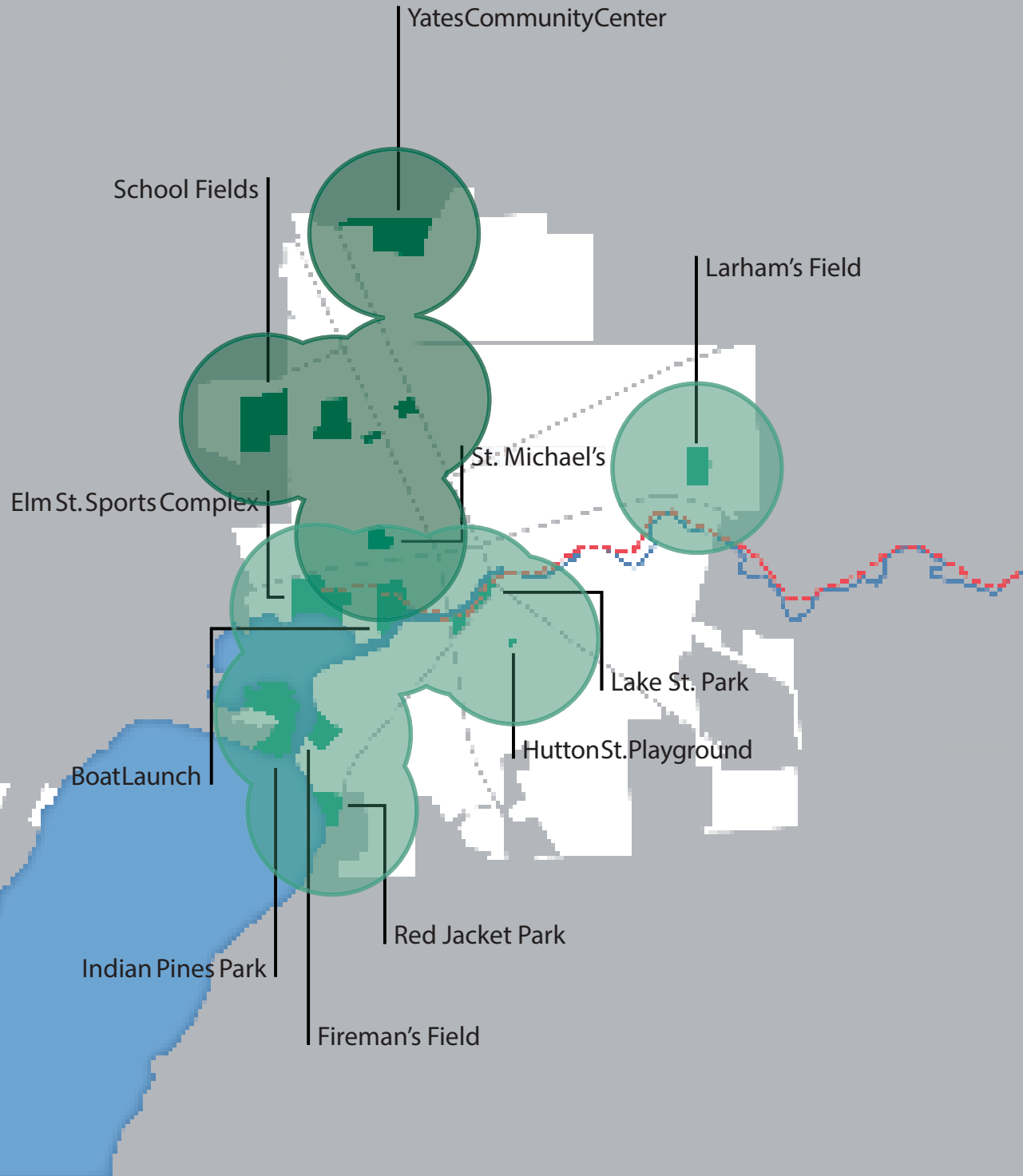




# NEEDS ASSESSMENT

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The physical relation and size of parks as well as the preferred recreational options of Villager residents are all important considerations for determining whether Penn Yan's existing park facilities meet present needs, or whether deficiencies exist. The needs identified in this section were used to inform the recommendations that follow.



## LEGEND

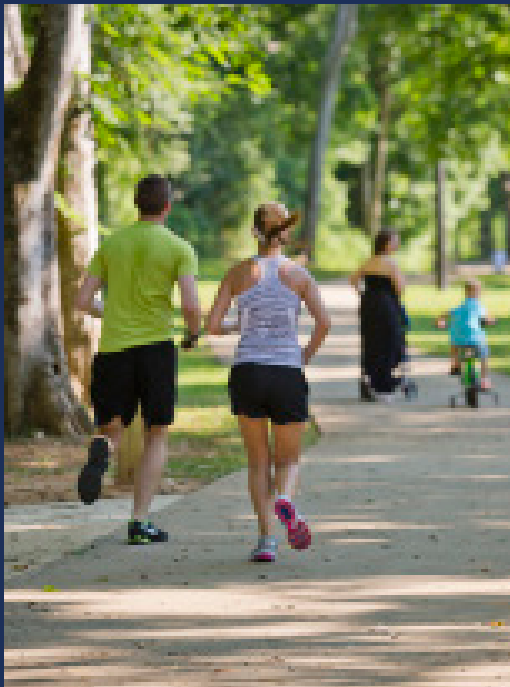
-  Village of Penn Yan
-  Village-owned parks
-  other park facilities
-  Keuka Outlet Trail

## Walking Distances

-  5-minute walk to Village-owned parks
-  5-minute walk to other park facilities

## GREENWAYS

Access to parks can be enhanced, in addition to creating new parks, by creating greenways – trail corridors that connect greenspaces, parks, and other natural areas. Compared to walking along streets, people are willing to walk longer distances on greenways, meaning that the parks they connect can be farther apart.

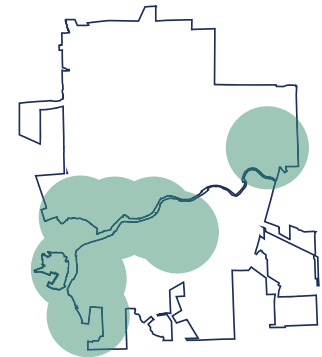


## PROXIMITY TO PARKS

Individual levels of physical activity are, in part, dependent on the proximity and accessibility of parks to people's places of residence. Those who live close to parks engage in higher levels of physical activity than those who do not. In fact, the Centers for Disease Control (CDC) found that creating new or enhancing access to existing park facilities led to a more than 25% increase in the percentage of people exercising on three or more days per week – underscoring the importance of parks for improving community health.

The generally accepted threshold for “close proximity” to parks is a quarter-mile – or a 5-minute walk – as this is the longest distance most people are willing to walk to use a park facility. Applying this standard to the Village of Penn Yan indicates that about half of the study area is within walking distance of an existing park facility. When considering only the Village-owned parks – or those that provide unrestricted public access – far less of the study area is within walking distance. In this scenario, the northern and southeastern portions of the study area are particularly underserved by Village-owned park facilities, suggesting that these areas might benefit from the creation of pocket parks and other formalized green spaces.

5-minute walk  
to Village parks



5-minute walk  
to all parks

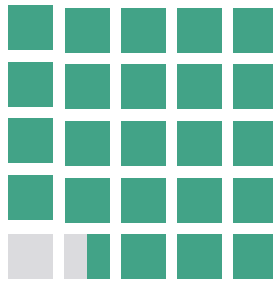


## ACRES OF PARKLAND

In addition to the location of parks throughout the Village, the size and collective acreage of these parks is important to community health and quality of life. Communities with high ratios of parkland to total land area have residents who are healthier, weigh less, and are at lower risk of obesity according to multiple studies.

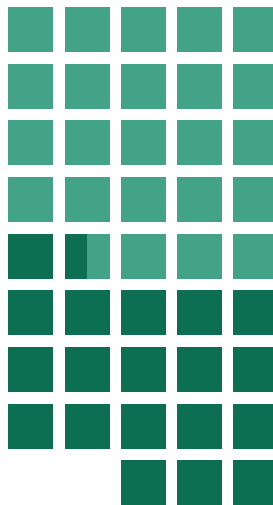
The National Parks and Recreation Association (NPRA) guideline is 10 acres of parkland for every 1,000 residents. It follows that the Village of Penn Yan would need to provide 50 acres of parkland for its 5,000 residents in order to satisfy the NPRA guideline. Considering all of its existing Village- and non-Village-owned parks, Penn Yan has approximately 86 acres of parkland, well above the guideline. However, it is probably more appropriate to consider only the Village-owned parks as these parks do not limit access to school-related uses or through membership fees. When considering only Village-owned parks, Penn Yan has 47 acres of parkland, just under the 50-acre guideline. If Penn Yan was to create additional parkland, it should consider dispersing neighborhood-scale parks in the residential areas in the northeastern and southeastern sections of the Village, as these areas currently lack nearby park space.

Village-owned parks



47/50 acres

all parks



86/50 acres

## LAND USE IN PENN YAN

The Village of Penn Yan is largely residential, with smaller concentrations of commercial uses in the downtown core and along the Lake and Main Street commercial corridors. Approximately 15% of the village's land area is vacant, and some of these vacant parcels front the Keuka Outlet, suggesting the potential for waterfront development in the future. In total, about 5.5% of the Village's land area is devoted to parks, 3% of which are Village-owned.

1500  
acres

45%  
residential

17%  
commercial

15%  
vacant

5.5%  
parks

land use



## MARKET POTENTIAL INDEX

The Market Potential Index, as shown below, can be used to determine how demand for specific activities in Penn Yan compares to the averaged demand in the United States.

Penn Yan residents' participation in sports	
fishing	53% more likely than average
football	3% more likely than average
softball	as likely as average
basketball	14% less likely than average
tennis	26% less likely than average
soccer	33% less likely than average
spending on sports equipment	
\$250+ per year	5% more likely than average
\$1-\$99 per year	3% more likely than average
\$100-\$249 per year	12% less likely than average
interest in high school sports	
watch on TV	75% more likely than average
attend in person	68% more likely than average

## DEMAND FOR RECREATION

### Participation in Sports

Assessing demand for recreational offerings is important for determining which sports and activities residents prefer to participate in and, therefore, which facilities the Villages should provide. By using the Market Potential Index (MPI) – a metric that compares sports participation in Penn Yan to sports participation in the United States – it was possible to identify recreational activities for which Village residents have an above-average demand.

Aside from fishing, playing football, and playing softball, Village residents exhibit below-average demand for common sports like basketball, tennis, and soccer. This result can be interpreted in two ways: (1) residents are simply not interested in these sports and therefore do not participate in them, or (2) residents would participate in these sports but cannot because there are not enough or are inadequate facilities to do so. Considering the condition of the tennis courts at the Boat Launch as well as the lack of regulation size basketball courts and soccer fields (outside of the Penn Yan Academy campus), it seems that the latter explanation may account for, at least in part, some of the lack of participation in these common sports.

### Spending on Sports Equipment

Penn Yan residents, compared to the national average, are more likely to purchase sports-related equipment, suggesting that Village residents are indeed interested in playing sports (if it is assumed that purchasing sports equipment is indicative of participation in sports). This demand for and willingness to buy sports equipment underscores the importance of recreation to Village residents.

### Interest in High School Sports

The MPI also shows that high school sports are of particular interest to Village residents, with Village residents being 68 percent more likely than average to attend high school sporting events and 75 percent more likely than average to watch high school sports on TV. These metrics not only demonstrate the strong community support for youth and high school sports in Penn Yan, but also highlight the need to provide adequate game and practice fields for these sporting events. Existing difficulties associated with scheduling games and practices emphasize this need for more and better maintained sports fields and facilities.



## SITE-SPECIFIC DESIGN CHALLENGES

While identifying the needs of Penn Yan's parks system as a whole is important for larger-scale considerations—like locating new parks and trails—a site-specific needs analysis provides guidance for more targeted improvements. Based on site visits, discussion with local officials, and community feedback, design challenges and considerations were identified for each of the Village-owned parks.

Maintenance-related design challenges were identified consistently across almost all parks. Though some equipment has been newly updated, other equipment—including the playground equipment at Larham's Field, Hutton Street Playground, and Lake Street Park, the workout equipment along the Outlet Trail, and the skate park at the Boat Launch—is aging and in need of either rehabilitation or replacement. The dilapidated condition of this equipment underscores the need for regular maintenance, and emphasizes the importance of ensuring that any new projects are easy to maintain. To that effect, newly-planted shrubss should require little maintenance in the way of trimming or watering while newly-built structures and equipment should be easy to clean.

These design challenges and maintenance considerations inform the conceptual redesign that follow in the [Recommended Projects](#) section.



Indian Pines Park

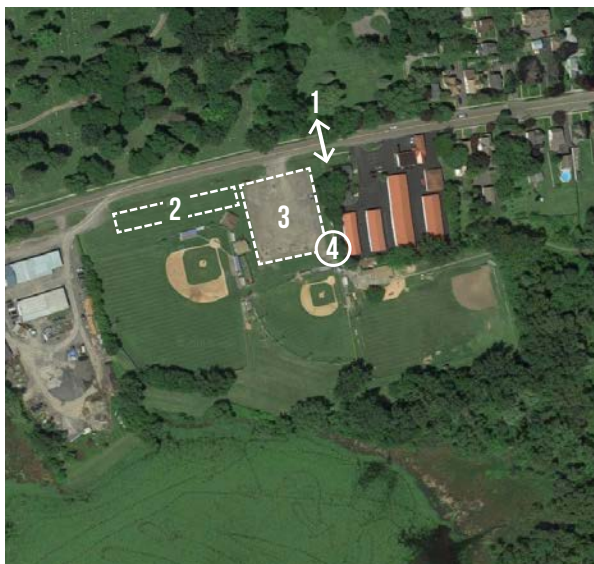
- 1 | level open space for organized recreational activities, like bocce or volleyball
- 2 | move parking lot away from beach toward street line in order to create more usable open space
- 3 | provide pedestrian connection across the Outlet to increase accessibility between Indian Pines Park and nearby Red Jacket Park
- 4 | create a welcoming gateway into the Village for boaters



Red Jacket Park

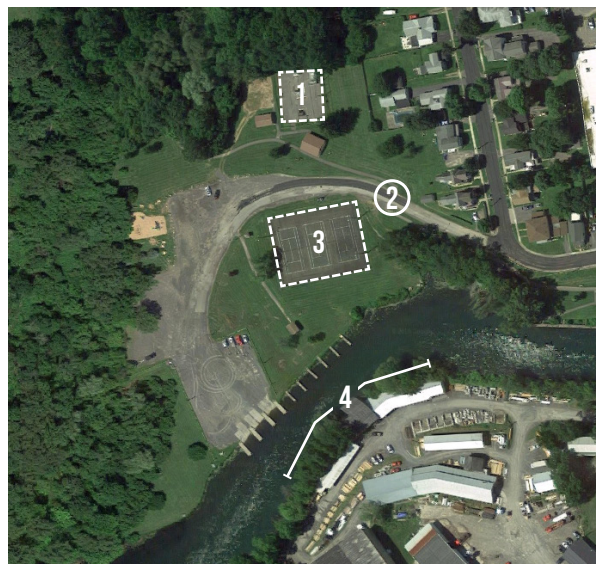
- 1 | increase pedestrian accessibility through a southward extension of the Outlet Trail
- 2 | address steep grade at beach to make it more accessible, especially for children
- 3 | consider screening the marina buildings with plantings (or a mural) to create a buffer and lessen their visual impact
- 4 | implement gateway features (signage, plantings) to welcome visitors into the Village

## SITE-SPECIFIC DESIGN CHALLENGES



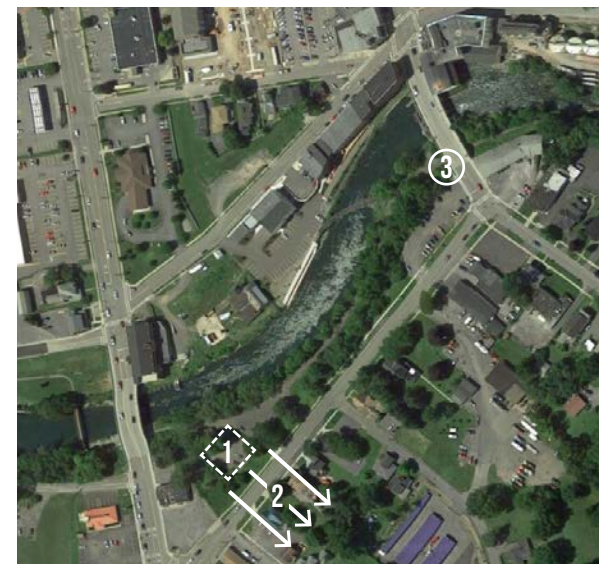
Elm St. Sports Complex

- 1 | consider a crosswalk to connect the sidewalk on the north side of Elm Street to the baseball fields
- 2 | create additional parking space along the street
- 3 | pave and re-strip the parking lot so that parking is more organized, especially during peak times
- 4 | formalize the trailhead to make it more noticeable and attractive



Keuka Street Boat Launch

- 1 | update the skate park and consider designing for crime prevention
- 2 | paint crosswalk and sign where the Outlet Trail crosses Water Street to make it more noticeable to vehicles and safer for pedestrians
- 3 | update tennis courts
- 4 | consider improving the facades of the buildings that face the Boat Launch

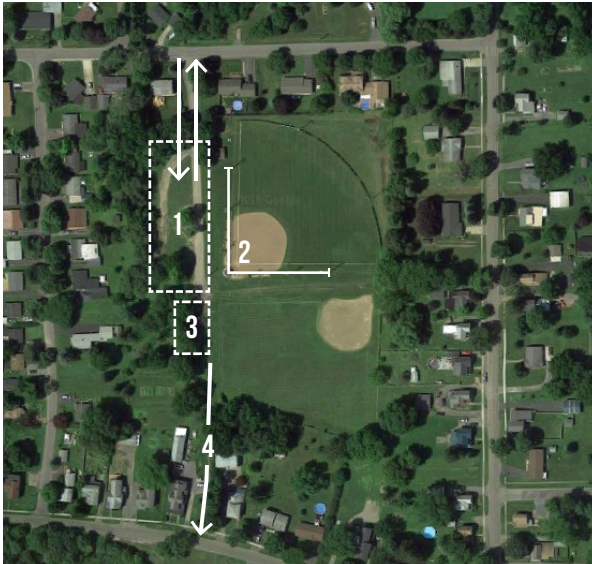


Lake Street Park

- 1 | update playground equipment
- 2 | ensure pedestrian access from playground to surrounding low-income neighborhoods
- 3 | consider an ADA-accessible ramp from Main Street down to the Outlet Trail, instead of the existing stair-controlled access

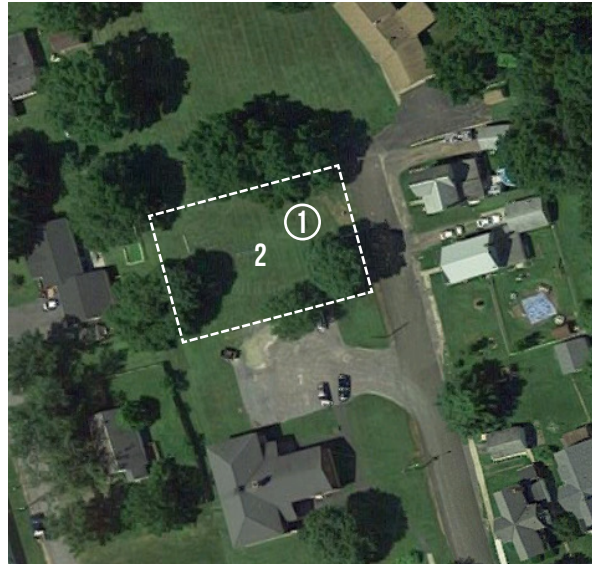


## SITE-SPECIFIC DESIGN CHALLENGES



Larham's Fields

- 1 | formalize a parking area and allow two-way vehicular circulation
- 2 | update benches and fencing at the main field
- 3 | update playground equipment
- 4 | create a trail connection from the field to the Outlet Trail



Hutton Street Playground

- 1 | update playground equipment
- 2 | or consider removing playground equipment to create a large open space



Fireman's Field

- 1 | increase utilization of this space by extending Outlet Trail along the eastern side of the water

# RECOMMENDED PROJECTS

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The following recommendations were informed by the previous site and data analyses and by feedback from community members and local officials. The projects are intended to address existing deficiencies, capitalize on assets, and help the Village achieve its goal, as identified in the 2016 Comprehensive Plan, of improving the value of parks and recreation facilities for current and future users.

In this section, the recommendations are organized according to relative size, from small-scale projects that could be locally funded with donations to medium- and large-scale projects that could be funded, at least in part, through grants. Generally, the medium- and large-scale projects require more time and funding to implement than the small-scale projects.

Within each size category, projects are prioritized based on level of community support. Projects do not necessarily have to be completed in the order in which they are prioritized; this sequence can be altered based on available funds.





## 1 | FORMALIZE THE TRAILHEAD

The Keuka Outlet Trail is a valuable asset to both residents and visitors. Residents use it to go for a jog, to walk their dogs, and to ride bikes with their kids. Visitors from around the region frequent the trail for its natural beauty and scenic resources.

Despite its significance to the region, the Outlet Trail is not particularly well-marked, especially at the Elm St. Sports Complex trailhead. Other than a small sign, there is little that calls attention to or identifies the trail as a unique attraction. Formalizing this trailhead would help legitimize the trail, enhancing its reputation as a regional asset and increasing its use.

### Design Considerations

This project recommends relocating the trailhead close to Elm Street and away from the concession stand, where the existing trailhead sign is overshadowed by advertisements and other signage. Moving the trailhead close to Elm Street would connect the trail to the sidewalk network and make it more visible from the road. Recognizability of the trailhead would also be increased by the proposed trailhead kiosk, which could include a map of the trail as well as seating. This project also calls for a bike rack, bollards to separate the trail from the parking lot, and low-maintenance landscaping.

(See Appendix for additional design specifications.)





## 2 | TRAIL SIGNAGE

In addition to the trailhead being nondescript, wayfinding signage directing people to the Outlet Trail is also lacking. Residents noted that they are often asked how to get to the Outlet Trail by those visiting from outside the Village.

The trail and the Village also have a rich history that could be highlighted by educational signage or history-related public art pieces along the trail.

### Design Considerations

Wayfinding signage to direct people to the trail should be located primarily in the downtown area, as this is a likely destination for visitors. To promote the walkability of both the trail and the Village, wayfinding signage should display distances in terms of walking times, instead of or in addition to distances in miles. These signs should be differentiated from typical road signs and could be similar in appearance to the directional signs already along the trail.

Educational signage should be placed at historically or naturally significant locations. Signage at the Elm St. Sports Complex trailhead, for example, could detail the history of how the trail evolved from a towpath to a rail bed to a trail, while signage near Birkett Mills could discuss how the Outlet helped to concentrate industry in the area. These signs provide opportunities to display culture and history in a way that attracts visitors and also enhances Village pride.



### 3 | BIKE RACKS + HITCHING POSTS

Biking, like walking, is a popular transportation alternative in the Village. Its popularity is due, in large part, to the significant Mennonite population that lives in and travels to the Village, many of whom also rely on horse-and-buggies for transportation. Providing options for bike and horse-and-buggy parking can help encourage and facilitate use of these transportation alternatives.

#### Design Considerations

This project recommends installing combined bike rack/hitching posts at popular parks and along the Outlet Trail. If possible, these multi-use parking racks should be placed away from cars, traffic, and general disturbance in order to create a comfortable environment for the horses.



existing



combined bike rack /  
hitching post

potential improvements



## 4 | BOAT LAUNCH SEATING

The Keuka Street Boat Launch is one of the Village's most well-used recreation facilities, and is especially popular with visitors. Its appearance, however, can be less than inviting. The on-site tennis courts and skate park are in need of repair, and the dilapidated buildings across the Outlet detract from what would otherwise be a picturesque view.

### Design Considerations

This project recommends additional seating and landscaping at the Boat Launch to create a more welcoming environment and to provide a rest area for those who are fishing or waiting to go out on the Lake.

This project is intended to act as a first step towards revitalizing the Boat Launch. It will support and be supported by other recommendations included in this plan, like rehabilitating the tennis courts, and would also benefit from other projects like updating the skate park and beautifying the facades on the eastern side of the Outlet (as detailed in the Penn Yan 2020 Vision Plan).





## 5 | HISTORIC CUPOLA

The Penn Yan Village Board has endorsed the restoration of an ongoing project lead by The Cupola Restoration Project, LLC. The LLC is a community led organization developed to restore Penn Yan's historic cupola. According to the LLC the restoration of the cupola will preserve history and provide a centerpiece for tourism and promotion efforts would otherwise-be a picturesque view.

### Design Considerations

The LLC has put forth the following placement criteria:

1. Visible to and from its historic location
2. Visible from the Lake
3. At or near the junction of the Keuka Outlet and the lake
4. At a location most suitable for wedding and group photography.





## 1 | EXPAND SPORTS COMPLEX PARKING

At the community design workshops, many residents noted the need to repave and restripe the parking lot at the Elm St. Sports Complex in order to make parking more organized. Residents also noted a desire to provide additional parking, if possible, since the existing spaces are not sufficient to support capacity during Little League games and peak usage events.

### Design Considerations

This project recommends repaving and restriping the existing parking lot, in addition to creating an additional parking area along Elm Street. This new parking area would provide roughly 35 additional parking spaces and would also create a second entry to the Sports Complex from Elm Street. This project also recommends creating tree islands to provide shade for cars and to break up the expanse of pavement. Large expanses of pavement often exacerbate stormwater runoff so this project proposes resurfacing the parking lot with permeable pavement, which retains and filters stormwater and would thereby reduce runoff into the nearby Outlet. Another option for reducing runoff is to create rain gardens and bioswales along the edges of the parking lot, and to grade the lots such that stormwater flows into them.

(See Appendix for additional design specifications.)



## 2 | LAKE STREET PLAYGROUND

The Lake Street Playground is an important asset for the nearby neighborhoods, and provides a safe space for children to play. The Lake Street Playground is also one of the last remaining playgrounds in the Village that has yet to be updated with new equipment.

### Design Considerations

This project recommends replacing the existing playground equipment, which is rusty and dilapidated. The Village might also consider painting a crosswalk across Lake Street near the entrance to the playground to improve walkability to the park and to make drivers aware that children and other pedestrians may be crossing the street in this area.



existing



### 3 | RED JACKET BEACH

Community members continually stressed the importance of improving accessibility to Red Jacket Beach, which is currently hindered by a relatively large slope that can be difficult for children and the elderly to climb.

#### Design Considerations

This project recommends stabilizing the shoreline to create a 15' wide, flat beach area. Large stone steps and an ADA-accessible ramp will lead down the existing slope to the beach. The top of the stone steps can also double as seating.

(See Appendix for additional design specifications.)



## 4 | TENNIS COURTS

Multiple residents noted that the tennis courts at the Keuka Street Boat Launch are in need of repair, and some suggested painting additional lines such that they can double as pickleball courts as well.

### Design Considerations

This project recommends resurfacing and repainting the tennis courts, as well as updating the surrounding fencing. This project, in combination with other improvements at the site, is intended to improve the aesthetic appearance of the Boat Launch.



## 1 | MARSHWALK

A boardwalk through the marsh on the northern edge of the Keuka Outlet has been a long-time desire of many residents. It would serve as a unique nature amenity for the Village and the region, giving residents and visitors the opportunity to interact with wildlife and wetland plants. It would also provide a shorter, more scenic off-road connection between the Elm St. Sports Complex and Indian Pines Park.

### Design Considerations

The marshwalk is a very large project with the potential to create significant benefits, but there are also a number of barriers to its implementation. The property that the boardwalk would be constructed on is owned by a variety of private landowners and passes outside the Village boundary, meaning that construction would require consent from these landowners. Likewise, because the marsh is a state-regulated wetland, any construction within it will require permitting. Finally, constructing and maintaining boardwalks can be particularly expensive.

## 2 | PEDESTRIAN BRIDGE

Although Indian Pines and Red Jacket Parks are clearly visible from each other across the Lake, there are no pedestrian connections between them. In fact, it would be quicker to travel between these parks via boat than it would be on foot or by car. A pedestrian bridge across the entrance to the Outlet from Indian Pines Park to the hotel area would provide more direct pedestrian and cycle access between these parks.

### Design Considerations

To enable boats and other watercraft to pass under the bridge, the bottom of the deck should provide at least 15' of clearance above the surface of the water. The bridge should also be wide enough and strong enough to support light maintenance vehicles.

(See [Appendix](#) for additional design specifications.)



potential improvements

## PHASING

The marshwalk and pedestrian bridge projects, in combination with other on-going projects, are efforts to extend and connect the Outlet Trail. Because these projects are relatively large in scale and in cost, they should be completed in phases (as shown in the map on the next page).

### Phase 1:

Create a pedestrian bridge across the Outlet from Indian Pines Park to Red Jacket Park.

Formalize the trail connection between the hotel and Red Jacket Park.

### Phase 2:

Connect the Outlet Trail from the Boat Launch to the Elm St. Sports Complex along the waterfront. This connection will cross a small portion of the marsh, creating an abbreviated marshwalk.

Create a pedestrian bridge across the Outlet from the Boat Launch to the southern side of the Outlet.

### Phase 3:

Create a boardwalk along the northern edge of the marsh to connect the Elm St. Sports Complex to Indian Pines Park.



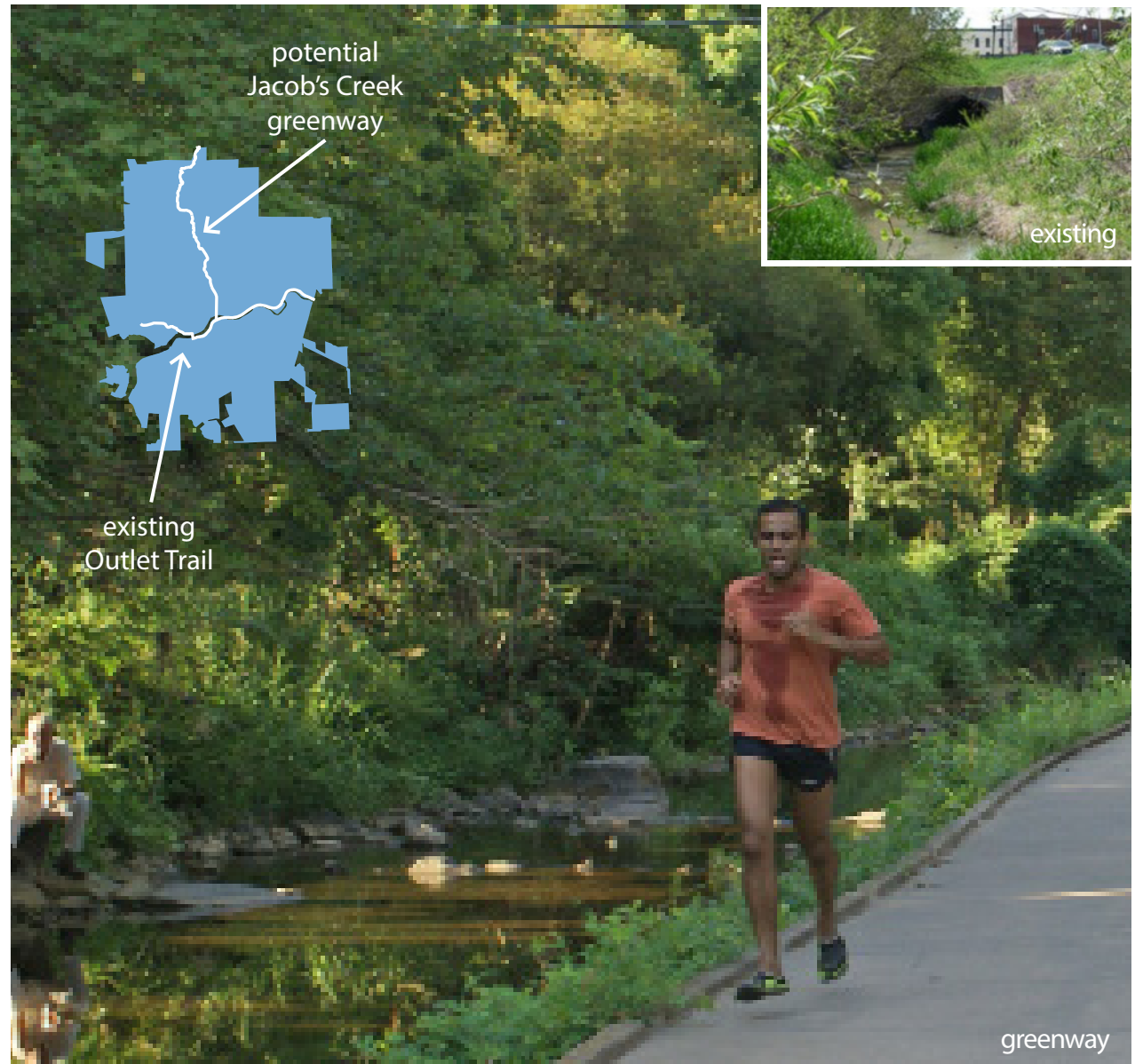


### 3 | JACOB'S CREEK TRAIL

At the first community workshop, participants expressed interest in creating a trail or greenway along Jacob's Creek, a small waterway that runs north from the Keuka Outlet near Main Street. A greenway along the creek could connect the downtown area to the Yates Community Center, providing a northern extension of the Keuka Outlet Trail.

#### Design Considerations

Since Jacob's Creek has flooded in the past, it is important to maintain the natural edge along the creek. Using this space for a trail, rather than development, can help with stormwater retention and flood mitigation.



## OTHER RECOMMENDATIONS

### Focus on Maintenance

This analysis found that many of the park facilities in the Village would benefit from updated equipment since deferred maintenance over time has caused some structures to fall into disrepair. As such, it is important to update and refurbish existing equipment before undertaking projects that involve new construction. Regular maintenance should be considered a priority. Creating a maintenance plan detailing the maintenance needs and schedule for each park, in addition to hiring an Assistant Recreation Director, could assist with these efforts.

### Involve Stakeholders

Stakeholder support and involvement is important to the successful implementation of the recommendations in this plan. The Village should coordinate with appropriate stakeholders and should encourage them to assist with financing and constructing projects.

### Host Fundraising Events

Parks-related fundraising events can be fun and engaging ways to raise money and facilitate community support for parks improvements. Possible events include a pay-to-participate 5K race or dog walk along the Outlet Trail as well as a clean up the park day.



Gateway to the Finger Lakes 5K Run / Walk







# IMPLEMENTATION STRATEGY

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The following implementation strategy identifies a realistic approach to carry out the recommendations of this plan. The strategy is broken down by project, and includes scale, cost estimate, and potential funding sources for each recommendation. (See [Appendix](#) for an explanation of eligibility and maximum awards for funding sources.)

Cost estimates are based, as much as possible, on prices from local vendors. These estimates should be considered planning level, and will need to be refined during the contractor bidding process.

RECOMMENDATION	ACTION ITEM	SCALE	COST ESTIMATE	FUNDING SOURCES
Formalize the Trailhead	Extend the beginning of the Outlet Trail towards Elm Street. Separate the trail extension from the parking lot with bollards. Install a map kiosk, bike rack, and landscaping to formalize the trailhead.	small	\$10,000 total	Parks & Trails NY, Outdoor Recreation Grants Program, Recreation Trails Grant Program, Healthy Trails Healthy People
Trail Signage	Install wayfinding signage downtown to direct people to the Outlet Trail. Install educational signage along the trail to highlight the trail's history.	small	varies depending on size of sign; approximately \$500 per wayfinding sign and \$2,500 per educational sign	Donald A. Pels Trust, Laura Jane Musser Fund, Lowes Community Partners Grants, Tiffany & Co. Foundation
Bike Rack / Hitching Posts	Install combined bike rack / hitching posts at popular parks throughout the Village to encourage alternative transportation.	small	\$150 per rack	Donald A. Pels Trust, People for Bikes Grant, The Pack Project Grants Program
Boat Launch Seating	Provide additional seating and landscaping.	small	\$2,000 total	Donald A. Pels Trust, Tiffany & Co. Foundation
Historic Cupola	Restore the Empire State Winery Cupola and place it in a public place near the Winery's original location visible from Keuka Lake.	small	75k	Funded privately and or grant funding
Sports Complex Parking	Repave and restrip the existing parking lot. Pave a strip of parking between Elm Street and the baseball field. Landscape with tree islands.	medium	\$70,000 total	Donald A. Pels Trust
Lake Street Playground	Update Lake Street Playground equipment.	medium	\$30,000 total	Greater Rochester Health Foundation, Outdoor Recreation Grants Program, Robert Wood Johnson Foundation
Red Jacket Beach	Use shoreline stabilization techniques to create a flat beach area, with access via stairs and a ramp.	medium	\$50,000 total	Outdoor Recreation Grants Program, Lowes Community Partners Grants
Tennis Courts	Resurface the tennis courts, repaint the lines (including pickleball courts), and update the surrounding fencing.	medium	\$8,000 total	Donald A. Pels Trust

RECOMMENDATION	ACTION ITEM	SCALE	COST ESTIMATE	FUNDING SOURCES
Marshwalk	In phase 2 of the marshwalk project, create a short boardwalk between the Boat Launch and the Sports Complex. In phase 3, construct a longer boardwalk from the Sports Complex to Indian Pines Park.	large	\$70,000 for short boardwalk from Boat Launch to Sports Complex; \$300,000 for longer boardwalk from Sports Complex to Indian Pines Park	Healthy Trails Healthy People, Greater Rochester Health Foundation, Recreation Trails Grant Program, The Pack Project Grants Program
Pedestrian Bridge	Construct a pedestrian bridge across the Outlet from Indian Pines Park to the hotel area. In later phases of the marshwalk project, construct a pedestrian bridge across Outlet at Boat Launch.	large	\$160,000 for bridge at Indian Pines Park; \$400,000 for bridge at Boat Launch	Mitsubishi Corporation Foundation for the Americas
Jacob's Creek Trail	Create trail along Jacob's Creek to provide a pedestrian connection to the Community Center.	large	\$90,000 total	Healthy Trails Healthy People, Greater Rochester Health Foundation, Recreation Trails Grant Program, The Pack Project Grants Program







# APPENDIX

## DESIGN SPECIFICATIONS

### Formalize the Trailhead

- Create a crosswalk across Elm Street so that there is better sidewalk connectivity and pedestrian access to the Sports Complex.
- Create a trail connection from the sidewalk at the entrance of the Sports Complex along the eastern side of the parking lot. This will sacrifice about 6' of parking lot width. Protect the trail and its users with bollards at least 36" high spaced every five feet. Use a compacted stone dust trail to be consistent with the rest of the trail.
- Construct a gateway kiosk that includes a map of the trail and local attractions, with covered benches. Include a bike rack at the gateway kiosk which can serve the trail as a whole and also the Sports Complex.
- Landscaping using natives shrubs: Redbud (*Cercis canadensis*), Serviceberry (*Amelanchier arborea* – multi-stemmed shrub variety), and Redosier dogwood (*Cornus sericea*). These can accent the gateway kiosk and Sports Complex entrance. Shrubs should be minimally maintained: prune dogwood once a year to maintain stem color, and otherwise only prune diseased or unhealthy branches. Before final plant selection, ensure that soil pH and drainage is suitable for these species.

### Expand Sports Complex Parking

- Expand the parking lot by connecting the adjacent (to the west) service driveway to the current parking lot, adding parking spaces along Elm Street.
- To soften the visual impact of the increased parking, help with stormwater management, and provide shade, a 9' wide tree island should be placed every 5-6 car spaces. Trees should be protected with bollards. As a suite of native species that would be suitable (after confirming soil pH and drainage on site): Sweetgum (*Liquidambar styraciflua*), Catalpa (*Catalpa speciosa*), Hackberry (*Celtis occidentalis*), and Kentucky Coffeetree (*Gymnocladus dioica*).
- Pave the parking lot, preferably with permeable pavement.
- Permanently stripe the parking lot. Include accessible spaces at the southern end of the parking lot closest to the ball fields and Outlet Trail. Consult a parking specialist to determine the optimum parking lot layout to ensure easy circulation with maximum number of parking spots.

### Red Jacket Beach

- Follow the NYS Shorelines Stabilization Techniques for "Stone Rip-Rap."
- Instead of using rip-rap, use large quarry stone to create stone steps. These steps should be 16" to 18" high and can double as seating.
- In addition to these steps, an ADA-accessible ramp should also be provided to ensure handicap access to the waterfront.
- Along the waterfront, use small rounded stones to create a rocky beach similar to others around Keuka Lake.

### Pedestrian Bridges

- Bridges should be weathered steel truss bridges with wood decking to match the existing pedestrian bridge across the Outlet.
- There must be at least 15' of clearance under the bridges to allow boats to pass through. This can be accomplished while maintaining an accessible grade on the bridge by including graded abutments with ADA-compliant handrails.
- Bridge at Indian Pines: approximately 90' span.
- Bridge at Boat Launch: approximately 200' span.



## NATIVE PLANTS



River Birch (*Betula nigra*)

- Light: full sun - partial shade
- Hardy to Zone: 3 - 9
- Soil: moist - wet
- Height / spread: 60' / 30'



Red Maple (*Acer rubrum*)

- Light: full sun - light shade
- Hardy to Zone: 3 - 9
- Soil: dry - wet
- Height / spread: 50' / 30'



Swamp White Oak (*Quercus bicolor*)

- Light: full sun - full shade
- Hardy to Zone: 4 - 8
- Soil: dry - wet
- Height / spread: 80' / 50'



Northern Blueflag (*Iris versicolor*)

- Light: full sun - light shade
- Hardy to Zone: 3 - 9
- Soil: moist - wet
- Height / spread: 24" / 36"



Smooth White Beardtongue (*Penstemon digitalis*)

- Light: full sun - partial shade
- Hardy to Zone: 3 - 9
- Soil: dry - moist, well drained
- Height / spread: 12" / 36"



Common Milkweed (*Asclepias syriaca*)

- Light: full sun
- Hardy to Zone: 4 - 9
- Soil: dry - moist, flood tolerant
- Height / spread: 36" / 60"



Bottlebrush grass (*Elymus hystrix*)

- Light: partial shade - light shade
- Hardy to Zone: 3 - 8
- Soil: dry - moist, well drained
- Height / spread: 12" / 48"



Little Bluestem (*Schizachyrium scoparium*)

- Light: full sun
- Hardy to Zone: 3 - 9
- Soil: dry - moist, well drained
- Height / spread: 12" / 36"



Broad-leaf Sedge (*Carex platyphylla*)

- Light: partial shade - shade
- Hardy to Zone: 4 - 9
- Soil: dry - moist
- Height / spread: 4" / 12"



Virginia Rose (*Rosa virginiana*)

- Light: full sun
- Hardy to Zone: 4 - 8
- Soil: dry - moist
- Height / spread: 5' / 10'



Highbush Blueberry (*Vaccinium corymbosum*)

- Light: full sun - light shade
- Hardy to Zone: 3 - 7
- Soil: dry - wet
- Height / spread: 10' / 8'



Buttonbush (*Cephalanthus occidentalis*)

- Light: full sun
- Hardy to Zone: 5 - 11
- Soil: moist - wet
- Height / spread: 8' / 8'

## POTENTIAL FUNDING SOURCES

### Community Forestry Grant (NYSDEC)

- Description: provides support to communities in planning and management of community forests
- Eligible activities: tree planting and maintenance
- Maximum award: \$75,000

### Donald A. Pels Trust

- Description: funding for park improvements
- Eligible activities: general park improvements
- Maximum award: \$125,000

### Greater Rochester Health Foundation

- Description: funding for projects that aim to improve public health
- Eligible activities: public-health related projects
- Maximum award: \$35,000

### Healthy Trails Healthy People (Parks & Trails NY)

- Description: provides technical assistance for the creation of multi-use trails in an effort to make communities more active
- Eligible activities: multi-use trails

### Laura Jane Musser Fund

- Description: helps rural communities with economic development and public space improvements
- Eligible activities: projects that create results in 12-18 months and that are new as of the last 3 years
- Maximum award: \$25,000

### Lowes Community Partners Grants

- Description: funding for grounds and safety improvements for communities
- Eligible activities: community capital improvement projects
- Maximum award: \$100,000

### Mitsubishi Corporation Foundation for the Americas

- Description: funding for programs designed to promote communities' physical and social environments
- Eligible activities: biodiversity conservation, sustainable development, environmental education
- Maximum award: \$50,000

### Outdoor Recreation Grants Program (National Park Service)

- Description: used for planning and development of outdoor recreational areas
- Eligible activities: safe recreational space for youth especially in disadvantaged communities
- Maximum award: \$75,000

### People for Bikes Grant

- Description: funding for projects that will increase bicycling
- Eligible activities: bike trails and bike parks
- Maximum award: \$10,000

### The Pack Project Grants Program (Merrell Corp.)

- Description: funding for projects to increase outdoor recreation through trail improvement
- Eligible activities: projects for hiking, biking, paddling, and running
- Maximum award: \$2,500

## POTENTIAL FUNDING SOURCES

### Tiffany & Co. Foundation

- Description: funding for programs to protect beauty of nature, especially urban parks
- Eligible activities: “urban” parks
- Maximum award: \$1,000,000

### Recreation Trails Grant Program (NYS DOT)

- Description: gives primarily for diverse recreational trail use; projects should further goal of statewide trail system
- Eligible activities: recreational trails
- Maximum award: \$200,000

### Robert Wood Johnson Foundation

- Description: funding for projects that improve health
- Eligible activities: community engagement and coalition building
- Maximum award: \$300,000

## POTENTIAL STAKEHOLDERS

### Friends of the Outlet Trail

Non-profit organization committed to working with the community to protect and develop the Keuka Outlet Trail as an area for recreation and education.

### Parks Committee

Citizen committee involved in parks and recreation.

### Benevolent and Protective Order of Elks (Elks)

Fraternal social order that is a significant provider of funds for community improvement projects.

### Lions Club

An international secular service organization that contributes money to numerous projects in the Village.

### Local Businesses

- Birkett Mills
- Coach & Equipment
- KanPak LLC
- Reme Casting Inc.

### Keuka College

Small liberal arts college located outside Penn Yan.

### Cornell Cooperative Extension, Yates County

Non-profit partnership between New York State, Cornell University, and Yates County that combines research with the experiences of local residents to improve their lives and communities.

### Chris Iverson

Developer/general contractor in the Penn Yan area who worked on multiple local projects including the Hampton Inn, Birkett Landing, and the PYCSD renovations, and is also interested in redevelopment along Penn Yan’s waterfront.

### Yates County

The County reviews and updates its Comprehensive Plan and provides feedback to local municipalities about potential County-wide impact of proposals.

### Yates Community Center

Non-profit organization that seeks to provide cultural, recreational, and educational opportunities for Penn Yan’s residents.

### Finger Lakes Economic Development Council

State-established economic development corporation that creates an annual strategic plan for the Finger Lakes region and distributes funding.

