Town of Willsboro, New York

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Town Board Members: Nancy Huestis, Charles Lustig, Jr., Steven Benway, Spencer Stafford

Comprehensive Land Use Plan Steering Committee Members:

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Gretchen Boardman
Mark Bonfey
Tommy Gilliland
George Sayward
Ed Smith
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John Oliver, Co-Chair
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Doug Ferris
Anne Lincoln
Patty Schwenker
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Ed Smith

As well as our many Agency and Organizational Partners

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Chapter One: Introduction

Comprehensive Planning in Willsboro

Since 1965, when Willsboro appointed its first Planning Board, the Town has played an active role in planning for its future. The Town’s first Comprehensive Plan was adopted in 1970 along with the first zoning ordinance in 1974. The Adirondack Park Land Use and Development Plan were a basis for Willsboro’s land use laws. Willsboro is one of a select group (18) of 102 local governments in the Adirondack Park that has collaborated with the Adirondack Park Agency (APA) since 1973 to obtain approval for their local land use programs. These municipalities maintain APA approval and are delegated as a limited review jurisdiction for Class B Regional Projects. An update to the 1970 Comprehensive Plan was made in 1977 with the assistance of the Adirondack Park Agency (APA). The Adirondack Park Agency gave approval to Willsboro’s Local Planning Program in 1980. A major update to the zoning ordinance occurred in 1980 and 1996. Willsboro is a veteran community of the APA-approved local planning program and has been engaged in planning for over 30 years.

Since then a great deal has changed in Willsboro. The internet, cellular telephones, and computers blur the line between home and workplace. Changing demographics and land use patterns occur because of Willsboro’s location and, from a real estate viewpoint, location is everything. Willsboro is part of a potential market for 84 million people residing in New York City, Boston, Montreal, and Toronto (1). The interstate system and air travel enable convenient access to Willsboro and the Adirondacks. Seasonal property owners extend their stay at camp and work from their resort properties. People retire and move full time to the Town. Others telecommute. To some, including retiring baby-boomers, life in suburban and urban areas is less desirable. Many sell their metropolitan-based, high-value real estate and come to Willsboro with accumulated resources earned from comparatively substantial incomes. Living in Willsboro is preferable and affordable to out-of-towners. The comforts and conveniences of modern lifestyles are now available in Willsboro’s lakefront and in its countryside. One no longer has to go home to the city or the suburb since one can have everything—and the beauty of Lake Champlain and the Adirondacks here in Willsboro.

More than three decades have passed without an update to the 1977 Comprehensive Plan. People in the community have not had an opportunity to discuss the demographic, economic, and environmental conditions and
changes in the Town. In 2009, the Town Board of Willsboro decided that a comprehensive community-based planning process should be undertaken in order to provide an opportunity for citizens to discuss existing conditions, determine what the community wants for Willsboro in the future, and then develop a framework for arriving at that future vision. A Comprehensive Plan is an important legal foundation for the Town’s land use laws. It also provides an important reference for grant applications and serves as a focal point for an action agenda for the Town Board, agencies, organizations, and individuals to implement the plan’s recommendations.

How the Comprehensive Plan was Developed

Customary planning practice involves the professional consultant or government planning agency (or both) defining the problem and solution then “handing it over” to the local citizen steering committee. Studies have shown that this procedure does not result in motivation of, or follow-through by stakeholders (2; 3). Citizens are more involved in comprehensive planning when they decide what the local issues are and how they want to approach, learn, and tackle land use planning in their community.

An engaged, enthusiastic, and active citizenry participated in the development of the Town of Willsboro Comprehensive Land Use Action Plan. From the onset, the Town Board encouraged participation of all interested groups in the community and invited them to the table throughout the planning process. A Comprehensive Land Use Plan Steering Committee (Steering Committee) was formed from these interest groups and served as leaders for the process, facilitated by a professional planner who provided advice, guidance, direction, and writing services. Together they listened to experts and citizens, collected studies, and reviewed data. Members inventoried and analyzed existing conditions, surveyed and interviewed citizens, evaluated future trends, mapped and studied natural and community resources, and ultimately made the recommendations included in this plan.

Citizens participated extensively throughout the planning process and public meetings were well attended. Community members contributed thoughtful comments and suggestions, providing continual input. They were very committed to the vision and goals of the process which is crucial to any planning process. Scholarly and professional literature suggests that successful community efforts at “follow-through” are built upon a committed, enthusiastic, motivated, and engaged citizenry (1). It is hoped that the citizens will monitor and help implement the plan to turn “words” into actions.
The Steps in the Planning Process

In the fall of 2008, a core Organizing Committee comprised of the Town Supervisor, Town Councilman, and a member of the Zoning and Planning Boards was formed by the Town Board. They met regularly through March of 2009 to launch the formation of a Comprehensive Land Use Plan Steering Committee. The Organizing Committee distributed a recruitment survey in November of 2008 and the Town Board hosted a community meeting on December 6, 2008, to brief the public about the plan and recruit volunteers to the process. Over fifty people signed up for the list-serve after the meetings, and many stakeholder interests were recruited through the survey.

After polling prospective members for confirmation of their interest in being appointed, the Organizing Committee developed its recommended list of citizen and agency appointees. A final community meeting was held in February 2009 to recruit further possible members for the Comprehensive Land Use Plan Steering Committee and focus groups. The Willsboro Comprehensive Land Use Plan Steering Committee was appointed by the Town Board in March 2009 and held its first organizational meeting in April 2009. An organizational structure that included citizens and agencies in a tiered structure was utilized. Seventeen stakeholders who were citizens of Willsboro comprised the original Citizens Advisory Committee. Twenty-one stakeholders who represented agencies and organizations with jurisdictional oversight comprised the Agency Partners Advisory Committee. The agency partners included State representatives and local organizations such as the Essex County Planning Office, Willsboro Central School, Development Corporation, and the Boquet River Association. Several local citizens also represented the agencies. The Comprehensive Land Use Plan Steering Committee elected its own Co-Chairs, choosing to use a long time resident and a newcomer to the area to fairly represent the two interests leading the committee.

Meetings with the Comprehensive Land Use Plan Steering Committee were held at least once a month for several hours beginning in April 2009 and notification was given through the local newspaper, website, and the continually growing listserv. In order to promote participation from the community a listserv, website, and email point-of-contact were established. Minutes of monthly Comprehensive Land Use Plan Steering Committee meetings and written monthly updates provided to the Town Board were posted on the Comprehensive Plan website. In order to ensure that the

Table 1: Comprehensive Plan Process

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<thead>
<tr>
<th>Comprehensive Plan Process</th>
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<tr>
<td>Community Inventory</td>
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<td>Citizen Survey</td>
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<td>Public Concerns and Issues</td>
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<td>Existing Conditions, Studies &amp; Reports</td>
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<td>Community Visions</td>
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<td>Analysis and Evaluation</td>
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<td>Recommendations</td>
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Comprehensive Land Use Plan Steering Committee did not dominate the content (and become their own “interest” group), public meetings and workshops, invitations to the public and listserv to attend meetings and work sessions, and posting of draft documents on the website were used for the purposes of hearing alternative viewpoints, moving in new directions, continually recruiting new voices, and obtaining feedback. When citizens who were not on the Comprehensive Land Use Plan Steering Committee attended meetings, they were invited to the table and given full opportunity to engage in the discussion and the decision making.

The volunteers serving on the Town of Willsboro Comprehensive Land Use Plan Steering Committee determined the scope and substance of what they wished to know (and why) about land use, community development, and natural resources in the Town and region as they moved through the planning process. The comprehensive plan is constructed by the Comprehensive Land Use Plan Steering Committee based upon an understanding of citizen preferences, historical information, existing conditions, and future trends. Scientific, social and economic data and public input provided a strong foundation for Committee analysis. The following eleven methods were used to bring public input, scientific, economic and cultural information and a new Geographic Information System (GIS) to Willsboro’s planning process.

1. Ongoing public input from formal and informal citizen participation (listservs, emails, etc.)
2. Two August, 2009 Community Listening Sessions (339 comments received.)
3. Community Survey March-May, 2010 (1,296 anecdotal comments received.)
5. Development of Existing Plans, Projects, and Initiatives Inventory comprised of 85 entries.
6. In-Depth reading list review of ten important planning studies.
7. Community-based field work, research and development of a “state of the art” Geographic Information System (100+ Maps). Inventory and analysis of scientific and economic resources as a basis for the comprehensive plan and the Community Profile and Atlas.
8. Four Visioning Community Sessions (Winter/Spring 2010) and development of the Vision Statement (341 comments received.)
9. Four Community Work sessions (June, 2010) with GIS Maps to develop Environment and Land Use Recommendations.
10. One Show and Tell Community Meeting (July, 2010) (190 comments received.)
Highlights from the Planning Process that Helped Inform the Comprehensive Plan

The extensive data and results that support the plan recommendations are available to the community. Please refer to the Community Profile and Atlas in the Appendix of this document and the Town of Willsboro Comprehensive Plan Website for supporting documentation.

August, 2009 Community Listening Sessions

The Comprehensive Land Use Plan Steering Committee hosted two “listening” sessions for the citizenry of Willsboro. On Friday, August 14, 2009, 23 citizens and 5 steering committee/agency representatives attended. On Saturday, August 15, 2009, 32 citizens and 8 committee/agency representatives attended. Feed-back from attendees for the sessions was positive: “Am gratified that we share the same concern,” and “There are people on the same team: farm, youth, and small town,” while another indicated, “I have a new way of looking at things.”

Approximately 340 comments were received, compiled, and sorted. An open coding method was applied three times to the raw data in order to categorize all 340 comments and produce 12 themes. The Comprehensive Land Use Plan Steering Committee’s final report on the workshops can be found on the Willsboro website. The workshop results/themes and their importance to the attendees are outlined in the following graph:

Figure 1: Citizens participate in one of the seven community workshops.
Source: W. McClay
Table 2: August 2009 Community Workshop Results and Themes

These 12 themes, with an accompanying example of an attendee's comment, follow:
1. **Agriculture and open space concerns, critical open space hot spots**
   i.e. “subdivision of farm land”
2. **Buying local and supporting/celebrating local services**
   i.e. “Existing businesses like pharmacy, gas station, IGA, hardware store”
3. **Changing demographics**
   i.e. “three different communities - Point - Town – Farms”
4. **Concerns with clean water and water quality**
   i.e. “water quality deteriorating on lake, bay, river, Long Pond (invasive species - zebra mussels - cormorants - geese on Long Pond”
5. **Cross-cutting/hot button, high profile land use regulatory issues**
   i.e. “overbuilding on small lots - negative visual impact - septic impact”
6. **Downtown/Main Street needs attention**
   i.e. “no vision for commercial area”
7. **Environmental pollution (other than water) and concern for biodiversity and habitat preservation**
   i.e. “loss of shoreline habitat due to tear down (homes, lawns, etc.)”
8. **More growth and diversity of business base**
   i.e. “viability of community for young families”
9. **Pattern and diversity of businesses (including agribusiness) in decline**
   i.e. “decrease in businesses downtown”
10. **Small-town, open country, scenery, and rural feel**
    i.e. “maintain the character as it is (quiet and serene) in some areas i.e. Long Pond”
11. **Status and condition of cultural/recreation facilities and services**
    i.e. “there should be greater recreational facilities such as a social center, tennis courts, bike trails (along the south river bank)”
12. **Town government issues and services**
    i.e. “taxes - two-tiered - seasonal vs. year round”
Community Survey

1,900 residents and property owners were notified by postcard in February, 2010, and asked to complete the Willsboro Community Survey. Three hundred-thirty residents responded, an effective response rate of 17%. More than 52% of the respondents lived in Willsboro for over 20 years. Many of the seasonal respondents stated they started coming to Willsboro as youth and retained their family property. The majority of all respondents owned land or a single family home. These properties are primarily zoned as residential and are in moderate or low intensity land use areas as defined by the Adirondack Park Agency (APA) classifications. Two age ranges (35-44 and 65-74) dominated the households of the respondents. Whether they were employed or retired, the majority of respondents were moderately to highly skilled and trained members of the workforce. Almost 75% of respondents have a college degree. Occupations ranged from unskilled to highly skilled positions requiring technical or graduate education.

A significant number of respondents are retired or are planning to retire in a few years. A majority of the non-retired respondents are employed. Approximately 42% earn $50,000 - $99,000 in annual household income. The profile of survey respondents included a large number of seasonal and year-round residents who possessed moderate incomes and were highly educated. Middle aged, nearing or at retirement, the respondents took the time to complete the survey and voice their interests and concerns. Seven of the survey questions are highlighted here:

**Question 4: How important are the following choices in making Willsboro a desirable place for you to live?**

310 of the 320 respondents, or 97%, felt that Willsboro's environmental quality made it a desirable place to live. Walking/hiking/biking also rated high at 89% with the availability of food following at 88%.

**Question 5: The Comprehensive Land Use Plan Steering Committee’s work is associated with the future direction of Land Use Planning in Willsboro. In Willsboro, from 2002 through 2009, the Code Enforcement Office reported an annual average of 16 single-family homes permitted in the Town of Willsboro. As Willsboro continues to grow, how important are each of the following statements to you?**

Three options received more than a 70% response rate, “Require grouping of residential and/or commercial structures to preserve open space and agricultural land” gained a 77% response rate. This was followed by “Require developers to include outdoor recreational space as part of their plans” at 75%. “Limit new development to areas with existing or planned roads, water and sewer” received a 70% aggregate rating.
Question 6: Are there any properties, scenic vistas, or shorelines within the community that you feel the Comprehensive Land Use Plan Steering Committee should recommend be protected or preserved for natural, open space, farmland purposes or as cultural resources?

Seventy-five percent of respondents indicated there are properties, scenic vistas, or shorelines they would recommend for preserving or protecting. Eighty-two citizens provided specific examples in the comments section of this question to support their answers. Responses emphasized waterfronts and shorelines on Willsboro Point and Bay, along the Boquet River, and specific places such as Hatch Point, Willsboro Bay cliffs, and Long Pond. Scenic vistas and farmland were also mentioned as preservation priorities.

Question 7: Please indicate your agreement with the following community land use goals.

This question had 16 options and the ranking is provided:

- Protect aquifers (groundwater / water quality) ranked 1 at 94%
- Protect air quality ranked 1 at 94%
- Protect historic sites and buildings ranked 2 at 89%
- Protect scenic vistas ranked 3 at 87%
- Protect shorelines ranked 3 at 87%
- Protect stream corridors ranked 3 at 87%

The lowest rankings of the 16 options were in the last two answer options. "Promote public shoreline access" received 67% and "reduce light pollution/promote night skies" received 65%. These categories also had the highest number of "disagree/strongly disagree" respondents than the remaining 14 categories of 18 and 15% respectively. "Promote public shoreline access" received neutral responses of 18% and "reduce light pollution/promote night skies" received 20%. In addition to the lower rankings on the public shoreline access and light pollution options, one other answer option demonstrated less clear positive support by respondents and more tension in responses. "Protect ridgelines" received 50 neutral responses and 12 "don't know/unsure" responses comprising 19% of the responses. While 73% of the citizens responded favorably to this option, it received the third lowest ranking of all the alternatives.

Question 8: Should Willsboro seek development and growth in the following land uses?

The 14 answer options ranged across all land use sectors including industrial, commercial (including agribusiness and silviculture,) residential, infrastructure, and conservation. The Likert scale agreement options were aggregated and revealed that the only responses to receive more than a 75% response rate included
development of light industry, agribusiness, conservation and open space, water and wastewater systems. The development of heavy industry was the least popular option for agreement receiving a 26% score. The Likert scale disagree options were also aggregated. No answer options approximated 51%. The highest ranking was heavy industry—an indication from citizens that it should not be developed at 49%. The next highest rankings discouraged specific forms of development that included downtown parking at 19% and second home development at 18%.

Question 9: Please indicate your agreement with the following statements in regards to the Town of Willsboro’s Zoning and Subdivision Regulations.

Only 35% of respondents reported having read the zoning or subdivision regulations, yet 66% had applied for a building permit for their property. A small percentage, 28%, had participated in the variance process and an even smaller number, 10%, the subdivision process.

Question 12: Please indicate your agreement with the following statements in regards to the Adirondack Park Agency Rules and Regulations.

The Adirondack Park Agency regulations govern the two-tiered system of land use regulations in Willsboro. Slightly fewer citizens had read the APA regulations (31%) compared with those who read the Town regulations (35%). Recognition that Willsboro was located within the Adirondack Park was very high at 92%, but this recognition did not follow through to understanding that the Town had an approved partnership with the APA to conduct its local land use program. Only 39% were aware of this fact and 57% indicated that they were unaware of the relationship between the Town and the APA through the approved local planning program.
Visioning Workshops

At four community and focus group meetings in March through May, 2010, 55 citizens were asked a similar set of questions about the future of Willsboro. Focus groups were held with the agricultural community and senior citizens, although these meetings were also open to the public. Two additional meetings were held for the general public. One was co-hosted by the ecumenical community. All of the 587 comments received were recorded then sorted by theme. The number and percentage allocated to each theme was then calculated. The Generative Themes received the following rankings in terms of allocated comments:

Figure 2: Citizens participate in one of the seven community workshops
Source: W. McClay
Table 3: Themes from the 2010 Visioning Workshops

An example of citizen comments tied to these themes follows:
### Table 4: Visioning Workshops; Generative Themes and Representative Comments

<table>
<thead>
<tr>
<th>Generative Theme</th>
<th>Representative Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>The singular and exceptional Willsboro experience as a sacred landscape of beauty, of home and of happiness</td>
<td>“A safe, clean community where my children &amp; grandchildren can continue to enjoy the water and serenity of the environment during the summer months.”</td>
</tr>
<tr>
<td>Willsboro honors the tradition of welcoming visitors and its seasonal residents; small town (Social)</td>
<td>Our relationship with the Town of Essex, isolated to the NE corner of Essex County, keep a close relationship-necessary, fire and rescue. Churches serve populations together, organizations important for the future to be able to physically and economically ….;</td>
</tr>
<tr>
<td>Four season, vibrant business and creative economy</td>
<td>“A thriving downtown area with shops, restaurants, art galleries, parks, parking etc.”</td>
</tr>
<tr>
<td>Diverse mix of cultural and recreational facilities &amp; events</td>
<td>“The same beautiful town with perhaps more entertainment for all ages.”</td>
</tr>
<tr>
<td>High quality scenic resources, excellent water quality for swimming, drinking, and boating, large biodiversity and habitat, large acreage of agricultural lands, woods and fields are maintained</td>
<td>“A green oasis in a turbulent world!”</td>
</tr>
<tr>
<td>Demographic mix issues-changing to a different mix (younger/older)</td>
<td>“If there is less jobs available and opportunities we are going to see a reduction in our younger age population. This is already the case for all communities in the “Blue Line.”</td>
</tr>
<tr>
<td>Small town (physical) effects of size and structure</td>
<td>“Keep the rural feel of Willsboro.”</td>
</tr>
<tr>
<td>Generative Theme</td>
<td>Representative Comment</td>
</tr>
<tr>
<td>------------------------------------------------------</td>
<td>------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Revitalized properties</td>
<td>“The overall looks of the town are very important. Without an effort to keep the town looking good no one will want to come here and live. I would hope the Noblewood property would be better utilized and that we would encourage more businesses to come to our community. Preserve what historic buildings we have left. Horrible that we lost the old firehouse, first school, and town hall. History is important, a new use for the grist mill and community working together with other communities.”</td>
</tr>
<tr>
<td>Public facilities and services are diverse, maintained, and responsive to the needs of the community;</td>
<td>“Sewer and water for all!”</td>
</tr>
<tr>
<td>Property Taxes should be examined</td>
<td>“As I see it, over the long term, property taxes are driving out many current residents and may limit future residential growth. The ability to fund local services, particularly the school, is becoming very limited.”</td>
</tr>
<tr>
<td>Growth is controlled, limited, managed, and restrained so that the community's footprint and character doesn't really change and natural resources are really protected.</td>
<td>“Limiting development especially on the Willsboro point. Also, keeping to a building height on the bay and lake shoreline.”</td>
</tr>
<tr>
<td>Less Regulation</td>
<td>“You people should not be getting into telling us what to do with our land... protecting this and that......noble, yes, but we already have enough people telling us what we can and can’t do. Another self appointed group of people creating more layers of government is NOT what we need.”</td>
</tr>
<tr>
<td>More Housing Development</td>
<td>“I'd like to see affordable housing.”</td>
</tr>
</tbody>
</table>
Development of Land Use Recommendations

**Citizen Input**

Over nineteen hundred citizen comments were accumulated and noted during the Community Survey, at seven public meetings, and by email correspondence. Using the *Generative Themes* method, comments received from the August, 2009, Listening Sessions (two sessions), Visioning Workshops (four workshops), and questions 1,3,5,6,7,10 and 32 from the Community Survey (where citizens could write in a comment) were reviewed. Relevant comments were classified and coded to the land use, natural resource, and built environment themes.

A sampling of the kinds of comments attributed to the theme is provided in Table 5. Seven hundred five (705) citizen comments were compiled from 453 citizens. The 705 comments represent 40% of the 1,784 comments analyzed for this purpose. The coding process was reviewed and verified by the Comprehensive Land Use Plan Steering Committee.

**Table 5: Land Use and Built Environment Theme; Sample Citizen Comments**

<table>
<thead>
<tr>
<th>Sample Compilation of Citizen Anecdotal Comments (All Comments are Quotes)</th>
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<tbody>
<tr>
<td><strong>Regulatory Issues, Strategies &amp; Recommendations</strong></td>
</tr>
<tr>
<td>Natural Systems and Built Environment</td>
</tr>
<tr>
<td>Selection from Community Survey Questions 1 &amp; 3</td>
</tr>
<tr>
<td>1. What are your reasons for living in Willsboro?</td>
</tr>
<tr>
<td>1. In your opinion, how does Willsboro compare as a place to live to how it was five years ago?</td>
</tr>
<tr>
<td>APA Regs providing protections to environment &amp; small town character</td>
</tr>
<tr>
<td>Lack of commercialism, large corporations</td>
</tr>
<tr>
<td>We are summer residents who enjoy the beauty of the area.</td>
</tr>
<tr>
<td>LAKE/BOATING/RECREATION/QUIET/PEACEFUL</td>
</tr>
<tr>
<td>Low cost of housing</td>
</tr>
<tr>
<td>People staying out of our business......VERY important!!</td>
</tr>
<tr>
<td>Clean water and air</td>
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</tbody>
</table>
### Sample Compilation of Citizen Anecdotal Comments (All Comments are Quotes)

#### Regulatory Issues, Strategies & Recommendations

<table>
<thead>
<tr>
<th>Comment</th>
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<tbody>
<tr>
<td>Family summered here for 3 generations, beauty and peace of this place</td>
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<tr>
<td>Ability to Farm</td>
</tr>
<tr>
<td>Plan to build a vacation home in future</td>
</tr>
<tr>
<td>Overdevelopment on Willsboro Point, seasonal congestion, loss of farmland and open space is ruining the values and quality of life that make the essential character and charm of Willsboro special.</td>
</tr>
<tr>
<td>Fewer services and oversized development of the bay affecting water quality, natural resources (trees, wildlife) and aesthetics.</td>
</tr>
<tr>
<td>Regs have not been enforced to ensure appropriate and legally conforming development, especially along the shoreline. Variances have been freely given out for inappropriate development with great negative environmental impact that is irreversible. Taxes have risen dramatically, especially on the county level, making it extremely difficult for many people to stay in their homes.</td>
</tr>
<tr>
<td>Development on Willsboro Point is changing the character of neighborhoods in a negative over-sized, year-round way.</td>
</tr>
<tr>
<td>Losing its rural character</td>
</tr>
<tr>
<td>1. Taxes have skyrocketed</td>
</tr>
<tr>
<td>2. Local businesses (e.g. Country IGA) can't afford to stay open</td>
</tr>
<tr>
<td>3. no control over water quality and excess traffic at/near the boat launch site</td>
</tr>
<tr>
<td>McMansions being built/ destruction of natural shoreline/ stripping land of all vegetation/ open spaces violated</td>
</tr>
<tr>
<td>Like some of the changes made, but not happy with many more people buying plots to clear and build new houses.</td>
</tr>
<tr>
<td>It appears the infrastructure of the roads, schools, senior housing, and parks is in better condition. Several existing residential properties have been improved, and the overall quality of newer residential construction appears good.</td>
</tr>
</tbody>
</table>
Scientific, Cultural, Economic and Community-based Information

In addition to the citizen comments associated with the environment, built systems, or development issues in Willsboro, the scientific, cultural, economic, and community-based information that comprised the database layers for the 100-plus GIS maps were used to create analysis maps (See Atlas). Analysis maps were based upon: data requests from the Comprehensive Land Use Plan Steering Committee, themes from the August 2009 Listening Sessions, Visioning Workshops, Community Survey, and the Compilation of Citizen Anecdotal Comments referred to above. The Comprehensive Land Use Plan Steering Committee determined the outline of issues, strategies, and recommendations included in the draft Comprehensive Plan after considering all the data—scientific, economic, and community-based.

The Comprehensive Land Use Plan Steering Committee scheduled three evening work sessions for sequential Tuesdays during June, 2010 in order to devote uninterrupted time to the natural resource and land use chapter recommendations. The general public and the Zoning Officer for the Town were also invited to attend. Several citizens attended one or two sessions as did the Zoning Officer. They were welcomed and fully participated in the meetings. The three work sessions were devoted to dialogue and reflection on the straw-man recommendations working draft. Members came to the meeting with ideas and suggestions to improve the document. They also came with questions and new information for consideration. Time was devoted to listening to one another and discussing how to change the document to reflect the concerns of the group.

Land Suitability Analysis Series

The Land Suitability Analysis Series represents one way scientific data was analyzed. This is a sequence of maps best viewed in the steps that it took to make it (full size copies can be found in the Community Profile and Atlas). The scientific data collected was layered together in groups to create each of the five series maps. The final 6th map separates land suitable for development into three classes. These classes are based upon scientific information about the risks to nature and the environment (including water quality, water bodies, plants, animals, and soils) from building on the land. Decisions about where and how to build should factor in the risks. Community interest in agriculture supported the identification in the map series of important agricultural soils for food, fiber, and biomass production that should be considered when deciding where or how to build on the land.
## Land Suitability Analysis Series

**Figure 3: Land Suitability for Development Analysis Series**

<table>
<thead>
<tr>
<th>Legend Color</th>
<th>Map 1</th>
<th>Map 2</th>
<th>Map 3</th>
<th>Map 4</th>
<th>Map 5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Green</td>
<td>Designated Wetlands, FEMA Flood Areas, Known Shoreline Hardening</td>
<td>All data on Maps 1 plus: Slope and Landslide Risk. Slope is &gt; 8%</td>
<td>All data on Maps 1-2 Plus: Poor Septic Rating</td>
<td>All data on Maps 1-3 Plus: Significant Ecological Communities</td>
<td>All Data on maps 1-4</td>
</tr>
<tr>
<td>Beige</td>
<td>No designated Wetlands, FEMA Flood Areas, or Known Shoreline Hardening</td>
<td>All data on Maps 1 plus: No Slope and Landslide Risk. Slope is &lt; 8%</td>
<td>All data on Maps 1-2 Plus: Good Septic Rating</td>
<td>All data on Maps 1-3 Plus: No Significant Ecological Communities</td>
<td>All Data on maps 1-4</td>
</tr>
<tr>
<td>Purple</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>Prime agricultural Soils and Soils of statewide importance</td>
</tr>
</tbody>
</table>
Figure 4: Land Suitability for Development Final Analysis

LEGEND FOR MAP 6:

- Areas where growth and development should consider its impact on the environment and on-site septic suitability is generally poor.
- Areas suitable for growth and development with few environmental risks or impacts.
- Areas suitable for growth and development with few environmental risks or impacts, but major impacts on prime agricultural soil.
Area Map of Willsboro

Geographic terms, such as Willsboro Point, need to be defined in the Comprehensive Plan. Nine geographic sections or neighborhoods were defined and named to provide consistency across the GIS maps created for the Comprehensive Plan.

These areas are named and represented in Figure 5 as:

1. Willsboro Point,
2. Twin Shore,
3. Boquet River Area,
4. Town Center,
5. North Field,
6. South Field,
7. Mountain District,
8. High Peaks View,
9. Four Brothers.

Figure 5: Area Map of Willsboro
Chapter Two: Willsboro's Past, Present & Future

Figure 6: Bouquet River
A Brief History of Willsboro (4)

Shaped by its location, physical characteristics, history, and peoples the Town of Willsboro evolved from the foundations of its past. Lake Champlain, Long Pond, Highlands Forge Lake, and the Boquet River winding its way through the Town, provided early peoples with the means for travel, fishing, and power for their mills. The mountains and fertile lowland soils provided rich opportunities for hunting, forestry, and farming.

Several thousand years ago, after the last Ice Age when melt-waters receded from the Champlain Valley, the First Nations’ peoples inhabited Willsboro (4, 5). The Town’s waterways provided important travel routes for the nations of the Iroquois Confederacy, the Algonquin, Huron, and Abenaki Nations among others. In the 1500s, Europeans began to discover Lake Champlain and years of colonial competition for the region followed. The First Nations’ peoples were often divided by traditional rivalries and long standing feuds. The wars between England and France and then the American colonists and England further divided indigenous nations. The Huron, Montagnais, and Mohawks found themselves on different sides of the European conflicts. With the expansion of European settlements, particularly after the “sale” of large tracts of Iroquois lands to the Americans as part of treaty settlements, their villages were mostly driven off from Willsboro. Today, in the Turtle Island Café, diners can view a copy of the treaty where three clans agreed to “walk these lands no more.” The traditions of native peoples linger in hunting practices, the quiet use of waterways by canoeists and kayakers, and the gentle respect and awareness given for the land and its creatures.

The story of the Town’s first European founder is an intriguing tale. William Gilliland was part of the new American Country’s birth struggles. A British soldier who fought against the French, he was able purchase land grants offered in 1763. When the British gained possession of all French holdings in Canada as well as the Champlain Valley, which included Willsboro, they offered soldiers land (4, 5). In 1765, Gilliland purchased a total of fifteen thousand acres and personally led a band of tenants to start the small settlement he called Milltown on the lower falls of the Boquet River. The settlement grew and was peaceful until the inhabitants were caught in the height of the Revolutionary War, between the Americans and the British fighting up and down the Champlain Valley. For safety’s sake, the settlers fled and Milltown was abandoned. During the Revolutionary War, General Burgoyne eventually occupied Gilliland’s house, probably the nicest in the community, while his soldiers were encamped nearby along the Boquet River (5). There was enmity between Gilliland, Willsboro’s founder, seen as a British loyalist, and Benedict Arnold, a hero of the American cause early on in the war. The outcome for Gilliland was the loss of his holdings, which were sold primarily to Colonel Sheldon and Abraham Aiken.
The incorporated Town of Willsboro, then spelled Willsborough, was formed on March 7, 1788. It covered the territory that would become the present day Towns of Lewis, Chesterfield, Jay, Essex, Wilmington, St. Armand, North Elba, Keene and part of Peru. Over time portions were divided and reincorporated as separate Towns until 1805, when the Town reached its present size (4, 5). The 19th century saw a Willsboro that grew and thrived. By 1818 Willsboro had sawmills, a gristmill, blacksmith shops, taverns, a tannery and stores. The population in 1850 of 1,932 was comparable to 2010 (2,025) (4, 5).

Farming was an integral part of Willsboro since the latter part of the 1700s (6). In the 1860s half of Essex County was farmland. Willsboro Point alone had approximately fifteen farms. Willsboro’s farmers produced for local consumption and served distant markets such as New York City. Agriculture was not only a way of life and a means of feeding families, the Town and the state played a role in tourism. Buyers who came to purchase products also brought their families back to vacation on the shores of Lake Champlain. Growth accelerated in the late 1880s. The railroad came through Town, school districts were centralized, agriculture and industry were doing well, and tourism was firmly established.

Willsboro’s natural, rural beauty and waterways drew visitors before and since its establishment as a Town. Boaters on Lake Champlain would stop or return to camp on the shores. There was a hotel at the end of the point before 1883. Tourism continued to grow into the 1900s. There were already summer camps at the head of Willsboro Bay (4, 5). Tourism was supported by Willsboro’s residents who built and maintained camps to rent for additional income (4, 5). Further evidence of the Town’s popularity as a destination was the Clubhouse in Buena Vista. In 1927 the Clubhouse featured a grand ballroom that accommodated 75 guests. A bus service was provided from Albany to Buena Vista from Friday night to Sunday night so that people might easily travel to hear the nationally renowned bands that played every summer weekend (4, 5).

Industry was part of the Town’s early commerce beginning with the mills powered by the Boquet River. The Champlain Fibre Company was built in 1881. The blue limestone quarry at Ligonier Point was at a peak in 1860. The special limestone was used in the construction of the New York State Capital and in the suspension of anchors from the Brooklyn Bridge. The first wollastonite processing plant was built in the 1950s. Willsboro’s (and Lewis’s) mineral resources of wollastonite are reputed to be the largest reserve in the world.

Like any town, Willsboro endured difficulties of growth and disaster. Flooding from the Boquet River and fires interrupted life and commerce from time to time. In 1913 the Great Flood destroyed businesses along the river. Today,
Willsboro’s rich soils and gentle slopes still attract agriculture and forestry. Farmers strive to maintain their family traditions, produce food, and create a sense of countryside. Artifacts drawn from the earth, historic markers, and old homesteads such as the Adsit Cabin stand as reminders of Willsboro’s place in American history. The Town’s geography continues to determine its difficulties, choices of way of life, characteristics and appeal. Willsboro, the oldest Town in Essex County, maintains rural qualities of natural beauty and a neighborly ambience. It does not stand still. Willsboro has been recognized as the location for pioneering work in projects such as the fish ladder on the Boquet, environmental conservation projects done by the Boquet River Association, and Cornell University College of Agriculture’s Research Farm. And, not least of its roles, the Town once seen as a humble mill town is still a beloved summer destination of great beauty.
Issues Willsboro Faces Today

Linking Environmental Quality with Economic Stability

Although citizens were most concerned (number one priority) about environmental quality, the second most important topic was Willsboro’s economy. Citizens expressed an interest in balancing Willsboro’s economic needs while protecting the quality of Willsboro’s environment. Contributors voiced the need for new, creative ways to make a living and provide affordable livelihoods, but also recognized that protection of Willsboro’s special waterways and landscape is important. For example, the agricultural community and year-round and seasonal residents were equally concerned about recognizing the importance of balancing agriculture, with its traditional and deep community roots, with the use of agricultural lands for dispersed residential development.

Employment and Commercial Revitalization

Developing new and keeping existing businesses was declared number two priority from data gathered from the community. There are a number of conditions that must be addressed for success in developing new and keeping existing businesses. Consumers must patronize local businesses in order to generate the sales and revenues to keep businesses open. Driving to Plattsburgh (a 60-75 mile round-trip) with escalating gas prices to shop for marginally discounted groceries and dry goods at franchises and big box chains that invest their profits out of the region, does not keep business operating and open in Willsboro. When $100 is spent at an independent, local retailer, $68 remains in the community. When that same $100 is spent at a chain store, only $43 remains in the community (6). Locally owned businesses are more likely to expand product lines to respond to consumer demand. As part of a new business’s plan development, consumer loyalty to existing businesses in the community is evaluated. Consumers must choose to spend dollars locally in order to have a viable retail sector.

Business infrastructure and financing are needed for broadband, industrial park, and public facility development. Organizations such as the Essex County Industrial Development Agency (IDA), Willsboro Development Corporation, and Lakes to Locks Scenic Byway are already active and work with individuals and organizations to promote the economy. Willsboro should take advantage of collaborative industrial and tourism marketing opportunities with these regional partners. Physical and economic assets are already in place as a basis for economic revitalization.
Developable land within the APA hamlet and industrial classifications exists, presenting an attractive location for businesses. The Town’s greatest assets are its productive agricultural lands, strong natural resource base, small Town ambience, rural character, and lack of strip malls. The existing building inventory is in fairly good condition and historic properties retain original architectural details. However citizens are concerned about residences and businesses with unsightly trash and vehicles accumulating in road corridors.

Willsboro is fortunate to have a diverse economic base and proximity to adjacent employment opportunities in Plattsburgh, Elizabethtown, and Burlington. However, Willsboro shares with other rural areas difficulty in recruiting and retaining medical professionals. In addition, the decline in the “under 40” age group (7) is a problem shared with many rural regions across the United States and with other developed Western countries. This chronic decline suggests not only lack of local and regional employment opportunities for high school and college graduates, but also insufficient social and recreational amenities targeted at this age group.
Innovative and Creative Economy

Understanding the cultural, creative, and innovative assets that could be drivers for economic development is important for Willsboro. Reliable broadband, wireless, and mobile phone technologies fuel the creative economy. The influx of new residents who have second or retirement homes provides additional sources of creative and investment capital. Another set of assets include the public and private schools, colleges, universities, institutes, and academies within 90 minutes of Willsboro that offer training to extend and develop an innovative and creative economy.

Housing

Willsboro is dominated by single family homes that are occupied by the owners. Affordable and community housing choices necessary to support a growing local workforce are challenging due to a complex housing market. For example, the trend of second home, seasonal, and recreational home ownership drives up the costs of buying land and building single family housing. The combination of limited housing stock and rising property values continues to make affordable housing challenging for low and moderate income residents.

Cultural and Historic Resources

The Town of Willsboro honors its cultural and historic resources by preserving and promoting them. Two of the means undertaken to protect historic resources involves an inventory of historic properties and nominations of properties to the National Register of Historic Places. While many of the buildings retain their architectural designs, other historic

Figure 8: Development Potential: Lands for Community Housing Adjacent to APA Hamlet Classification and Willsboro Sewer District
buildings are in need of repair or restoration.

Culturally, Willsboro is striving to enhance arts and culture-based community development by supporting the growth of arts, culture, and historic institutions.

Recreation

Willsboro is beautifully suited for all-season outdoor recreation. It features Lake Champlain’s extensive shoreline, intact forests with great views and hiking opportunities, Willsboro Bay’s placid waters for summer recreation and winter skating, and beautiful country roads offering excellent biking opportunities.

There are two large inland lakes that provide swimming, year-round fishing, and boating opportunities. A state-of-the-art climbing wall and nearby cliffs for rock climbers provide indoor and outdoor challenges. Champlain Area Trails, a local group, is developing a hiking/cross-country skiing network of trails in Willsboro that will connect to other communities. A snowmobile club has trails that traverse the Champlain Valley. Willsboro has an excellent sledding hill with potential for small-scale skiing and an outdoor skating rink. The Boquet River is excellent for
canoeing, kayaking, and tubing. Citizens are interested in additional development of indoor and outdoor recreational amenities.

**Natural Resources, Development, and Land Use**

According to over 703 comments provided by 453 responses through public workshops and the community survey, Willsboro’s residents care deeply about the Town's scenery and small Town quality. Farmers and other citizens appreciate the working landscape of fields and forests.

Conscious and careful land use planning will allow citizens and their government to plan where and how growth occurs. Wise planning considers the natural environment including land, wildlife, and vegetation as well as current and future residents, businesses and visitors.

*Figure 10: Bouquet River, Downtown Willsboro*
*Source: P. Corell*
When we think of the Adirondack Region, we think of mountains. Because Willsboro is located, “where the Adirondack Mountains meet Lake Champlain”, the countryside is layered with mountains and valleys, plains and deltas-- formed by important geologic events.

Blessed with abundant water resources, Willsboro includes 73.4 square miles of land area and 30.4 square miles of water. Lake Champlain, Long Pond, Highlands Forge Lake, north and main branches of the Boquet River and their neighboring wetlands define Willsboro as a Lake Champlain Basin Town. Over 41 miles of important shoreline bound these extensive water resources. The foothills and mountainous areas to the west and northwest include large acreages of mixed hard and softwood forests that abut the farmland and countryside to the east. These forests are relatively intact, with minor forest fragmentation, thus they have a healthy representation of characteristic flora, fauna, and diverse forest communities.
Farming has been an integral part of the Town since the latter part of the 1700s. Plenty of flat and gently sloping land that includes “farmland of statewide importance,” and prime agricultural soils, combines with the relatively mild climate provided by Lake Champlain to provide a rich resource for farming.

Currently, approximately thirteen active farms produce milk, hay, corn, meat, fruits, and vegetables. Many residents also raise horses, maintain gardens, and harvest hay. The number of small acreage farms continues to grow.
Cornell University operates the Cornell University Research Farm on substantial acreage in the Comprehensive Plan area called, “Twin Shore”. Many different research projects, involving such crops as grapes, corn, and grain are conducted there. Twenty-three percent of the land acreage in Town (6,396 acres) is in the Agricultural District. Since the agricultural district does not include all possible farmland, the actual agricultural acreage is somewhat higher (See Existing Land Use Statistics in Community Profile for more information.)

Figure 13: Cornell Farm Vineyard.
Source: P. Corell
How the land has been used by humans and wildlife is an important issue for Willsboro. Special plant and animal habitats and areas of unusual geology exist. In the vicinity of Big Brook marsh and the southern part of Willsboro Bay, destruction and mowing of wetland vegetation is occurring.

Willsboro’s land and water resources are valuable to the scientific community. This is especially true on Willsboro Point, along the delta of the Boquet River, in the vicinity of Big Brook, and along the cliffs of Willsboro Bay. In these locations the New York State Natural Heritage Program identified and designated “significant communities,” where unique plants or animals live, the geology is very special, and rare species inhabit the location. Within Willsboro, there are plant and animal species classified as threatened, endangered, or rare by New York State and the Federal Government.

Figure 14: Unique Natural Features
Source: NYSDEC Natural Heritage Program
Willsboro has many designations for its place in a special landscape. For example, Willsboro is within New York’s Adirondack Park, the Lake Champlain Basin Program Management Area, Adirondack Champlain Biosphere Reserve, the Northern Forest Region, the Nature Conservancy’s St. Lawrence-Champlain Valley Eco-Region, and the Northern Appalachian/ Acadian Eco-Region.

The Boquet River is a designated river within the New York State Wild, Scenic and Recreational Rivers System. The Boquet is noted by the Nature Conservancy as one of the two highest quality rivers in New York that flow into Lake Champlain (8).

Just less than two thousand residents reside year round in Willsboro, so it may seem that development pressure cannot be too great. In summer, the population of Willsboro nearly triples, placing increased pressure on the land and water resources of the community from June through September.

Figure 15: Special Designations: North American Acadian Ecoregion
In the past 20 years, rapid land use change has occurred in Willsboro. Land Use Change is a science that studies the natural, social, and economic aspects of land management (or lands left unmanaged) (Ellis, 2010). Rapid Land Use Change is observed in settled landscapes that expand outwards into the forests, fields, shorelines and back-country over a time period. Rapid Land Use Change is triggered by given changes in social or ecological conditions that encourage migration. Changes in conditions may include presence or absence of land use regulatory policy, real estate values, climate, location of industries, and amenities (9).

Citizens and scientists are concerned about rapid land use change. Citizen comments made during workshops and the community survey indicated local concern about land use change in Willsboro. Scientists are also concerned about rapid land use change in the Adirondacks, a landscape known for its wildlife, size, and important location as part of an international eco-region (10). Evidence supporting these concerns includes the following data, with supporting documentation in the Community Profile and Atlas.

Figure 16: Land Use Change Indicators; Real Estate Sales
Source: B. Holland
In the 1990s, Willsboro was cited by the Residents’ Committee to Protect the Adirondacks as one of the “Top Ten Towns for Building Permit Activity” for the period issuing 1,328 building permits (11).

During the seven year period from 2002-2009, the trend continued with the issuance of 1,167 building permits valued at a minimum of $23,750,000 (12).

Permits were issued for approximately 253 residential and commercial new construction, major renovation and “additions” that included partial demolition of traditional lake front seasonal cottages and replacement with year-round, larger square-footage modern homes (12).

New construction activity was focused on shorelines and in more natural locations, where forests or agricultural lands were converted to residential development.

Figure 17: Residential Development. Permits Issued (2002-2009)
Note: Parcel size is noted as permit location.
The replacement of small summer camps with larger, year-round structures has resulted in intensive shoreline development and redevelopment. A growing seasonal population has resulted in swings in demand for public services. (See Community Profile and Atlas: Shoreline Hardening Map.)

In the same period, 87 minor and major parcel subdivisions were also approved (12.) The breaking down of larger parcels into smaller parcels in order to sell off chunks, called “fragmentation” can result in loss of habitat for wildlife, working forests and productive farm fields. Fragmentation results in a potentially significant land use change (See Community Profile and Atlas: Town Building Permit Statistics 2002-2009; 12.)
Willsboro’s land use regulations, which include a Subdivision Regulation and Zoning Ordinance, were originally adopted in 1974. Many in the community feel that regulations are not adequately working to protect the small town character and scenic beauty and provide for economic growth.

Citizen planners expressed concern that the regulations in place are outdated and difficult to work with. Analysis of the community survey responses reinforced these viewpoints, revealing concerns that current regulations are antiquated, complicated, and inadequate to preserve the landscape and natural resource base.

Geography shaped Willsboro’s history. From 18th Century military outpost, 19th Century farming and industrial community, to the 21st Century diversified economy that includes industry, business, farming and a seasonal retreat for city dwellers and visitors, land and water resources have been central to its economic evolution. Changing demographics, such as a growing seasonally-based population, a smaller, older, year-round citizenry, and shrinking school enrollment, pose challenges to growth. Citizens and science indicate that growth should consider protection of environmental resources and development should be guided away from areas of steep slopes, ridgelines and hilltops, critical water resources, important wildlife habitats and important agricultural soils into areas that can provide services and facilities to sustain growth.

Figure 19: Regulatory Exceptions. Land Use Variances (2002-2009). Note: Parcel size is noted as permit location.
Infrastructure, Public Facilities, and Services

Public works projects begin to deteriorate from the day the construction is completed and the ribbon-cutting ceremony takes place. Maintaining government-owned public facilities requires an intensive and regular investment of Town Board attention, project planning, and taxpayer money. Willsboro is examining its capital investment program and how it employs ongoing maintenance as a necessary practice for each and every public facility and system in the Town. Willsboro recognizes that deferred maintenance is expensive, yet it is a challenge to employ a Town-wide program of capital investment and annual maintenance while making annual loan payments on public works projects. Willsboro is investigating ways to share facilities and services, such as fire and highway, with Essex and Lewis (and perhaps Willsboro Central School) in order to reduce taxes and operating expenses.

Drinking Water

The 2000 Census reported that 1,338 housing units have public or private drinking water and 8 households lack plumbing facilities. Willsboro’s one-water district serves approximately 82% of the community through 1,101 connections and eleven% (146) of the community owned individual drilled or dug wells (7). The Willsboro Bay Water Company, a private water service, currently serves 66 households in the Town. In 2010, service connections within the Willsboro Consolidated Water District increased by 69 users to 1,170.

The 1977 Comprehensive Plan reported that the public water supply was “adequate” to meet the present and projected future increases in demand. Under a permit from the New York State Department of Environmental Conservation (DEC), the Town of Willsboro is authorized to take up to 864,000 Gallons per Day (GPD) from Lake Champlain (13). Of this amount, up to 10,000 GPD supply the Willsboro Bay Water Company with the remainder supplying the Willsboro Consolidated Water District (see map on following page). In 2008, the Town reported that the design capacity of the system was 720,000 GPD (14). Two years, later, the GPD has increased by 144,000 GPD. Due to the dramatic population increases from May through October, seasonal fluctuations in water usage are significant. The State Department of Health suggests that evaluating GPD output by month would be a helpful tool to assess demand. Today, Lake Champlain, the surface water supply, continues to be an adequate raw water source to meet demand.
The filtration plant appears to be in fairly good working order. Fortunately, the accumulation of Zebra Mussels at the water intake points has not been a chronic problem for the Town. The filtration plant has sufficient redundancy in its operations to allow for maintenance and still meet water demand. Improvements are underway to provide a backwash treatment system including a slurry pond for filtrate flushing to meet Department of Health requirements. Because the water comes from a surface water source, it is treated with hypochlorination and a potable water corrosion control inhibitor. Willsboro must comply with federal standards and routinely collect treated water samples because of the presence of organics in the raw water combined with the chemical treatments noted above. Monitoring levels of trihalomethanes and haloacetic acids is occurring because of public health concerns for these disinfection byproducts. Further testing of Lake Champlain water quality is also revealing the presence of pharmaceuticals such as estrogen, and chemicals such as caffeine (15).

Recent storage improvements provide adequate capacity for the system and include a new 500,000 gallon glass-lined, steel tank to supplement the 200,000 gallon concrete storage tanks. Funding was also recently received to implement individual metering-- an energy-efficient way to conserve treated water.

The piping that comprises the water distribution system is a mixture of composition, age, and size. The Department of Health cited the presence of transite piping within the distribution system (16). Transite piping is
composed of asbestos and as the pipes age, they can deteriorate and soften. Another distribution-system based public health threat in Willsboro is the problem of cross connections. Cross Connection hazards are points where private plumbing systems or a non-drinking water substance have the potential to come into contact with drinking water distribution lines. Examples include a septic system, sprinkler system, hot tub, or ornamental pond. These crossing points can allow bacteria and other contaminants to enter the public water system if there is a leak or break in the distribution system.

Wastewater

Wastewater treatment in the Town is a combination of public centralized collection and treatment and private on-site wastewater systems. Projections from the 2000 Census and Town Records indicate that currently there are approximately 1,490 housing units in the Town. Approximately 20% (290) are connected to the centralized wastewater treatment system and 80% (1,200) depend upon on-site wastewater treatment systems.

The Willsboro sewer plant was constructed and placed in service in 1994-1995 and was designed to accommodate 125,000 MGPD (Million Gallons/Day). The system is currently permitted to accommodate 75,000 MGPD and serves 220 connections within the Willsboro Sewer District and operates at approximately 35,000 MGPD (17; 18). There are major problems with the plant's treatment technology and plant design, which is outdated and cannot operate at half of its theoretical design capacity. Wet weather loading may cause the collection system to experience infiltration and inflow problems and flow meter accuracy but documentation was not available to support the supposition (17; 19). A pilot-constructed wetland project to reduce phosphorus levels prior to effluent release from the treatment plant is underway, but does not address the basic design problems with the treatment facility. Major treatment system modifications are necessary to stay current with existing system demands, include underserved households and the Willsboro Commerce Park. The Town Board is studying the cost/benefit of various treatment alternatives and expansion plans.

Private, on-site septic system development has been vigorous, but citizens continue to be concerned about the condition of private, on-site wastewater systems. Soil septic suitability, slope, surficial geology and the presence of wetlands and aquifers reveal a wide range of conditions that makes modern, on-site wastewater challenging to successfully design (see Community Profile Atlas). Aged or out-dated systems may not operate properly. From 2002 through 2009, 116 new, on-site wastewater systems were constructed. Another 142 on-site wastewater systems were repaired. Contamination of ground and surface water, particularly near Lake Champlain, Long Pond and tributaries of the Boquet River, are concerns.
Storm Water

Willsboro is experiencing problems with storm water including surges in various locations throughout the Town due to inadequate infrastructure, strong weather events, and development. For example, according to chemical analysis performed on Long Pond water samples by the Adirondack Lakes Institute, storm water along Route 22 north may be polluting Long Pond. Buena Vista, on Willsboro Point, is experiencing particularly severe storm water events that pollute Lake Champlain. Work is underway to solve the Buena Vista situation by the development of storm water infrastructure. There are a number of difficult issues requiring cooperation of property-owners to resolve the problems. Recognition of specific problems tied to locations led to further investigations throughout the Town. The list of locations where storm water mitigation is necessary is growing.

Transportation Systems

Automobiles and trucks are the dominant form of transportation in Willsboro. During May through October roadways also belong to bicyclists, pedestrians, and equestrians. Issues were raised during community meetings and in the community survey concerning road sharing, excessive speed, and road safety on Town, County, and State-owned roads. Neighborhoods, such as downtown, Willsboro Point, Twin Shore, and Mountain View Drive were often the target of road safety concerns.

Willsboro’s 66 miles of roads and 6 bridges are owned either by Delaware & Hudson, New York State, Essex County, or the Town. Route 22, the main north-south route through Willsboro is in various states of repair as it meanders for almost
nine miles from the Essex border through Willsboro and on to Chesterfield. In 1998, DOT invested considerable funds to replace the access and bridge structure over the Boquet River in downtown Willsboro.

Road conditions are excellent from Willsboro south to the border with Essex, but seriously degraded on the seven miles up the “mountain” to Interstate 87. Construction improvements on the first two miles up the mountain on Route 22 were implemented in 2010. New York State Department of Transportation has not released any clear timetable for construction improvements on the remaining five miles. Route 22 north is the major northern link to Interstate 87 and its present substandard condition poses an economic deterrent for the Town.

Essex County owns seven major Willsboro roads, representing one third of the Town’s highways. A 100 point *Road Priority Index* is used by the County to score each of its roads. The system is based upon nine indicators of road conditions (including bumps, shoulder deterioration, and rutting) and Average Annual Daily Traffic counts. Priority is granted to higher point scores. Essex County is updating their roads inventory. The last scoring was completed in 2003. Using this evaluation system, sections of the Middle (52-58), West (57-68 points) and Point Roads (81-91) scored high for repair (20). The County also owns four bridges, three of which exceed the condition rating threshold of 5.00 established by the State of New York Bridge Inventory. No bridges are noted as having been identified by the County as immediate problems (“active flags”) (21). The Morehouse Bridge on County Road 68 (Sunset Road) falls below the threshold with a 4.87 rating. The bridge is also considered structurally deficient by federal standards (22).

Willsboro owns 34.99 miles of roads; 23.42 are paved and 11.57 are unpaved. Road maintenance and reconstruction is funded through annual Town Board budget appropriations. It is the Town’s public works policy to rehabilitate and repave roads following the completion of water line replacement and to pave roads based upon interest (or disinterest) of the citizens. A reinstitution of an annual three-mile road rehabilitation program has been suggested.

Public transportation is very limited. Nearby ferry service to Vermont from Essex generally was available year-round. Since the loss of the Crown Point Bridge, Lake Champlain Transportation Company has shifted its ice-cutter boats to Crown Point. As a result, winter ferry service in Essex did not operate in February and March, 2010. This service interruption is a hardship for residents with employment or medical services in Vermont. Local bus service focuses on getting workers to nearby employment centers. Amtrak operates twice daily. Air service from Plattsburgh is now regularly available.
Hazard Mitigation

The Boquet River was the home to the Georgia Pacific paper mill until 1965. The working waterfront includes industrial remnants including the Black Ash Pond and the Willsboro Dam.

Phased stream bank stabilization is underway to mitigate erosion of the industrial waste, black ash, into the river. The Town Board is considering whether to continue repairing the Willsboro Dam or to remove it. Concerns include the dam’s effects on such issues as flooding, ice jams, ecology, habitat, and aesthetics.

Figure 22: Boquet River Falls, Downtown Willsboro
Source: P. Corell
Communications & Utilities

Many believe economic progress is hampered by intermittent cell phone/wireless service and poor high speed/Broadband internet access. These observations were frequently mentioned during public meetings and in the community survey.

Buildings and Services

Citizen comments indicated that there is a lack of information about public access and utilization of the school, visitor’s center, and Noblewood property.

Issues Willsboro Faces Today: A Citizen-led Search

Circumstances in Willsboro are changing as they are in the rest of the country and around the world. As the Comprehensive Plan was being developed the 2010 population statistics were being published. They indicate that the year-round population is continuing to decline while the seasonal population grows. The demo-graphic profile of Willsboro continues to trend towards an older, more educated, and wealthier citizenry. These dynamic changes are only one example of the influences upon and the challenges of a search for balance.

Recommendations for the plan that are outlined in the following chapters were based upon the scientific and community data, trends, issues, and concerns voiced by the participants in the comprehensive planning process. Evaluation of the recommendations used a three-pronged screen. The benefits and impacts to environmental quality, economic prosperity, and social well-being informed the Comprehensive Land Use Plan Steering Committee as they weighed public and private interests.
Not one individual, board, or committee can take sole responsibility for implementing this plan. Instead, the Comprehensive Land Use Plan Steering Committee envisions a network of existing and new committees sharing responsibility with the various Town boards, organizations, and agencies. In this way, civic-minded citizens can participate on local committees and follow through on the plan.

Table 6: Comprehensive Plan Implementation; Local Action Committees

<table>
<thead>
<tr>
<th>Economic Development</th>
<th>Recreation</th>
<th>Tourism</th>
<th>Planning</th>
<th>Public Facilities</th>
<th>Main Street Revitalization</th>
</tr>
</thead>
<tbody>
<tr>
<td>Willsboro Development Corporation</td>
<td>Youth Commission</td>
<td>Champlain Valley Heritage Network</td>
<td>Comprehensive Land Use Plan Steering Committee</td>
<td></td>
<td>Renaissance Committee</td>
</tr>
<tr>
<td>Technology Committee</td>
<td>Champlain Area Trails</td>
<td>Planning Board</td>
<td></td>
<td>Library</td>
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</tr>
<tr>
<td>Kiwanis</td>
<td>Parent/Teachers Association</td>
<td>Zoning Board of Appeals</td>
<td></td>
<td>Heritage Society</td>
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<tr>
<td></td>
<td>Booster club</td>
<td></td>
<td></td>
<td></td>
<td>Beautification Committee</td>
</tr>
</tbody>
</table>
A Shared Long Term Vision of Willsboro

Willsboro has strengths to build upon-- instead of a mindset that Willsboro has problems that need solving. A strength-based, positive approach assumes that Willsboro cannot rest on its laurels. The Comprehensive Land Use Plan Steering Committee composed this succinct description of how citizens would like to see Willsboro 15 years from now. The statement reveals the ideal imaginings for a future Willsboro and is based upon the comments received from 587 responses to the visioning workshops and community survey.

Willsboro is a neighborly place where its full time and part time residents care deeply about its unique beauty and small town character. It enjoys a diversified economic vitality including a vibrant agricultural community, state of the art educational facilities and systems, and carefully managed growth for the benefit of all its citizens. Willsboro’s prized natural resources including extensive waterfronts, forests, and open fields are maintained and protected by the Town’s citizens and government. The Town takes full advantage of its rural location, heritage, recreational opportunities, and its scenic beauty to be an attractive destination for visitors and a good home to all its residents.
Chapter Three
Recommendations for:

Our Vital Marketplaces, Economy, and Community Amenities

Figure 24: Signage noting some of Willsboro's Resources
Chapters Two, Three, and Four outline strategic priorities, implementation goals, and objectives.

Strategic Priorities:
- describe Willsboro’s expectations and actions for the future
- provide broad direction
- guide the identified goals and objectives.

Goals and objectives:
- provide targeted outcomes and the activities needed to achieve the strategic priorities (23).

Willsboro’s strategic priorities, goals, and objectives were formulated to address the existing conditions, issues, and themes identified during the community inventory and analysis activities, citizen workshops, and community survey. The Strategic Priorities were specifically composed by the Comprehensive Land Use Plan Steering Committee and are based upon the comments received from 587 responses to the visioning workshops and community survey.

A broad plan of action, through a specific number of Strategic Priorities (brown and italicized at the beginning of each chapter,) will be consciously implemented through the goals and objectives. The Town will accomplish a series of targeted goals (noted in PLUM) and related objectives (BLUE & BLACK). Targeted goals and objectives are linked to the Strategic Priorities (brown and italicized). Objectives are SMART (Specific, Measurable, Attainable, Relevant, and Time-framed). Time-frames for implementation begin in 2011 and extend over a maximum ten year time period. It is expected that the Town Board and Willsboro’s citizens will periodically monitor and evaluate progress—and accordingly adjust the planned accomplishments for future years.
Strategic Priorities: Vital Marketplaces, Economy and Community Amenities

Willsboro welcomes visitors and its seasonal residents, both new and old, to its working landscape of field, forests, riverfront, lakeshores, and historic neighborhoods. It enjoys an economic vitality, based upon an active agricultural community, four-season tourist attractions and several important industrial employers. Support services and retail businesses provide additional job opportunities for residents and commuters from neighboring communities. State of the art educational facilities and systems create an environment of continuous learning and help to facilitate economic development. The natural world and the needs for human success-economic, housing, educational, recreational and cultural opportunities, and health services, are balanced to serve each other without harm or hindrance one to the other.

Willsboro’s economically diverse community supports and sustains, in cooperation with state and local agencies:

- An appropriate housing mix for all income and age levels.
- Ample, diverse, and attractive job opportunities.
- Existing businesses, industries, and commerce.
- Expanded public services appropriate to the existing growth patterns in the community to avoid sprawl and that use the best available technology.
- A globally connected, best technology communication system. Provides an information infrastructure where residents and visitors can access and enjoy everything the community has to offer.

Willsboro’s four-season business district:

- Is filled to capacity with a rich diversity of retail businesses.
- Has sidewalks, parking lots, and parks awash with color and art, benches and greenery.
- Offers shopping opportunities that complement its mix of cultural, historic, and recreational resources.
- Capitalizes upon its natural assets of the Boquet River and connections to Lake Champlain and the Essex Ferry.
1. Establish business infrastructure that supports year-round revenues, maintains an economically viable and diverse economic base in the hamlet and adjacent Willsboro Commerce Park and caters to a broad variety of sustainable commercial and industrial markets. Develop economically and environmentally friendly businesses that help Willsboro build sustainable wealth and well-being through the incorporation of green design and jobs, sustainable business practices, and local jobs. Create fifty (50) full time jobs by establishing a business climate that supports moderate, clean, diverse and green industrial and commercial growth.

1A. Develop The Willsboro Commerce Park With The Understanding That Design Of Site Plan, Use, And Industrial Activities Are Consistent With Other Land Use Recommendations In The Comprehensive Plan.
   Time Frame: 2-5 years
   Responsible Parties: Town Board, WDC, ECIDA
   
   i. The development of Willsboro Commerce Park and the supportive infrastructure improvements, including roads and wastewater, will support new businesses, a rail siding, and an alternative route for large trucks to avoid the core Willsboro residential area.

1B. Establish Broadband Access For The Entire Town By Working Through The Regional Broadband Initiative, CBN Connect Consortium.
   Time Frame: 2-5 years
   Responsible Parties: TAC Plattsburgh Cablecom, WDC, Town Board, Technology Council

1C. Encourage Banks To Make Loans For Structures That Use Alternative Energy Sources.
   Time Frame: 0-2 months
Responsible Parties: Town Board, Champlain National Bank, ANCA, Adirondack Council, Town Board Technology Council

1D. **Encourage industrial and tourism commerce with our Canadian neighbors.**
   Time Frame: 0-2 months
   Responsible Parties: Town Board Tourism Council, North Country Chamber of Commerce, ROOST, WDC

1E. **Evaluate ways to stabilize or reduce taxes, including consolidating and sharing municipal and school services.**
   Time Frame: 0-2 years
   Responsible Parties: Town Board, School Board, WPOA
   
   - *Develop new ways to leverage existing resources to maintain or lower taxes, or distribute taxes over a larger tax base.*

1F. **Increase and diversify business opportunities for farmers.**
   Time Frame: 0-2 years
   Responsible Parties: Adirondack Harvest, Cornell Cooperative Extension, Adirondack Farmers Market, Ad Hoc Citizens Committee, Cornell University Farm Willsboro, Local Farmers, Consumers
   
   - *Alleviate the problem of insufficient farm income.*
   - *Work with Adirondack Harvest and other agricultural development organizations to capitalize on the popular and lucrative “food security, localvore” and biomass energy movement. Sustain the thriving Agribusiness community by increasing demand for their products.*
   - *Create a regional demand and market area “hub” for value-added local foods.*
   - *Support the expansion of the local Farmer’s Markets into a winterized building and extend shoulder seasons. Propose that more locally grown foods and secondary-processed local foods are included at the existing Farmer’s Market.*
   - *Develop a physical plant for processing agricultural products into value-added secondary products.*
vi. Create a local retail outlet to provide local farm products on a year-round basis.

vii. Promote renewable energy-based agricultural practices such as switch grass for biomass energy production.

viii. Expand new market-based, non-traditional agricultural products, such as hardy grapes and hops.

1G. **Support the Cornell Research Farm and the Northern New York Agricultural Development Program.**

   Time Frame: 0-2 years
   Responsible Parties: Town Board, Legislative Delegation

   i. Encourage programs at the Willsboro Farm that fund experimental crops, such as hardy grapes.
   ii. Encourage the Essex County Board of Supervisors to adopt a resolution of support for the farm.

1H. **Attract young people to the area.**

   Time Frame: 2-5 years
   Responsible Parties: Willsboro Central School, WDC

   i. Establish a loan repayment incentive program, similar to those operated to recruit medical personnel to encourage young people to accept employment in the area.
   ii. Set up a tracking program where the top students from the most recent ten graduating classes are followed and provided with technical assistance, training and capital to establish businesses in Willsboro.
   iii. Join regional and statewide efforts already underway to stabilize or reverse the brain-drain trend.

1I. **Establish small business incubators with the entrepreneurial financing strategies identified in this chapter that reward innovative ideas.**

   Time Frame: 2-5 years
   Responsible Parties: WDC, Kiwanis, North Country Chamber of Commerce
i. For example: a “rent a husband” service to complete small household and appliance repairs, or a shuttle service from the marina’s or ferry to Willsboro for shopping or touring the sites.

1J. **Conduct an industrial marketing and promotion program for Willsboro.**
   Time Frame: 2-5 years
   Responsible Parties: WDC, Essex County IDA, ESD, CNB
   
   i. Evaluate and provide input on the marketing materials and messages used.
   ii. Take an active role in the marketing program.
   iii. Stress incentives and competitive advantage for coming to Willsboro.

2. **Encourage the Willsboro Development Corporation, in cooperation with the Town Board, Essex County Industrial Development Agency, and other groups to assist venture capitalists and entrepreneurs to identify and develop economically and environmentally friendly businesses for Willsboro.**

2A. **Develop businesses directly or indirectly by providing community development services and engaging in investment partnerships. Examples include:**
   Time Frame: 2-5 years
   Responsible Parties: WDC, Essex County IDA, HAPECO, Town Board
   
   i. Providing financial assistance and subsidies through grant programs such as the HUD Micro Lending and Entrepreneurial Program to purchase properties or develop businesses in the hamlet.
   ii. Establishing a micro-enterprise loan and grant program that underwrites entrepreneurs and small businesses that will operate businesses in the hamlet.
   iii. Using the “Catalytic Community Development Company” approach or Land Trust model to create businesses, purchase and re-sell or lease operations with covenants and/or rent subsidy supports to new retail business owners. An Example of using the WDC as a Catalyst for the Grand Union Property: Citizens are concerned about the loss of the grocery store. Determine
the economic feasibility of replacing the grocery store as a for-profit or non-profit operation. Purchase vacant buildings, such as the IGA property through a commercial land trust, Catalytic Development Company, or cooperative joint venture. After renovation to a usable state, lease or sell them with conditions that specify how the community wants them to be used. Another example, “buy a commercial building and contract for its management with the stipulation that space be leased only to locally owned businesses that meet community needs. Rents would be stable and below market, reflecting actual costs of owning and maintaining the building, without a profit margin” (24).

i. Promoting entrepreneurship and small business development as a means for families to move out of low wage jobs and into the middle class (24).

v. Providing financial and tax incentives for green building design and sustainable uses.

vi. Providing model business and marketing plans for prospective business owners. These plans would demonstrate the market share of essential services and products that are purchased by local or seasonal residents.

3. Concentrate development in existing commercial neighborhoods to reinforce the small town character of Willsboro. Physical improvements and design of the hamlet, including building renovation and landscaping, should contribute in a positive manner to growth.

3A. Ensure that the physical design of the hamlet, building facades, and landscaping enhance the neighborhood in which they are located and contribute in a positive way to Willsboro through Site Plan Review and existing and improved land use regulations.

   Time Frame: 0-2 years
   Responsible Parties: Town Board, Comprehensive Land Use Plan Steering Committee, Planning Board, Zoning Officer

3B. Adopt best practices for commercial revitalization in the hamlet that may include greater density and compaction, through increasing the number of stories, better infill of vacant lots and reuse of existing space.

   Time Frame: 2-5 years
Responsible Parties: Town Board, Comprehensive Land Use Plan Steering Committee, Planning Board, Zoning Officer

3C. Encourage building renovations (both front and reverse) based upon the recommendations provided in the Town of Willsboro Hamlet Area Revitalization Plan (25) and for historic buildings based upon information provided in the 2010 Reconnaissance Level Survey [Historic Resources Inventory] (26).
   Time Frame: 2-5 years
   Responsible Parties: Town Board, HAPECO, Town Renaissance Committee, Willsboro Heritage Society

3D. Continue to work on cooperative Scenic Byways planning to identify common and complimentary projects with neighboring Route 22 communities. This is a very economical way to reach out and expand tourism opportunities.
   Time Frame: 0-2 years
   Responsible Parties: CVHN, Lakes to Locks, Town, Tourism Council, ROOST

4. Give travelers, visitors and residents a reason to disembark from their cars and spend money locally.

4A. Assist venture capitalists and entrepreneurs in identifying and developing complementary retail, small business, and tourism support services that meet the consumer demands of visitors and residents.
   Time Frame: 0-2 years
   Responsible Parties: WDC, Essex County IDA, CCE, Roost, Town Tourism Council

4B. Develop visitor packages that satisfy a 90 minute to 6-hour window of time around Willsboro.
   Time Frame: 0-2 years
   Responsible Parties: Town Tourism Council, ROOST, North Country Chamber, CVHN

   i) Strong tourist incentives to stop along a scenic roadway include stores and restaurants that sell local products; farm tours; recreation such as hiking, biking and kayaking, sightseeing, cultural and historical opportunities.
4C. **Encourage Willsboro to be considered a day or overnight destination by promoting recreation venues and businesses to residents and visitors.**

*Time Frame: 0-2 years*

*Responsible Parties: Town Tourism Council, ROOST, Local Businesses, DRD Designs, Bed and Breakfast Association, BRASS*

1) For example, existing marinas, sailing and fishing charters, guide services, and businesses such as the 1812 Homestead, Pok-O-MacCready Outdoor Education Center, Crux Indoor climbing tower, Noblewood, restaurants (Turtle Island and the Upper Deck, etc.) could all develop cooperative tourism packages.

2) Develop more guide services, package tours, and other tourism support service venues including “bed and breakfasts,” walking and biking trail guides, outdoor and historic interpreters. Capitalize on the natural, agricultural, cultural, and historic tourism resources.

3) Develop more packages with existing retail services in Willsboro (i.e. a Holiday Passport Program) through promotional coupons that get residents and visitors into businesses, farms, and amenities. Create retail packages that cater to the growing market of older travelers. Provide packages to the regional tourism promotional agencies and to Lakes to Locks.

4D. **Protect and support other organizations working to protect natural land, farms, clean water, open space, scenic vistas, and hiking/cross-country ski trails.**

*Time Frame: 0-2 years*

*Responsible Parties: Town Board, Town Recreation, Economic Development and Tourism Councils, CNB, Citizens*

4E. **Encourage development of a private campground where infrastructure already exists.**

*Time Frame: 2-5 Years*

*Responsible Parties: WDC, Town Board, Town Tourism Council, Planning Board*

4F. **Join marketing campaigns that are currently underway in the region. Tap into their programming and collaborate with their programs in order to draw visitors to the area.**
Time Frame: 0-2 Years
Responsible Parties: Town Board, WDC, Town Tourism Council, Lake Champlain Birding Trail, CATS, CVHN, ROOST, Adirondack Regional Tourism Council

i. Willsboro’s high quality environmental habitat and expansive open space, agricultural landscape, water features and public access to both land and water make it an ideal market location as a high quality nature tourism destination. One niche market is “Birders”. The Lake Champlain Birding Trail is a highway-based trail approximately 300 miles in length which connects 88 birding sites along or near Lake Champlain in Vermont and New York into a cohesive and marketable unit. A high quality full color map and guide identifies birding sites throughout the Lake Champlain Basin and provides information about the sites. Actively work with groups such as the Lake Champlain Birding organization and Champlain Area Trails to increase nature tourism and provide the tourism amenities and infrastructure needed in the Town to make visitors comfortable and welcome, will help Willsboro in the long run.

ii. Willsboro’s contribution to Essex County in the form of tax revenues supports the Essex County Lake Placid Visitors Bureau (now called Regional Office of Sustainable Tourism). The Bureau has a destination master plan for the county that can be reviewed at: http://essextourismplan.com/. The office also underwrites a regional website: LakeChamplainRegion.com. This site was established to serve the region and businesses are listed on the site for free. The office also publishes and provides to visitors an "Activities Guide," a comprehensive 4x9 resource intended to provide information on all activities in Essex County. The Bureau uses public relations and social networking media to interact with a growing online list of ambassadors and potential visitors. For market segments such as heritage and bass fishing, the Lake Champlain Region typically takes the lead and the Town of Willsboro can take a more active role in this marketing effort.

iii. The Adirondack Regional Tourism Council is another mechanism through which all Adirondack Counties cooperatively market, pool resources, develop collateral materials, and come to consensus on what niches and markets work for the region. How well Willsboro makes its presence and message known compared to other Adirondack communities depends upon whether its voice is heard.
iv. Initiate efforts to raise Willsboro’s presence and listing of amenities on the County’s radar screen as part of the regional “experience.” Messaging is market driven and marketing is intended to drive traffic to the regional sites (i.e. Lake Placid) and educate the visitor about all the region’s experiences.

5. Promote the innovative and creative economy by expanding opportunities to experience arts, culture, and healthy lifestyles.

5A. Working with the Arts Council of the Northern Adirondacks and the proposed Renaissance Committee conduct an arts and culture inventory, gap analysis, and needs assessment.
Time Frame: 0-2 Years
Responsible Parties: ACNA, Town Renaissance Committee

   i) Determine to what extent, if any, arts “anchors” exist.

5B. Encourage the coordinated scheduling, development, and location of diverse cultural events and activities that coincide with businesses and restaurant’s open hours.
Time Frame: 2-5 Years
Responsible Parties: Essex Community Calendar, Town Renaissance Committee, DRD Designs

   i) Arts and cultural events are multiple spending generators, creating ripple effects in the community. Services such as babysitters, transportation, meals, lodging and after-event refreshments all circulate money in the local economy. According to the Arts and Economic Prosperity III: The Economic Impact of Nonprofit Arts and Cultural Organizations and Their Audiences, "When a community attracts cultural tourists, it harnesses even greater economic rewards. Nonlocal audiences spend twice as much as their local counterparts ($40.19 vs. $19.53)" (27).
5C. **Package and promote Willsboro as an arts and culture destination to take advantage of a visitor niche that “spends more ($623 vs. $457) and stays longer (5.2 nights vs. 3.4 nights) than other kinds of travelers” (27).**

**Time Frame:** 2-5 Years

**Responsible Parties:** Town Renaissance Committee

5D. **Study the use of commercial structures for loft development and adaptive reuse as high end art studio lofts.**

**Time Frame:** 2-5 Years

**Responsible Parties:** Town Renaissance Committee

i. **Studios co-located with retail and gallery space are tourist magnets and can provide two-story retail uses downtown.**

ii. **Upper floors of commercial structures may be developable subject to building code limitations.**

5E. **Consider zoning changes that include allowable uses for second floor mixed uses, promoting residential and commercial mixed use in the commercial district either as allowed uses or secondary uses.**

**Time Frame:** 0-2 Years

**Responsible Parties:** Comprehensive Land Use Plan Steering Committee, Planning Board, ZBA, Zoning Officer

5F. **In order to expand the creative economy, tap into the wealth of brain power residing in the Willsboro area.**

**Time Frame:** 0-2 Years

**Responsible Parties:** WDC

i. **Conduct Human and Social Capital survey of the Willsboro area. Human capital means the skills, knowledge and qualities that citizens possess that produce economic value to the community (28). A similar concept, Social capital, refers to the connections within and between social contacts and networks that can produce value to community projects (29). According to Ivan Light, “…the value of social capital lies precisely in its conversion into other desirable resources” (30). This ability for all forms of capital; financial, physical, human, cultural and social, to convert to one another is exactly why Willsboro needs to take a beginning inventory.**
5G. Once the inventory is completed, create a Human and Social Capital network that uses periodic community conversations to implement the innovative and creative economy aspects (and other brainstormed ideas) of the Comprehensive Plan.
   Time Frame: 0-2 Years
   Responsible Parties: WDC

5H. Use a blog option off the Willsboro website as a forum for the exchange of ideas. In Vermont these are called Front Porch Networks.
   Time Frame: 0-2 Years
   Responsible Parties: DRD Designs

5I. Sponsor week-end socials, entrepreneur investment clubs, or retreats for part-time and newer residents to explore investment and business opportunities in Willsboro. Let entrepreneurs know that support exists locally (financing, technical assistance, back office support, etc.) to enable them to capitalize upon new business ventures that utilize new and emerging technologies to compete globally.
   Time Frame: 2-5 Years
   Responsible Parties: WDC, Business Owners
   i. Work to bridge the gap between Willsboro’s native residents and more recent arrivals.
   ii. Consider developing a Jaycee’s club for young people.

5J. Install communications infrastructure, such as broadband and improved cell service.
   Time Frame: 2-5 Years
   Responsible Parties: Town Board, WDC, TAC Plattsburgh Cablecom, Planning Board
   i. While all residents benefit from this investment, telecommuting also becomes possible for seasonal and weekend property owners with remote business connections.

5K. Continue to improve all aspects of Willsboro’s web presence, including links to other regional web sites.
   Time Frame: 0-2 Years
5L. Provide support such as financial incentives, subsidized space and workrooms, and back office space. Encourage and market local product and service development, such as products that are locally made or grown and locally authored books.
Time Frame: 2-5 Years
Responsible Parties: WDC, Paine Memorial Library, Essex County IDA, ESD

6. Revitalize Willsboro’s Marketplaces

6A. Involve the expanding number of retirees looking for volunteer opportunities in the development of a renaissance committee. The committee would have the responsibilities outlined below:
Time Frame: 0-2 Years
Responsible Parties: Renaissance Committee, Paine Memorial Library, Beautification Committee, Town Board, BRASS

i. Support and expand the frequency of craft fairs and farmers’ markets, including Adirondack Harvest’s annual festivals. As part of annual fairs and in order to bring people downtown, consider locating outdoor vendor stalls and food vendors along the central business street (Yes, Route 22).

ii. Involve the Willsboro Beautification Committee in the discussions of how to revitalize the community as they are sponsors of several important activities including a plant swap, Town wide flower planters, and general maintenance of the community’s aesthetics.

  ➢ Institute a main street revitalization program, including site-enhancing window dressing downtown to add to the ambience and liveliness of the Town.
  ➢ Coordinate bi-annual Town clean-up projects.
6B. **Determine whether there is local interest in instituting and directing a Hamlet/ Main Street Revitalization Program.**

*Time Frame: 0-2 Years*

*Responsible Parties: Town Board, WDC, Citizens, CCE*

1. **Hold a community forum to consider the mechanics of how to improve the downtown area and whether government and citizens or private individuals wish to provide oversight to achieve changes in the business district.**

2. **Re-evaluate the Town of Willsboro Hamlet Area Revitalization Plan (25).** The Hamlet Plan is a detailed source for a wide variety of initiatives to improve the hamlet area. There are projects and sketch plans, some that were completed and others that were not. The plan is a very worthwhile starting point for community dialogue and is posted on the Town Website.

3. **Consider a proactive approach in the adaptive reuse of the former IGA building and develop a specific plan to increase business occupancy downtown for commerce, cultural amenities, and/or employment.** Efforts should establish one or more major or prominent consumer draws (anchor businesses) for the Hamlet.

4. **Recognize that purchases keep local businesses open and operating.**

5. **Institute a buy local campaign so that when $100 is spent at an independent, local retailer, $68 remains in the community.** When compared, that same $100 spent at a chain store keeps only $43 in the community (6).

7. **Promote a mix of affordable and mixed-market rate housing that serves all local income and age groups through coordinated public decision-making and planning.**

7A. **Support Stonebrook Properties efforts to adaptively reuse the circa 1927 historic former Willsboro school (scheduled to be placed onto the National Register of Historic Places).** The 97 unit senior assisted living housing project will target low to moderate income seniors (giving preference to local Willsboro residents and former students). Two phases are planned: Phase 1 proposes an assisted living community and Phase 2 multiple dwellings on the former school athletic field. The project will enhance community housing, is
expected to create 28 new full time jobs in the Willsboro community, and will be a catalyst for the revitalization of other small businesses in the downtown area.

Time Frame: 0-2 Years
Responsible Parties: Town Board, HAPECO, Citizens, Stonebrook Properties

7B. Keep property taxes at a reasonable level.
Time Frame: 0-2 Years
Responsible Parties: Town Board, School Board, Fire District, Essex County

7C. Work with Housing Assistance Program of Essex County to identify ongoing local housing needs and provide housing services.
Time Frame: 0-2 Years
Responsible Parties: HAPECO, Town Board

7D. Focus the development of affordable community housing in new compact neighborhoods within the hamlet.
Time Frame: 0-2 Years
Responsible Parties: Town Board, HAPECO, Planning Board, Zoning Officer

8. Celebrate, preserve, protect, maintain, and restore culturally and historically significant properties and structures, including stone fences and dirt roads.

8A. Promote a Town-wide policy that demolition of existing historic structures should be the option of last resort.
Time Frame: 0-2 Years
Responsible Parties: Town Board, Comprehensive Land Use Plan Steering Committee, Planning Board, Zoning Officer, Town Highway Department
For example, Historic 1920s and 1950s era Willsboro Point camps and neighborhoods are disappearing as tear downs and substantial rehabilitations convert small scale neighborhoods to modern suburban architectural styles.

Quiet unpaved roads are surfaced and widened, resulting in neighborhood transition (and in unsafe driving speeds). Willsboro Point’s neighborhood character with the exception of Buena Vista and the presence of ancient (dirt) roads were a significant oversight in the AARCH Historic Reconnaissance Analysis. “In an increasingly homogenized world, communities that preserve their one-of-a-kind businesses and distinctive character have an economic advantage” (24).

8B. **Protect and preserve the unpaved roads and stone walls in the Town.**  
**Time Frame:** 0-2 Years  
**Responsible Parties:** Town Highway Depart, Town Board, Citizens,

8C. **Publicize and utilize the Reconnaissance Level Survey (26) of Historic Resources prepared by Adirondack Architectural Heritage, Keeseville, New York to identify and conserve important historic structures and properties.**  
**Time Frame:** 0-2 Years  
**Responsible Parties:** Willsboro Heritage Society, Town Board

8D. **Complete work on the Adsit Cabin restoration.**  
**Time Frame:** 0-2 Years  
**Responsible Parties:** Willsboro Heritage Society, Town Board

8E. **Support efforts to restore the 1810 Grist Mill which is a critical historic industrial structure linked to the main street and riverfront revitalization efforts.**  
**Time Frame:** 0-5 Years  
**Responsible Parties:** WDC, Town Board, Willsboro Heritage Society, Owners

8F. **Establish the Old Elm Stonehouse Research Center.**  
**Time Frame:** 0-5 Years  
**Responsible Parties:** Town Board, Owners, Willsboro Heritage Society, WDC
8G. Complete rehabilitation on the Willsboro Heritage Society building.
   Time Frame: 0-2 Years
   Responsible Parties: Town Board, Willsboro Heritage Society

8H. Establish two Willsboro National Register Historic Districts. One potential historic district is contemplated from the corner of the Middle and Essex Roads on the South to the top of the north hill on Route 22 (Cornerstone property). A second district, the Ligonier Point National Register Historic District nomination is underway.
   Time Frame: 0-5 Years
   Responsible Parties: Owners, Town Board, Willsboro Heritage Society

8I. Encourage development of a Farm Museum and agricultural interpretive center at the Cornell Farm. The interpretive facility will add to the cultural interpretive sites for community and heritage tourism along the Scenic Byway.
   Time Frame: 0-2 Years
   Responsible Parties: Willsboro Heritage Society, Town Board and Cornell University

   i. Link the 1812 Homestead's agricultural interpretative program to the Farm Museum.

8J. Complete the restoration of the Gatehouse at Noblewood.
   Time Frame: 3-5 Years
   Responsible Parties: Willsboro Heritage Society and Town Board

8K. Expand and improve coordination of festivals and local events, such as the BRASS Historic Ramble, Old Time Folk Craft Fair to showcase local heritage, traditions and customs.
   Time Frame: 0-2 Years
   Responsible Parties: BRASS, Friends of Paine Memorial Library, Renaissance and Tourism Committees

   i. Add activities that blend recreational, cultural, and historic themes.

8L. Assist the Champlain Valley Film Society, Inc. (CVFS) to expand its screening schedule.
   Time Frame: 0-2 Years
Responsible Parties: CVFS, Renaissance Committee

8M. Continue to collaborate with the Champlain Valley Heritage Network (CVHN) and the Lakes to Locks Scenic Byways Program to improve interpretation and management of heritage and museum sites, including the Willsboro's Visitor Center.
Time Frame: 3-5 years
Responsible Parties: Tourism and Renaissance Committees, Lake Champlain Basin Program, CVHN, Lakes to Locks

i. Cooperate with CVHN and Lakes to Locks, update and develop additional interpretive materials and brochures for visitors.

ii. Utilize the Lake Champlain Basin Program’s Heritage Program and area educational institutions to the extent available to provide Willsboro with support and resources.

8N. Evaluate the feasibility of creating a Town-wide historic rehabilitation planning and assistance program and establishing a revolving loan fund.
Time Frame: 3-5 Years
Responsible Parties: Heritage Society

9. Promote the development of indoor and outdoor recreational facilities that advance a healthy lifestyle. Develop recreational assets for residents and visitors, particularly those that promote increased physical activity and programs in an effort to fight obesity.

9A. Develop a trail plan that links together key facilities and joins other regional trail systems.
Time Frame: 3-5 Years
Responsible Parties: CATS, Lakes to Locks, Recreation and Tourism Committees, Property Owners, Adirondack Nature Conservancy, Youth Commission and Town Board of Willsboro.
i. Consider public input while working with Champlain Area Trails and other organizations.

ii. The Essex/Clinton Two-County Waterfront Plan, the 2001 Hamlet Plan, organizations such as Champlain Area Trails, and citizen input indicates that trail development is an area of community interest. Multiple trail ideas have been suggested including:

- Willsboro hamlet walking trail and guide from Veteran's Memorial Park along Boquet River, Route 22, past Heritage Center and back to park.
- Big Woods (Gilliland) Trail along the Boquet River from the fish Hatchery (below the Dam) to Noblewood Park.
- Willsboro Point hiking trail system, especially at an area known as "High Point Woods."
- Walking routes from Willsboro to adjacent towns as part of the Central Champlain Valley Trail System (shared with the Towns of Essex, Chesterfield, Westport, Lewis, and Elizabethtown).
- Trail system to connect the hamlet with the 1812 Homestead.
- Trails to link the park system in the community from Big Woods to the Town Park on the Essex Road.
- Consult previous plans, such as the 2001 Hamlet Revitalization Plan, that make reference to the development of this trail system.
- Engage in further community discussions to bring old ideas forward.

9B. Popular interest indicates that a first phase should be directed at a multi-use river walk trail between the Hamlet of Willsboro and Noblewood Park.

Time Frame: 2-3 Years
Responsible Parties: CATS, Recreation and Tourism, Adirondack Nature Conservancy, Property Owners, Town of Willsboro, Youth Commission.

9C. Work with private owners and Champlain Area Trails to develop public access hiking trails.

Time Frame:
Responsible Parties:
i. Work with the Nature Conservancy or future owners and Champlain Area Trails to develop the trail system in Big Woods and an extended trail system at Noblewood (see section below about facility inventory and development).

ii. Move forward BRASS’ work with Morris Glenn to develop a Boquet River Boating Guide for the river between the hamlet of Willsboro and Noblewood.

iii. Prepare an historic guide to Willsboro.

9D. Create a series of self-guided interpretive brochures.
Time Frame: 0-3 years
Responsible Parties: BRASS, Heritage Society, Renaissance and Tourism Committees

9E. Advertise local trails by working with vendors, sponsors of published maps, and local/regional tourism agencies to include public trail locations in their publications.
Time Frame: 2-3 Years
Responsible Parties: Tourism Committee and Recreation Committees, ROOST

10. Brand Willsboro as a desirable place for people of all ages and lifestyles to live and work by encouraging the development of new and innovative recreational opportunities and venues, including adventure sports and structured activities to engage people, especially young people, in their preferred lifestyle.

10A. Diversify year round recreational opportunities by creating day and overnight opportunities including more tourist cabin rentals, ice skating, cross-country skiing, snow sledding, ice fishing, river rafting, kayaking, and canoeing options.
Time Frame: 0-3 Years
Responsible Parties: Recreation Committee, Youth Commission, BRASS, Tourism Committee, WDC
10B. **Support the efforts of Poko-MacCready Outdoor Education Center and 1812 Homestead’s efforts to expand and publicize its year-round, outdoor education and cultural programming.**

**Time Frame:** 0-2 Years

**Responsible Parties:** ACAP, Tourism, Recreation and Youth Committees.

1. **Continue to provide financial support for After School Programming to link Pok-O-MacCready Outdoor Education Center with Willsboro Central School so that Willsboro’s children can benefit from supervised environmental education, rock climbing, field games, and teambuilding activities.**

2. **Encourage the Crux Climbing Center to host and publicize community events, climbing events, clinics, and outdoor adventure on rock and ice.**

10C. **Assess the use of the recreational/community facilities and programs. Include Noblewood, Foley Park, Big Woods, Visitors Center, Joe Rivers Road Snowmobile Park, Willsboro Central School and Willsboro Boat Launching Site to determine use and demand for recreational facilities, services and programs.**

**Time Frame:** 0-2 Years

**Responsible Parties:** Youth Commission, Tourism and Recreation Committees. ROOST, Willsboro Central School, Adirondack Nature Conservancy, NYS DEC.

1. **Identify year-round, especially off-season recreation options.**

2. **Study Noblewood beach utilization patterns.**

3. **Evaluate demand and programming for the Willsboro Youth Commission’s six week summer program for Willsboro-Essex Youth at Noblewood.**

4. **Determine the feasibility of creating a Town beach where there is afternoon sun. Sites to consider include Willsboro Bay, Willsboro Point, and Farrell Property.**

5. **Identify ways to use Willsboro Central School as one of the Town’s public, year-round, day and evening, recreational facilities.**

6. **Identify potential space for an exercise complex including an indoor pool and year-round open exercise room for group classes.**

7. **Evaluate financial mechanisms to share services among Town and School, capitalize costs, and share maintenance costs.**
10D. Study the feasibility of establishing a Town-operated mooring field/anchorage area in Willsboro Bay.
   Time Frame: 0-3 years
   Responsible Parties: Town Board, Willsboro Bay Marina, Indian Bay Marina, Tourism Committee
   i. Boaters would pay a fee to pick up a mooring. This would help manage congestion, water quality and raise recreational revenue for the Town.
   ii. Establish a pump-out monitoring plan for Willsboro Bay boaters.

10E. Make improvements at Foley Park. Spruce up the facility.
   Time Frame: 2-5 Years
   Responsible Parties: Town Board, Youth Commission, Recreation Committee
   i. Install a rope tow at the sledding hill.
   ii. Improve and maintain good ice on the ice-skating rink.
   iii. At the ice rink, paint the asphalt white to reflect the sun’s heat (it now absorbs the heat which melts the ice below the surface creating air bubbles and poor ice conditions).
   iv. Build a fence on top of the boards behind the goal to keep pucks from going outside the rink.
   v. Develop skating opportunities, including hockey tournaments, community skates, and school programs.

10F. Support participation by Willsboro Youth Commission and Willsboro Central School in the Whiteface Ski Program and the Mt. Van Hoevenburg cross-country ski program.
   Time Frame: 0-2 Years
   Responsible Parties: Town Board, Youth Commission, Recreation, Willsboro Central School

10G. Construct a warming hut at Joe Rivers Road Snowmobile Park.
   Time Frame: 2-3 Years
   Responsible Parties: Snowmobile Clubs, Recreation Committee, Fish and Game Club
10H. Develop an outdoor education and recreation plan-of-action for the Big Woods Park held by the Nature Conservancy.
Time Frame: 0-3 Years
Responsible Parties: Champlain Area Trails, BRASS, Nature Conservancy, Willsboro Central School, Poko-MacCready Camps, Recreation Committee, Heritage Society

  i. Protect the sensitive archeological and historic resources associated with indigenous and Revolutionary War encampment events associated with the site.
  ii. Consider trail development, waterfront access, and community recreation needs.

10I. Continue with plans to develop the Town’s Essex Road Recreation Park on a portion of 40.25 acres owned on State Route 22 (Essex Road). The Essex Road Ball Field Committee will oversee plans that call for a series of multi-age, all-season recreation facilities.
Time Frame: 0-2 Years
Responsible Parties: Essex Road Park Committee, Town Board of Willsboro, Recreation Committee

  i. Trail systems (including fitness trails), baseball/softball fields, tennis courts, playground, and rugby or soccer fields will be built with consideration to the environmental constraints on the site.
Chapter Four:

Recommendations for:

Our Natural Systems, Built Environment, and Land Use

“Good development is more than what a developer is allowed to do and more than what the immediate neighbor desires. Good development serves a greater purpose: it is environmentally, economically and socially appropriate.” (31)

Figure 26: View from Rattlesnake Mountain
Source: P. Corell
Strategic Priorities: Natural Systems, Built Environment and Land Use

*Natural Systems, Built Environment and Land Use Recommendations will help support:*

- A walkable, vibrant central business district.
- Quiet and child-friendly residential neighborhoods.
- Attractive and informative signage.
- Development that considers the context of the site in its surroundings.
- Efficient and understandable processes for Town-administered zoning, site plan review and subdivision that protect the Town’s natural resources.
- A balance between shoreline and natural resource protection and waterway enhancement and use.
- Viable agricultural businesses, protection of farmers, and all forms of farming and supportive agricultural research facilities.
- Appropriate scaled residential development in keeping with Willsboro’s small town character and interest in farmland preservation and open space protection by clustering development wherever possible away from farm fields and scenic vistas.
- The critical importance and protection of water quality, soils, biodiversity and wildlife habitat when planning building projects and development.
Recommended Goals and Objectives for Our Natural Systems, Built Environment and Land Use

Throughout Chapter Four, the assignment of timeframes and responsibilities are generally consistent from recommendation-to-recommendation. It is anticipated that the recommendations will be implemented within a two year time frame. The responsible parties to oversee and implement the recommendations include the Town Board, Comprehensive Land Use Plan Steering Committee, Planning Board, Zoning Board of Appeals, and civic-minded citizens.
Recommended SMART* Goals and Objectives
for
Our Natural Systems, Built Environment, and Land Use

(*Specific- Measurable-Attainable-Relevant-Time-framed)

11. Practice Smart Growth* principles, using caution in land use decisions to maintain Willsboro’s rural charm, natural beauty and small town character. *Smart Growth is a concept in general use today that promotes compact development that focuses growth where neighborhoods, settlements, and public services exist. It encourages recycling of existing buildings while conserving countryside and protection of natural resources for this and the next generation to enjoy. Smart Growth also supports affordable housing and the use of fair and representative community participation activities to help achieve better communities.

11A. As an overall policy direction:
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

i. Conduct the development and updating of the Comprehensive Plans, land use laws and permitting process supportive of good planning. Willsboro’s land use laws should be responsive to the Comprehensive Plan, understandable and easy to interpret, up to date and relevant to public interests and concerns in the 21st century.

ii. Improve communications and coordination among members of the Town Board, Planning Board, and Zoning Board of Appeals.

iii. Design land use regulation to reflect the high priority residents place on the protection of significant environmental resources which attract residents and visitors to Willsboro. These resources include such things as bodies of water, farm fields, forests, soils, natural scenery and wildlife.
iv. **Balance and blend economic vitality with environmental viability.** Land use permit decisions should consider Willsboro’s natural resources, water quality, the long term future of the Town and the quality of life for citizens and neighbors.

v. **Blend community economic development and land planning from the onset so that long term solutions to short term issues are responsive to the economy, the environment, and societal conditions.**

vi. **Promote land use activities that do not substantially change existing residential and other land use patterns.** Promote neighborhood-based development that is sensitive to surrounding conditions and similar in scale (relative size) with adjoining land uses. Consider alternative densities if public service demand cannot be met or if development causes negative impacts to the environment.

vii. **Identify maximum build-out under the APA Land Use and Development Plan.** If lower densities are established by the Town, obtain APA approval to transfer development rights and concentrate development in areas adjacent to the hamlet and industrial districts.

viii. **Provide adequate resources to train volunteer citizen planners and Town staff so they have the knowledge they need to make decisions in the public interest.** Regular and specialized training should be provided. Four hours per year of training are required by New York State. This number is the minimum, not the maximum, and ongoing education is an important part of improving implementation of the Comprehensive Plan goals.

ix. **Encourage citizens to feel welcome and to participate in land use planning for the community.** Establish a climate where people are invited to help with planning and decision-making, such as updates to the Comprehensive Plan, preparing updates to the zoning and subdivision laws, and individual project reviews. Make sure that all appointments to the Planning and Zoning Boards represent a well balanced mix of the entire community. A few interest groups should not dominate land use decision-making. Updating the Town’s land use regulations should involve representation from many interests to share the experiences administering the laws and preparing the Comprehensive Plan. This includes representatives of the public, Planning Board, Zoning Board of Appeals, Town Board and the Comprehensive Plan Steering Committee.

x. **Emphasize periodic reevaluation of the Plan and regulations with input from the community at large.** The Comprehensive Plan should be updated every five years. Citizens should request that the Town Board update the plan and laws. Regular reconciliation and progress reports on
the planning program should be made to the public. Make evaluations of the consistency of the land use laws to the Comprehensive Plan.

xi. Provide modern planning tools, such as scientific resources and GIS mapping, in order to make sound, ecological-based planning decisions.

xii. Consider conducting inter-municipal planning with Essex, Lewis and Chesterfield. With the Town of Essex, plan for agricultural uses and housing development on the southern boundary. With the Town of Chesterfield, plan for increasing housing development pressure on the cliffs along Willsboro Bay on the northwest boundary.

xiii. Support the New York State Right to Farm Law and the State’s 480A Forest Protection Program. Encourage forest practices to comply with best management practices and to be FSA certified (Forest Stewardship Council).

xiv. Maintain a formal procedure of documenting and archiving how, why and when the Town Board, the Planning Board and Zoning Board update the zoning map and the land use regulations. The rationale and record for the decisions (i.e. the findings and conclusions) should be carefully kept as historical records for later boards to study and understand.

xv. Use the strategic priorities, goals and objectives listed in the Comprehensive Plan as a compliance checklist in the process of making updates to the land use regulations and administrative procedures.

12. Foster the development of vibrant central business and industrial districts through changes to Willsboro’s land use regulations, including, but not limited to:

12A. Create new allowable primary and secondary mixed land uses in the Hamlet and Industrial Zones to increase economic activity, tax revenues and revitalize community life.

Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens
i. Re-evaluate Town zoning within the APA designated Hamlet footprint to increase density and encourage mixed use of commercial and residential uses.

ii. Encourage denser development with two-story buildings that keep within the character of the Town.

12B. Develop existing building stock and concentrate development within the Adirondack Park Agency Hamlet and Industrial zones by providing development incentives.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Provide density bonuses for filling in vacant lots and parcels, and recycling existing buildings and properties in the hamlet and industrial zones.

13. Protect the health of land and water resources and the residents of Willsboro, through significant changes to Willsboro’s land use regulations, including, but not limited to:

13A. Plan residential projects to include environmental considerations, especially for single family residential projects.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Include careful planning for environmental considerations at the parcel and neighborhood scale.
   ii. Evaluate the potential for unfavorable impact upon the Town’s natural and cultural resources, and the potential for the public burden in providing facilities and services, such as infrastructure.
13B. Select, design and locate wastewater disposal systems to provide superior treatment of effluent and to avoid contamination of surface, ground water, or neighboring properties, especially on non-conforming substandard lots.

Time Frame: 0-2 Years

Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

i. Conduct on-site planning for wastewater system location prior to establishing dwelling size and final footprint for planned residential buildings, particularly on undersized lots and shorelines.

ii. Comply with all State and local health standards.

iii. Adhere to the Adirondack Park Agency’s setback requirements for water bodies.

iv. Employ best practices for undersized-lot wastewater design in unsuitable soils.

v. In cases where the lot size is inadequate to support residential use, composting toilets and other alternative technology may be appropriate.

vi. If size of lot and wastewater system is inadequate to support scale of proposed residence, downsize house.

vii. Test systems before issuing a Certificate of Occupancy. Conduct a full test of system under full capacity/highest use scenario. Verify that wastewater systems are in proper working order.

viii. Consider a professionally prepared plan.

13C. Consider rezoning portions of Willsboro Point to a lower development density to mitigate environmental impacts caused by the increasing development on vacant lots.

Time Frame: 0-2 Years

Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

i. Create new zoning districts for Willsboro Point.

ii. The new classifications should reflect the presence of poor soils for on-site wastewater systems, prime agricultural soils and significant aquifers.
iii. Designated rare plant, animal and forest habitats should be considered in addition to the overall environmental, historic and open space value of the land.

iv. Utilize current scientific knowledge GIS database which indicates the presence of unique natural communities, critical soils, wetlands and aquifers (see Suitability Land Series Maps).

13D. **Update sign regulations to address both economic and scenic goals of the community.**

   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Limit the number and size of signs.
   ii. Use signs as appropriate to the character of the area.
   iii. Consider the distance that signs are set back from travel corridors.
   iv. Avoid signs containing moving parts or flashing lights.

13E. **Implement a land use program where natural science informs the planning process.**

   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Use information about existing and potential conditions, including impacts to soils, slopes, critical environmental areas, wetlands, wildlife, water and air quality, and other kinds of environmental impacts to make better decisions.
   ii. Use an environmental assessment checklist based on scientific research and data that is open to scale changes (i.e. size of project impact) when a project is presented for review.
   iii. Before permitting or variances are issued for individual projects, consider the cumulative environmental impacts and fiscal burden over time on the Town. Cumulative impacts result from the incremental actions that are added to other past, present, and reasonably foreseeable future actions. Cumulative impacts can result from individually minor, but collectively significant, actions taking place over a period of time. Examples include growth-inducing decisions, changes
in neighborhood structure or public service demand, storm water and other water quality impacts, growth rate, and effects on natural systems (32).

13F. Address concerns that the character and environmental conditions of Willsboro’s neighborhoods are dramatically changing due to the demolition and conversion (or substantial renovation) of smaller, seasonal dwellings to larger, year-round dwellings:

Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

i. Evaluate zoning overlay options available for non-conforming substandard-sized lots.

ii. Clearly and precisely define and outline policies and procedures for addressing the demolition and conversion, or substantial renovation of seasonal properties to year round properties, within the meaning of the zoning ordinance. Clarify what is meant by “tear-downs” of seasonal residential properties or “conversions” to year-round property, so that change-of-use can be consistently treated in planning decisions.

iii. Consider the cumulative environmental impacts of conversions, particularly in concentrated areas along shorelines. Evaluate the need for a centralized or decentralized, publically-owned wastewater treatment system.

iv. Consider the historic and neighborhood impact of conversions, and the change of neighborhood character in scale, type and income affordability.

v. Create a think tank to brainstorm incentives and collaborative processes to encourage owners to meet environmental standards.

vi. Address the problems caused by the current definition used for establishing the size of an onsite wastewater system. Replace the current system based upon the results of a thorough analysis of best practices in other lakeside communities. (The use of the number of bedrooms to size the wastewater system creates a fabrication of space using the term “loft” and “den” to undersize on-site wastewater treatment systems and maximize building footprints.)
vii. Avoid the use of fill to create elevated sites. Building heights should be made to original, natural contours of the site. Town regulatory language should be consistent with APA language for building heights.

13G. Consider the traditional placement of affordable housing and progressive, new market alternatives available to Willsboro’s citizens.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

  i. Evaluate the appropriateness of existing zoning definitions of mobile, modular, and manufactured home. Determine placement options for the Town.
  ii. Address the conversion of mobile homes to stick-built homes over time in mobile home parks and elsewhere.

13H. Evaluate existing and potential land uses in the neighborhood of a project site to minimize incompatibility with nearby land uses.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

  i. Determine what new land use activities are suitable for the project site.

13I. Update the land use regulations to address new energy-related structures, including turbine generators, solar panels and other alternative or renewable energy equipment.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

  i. Regulations should consider definitions, installation, placement, percent coverage, height limitations and exceptions or allowances and be consistent with APA and NYS energy codes.
13J. **Review the provision in the zoning ordinance at Section 3.24 (1995) that allows for a subdivision of two or more lots, even if the second lot is only two-thirds of the size needed for a legal subdivision.** As part of a full review of the zoning and subdivision laws, study this inconsistency and its effects on breaking the density guidelines in certain zoning districts and increasing development.  
Time Frame: 0-2 Years  
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

13K. **In order to protect the character of all Willsboro’s neighborhoods, the critical ecological habitats and important environmental resources, incorporate Site Plan Review into the land use regulations and apply them throughout the Town. Make sure that their content, standards, permitting and enforcement are consistent with the interests of the citizens and the goals of the Comprehensive Plan:**  
Time Frame: 0-2 Years  
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

i. **Create Site Plan Review regulations that provide important site evaluation incorporating environmental and neighborhood concerns.** The purpose of the Site Plan Review Process is to review individual site plans to ensure compliance with all appropriate land development regulations and consistency with the Comprehensive Plan. The site plan review process recognizes that certain types of development and uses, even though generally suitable for a particular zoning district, require careful consideration for specified design and environmental elements. Without such consideration, the health, safety and general welfare of the public may be adversely affected. Single family residential projects throughout Willsboro that involve parcels with environmentally sensitive features or impact the neighborhood should be included in site plan review.

ii. **Develop regulations as part of the zoning law and an accompanying administration process that promotes good environmental design, efficient land use, building and site layout.** Build in guidelines that: landscape with native vegetation, maintain buffers and corridors along waterways, wetlands, and various habitats used by wildlife for travel, keep large trees and
established shrubbery in place, curb the removal of street trees, encourage replanting, promote buffers between land uses, and discourage the use of impervious surfaces to help with storm water and flood control.

13L. **Evaluate accessory building zoning language and the different policies that exist in various zoning districts.** Determine whether improved criteria are needed through site plan review to place accessory structures on building lots.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

13M. **Review all language in the land use laws associated with in-home businesses for consistency with the intent and recommendations of the Comprehensive Plan.**
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. *Devising new and revised standards for the establishment and conduct of in-home businesses consistent with neighborhood character.*

13N. **A new digitized map should replace the existing zoning map artistic rendering and be based upon a parcel or metes and bounds description.**
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. *Work with the APA to ensure consistency between the Town Zoning Map and the APA Map.*

13O. **Regulation definitions must be revised to be more clear and precise.**
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens
i. An example: A new definition and term needs to be created to distinguish between Certificate of Zoning Compliance (new term) and a Certificate of Occupancy under NYS Building Codes. Use and density classifications for districts require review and change.

ii. An example: The zoning definition of what constitutes a building floor or “story” i.e. requires clarification.

iii. An example: The definition and placement determinations for accessory buildings require clarification.

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14. Revise Willsboro’s land use administrative process to be more understandable, accessible to the public, reflect the public interests and concerns expressed during the comprehensive planning process:

14A. Improve the Town Zoning and Planning Website, including content.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

i. Provide electronic forms, examples, and other materials to provide administrative guidance to the Planning and Zoning Board, Code Enforcement Officer/Zoning Officer, and the public, on the interpretation and implementation of the land use laws for use in project review. Include “what if” scenarios. Many municipalities have excellent examples of websites to help citizens with project application preparation.

ii. Planning and Zoning Board review and decision-making must be based upon complete applications with fixed plans particularly when hearings are scheduled and notifications for public involvement sent. Modifications of approved plans should be presented for boards’ consideration. Boards should only review comprehensive and complete owner plans for variances and not encourage a policy of sequential and repeated variance requests. Project
changes after the approval should not be made without public document inspection and evaluation of the need for public hearing.

iii. Re-evaluate public notification policies and procedures in the land use regulations for hearing during the subdivision and variance permit process. Adopt clear and specific policies and procedures that provide notification to property owners within 500 feet of a proposed project and follow up notice to property owners of the action taken by the Town on the permit or variance case. Review the APA language about property owner notification.

iv. Independent validation through consultation, hiring of staff or other resources of scientific data should be provided by developers or project agents, when requested by the Planning or Zoning Board.

v. Enforce the land use laws. Expand, improve and clarify the existing language in the land use regulations regarding enforcement policies, responsibilities and procedures. Appoint, empower, and support a designated person or town employee to enforce the land use laws. Implement an educational program about the consequences to neighbors and the community as a whole from non-compliance. Fines should be set at levels that create realistic deterrents, punitive considerations and represent values that reflect more than a cost of doing business.

vi. Institute consistent, fair and well documented administrative policies and procedures, including bylaws, for the Planning Board, Zoning Board of Appeals and Town Planning Program administration and application process.

vii. Promote consistency between the Comprehensive Plan, land use laws and decision-making.

viii. Implement specific, comprehensive, and clear standards, guidelines, and processes. Alternating between narrowly and broadly interpreting regulations, including area variances, should be avoided.

ix. Prepare easy to follow checklists and instructions. These materials should be available for permit granting, and for variances and denials.

xi. Policies and procedures (Bylaws) should be periodically updated.
15. Encourage farming and sustainable forestry as important to the local economy, by protecting them through land use regulations and conservation actions enacted by government and non-government agencies. Support, stabilize and protect farming by preventing the conversion of productive farmland to housing and commercial development. Willsboro values its farmland and forests as a permanent and important land use. Identify areas in Willsboro that are best suited for agriculture and the production of commodities for local and regional consumption. Correspondingly, identify areas of Willsboro that are more appropriate for development and commercial or residential growth.

15A. Rezone Agricultural District areas that are actively farmed and where agriculture is classified by Real Property Tax Services as agricultural use, as Land conservation-commercial Agriculture.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens
   
   i. Reduce the density of principal buildings in areas with prime agricultural soils or farmland of statewide importance.
   ii. An alternative may be an Agriculture Overlay Zoning District. (An overlay district is used to establish alternative land development requirements within a specific area requiring special attention. The overlay is usually superimposed over existing zoning districts. Mapped boundaries are established and the requirements for the area are spelled out in the land use regulations. Requirements either substitute for, or are in addition to the underlying regulations.)

15B. Protect forests, especially unfragmented and interior forest areas, from subdivision and public road building.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

15C. Establish clustering and conservation design as the primary form of subdivision development in all zoning districts in the Town in order to promote agriculture, retain open space and maintain the rural character of Willsboro.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

i. Arrange development to retain the most available land for agricultural and open space needs.

ii. Provide a development density bonus as part of the subdivision regulations when large areas classified as prime agricultural soils or similar classifications (farmland of statewide importance, prime agricultural soils if drained) are excluded from development and preserved for agriculture as part of a subdivision process. For example, a density bonus can allow a Planning Board to approve an increased percentage of the maximum number of dwelling units allowed in the cluster development [i.e. up to 25%]. Density bonuses can be tied to the provision of affordable housing or the protection of open space (33).

15D. Ensure Town ordinances do not discourage normal farming practices and allow for farm-based businesses in accordance with New York State Law.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

15E. Provide legal definitions associated with agriculture and agribusiness operations in the land use regulations.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

i. Consult (initially, then periodically) with the Agriculture and Markets regulations to conform legal definitions to those required within Agricultural Districts in NYS.

ii. Prepare a clear schedule of uses and special uses that identifies what and where these uses are permitted.

iii. Clearly delineate the permissible service and support business locations for agriculture.
15F. **Protect farmland from conflicting non-farm development by locating residential development or commercial development in areas away from farming operations.** Encourage growth and development near the hamlet where public water and wastewater systems are located. Locate public sewer and water lines away from prime agricultural areas.

*Time Frame: 0-2 Years*

*Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens*

15G. **Require buffer strips as part of non-agricultural development in or near existing farms.**

*Time Frame: 0-2 Years*

*Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens*

15H. **Encourage and support agricultural practices that reduce soil erosion and water quality impacts.**

*Time Frame: 0-2 Years*

*Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens*

   i. *Support federal and state programs that compensate farmers for establishing and maintaining vegetative buffers along streams and drainages.*

   ii. *Consider assisting farmers with paying the private match required by some government programs.*

15I. **Prevent the loss of prime agricultural soils caused by development on farm fields, pastures and inactive farmland and forests by keeping any new building towards hedgerows and roadsides.**

*Time Frame: 0-2 Years*

*Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens*

   i. *Avoid mixing large residential lots with cropland in order to prevent the loss of the remaining land for agricultural production.*
15J. Encourage new farm buildings and permanent intensively used facilities for animal raising and care (not pastures) to be located at least 100 feet from property lines if properties are adjacent to residential uses.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Use site plan review to evaluate building and animal care facilities.

15K. Evaluate with the APA, the impact of the New York Supreme Court Ruling in Lewis v. APA, as it applies to agricultural housing in Willsboro’s zoning and subdivision ordinances.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Consult with Agriculture and Markets regulations to verify regulatory language about Agricultural District employee housing.
   ii. Consider how agricultural housing above the density limits in the zoning ordinance might be treated (i.e. special use, transfer of building lots).

15L. Businesses related to agriculture, such as processing, marketing or feed and equipment sales should be permitted as “allowable uses,” near other agricultural uses.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

15M. Recognize the presence of an Agricultural District and comply with Article 25-AA of the Agriculture and Markets Law (34):
i. Allow for agricultural uses, farm structures, practices and farm operations in the land use laws, unless it can be demonstrated that public health and safety are threatened. This includes permitted accessory structures that supplement income for farm operations.

ii. Conduct an evaluation of the Town’s land use laws to determine and reconcile conflicts between the documents and Article 25- AA. For example, the construction of “on-farm buildings” and range of agricultural land uses should utilize the site plan review model for agricultural purposes established by the Department of Agriculture and Markets.

iii. Follow the required protocol of the New York State Agricultural District Law ((as it changes from time to time) including: preparing the Agricultural Data Statement, notifying adjacent owners of farmland about applications for special use permits, site plan approvals, use variances, or subdivision approvals under local review, and evaluating the possible impacts of the proposed project so that the review board decision does not contradict the goals of the Agricultural Districts Law. Be aware of the fact that the Commissioner of Agriculture and Markets is an arbiter of cases determining whether land use located within an agricultural district is agricultural in nature in order to protect farmers in the event a local planning decision disallows a farm-related use under a local zoning ordinance.

iv. Review and follow the notice of action provisions relating to public expenditures and zoning actions within Agricultural Districts that result in a change of use (from agricultural use). These notices require zoning actions to be referred to the Essex County Farmland Projection Board, then to NYS Department of Agriculture and Markets.

15N. Participate in the New York State’s Farmland Protection Program by holding or co-holding state and federal funded agricultural conservation easements.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens
16. Protect and preserve Willsboro’s soils through education, incentives and site planning.

16A. **Ensure that soil characteristics throughout the Town are understood by applicants, contractors and engineers before projects are undertaken.**

Time Frame: 0-2 Years  
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Provide Soil Series and Soil Suitability Maps available to the public.

16B. **Prevent soil erosion and the potential for earth slippage through project and site design regulations and review.**

Time Frame: 0-2 Years  
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Respect existing natural features such as slope, soil texture and structure.  
   ii. Minimize removal of vegetative cover and rapidly re-vegetate cleared areas.  
   iii. Employ and maintain erosion control devices and measures to promptly stabilize slopes and surfaces and to control runoff. Remove such devices when the project is complete.

16C. **Minimize alterations to existing topography.**

Time Frame: 0-2 Years  
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Minimize excavation and site grading.  
   ii. Use the existing slopes of the site to the project’s design advantage.  
   iii. Avoid development activities on steep slopes, ridgelines, and mountainsides, where environmental damage and/or altered views could result.
17. **Protect, maintain, and improve water quality in Lake Champlain, Long and Highlands Forge Lake, the Boquet River and their respective watersheds through careful design, compliance and site planning**

17A. **Avoid deliberate seepage of noxious substances into water bodies and aquifers.**
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

17B. **Minimize channel or water disturbance, alterations or damming.**
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

17C. **Retain existing surface water drainage, runoff patterns and flow characteristics by minimizing alterations to them.**
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

17D. **Preserve and protect floodplains so that they can maintain their storage capacity of water during flood events and seasonal high water.**
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. **Avoid development in flood plains, which will result in dangers to life, safety and property if subjected to flooding.**
   ii. **Avoid the placement of buildings intended for residential, commercial and industrial use within flood plains.**
   iii. **Avoid the use of fill to create elevated sites. Enforce applicable floodplain regulations to any potential development projects.**
17E. **Protect ground water.**
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

- i. Comply with applicable government water pollutant discharge restrictions.
- ii. Prevent contamination of groundwater.
- iii. Avoid covering aquifer recharge areas with impervious surfaces. (See Community Profile Atlas for Maps documenting Willsboro Water Resources.)

17F. **Maintain or enhance the existing physical, biological and aesthetic characteristics of the shoreline of all lakes, ponds, rivers and streams.**
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

- i. Comply with all government shoreline restrictions, and minimize construction or development of any kind near or on the shoreline.
- ii. Avoid physical changes of the shoreline. Retain natural vegetation to screen buildings.
- iii. Maximize the preservation of stretches of shoreline in a natural, unchanged and undeveloped state.

17G. **Preserve and protect wetlands.**
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

- i. Avoid filling or development in or near permanent or seasonal wetlands.
17H. **Preserve shoreline vegetation and maintain buffer strips of natural vegetation bordering water bodies.**
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

17I. **Protect and enhance the natural qualities of the Boquet River and its tributaries, which are part of the New York State Wild Scenic and Recreational Rivers System.**
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. As a “designated river,” it is important to review development within a one-quarter mile area from its banks and minimize alterations to its banks.

17J. **Evaluate through a risk assessment, whether there is any threat to public health associated with boat pollution (oil and gas, bilge, wastes) near the Town of Willsboro water supply and to water consumers in Long Pond.**
   Time Frame: 0-2 Years
   Responsible Parties: Town Board

17K. **Design and construct storm water drainage systems in order to maintain natural drainage patterns and minimize storm water runoff problems.**
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Incorporate storm water management regulations as part of the land use regulations for the Town and incorporate storm water criteria into the site plan review process.

   ii. Provide adequate drainage for building sites and roads. Preserve all natural surface water retention areas such as wetlands, bogs, and marshes. Minimize runoff by such other methods
as preserving vegetative cover and avoiding the creation of unnecessary or extensive impervious surfaces.

17L. Locate, design and construct water supply systems to provide an adequate supply of potable water while maintaining existing water usage patterns and protecting aquifers.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Comply with all State and local health standards with regard to the design, location, construction and maintenance of water supply systems.

18. Safeguard and prevent unique natural communities from being lost through updated land use regulations that include site plan review.

18A. Preserve unique natural features (such as waterfalls and interesting geological formations) and their surroundings.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Avoid changes to their natural condition.
   ii. Provide for their continuing protection.

18B. Protect natural aquatic plant and animal communities, including high quality natural communities. Preserve rare, endangered and common native aquatic plant and animal species.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens
i. Preserve key spawning areas, nursery grounds, food sources and food source areas.
ii. Preserve habitats of rare, endangered, and common native plant and animal species.
iii. Maintain adjacent vegetated areas as habitats and buffer zones.
iv. Minimize shoreline alterations such as beach construction and the placement of docks, rafts, boat launching facilities and breakwaters as these destroy plant and animal habitat.
v. Avoid contamination of water bodies with toxic materials and excess nutrients.

18C. Preserve or quickly restore terrestrial vegetation after construction.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

i. Avoid over stripping vegetation for a project footprint.
ii. Avoid clearing vegetation where damage will result to remaining vegetation.

18D. Protect natural terrestrial plant communities.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

i. Preserve rare, endangered, and common native terrestrial plant species.
ii. Locate development and other intensive human activities to protect the location and habitats of rare and endangered plant species.

18E. Protect productive forests by using recognized, best management practices in forestry and appropriate development planning.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

18F. Preserve terrestrial animal communities and species by protecting key wildlife habitats and breeding sites, such as deer wintering yards, bird nesting areas, and important vegetation transition areas, including corridors.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

i. Maintain wildlife diversity by maintaining a diverse habitat mix.
ii. Preserve rare and endangered terrestrial wildlife species.
iii. Locate development and other intensive human activities to protect the location and habitats of terrestrial wildlife species, especially those that are rare and endangered.

18G. Encourage land use regulations that limit modification of critical habitats including the placement of utilities in migratory paths, corridors. These include areas containing endangered or threatened species designated by New York State's Natural Heritage Program, Fish and Wildlife agencies.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

18H. Support local and regional efforts to address existing and future invasive species, included, but not limited to the efforts to address Milfoil in Long Pond, Cormorant and Zebra Mussels in Lake Champlain and other water and land-based species.
Time Frame: 0-2 Years
Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens
18I. Work with the New York State Department of Environmental Conservation to address the public health concerns of Lyme Disease associated with overpopulation of deer on Willsboro Point.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

18J. Conserve high quality and representative examples of the Willsboro’s natural communities and preserve habitat for threatened species, species of special concern, and ‘species of greatest conservation need’ as noted in the Comprehensive Wildlife Conservation Strategy for New York State.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

19. Provide for the storage, collection, transportation and disposal of solid waste in a manner which will minimize air, water and visual pollution while maintaining the public health and preventing hazards to wildlife.

19A. Adequately screen disposal areas and locate them if possible, on cement pads. If that is not practical, use deep, moderately permeable, well-drained soils and locate at sufficient distances from water bodies to prevent contamination.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Avoid locating disposal areas on steep slopes.

19B. Review and update the Junk Yard Ordinance.
   Time Frame: 0-2 Years
   Responsible Parties: Town Board
20. Promote the responsible use of pesticides, herbicides and other biocides in order to protect nature and public health.

20A. Apply pesticides according to their label and NYS Department of Environmental Conservation laws.

   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Enforce existing NYS laws and require evidence of NYS permits for surface water treatments.
   ii. Train highway, parks and recreation staff in the proper use of pesticides and herbicides.
   iii. Engage certified applicators.
   iv. Encourage citizens to comply with manufacturers’ instructions and applicable government regulations regarding type, quantity and techniques of application of pesticides, herbicides and other biocides.

21. Maintain scenic vistas and conserve open space in order to preserve critical environmental areas, protect Willsboro’s natural beauty, enhance quality of life, and promote economic growth.

21A. Discourage developments on ridges, ridge sides, and ridge tops.

   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. Avoid the negative impacts of structure and lights.
21B. **Protect and preserve open space and forestlands that creates important scenic vistas (See Scenic Resources Map), particularly those viewed from roadsides, water bodies and mountaintop trails.**

**Time Frame:** 0-2 Years  
**Responsible Parties:** Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

1. *Devise ways to conserve land, including prioritized identification and acquisition of special areas (see #2).*
2. *Consider development setbacks and screening for new construction to preserve and protect the following key landscapes and vistas:*
   - Lake Champlain shorelines and wetlands  
   - Willsboro Bay and the Cliffs  
   - Boquet River corridor  
   - Reber Valley  
   - Middle Road Scenic Vistas  
   - Willsboro Point Road
3. *Address the protection of waterfronts and shorelines by conducting a further analysis of shoreline development and hardening. Review setbacks, sea walls, vegetation removal.*

21C. **Determine, and consider acting on issues associated with keeping specific view sheds or vistas open.**

**Time Frame:** 0-2 Years  
**Responsible Parties:** Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

1. *Include protection of scenic vistas in a site plan review.*
2. *Minimize visibility of buildings and development with vegetative screening and careful siting.*
21D. **Maintain the open space character of a building project site, adjacent land, and surrounding areas.**

   **Time Frame:** 0-2 Years  
   **Responsible Parties:** Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

   i. **Concentrate development on each parcel, incorporating a reasonable percentage of open space into each project.**  
   ii. **Cluster development to avoid fragmenting open parcels of land.**  
   iii. **Avoid new intensive development in open space areas and intact forests.**  
   iv. **Minimize development activities which would make a big difference in the open space character of adjoining and nearby land uses.**  
   v. **Design and construct development that is located near open spaces to minimize its visual impact in these open space areas.**

21E. **Support financial incentives, such as preferential property taxation, purchase of development rights, transfer of development rights and donation of conservation easements to protect farmland and forests.**

   **Time Frame:** 0-5 Years  
   **Responsible Parties:** Town Board

   i. **Enforce tax abatement penalties for farmland conversion to non-farm uses in order to maintain the integrity of the agricultural value exemption and forest uses under the forest protection programs.**
22. Establish energy efficient development standards and guidelines for buildings, roads and utilities that promote low impact development.

22A. **Promote Low Impact Development through site planning.**
- **Time Frame:** 0-2 Years
- **Responsible Parties:** Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

  i. Locate and construct buildings to minimize impact on existing natural and public resources.
  ii. Blend buildings with existing topography and their surroundings.
  iii. Avoid steep slopes and ridgelines, and minimize grade alterations.
  iv. Avoid development on sites where building will cause excessive environmental impacts.

22B. **Design buildings to their highest energy efficiency levels.**
- **Time Frame:** 0-2 Years
- **Responsible Parties:** Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

  i. Encourage conservation and green energy building techniques.
  ii. Promote renewable energy sources and solutions.

22C. **Manage roads to minimize erosion and impact on water quality.**
- **Time Frame:** 0-2 Years
- **Responsible Parties:** Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens

  i. Find alternatives to ditching along highways.
  ii. Use hydro-seeders to cover bare soil. Practice best management practices for managing back roads (and primary roads).
22D. Design and construct roads and streets to provide safe access for all users including pedestrians, bicyclists and equestrians.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens
   
   i. Minimize impacts to the environment during design and construction.

22E. Locate, design, construct and maintain utilities to efficiently accomplish project objectives while preserving natural and public resources.
   Time Frame: 0-2 Years
   Responsible Parties: Comprehensive Land Use Plan Steering Committee, Town Board, Planning Board, Zoning Board & Zoning Officer, Citizens
   
   i. Minimize visual impacts of utilities on surroundings by maintaining vegetation and utilizing existing topography or locating structures underground whenever possible.
   
   ii. Minimize maintenance practices, such as herbicide spraying, which could have environmental impacts on terrestrial and aquatic ecosystems.
Chapter Five:

Recommendations for:

Our Public Facilities, Infrastructure, Transportation and Community Services

Figure 27: View of Southbound Access to Willsboro via the Adirondack Northway
Source: P. Corell
Strategic Priorities: Public Facilities, Infrastructure, Transportation and Community Services

Willsboro’s diverse community supports and sustains, in cooperation with state and local agencies:

- Public transportation.
- Well maintained existing public facilities, including water and wastewater systems.
- Expanded public services appropriate to the existing growth patterns in the community to avoid sprawl and that use the best available technology.
- Well maintained roads, bridges and sidewalks.
- A globally connected, best technology communication system.
- A multi-purpose school building and system.
- Health center and senior living options.

Willsboro’s four-season business district:

- Has sidewalks, parking lots and parks awash with color and art, benches and greenery.

Willsboro’s land use and natural resource programs promote:

- The critical importance and protection of water quality, soils, biodiversity and wildlife habitat when planning building projects and development.
- Green communities technology including energy efficiency and local alternative energy development.
Recommended SMART* Goals and Objectives
for
Public Facilities, Infrastructure, Transportation and Community Services
(*Specific - Measurable - Attainable - Relevant - Time-framed)

23. **Comprehensively Improve Infrastructure.**

23A. **Adopt fiscal policies that:**
   Time Frame: 0-2 Years
   Responsible Parties: Town Board
   
   i. *Promote timely maintenance and avoid deferred maintenance.*
   ii. *Research and access the resources and new ideas that can be brought to a project by the faculty and staff, such as architects, landscape architects, social scientists, and engineers, associated with universities.*
   iii. *Explore alternative technologies to bring new ideas and approaches to existing problems.*
   iv. *Encourage shared facilities and services to control costs.*

23B. **Adopt fiscal policies and procedures that implement life-cycle cost methods to match expected life with debt service for all capital improvements.**
   Time Frame: 0-2 Years
   Responsible Parties: Town Board
   
   i. *Use life-cycle costing to evaluate capital investments. In this way, ongoing maintenance expenses, energy efficiency and equipment obsolescence are considered in the design and planning stages of capital projects.*
   ii. *Life-cycle, cost approaches create taxpayer-friendly economic scenarios that support long term financial answers to short and long term problems.*
23C. Implement “state of the art” improvements to the Wastewater Treatment System that prolong the system’s useful life beyond projected debt service, and match capacity to serve future demand for the Town.

**Time Frame:** 0-2 Years

**Responsible Parties:** Town Board

  i. Conserve tax dollars and treated water by investing in individual connection water metering, particularly within the Willsboro Sewer District.

  ii. Develop a public education program that links wastewater management to water consumption, conservation, storm water and water quality.

  iii. Carefully evaluate green technology and alternative treatment options, including new best practices, before investing in standard engineering design for capital improvements to the wastewater system.

  iv. Continue to develop the “pilot constructed wetland project” to provide additional phosphorous reduction from effluent, meet more stringent Department of Environmental Conservation guidelines and to meet the TMDL (total maximum daily load) guidelines for Lake Champlain. (36)

  v. Study and prepare recommendations to address the wet weather loading concerns associated with flow monitoring, infiltration and inflow.

  vi. Expand the sewer district to include adjacent properties to the Willsboro Commerce Park project that may have on-site wastewater problems and might benefit from inclusion in the expanded sewer district.

23D. Implement “state of the art” improvements to the Drinking Water System that prolong the system’s useful life beyond projected debt service, and match capacity to serve future demand for the Town.

**Time Frame:** 0-5 Years

**Responsible Parties:** Town Board

  i. Make improvements to the water system to accommodate backwash treatment system.

  ii. Make improvements to the distribution system to replace transite and PVC pipe with ductile iron.
iii. Repair and replace inoperable fire hydrants.

iv. Establish a cross connection control program. (Cross Connection hazards are points where private plumbing systems or a non-drinking water substance have the potential to come into contact with drinking water distribution lines. Examples include a septic system, sprinkler system, hot tub or ornamental pond. These crossing points can allow bacteria and other contaminants to enter the public water system if there is a leak or break in the distribution system.) (37).

v. Adopt a Town-wide water conservation program

vi. Consider studying the feasibility of developing a groundwater source for drinking water for the Willsboro Water District.

vii. Address fire protection and seasonal availability of water in the lower Bay area to expedite public water service if the Town is given the authority to act by the residents of the neighborhood.

23E. Develop an enforcement program that specifies regular and periodic on-site inspections for private, on-site wastewater systems.

Time Frame: 0-5 Years

Responsible Parties: Town Board

23F. Conduct a Town-wide storm water assessment as part of a storm water management plan.

Time Frame: 0-5 Years

Responsible Parties: Town Board

i. Based upon the plan recommendations, prepare and implement a capital improvements program for storm water improvements.

ii. Design storm water systems to align with hazard mitigation projects for seasonal flooding and any planned design of parks, trails and greenways (Green Infrastructure). The Champlain Watershed Improvement Coalition of New York recommends a 35foot vegetative buffer around all rivers and tributaries.

iii. Implement a public education and outreach program stressing the maintenance of private storm water systems, control of erosion and sources of storm water and runoff.
23G. **Implement the Buena Vista Park Storm Water Run-off Mitigation Project to alleviate recurring property damage from high run-off flows.**
   Time Frame: 0-3 Years
   Responsible Parties: Town Board, RC&D

24. **Establish “Complete Streets” and Improved Transportation Systems.**

24A. **Evaluate New York State’s short and long term capital plans for the remaining five miles of Route 22 that requires significant improvements. Implement aggressive advocacy effort to compel NYSDOT to prioritize the remaining five miles of road improvements to a highest priority rating.**
   Time Frame: 0-2 Years
   Responsible Parties: Town Board and State Legislative Delegation

24B. **Advocate for year-round ferry service in Essex.**
   Time Frame: 0-2 Years
   Responsible Parties: All Stakeholders

24C. **Annually review the Essex County Updated Bridges and Roads Survey to monitor repairs and improvements for Willsboro.**
   Time Frame: Yearly
   Responsible Parties: Town Highway Supt. And Town Board

24D. **Determine the county’s plans for the Morehouse Bridge which has been rated as structurally deficient.**
   Time Frame: 0-2 Years
   Responsible Parties: Town Board
24E. **Adopt a “Complete Streets” approach to Willsboro’s roadways.** Complete Streets considers the safety of all users and promotes the idea that roads ought to be for everyone. Users include all ages, motorist or bicyclist, walker or wheelchair user, bus rider, equestrian or farmer.

- **Time Frame:** 0-5 Years
- **Responsible Parties:** Town Board and Public Works/Highway, Recreation Committee, Heritage Society, Essex County Public Works, NYSDOT

  i. *Wherever possible, and appropriate, install signage that alerts motorists to the presence of other users, speed bumps, speed enforcement, sidewalks, bike lanes and trails, wide shoulders, crosswalks, raised crosswalks, audible pedestrian signals, and sidewalk bulb-outs, etc.*

  ii. *Consider the need to protect and preserve “dirt” roads that contribute to the rural and historic landscape. Educate highway personnel in order to adequately construct dirt roads to minimize sedimentation. Survey all stakeholders, including residents and users to obtain citizen input prior to making decisions to pave unpaved roads. Maintain narrow road widths in residential areas in order to reduce traffic speed and therefore improve safety for pedestrian and bicycle use.*

  iii. *Provide bike lanes, sidewalks, and cross-walks wherever feasible.*

24F. **Institute regular capital planning for sidewalk repair, replacement and expansion so that pedestrians can safely walk and bicyclists can ride Between such places as Noble wood Park, downtown and the boat launch.**

- **Time Frame:** 0-5 Years
- **Responsible Parties:** Town Board

24G. **Establish a multi-modal hub at the new Commerce Park.**

- **Time Frame:** 5-10 Years
- **Responsible Parties:** Town Board, Essex County IDA

  i. *Include a passenger rail depot and park and ride facility.*
Town of Willsboro Comprehensive Land Use and Action Plan

25. Establish a globally connected, high-tech communication system and energy-efficient utilities

25A. Support efforts by “CBN Connect” (Adirondack Broadband Network) to establish a world class broadband communications system that supports affordable, abundant, secure broadband services for all North Country users, creates new markets for retail telecom service providers, enables expanded cell phone coverage and offers a choice of competitive retail services to end users.
   Time Frame: 0-5 Years
   Responsible Parties: All Stakeholders
   
   i. Work with Cablecom and others to link into the CBN Connect system.
   ii. Install communications infrastructure, such as broadband and improved cell service that makes telecommuting possible for property owners with remote business connections.

25B. To reduce Town energy costs and to darken skies, evaluate the cost/benefit of replacing lighting district and single pole fixtures with synchronized motion-detector, high energy efficient equipment.
   Time Frame: 0-3 Years
   Responsible Parties: Town Board

25C. Identify any unlit areas of the Town experiencing safety problems.
   Time Frame: 0-2 Years
   Responsible Parties: Town Board and Public Works Department, Citizens

26. Recognize and Mitigate Natural and Human Hazards.

26A. Use natural materials; consider scale and texture appropriate and sensitive to the natural resource involved as a general Town policy when implementing hazard mitigation measures.
   Time Frame: 0-5 Years
   Responsible Parties: Town Board, Essex County
26B. Appoint a working group to study the environmental, societal and economic impacts (including aesthetics) of removing or repairing the Willsboro Dam.
   Time Frame: 0-2 Years
   Responsible Parties: Town Board

26C. Continue the phased Boquet riverbank stabilization to avoid toxic pollution from the 12 acres of Georgia Pacific black ash adjacent to the bank.
   Time Frame: 0-5 Years
   Responsible Parties: Town Board, NRCS, BRASS

26D. Implement three bank stabilization/erosion prevention projects:
   Time Frame: 0-5 Years
   Responsible Parties: Town Board, NRCS, BRASS
   i. Install a 150' cribbing structure along the McAuliffe Rd, off Sunset Drive by the Morehouse Bridge or re-route portion of McAuliffe Road at least 100 feet away from the Boquet River.
   ii. Install a 150' cribbing structure for erosion prevention near the fish ladder in the hamlet.
   iii. Install a 150' farmland restoration and stabilization project on Sunset Drive near the Reber bridge.

26E. Identify culverts that need to be replaced because they block fish migration on the river and its tributaries. Develop a plan to replace them with new ones that do not impede aquatic species movement (BRASS Culvert Assessment Project).
   Time Frame: 0-5 Years
   Responsible Parties: Town Board, BRASS, Town and County Public Works, Fish and Wildlife Service

26F. Reconcile the Essex County Hazard Mitigation Plan with the Town plan.
   Time Frame: 0-2 Years
   Responsible Parties: Town Board, Essex County
27. Maximize the use of shared buildings and services.

27A. **Develop indoor and outdoor public space for better use by citizens and visitors.**
Time Frame: 0-5 Years
Responsible Parties: Town Board, Working Committee for Downtown (see Chapter 2), Willsboro Central School.

   i. Determine the presence, absence and condition of such things as park furniture, artwork, lighting, bike racks, refuse containers, access to restrooms, landscaping, and condition of walkways, trails and paths, parking.
   
   ii. Promote Willsboro’s indoor and outdoor facilities, including Willsboro Central School, as available for public gatherings, cultural functions, and other uses.

27B. **Work with Willsboro Central School and the Town of Essex to evaluate a shared highway vehicle facility and maintenance staff.**
Time Frame: 0-5 Years
Responsible Parties: Town Board, Willsboro School Board, Town of Essex Town Board

   i. Vehicle facility consolidation could result in savings to the taxpayer and should be considered.

27C. **Encourage the Willsboro Fire District to work with Essex and Lewis on a shared service plan.**
Time Frame: 0-2 Years
Responsible Parties: Willsboro Fire District Board of Commissioners

27D. **Work with the Essex Transfer Station to improve the recycling alternatives available to residential users.**
   Institute a toxics disposal service for residents at least twice per year.
Time Frame: 0-3 Years
Responsible Parties: Town Board Supervisor Essex County Board of Supervisors
27E. **Improve the stability, funding and range of services for Willsboro’s community health care center (currently Smith House Health Care Center).**

**Time Frame:** 0-2 Years

**Responsible Parties:** Smith House Board of Directors, Elizabethtown Community Hospital

- *i. Study the feasibility of establishing a health care taxing district to supplement funding of the local health center.*
- *ii. Work with area health care providers to develop a range of health services to meet any identified needs cited in the MAPP Study (38).*
Chapter Six: Next Steps

Newcomers, natives and long-timers, full and part-time residents call Willsboro home. Acting on all their behalves community members convened, and for many months, worked very hard to determine what constitutes Willsboro’s character and sense of place. Citizens puzzled over physical and cultural features that are desirable to retain, what is valued and sustainable when contemplating the future. A plan—this plan proposes recommendations for Willsboro to create a place that is memorable to the children, so when they grow up and consider where they wish to live, they will want to come home – and they can.

The social capital network that supports the Comprehensive Land Use Plan Steering Committee’s work has been strong. A good show of community support and participation each time meetings were held was encouraging to the work. Serious thought and engagement in the discussions characterized the entire process. Dialogue, commitment and enthusiasm were the watchwords. The community’s collective behavior in this regard align very closely with scholarly and professional literature, which indicates that Willsboro’s demonstration of commitment to both the Comprehensive Plan process and follow through are a foundation for successful efforts at the community level – if the momentum is carried forward.

Citizen engagement and momentum are the catalytic actions that make the next steps happen. The Comprehensive Land Use Plan Steering Committee acted as the Comprehensive Plan stewards. Every members of the community must ask themselves:

- Who steps up to the plate to act as the Plan sparkplugs?
- Who steps up to the plate to act as the cheerleaders?
- Who steps up to the plate to act as the nudges for the sparkplugs?
- Who will create a Town consciousness to check in periodically with the plan and the community to determine whether the community is still on course?
The Comprehensive Plan provides a general recipe for keeping what is best about Willsboro in place; all the best of small town rural life, lifestyle and population diversity, a budding art and culture scene, informal gathering places such as the diner and the Post Office. The Plan also recommends actions to showcase Willsboro’s setting; mountain vistas and striking shorelines, four seasons (plus mud season), a quaint community with great people. The recommendations included throughout the Plan require citizen action for follow through for the community vision to be realized.

By default and design, Willsboro’s character has been preserved because development has been slow until recently, but that is changing fast. Willsboro is following a path already worn by many communities and regions of the northeast, even some of the most isolated. We need to be reminded of the Smart Growth Principles and to look to other areas of the country to see the consequences of not following these principles.

### Table 7: Principles of Smart Growth

Source: Smartgrowth.org

- **Create Walkable Neighborhoods**
  Walkable communities are desirable places to live, work, learn, worship, and play and therefore a key component of smart growth.

- **Encourage Community and Stakeholder Collaboration**
  Growth can create great places to live, work and play -- if it responds to a community’s own sense of how and where it wants to grow.

- **Foster Distinctive, Attractive Communities with a Strong Sense of Place**
  Smart growth encourages communities to craft a vision and set standards for development and construction which respond to community values of architectural beauty and distinctiveness, as well as expanded choices in housing and transportation.

- **Make Development Decisions Predictable, Fair and Cost Effective**
  For a community to be successful in implementing smart growth, it must be embraced by the private sector.
• **Mix Land Uses**  
  Smart growth supports the integration of mixed land uses into communities as a critical component of achieving better places to live.

• **Provide a Variety of Transportation Choices**  
  Providing people with more choices in housing, shopping, communities, and transportation is a key aim of smart growth.

• **Strengthen and Direct Development Towards Existing Communities**  
  Smart growth directs development towards existing communities already served by infrastructure, seeking to utilize the resources that existing neighborhoods offer, and conserve open space and irreplaceable natural resources on the urban fringe.

• **Take Advantage of Compact Building Design**  
  Smart growth provides a means for communities to incorporate more compact building design as an alternative to conventional, land consumptive development.

Using these principles and a thorough review of the land use ordinances to work with the Comprehensive Plan recommendations is the next important step in the process of keeping Willsboro where we want it to be.
In 2001, the NewCities Foundation convened a blue ribbon group of government officials, journalists, educators, and consultants to define the issues affecting the survival and future of small cities and their surrounding regions. From this convention the panelists distilled twelve principles which they believe are “inherent and necessary to building an economy that matches with the requirements of the 21st century: social connections for citizens and quality of life that exudes the phrase: ‘This is a good place to live, work and raise my children’” (41). Citizens should consider making each and every decision, both large and small, that affect the land, economy, quality of life and all the related factors, using these principles.

Source: NewCities.org

Table 8: NewCities Foundation Principles

<table>
<thead>
<tr>
<th>The 12 Principles are:</th>
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</thead>
<tbody>
<tr>
<td>1) Remain true to yourself.</td>
</tr>
<tr>
<td>2) Don’t merely grow. Develop.</td>
</tr>
<tr>
<td>3) Buy locally; sell globally.</td>
</tr>
<tr>
<td>4) Connect to the outside world.</td>
</tr>
<tr>
<td>5) Recruit AND retain.</td>
</tr>
<tr>
<td>6) Build beautifully.</td>
</tr>
<tr>
<td>7) Steward the environment.</td>
</tr>
<tr>
<td>8) Contemplate youth and diversity.</td>
</tr>
<tr>
<td>9) Mimic bigness.</td>
</tr>
<tr>
<td>10) Rethink boundaries.</td>
</tr>
<tr>
<td>11) Feed the mind.</td>
</tr>
<tr>
<td>12) Nurture the soul.</td>
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</tbody>
</table>
Grant Resources

Grant resources change dramatically in the current economic climate based upon budget appropriations, state and federal economic conditions (and policy) and investment conditions in the private sector. The best way to capitalize on grant resources is to conduct project-specific grant research at the time a project is on the drawing board. Key research resources include:


State Resources:  http://www.nysl.nysed.gov/reference/grantsref.htm#new

Private Foundations:  www.foundationcenter.org

State and Federal Congressional Delegation grant contacts
Glossary

The Town of Willsboro Comprehensive Land Use and Action Plan is a document created by the citizens to serve the Town, the agencies, organizations and individuals. This glossary is provided to ensure the accessibility of the Plan for all readers. The terms identified may be ecological, legal, planning or zoning language. The glossary may be adjusted as needed.

A

Accessory Building: The use of a building or structure that is subordinate to, customarily incidental to, and ordinarily found in association with, a principal use, which it serves (See Section 27-107.01 of the Zoning Ordinance) (Gaining Ground Database Glossary of Planning Terms).

Affordable Housing (aka Community Housing): low cost housing for sale or rent, often from a housing association, to meet the needs of local people who cannot afford accommodation through the open or low cost market, or subsidized housing (www.lawsonfairbank.co.uk/planning-glossary).

Agribusiness: an industry engaged in the producing operations of a farm, the manufacture and distribution of farm equipment and supplies, and the processing, storage, and distribution of farm commodities. (www.merriam-webster.com).

Aquifer: A subsurface formation that stores or transmits water in recoverable quantities and can be used as a source of well water for domestic and agricultural use (http://www.biosolids.state.va.us/research.htm, Department of Environmental Conservation, Wastewater Glossaries).

Adirondack Park Agency (APA): The APA is a New York State government agency, consisting of approximately 56 staff and an eleven-member board. In 1971 the APA was created by the State Legislature to develop long-range land use plans for both public and private lands within the Park (Adirondack Park Agency Website).

Adirondack Park Agency (APA) Regulations: The Adirondack Park Agency administers the Adirondack Park Agency Act (Executive Law, article 27), the Freshwater Wetlands Act (Environmental Conservation Law, article 24) within the
Adirondack Park and, for private lands within the Adirondack Park, the Wild Scenic and Recreational Rivers System Act (Environmental Conservation Law, article 15, title 27) (www.apa.state.ny.us/Regulations).

**Adirondack Park Agency (APA) Land Use Classifications:** The Adirondack Land Use and Development Plan created by the APA Act provides for various land use controls for the 3.4 million acres of private lands within the Park. Private lands are zoned into six land use classifications based upon natural resource characterization, carrying capacity and sustained use.

<table>
<thead>
<tr>
<th>Land Use Zone and APA Land Use Plan Map Color (See Figure 3.3)</th>
<th>Maximum Principal Buildings/Square Mile</th>
<th>Acres/Dwelling</th>
</tr>
</thead>
<tbody>
<tr>
<td>Moderate Intensity (RED)</td>
<td>500</td>
<td>1.3</td>
</tr>
<tr>
<td>Low Intensity (ORANGE)</td>
<td>200</td>
<td>3.2</td>
</tr>
<tr>
<td>Rural Use (YELLOW)</td>
<td>75</td>
<td>8.5</td>
</tr>
<tr>
<td>Resource Management (GREEN)</td>
<td>15</td>
<td>42.7</td>
</tr>
<tr>
<td>Hamlet (BROWN)</td>
<td>No Limits</td>
<td>No Limits</td>
</tr>
<tr>
<td>Industrial (PURPLE)</td>
<td>No Limits</td>
<td>No Limits</td>
</tr>
</tbody>
</table>

The classification of a particular area depends on such factors as existing land use and population growth patterns; physical limitations related to soils, slopes and elevations; unique features such as gorges and waterfalls; biological considerations; public considerations. The intended purpose of the classification system is to channel growth into the areas where it can best be supported and to minimize the spread of development in areas less suited to sustain such growth (Ruzow Holland, 2010).
Brand: one having a well-known and usually highly regarded or marketable name or purpose (www.merriam-webster.com).

Broad Band: Broadband Internet access, often shortened to just "broadband", is a high data rate connection to the internet typically contrasted with dial-up access using a 56k modem.

Boquet River Association (BRASS): A non-profit association dedicated to enhancing the quality of water and life in the Boquet River watershed.

Buffer Strip: An area of land designed or managed for the purpose of separating and insulating two or more land areas whose uses conflict or are incompatible (trees separating homes from an expressway) (Prince George’s County Planning Department, http://www.pgplanning.org/page1158.aspx).

Build Out: A theoretical measure of "full development" for which public facilities are planned (Prince George’s County Planning Department, http://www.pgplanning.org/page1158.aspx). Development of land to its full potential (Davidson & Dolnick, 2004).

Built Systems: “The elements of the environment that are generally built or made by people as contrasted with the natural processes”(Northeast Side Comprehensive Plan, 2009).

Capital Improvement Program: “A planned series of public actions that improve the attractiveness and economic viability of a community center or an entire municipality. These may include improvements to infrastructure and public buildings, improving or creating parks and other public open spaces, adding benches, chairs, and tables to sidewalk areas, improving the condition and quality of building facades and signs, fixing up neglected buildings for private or public
use, adding parking in appropriate locations while maintaining a pedestrian orientation and adding flowers, attractive lamp posts or other aesthetic improvements” (Russell, 2009).

**Capital Investment:** The portion of the government’s budget for the capital improvement. The costs of capital improvement is generally non-recurring and may be multi-year financing (Davidson & Dolnick, 2004).

**Capital Projects:** Buildings or infrastructure projects that may include construction, installation, project management, supervision, engineering and the purchase of land or interests in land.

**Catalytic Development Corporation:** Organization supporting and moving forward “redevelopment projects and programs aimed at increasing economic and community value within areas, districts, or neighborhoods of a municipality. These projects leverage a significant and visible investment in the area, increase the value of surrounding properties, and support comprehensive goals” (Northeast Side Comprehensive Plan, 2009).

**CBN Connect:** (business name) CBN Connect is intended to be a wholesale “carrier’s carrier,” providing open services broadband transport throughout the Clinton, Essex and Franklin Tri-County region of New York State. This will not only enable service providers to provide state of the art broadband services in previously unreachable areas, but also in most cases allow the residents to have a choice of service provider (http://cbnconnect.org).

**Class A and B Regional Projects (Adirondack Park Agency Act):** Class A Regional Projects are “...first-order ranking of project uses and intensities of regional significance in scale and scope that require a permit from the Adirondack Park Agency.” Class B Regional Projects are, “regional projects of second order of importance in consequence and scope to the region. Commercial, industrial, recreational and other land uses may be classified as either Class A or Class B.” Examples include: “residential subdivisions of any size in Resource Management zoning districts are considered Class A. Subdivisions of the five remaining zoning classifications are considered Class A regional projects when their size ranges from 20 or more lots (Rural Use, 35 lots (Low Intensity), 75 or more lots (Moderate Intensities) or 100 or more lots (Hamlet) (Ruzow Holland, 2010).
**Complete Streets:** A national program and NYS Policy that promotes street rights-of-way designed and operated to enable safe, attractive and comfortable access and travel for all users. Pedestrians, bicyclist, motorists and transit riders of all ages and abilities are able to safely and comfortable move along and across a complete street.

**Corridor:** (Referring to environmental corridors): An area of land usually bordering a water course or wetland identified as containing unique natural features that should be preserved for its inherent ecological importance, environmental education and/or passive recreation (Northeast Side Comprehensive Plan, 2009).

**Cross Connections:** Cross Connection hazards are points where private plumbing systems or a non-drinking water substance have the potential to come into contact with drinking water distribution lines. Examples include a septic system, sprinkler system, hot tub or ornamental pond. These crossing points can allow bacteria and other contaminants to enter the public water system if there is a leak or break in the distribution system.

**Cross-cutting or Hot Button** (one of the workshop themes): An emotional and usually controversial issue or concern that triggers immediate intense reaction (www.merriam-webster.com).

**Clustering & Conservation Design:** “Arranging the same number of units that would otherwise be allowed on a parcel on smaller lots on one or more portions of the parcel, leaving portions of the property with important open space value as protected open space (usually protected by conservation restrictions). Other variations of this basic concept are called open space residential development and conservation subdivision.” Conservation restrictions are “perpetual restrictions[s] on the use or development of land to protect important scenic, ecological, historic, or water resource values, enforced by the Town or by a non-profit land trust. A conservation restriction does not affect ownership of the land. It may be granted voluntarily by a landowner, purchased from a landowner, or requires as a condition of a development approval to protect indentified environmental or other resources” (Russell, Oct 2009).
**D**

**Debt Service:** The amount of interest and sinking fund payments due annually on long-term debt (www.merriam-webster.com).

**Density:** “The number of houses, dwelling units, or square feet of building allowed per acre of land. This is not the same as *minimum lot size* which determines the size of each lot. Zoning conventionally treats density and lot size as the same, but clustering and other techniques separate these concepts” (Russell, October 2009).

**Density Bonus:** A density bonus is an example of incentive zoning. Incentive zoning may allow “a developer to have additional density, flexibility, or expedited approval in return for a public amenity such as dedicated parkland, additional water or sewer capacity, affordable housing, or land for public buildings”(Northeast Side Comprehensive Plan, 2009).

**Development: Intensive Development**- “High density street-oriented development (lively, diverse, engaging) that draws a large amount of foot traffic to an area.” & **High Density Land Use**- “Compact or clustered development, resulting in a higher overall number of units built in the same area, and possibly reducing the demand for development in other areas. Higher density development does not necessarily mean multifamily development or high-rise buildings. Higher densities can be achieved by building homes on smaller lots, by building attached homes, or by building multifamily structures (apartment buildings) (Northeast Side Comprehensive Plan, 2009).

**E**

**Ecumenical:** Of, relating to, or representing the whole of a body of churches (www.merriam-webster.com). Multi denominations, includes all religions.

**Essex County Industrial Development Agency (IDA):** The Essex County IDA is the agency for economic development services. “IDA acts as a coordinating agency for a variety of corporate financing and incentive programs offered by local, regional, state and federal agencies”(http://essexcountyida.com/about/mission.html).
Farm or Farm Operations: “Farm operation” means the land and on-farm buildings, equipment, manure processing and handling facilities, and practices which contribute to the production, preparation and marketing of crops, livestock and livestock products as a commercial enterprise, including a “commercial horse boarding operation” as defined in subdivision thirteen [of this section] and “timber processing” as defined in subdivision fourteen [of this section] and “compost, mulch or other biomass crops” as defined in subdivision sixteen [of this section]. [For the purposes of this section,] such farm operation shall also include the production, management and harvesting of “farm woodland”, as defined in subdivision three [of this section]. Such farm operation may consist of one or more parcels of owned or rented land, which parcels may be contiguous or noncontiguous to each other. Such farm operation may consist of one or more parcels of owned or rented land, which parcels may be contiguous or noncontiguous to each other...” (NYS Agriculture and Marketing Law 25-AA, Section 301, Definitions, #11).

Feedlot: A confined area, lot or building or combination of the two for limited feeding, breeding raising or holding of animals. Pastures are not animal feedlots. Typically feedlots are used for the fattening raising or breeding of animals for commercial productions of food (Davidson & Dolnick, 2004).

Gap Analysis: Technique for determining the steps to be taken in moving from a current state to a desired future-state. It begins with listing of characteristic factors (such as attributes, competencies, performance levels) of the present situation (“what is”), cross-lists factors required to achieve the future objectives (“what should be”), and then highlights the 'gaps' that exist and need to be 'filled (http://www.businessdictionary.com/definition/gap-analysis.html).

Generative Theme: A concept of identifying “thematic problems” developed by Paolo Freire. Data collected, synthesized and analyzed to reveal patterns or themes in the subject area. Coding is used to refine the themes.
**Geographic Information System:** An interactive computer program capable of assembling, storing, analyzing and displaying information which has been identified by location. At its most basic level, a GIS application can be a computerized map (www.geodirectory.ie/Glossary.aspx).

**Ground Water:** The subsurface water within the zone of saturation. This water moves under the influence of gravity and is, in many instances, a source of well water for domestic and agricultural use.

**Habitat:** As in Critical Habitat (ecological term) “particularly valued and sensitive physical locations” and key environments where certain organisms are able to live, feed and breed successfully (Davidson & Dolnick, 2004, 2004).

**Hazard Mitigation:** Any sustained action taken to reduce or eliminate the long-term risk to human life and property from hazards such as floods, fire and other natural disasters (law.justia.com/us/cfr/title44/44-1.0.1.4.53.0.27.2.html).

**Hub:** Center of commerce and activity.

**In-Home Business:** Also called cottage industry, liveliwork dwelling. An occupation carried on in a property where the primary use is residential. The secondary business or work use may “not change the residential character of the property and neighborhood”(Davidson & Dolnick, 2004).

**Infiltration & Inflow:** Infiltration is the downward moving or seeping of water from the surface to the groundwater, usually measured by inches per hour. The term inflow refers to water that is not waste water and that enters the sewer systems. Such water could come from roof leaders, cellar drains, Yard drains, drains from springs, cross connections between storm sewers, catch basins and other means (Davidson & Dolnick, 2004).
Infrastructure: “Public water and sewer service, road construction or improvement, mass transit, pedestrian and bicycle paths, electric, gas and communications utilities, and other public improvements that are needed to support intensive development of land. The term ‘infrastructure’ is sometimes used more broadly to mean all of the services that are necessary to serve development, such as parks, schools, police, firefighting, libraries, and other municipal services. Even more than zoning, the location of public infrastructure determines where growth will occur. In areas served by infrastructure, land use regulations are especially important to assure that growth benefits the community. Large-scale commercial, office and industrial uses normally need direct access to major roads and usually require public water and sewer” (Russell, 2009).

Intact Forests: An unbroken expanse of natural ecosystems within the zone of current forest extent, showing no signs of significant human activity, and large enough that all native biodiversity, including viable populations of wide-ranging species, could be maintained (http://www.intactforests.org/).

Lakes to Locks Passage: Lakes to Locks Passage was established in 2002 by the New York State Legislature as a New York State Byway, and designated the same year as an All-American Road by the Federal Highway Administration (one of 31 nationally)(lakestolocks.com).

Land Trust (Model): A private non-profit corporation created to acquire and hold land for the benefit of a community and to provide secure affordable access to land and housing for community (Documents for Small Businesses and Professionals, Community Land Trust Model. 2010). (http://www.docstoc.com/search/community%20land%20trust%20model)

Legal Foundation: An action supported by the law. A grounding or basis for a regulatory or policy act based upon the law.
Life Cycle Costing: An accounting and costing approach that focuses on all costs along the value chain that will be generated throughout the entire life of a product (www.mcgrawhill.ca/college/garrison5/student/olc/5mag_gloss_12.html).

Light and Heavy Industry: Light Industry consists of “research and development activities, compounding, processing, packaging, storage, assembly, treatment of finished or semi finished products from previously prepared materials, conducted all within an enclosed building.” Temporary storage of such products may be outdoors while awaiting shipping. Heavy Industry consist of manufacturing or enterprises that may “pose significant risks” because of the use of “explosives, radioactive materials, poisons, pesticides, herbicides” and/or other hazardous materials (Davidson & Dolnick, 2004).

Likert Scale: A type of survey question where respondents are asked to rate the level at which they agree or disagree with a statement. For instance, on a scale from one to five, a user can strongly disagree or strongly agree with a statement (www.d.umn.edu/itss/support/Training/Online/webdesign/glossary/l.html).

 Listserv: An electronic device used for managing e-mail transmissions to and from a list of subscribers.

Moderate or Low Intensity Areas: See APA land use classifications.

Multi Modal Transportation: “The availability of multiple transportation options designed to work safely and efficiently within a system or corridor, e.g., streetcar, bus, automobile, bicycle, walking” (Northeast Side Comprehensive Plan, July 21, 2009).
Natural Communities: An ecological term referring to recurring assemblages of plants and animals found in particular physical environments. Three characteristics distinguish natural communities: 1) plant species composition, 2) vegetation structure (e.g., forest, shrub land, or marsh), and 3) a specific combination of physical conditions (e.g., water, light, nutrient levels, and climate). Each natural community type occurs in specific settings in the landscape, such as wind-exposed rocky summits at high elevations, or muddy coastal river shores flooded daily by tides. Natural community types vary with changes in physical settings, resulting in predictable patterns across the landscape (http://www.nhdfl.org/about-forests-and-lands/bureaus/natural-heritage-bureau).

Open Space: “Open space may be defined as an area of land or water that either remains in its natural state or is used for agriculture, free from intensive development for residential, commercial, industrial or institutional use. Open space can be publicly or privately owned. It includes agricultural and forest land, undeveloped coastal and estuarine lands, undeveloped scenic lands, public parks and preserves. It also includes water bodies such as lakes and bays. The definition of open space depends on the context. In a big city, a vacant lot or a small marsh can be open space. A small park or a narrow corridor for walking or bicycling is open space, though it may be surrounded by developed areas. Cultural and historic resources are part of the heritage of New York State and are often protected along with open space” (New York Department of Environmental Conservation Website).

Pastureland: A land cover/use category of land managed primarily for the production of introduced forage plants for livestock grazing. Pastureland cover may consist of a single species in a pure stand, a grass mixture, or a grass-legume mixture. Management usually consists of cultural treatments: fertilization, weed control, reseeding or renovation, and
control of grazing. Pastureland includes land that has a vegetative cover of grasses, legumes, and/or forbs, regardless of whether or not it is being grazed by livestock (Farmland.org/documents/Glossary_of_Terms.pdf).

**Prime farmland:** Land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is also available for these uses. Prime farmland can be identified on any of the following land cover/use categories: cropland, CRP land, pastureland, rangeland, forest land, and other rural land (Farmland.org/documents/Glossary_of_Terms.pdf).

**Planning Study:** A planning study includes and uses “the identification and analysis of problems; the development of goals and objectives.” Such studies are done with room for “independent initiative and action…” (Davidson & Dolnick, 2004).

**Preferential Property:** “A lot or parcel of land together with all structures located thereon” (Davidson & Dolnick, 2004) and having greater value of desirability (Merriam Webster).

**Shoreline:** That line at which land adjoins the water of lakes, ponds, rivers and streams within the Adirondack Park at mean high water (Part qq, Section 570.3 Adirondack Park Agency Rules and Regulations).

**Silviculture:** A branch of forestry dealing with the development and care of forests (www.merriam-webster).

**Site Plan Review:** “Case by case review, usually by the Planning Board, of proposed uses to assure that they fit appropriately onto their site, according to specific criteria such as traffic, road access, drainage, parking, landscaping, screening, building layout… Any permitted use that meets site planning criteria must be approved. … Site plan approval may be granted by a majority vote. Site plan review can also be conducted by staff. . .” (Russell, 2009).

**Solid Waste:** “Any garbage, refuse, rubbish or other discarded materials that may be in solid, liquid, or gaseous form.” It can include “sludge from air or water pollution control facilities, demolition, construction debris, and residential, industrial
and commercial wastes.” Also any garbage, refuse sludge from a water supply treatment plant or air pollution facility,” or other materials so categorized in state law (Davidson & Dolnick, 2004).

**Subdivision Major and Minor:** Major is divisions of a lot tract or parcel of land for sale, development or lease that “does not meet the requirements of a minor subdivision.” Minor division is a division or redivision of land that will create a few lots out of a single tract. Within the Adirondack Park the terms are normally defined by the APA Act and local subdivisions regulations (Davidson & Dolnick, 2004, Ruzow Holland, 2010).

**Sustainable development (SD)** is a pattern of resource use that aims to meet human needs while preserving the environment so that these needs can be met not only in the present, but also for generations to come. The term was used by the Brundtland Commission, which coined what has become the most often-quoted definition of sustainable development as development that "meets the needs of the present without compromising the ability of future generations to meet their own needs” (Brundtland Commission, 1987).

**Sustainable Forests:** One tract or several tracts of contiguous trees or tree stands that are managed with practices that enable the forests to continue to thrive into the future.

**Two-Tiered System of Land Use (Adirondack Park Agency Act):** A phrase in reference to the Adirondack Park Agency Land Use regulations. In addition to the regional land use plan, The APA Act established a voluntary second tier local planning program (APA Approved Local Planning Program). This partnership established by the Adirondack Park Agency Act is referred to as a two-tiered system where authority rests in the APA and delegation of specific land use authority is granted to local governments (Ruzow Holland, 2010).
Useful Life: The normal operating life of an asset in terms of usefulness to the owner (https://www.dpas.dod.mil/me/general/glossary.html). The period of time during which an asset will have economic value and be usable (www.leasingcanada.com/glossary.htm).

View Shed: An area visible from a highway, waterway, railway or major hiking, biking, or equestrian trail that provides vistas over water, across expanses of land, such as farmlands, woodlands, or coastal wetlands, or from mountaintops or ridges (https://www.planning.org/growingsmart/guidebook/three.htm).

Wastewater System: Facilities for water carrying waste from homes, businesses, and industries. Such facilities provide service, maintenance, repair of public facilities. The systems may include "pumping stations, boosters reservoirs, repeaters, water storage tanks, lift stations, regulators" and more (Davidson & Dolnick, 2004).

Water System (aka Drinking Water System): The organization of pipes, structures and facilities that supplies and treats water from a common source to dwellings (Davidson & Dolnick, 2004).

Willsboro Development Corporation (WDC): A local development corporation under the laws of the State of New York with a mission to encourage commerce opportunities in Willsboro. WDC supplies business resources and facilitates economic programs in Willsboro. These include physical space, economic incentives (www.willsborony.com).
Zoning: A local law or ordinance containing rules and procedures regulating land uses and the approval of development. Zoning does not control building construction (which is regulated by the State Building Code). Euclidian zoning based upon the 1926 New York City Zoning Ordinance divides a municipality into separate districts, prescribing minimum lot sizes, permitted uses, and required setbacks. Newer forms of zoning include Forms Based Codes, and New Urbanism and Smart Growth Principles, and overlay districts. A zoning ordinance may incorporate many of the other tools listed in this glossary, such as site plan review, special permits, overlay zones, planned unit development, traditional neighborhood development, transfer of development rights and clustering (Russell, October 2009, Ruzow Holland, 2010).
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Appendices

Community Profile and Atlas - tables, charts and maps - DVD Attached

Willsboro Community Survey 2010

Visit the Community Profile and Atlas at: www.willsborony.com/plan