

A topographic map of the Town of Willsboro, New York, showing terrain contours, roads, and water bodies. The map is the background for the title and contact information. The word "WILLSBORO" is printed on the map in the lower-left quadrant. In the upper right corner of the map area, there is a handwritten signature that appears to be "D. Allen".

# COMPREHENSIVE DEVELOPMENT PLAN

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## TOWN OF WILLSBORO, N.Y.



METCALF & EDDY

ENGINEERS - PLANNERS

NEW YORK

DEVELOPMENT PLAN REPORT  
FOR  
TOWN OF WILLSBORO, NEW YORK

DECEMBER 1970

Prepared for  
New York Office of Planning Coordination  
and  
Town of Willsboro Planning Board

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# TOWN OF WILLSBORO

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ABSTRACT

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AUTHOR: Metcalf & Eddy

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Development Plan  
Effectuation

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ABSTRACT:

Identifies problems and issues of a rural town in northern New York State adjacent to Lake Champlain and the Adirondack Forest Preserve. Correlates the relationship between soils and other physical land characteristics, future land use intensities, and services. Recommends definite land use goals and policies for rational pattern of growth. Recommends locations of increased residential intensities, public buildings and lands, public utility systems, and economic activities based on forecasts of future economic and population growth. Recommended capital improvements program based on a financial analysis with a proposed zoning ordinance and map included as methods of plan effectuation.

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J-9321.2

Town of Willsboro  
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Attention: Mr. Charles Krotz  
Chairman

Gentlemen:

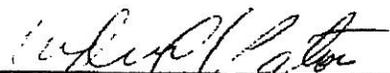
Town of Willsboro  
Project NYP-210

We are pleased to submit the accompanying report, Comprehensive Development Plan for the Town of Willsboro, New York. It contains an investigation and analysis of existing characteristics of the town with recommendations concerning future development possibilities and controls.

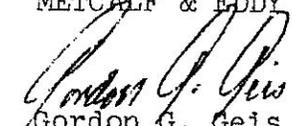
This report was prepared by Mr. Arthur Lowy, Project Planner and other members of our planning staff under the direction of the writer.

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## SUMMARY OF FINDINGS

In 1969 the Town of Willsboro Planning Board initiated the preparation of a development plan. In conjunction with the New York State Office of Planning Coordination and federal-state financial assistance, the town planning board retained Metcalf & Eddy, to provide the necessary assistance in preparing town planning studies.

As a first step in this plan, a thorough study and evaluation was made of the present and probable future needs and capabilities of Willsboro. These studies have provided the factual base for the town's recommended future land use plan and methods of effectuation.

Following is a summary of the findings of the comprehensive plan studies. A detailed treatment of each study is included under appropriate heading in subsequent sections of this report.

### Regional Location

The Town of Willsboro is located in Essex County, New York on the western shore of Lake Champlain and adjacent to the Adirondack Forest Preserve. New Interstate Route 87, the "Northway", connects Canada with the United States and is located within a few miles of the town, providing easier access to Plattsburgh to the north and Glens Falls and Albany to the south.

### Soil Suitability and Physical Features

An initial and important element of a development plan is a knowledge of the natural environment of the area being planned to include climate, topography, water resources and soil characteristics.

Climate. The climate of Willsboro is cool and temperate. The maximum and minimum mean temperatures in January are 29.2 and 7.9 degrees F. The maximum and minimum mean temperatures in July are 83.3 and 55.3 degrees F. Total mean annual snowfall is 60.9 inches.

Topography. Encompassing a land area of 42.8 square miles, the town has mountainous topography in its northwestern limit with peaks up to 1,482 feet above sea level. In the southwest portion of the town the land is gentle rolling and part of the coastal plain that extends into Bouquet River Valley. Willsboro Point is the outstanding feature of the town and extends 3 miles into Lake Champlain and forms Willsboro Bay.

Water Resources. Water resources are ample with supplies available from Lake Champlain and the Bouquet River.

Slopes. About 75 percent or 20,596 acres of the town's total area are in slopes that range from 0 to 15 percent gradient and are suitable for development from the standpoint of slopes only. Slopes 15 percent or greater amount to over 6,000 acres in the northwest portion of the town and are unsuitable for future development.

Soils. Nearly 40 percent of the town's total area is in very shallow soils or bedrock and should be a significant factor in limiting future development of Willsboro.

### Existing Land Use

The survey of existing land uses in Willsboro identifies the following areas of concern:

1. This survey indicates that only a small portion of the town is presently developed represented by 1,674 acres or 6.1 percent of the town's total area in and around the hamlet of Willsboro. However, there are areas of intensive development here. Of special concern are the developed areas in Willsboro Point and Farrell Point.
2. The number of seasonal homes has grown rapidly and now cover a considerable portion of the Willsboro Point lakefront.
3. Seasonal homes are being converted to year-round use.
4. Mobile homes and trailers are evident throughout the town as seasonal and year round homes.
5. Abandoned farm, commercial and industrial buildings show the decline of earlier economic activities in the town.

### Population

Population is that social element of a community which, along with physical and social forces, has helped determine patterns of past trends and land uses.

### Characteristics

1. The highway system of the town, with the exception of State Route 22, is not part of the regional highway system.
2. There are two interchanges on Interstate Route 87 in the vicinity of Willsboro that make the town more accessible to the region and major population centers.
3. Total mileage of highways in the town is 52.75. State Route 22 has hazardous traffic conditions due to alignment problems and dangerous intersections. This is particularly so in the hamlet of Willsboro.

### Needs

1. Improved access to Exit 32 of Interstate Route 87.
2. Improve State Route 22 through the centrally developed portion of the town.
3. Improved access to seasonal residential areas.

### Plan Recommendations

1. Construct a by-pass of the town's central area by realigning State Route 22.
2. Widen, realign and reconstruct County Road 14A and Sanders Road to improve access to Exit 32 of the "Northway".
3. Improve other collector roads to include County Roads 14, 14A, 22M and 27.
4. Improve town roads to include Highland Forge, Carver, and Joe Rivers Roads.

### Housing Element

This study consists of a general assessment of the town's housing problems, needs and objectives.

### Problems

1. Approximately 40 percent of the town's housing units are seasonal. Future development pressures for continued seasonal development could result in undesirable land use practices.

Growth Trends. The population of the town has not changed significantly since 1960. In 1910 the town's population was 1,580, reaching a high of 1,716 in 1960. Preliminary census of 1970 places the total population at 1,674 or a loss of 42 persons since 1960.

Composition and Characteristics. The age group composition of the town's population has remained relatively stable for 30 years. However, the percentage of population in the 55 and over age group has substantially increased. Willsboro in 1960 was typical of many communities in northern New York State with a medium income of \$5,031; medium school year completed 10 years; average household size of 3.5; 57 percent of the town's population in the labor force. The present total summer population of the town, consisting of year-round and seasonal residents is estimated at 3,500. Of this total approximately 1,100 persons are estimated as summer residents.

Forecast to 1990. It is estimated that the most probable forecast is based on the assumption that the present level of birth rate will be maintained and the new employment opportunities will reduce out-migration. By 1990 the town's population could increase to 1,750.

### Economy

A sound economic situation is essential to the well-being of any community. An analysis of regional economy indicates that Essex County has a slower rate of economic growth than most adjacent areas. This county's economy consists of resort activity and the diversified economy in the eastern section in which Willsboro is located.

Local Economy. The most important economic asset in Willsboro is its variety and quality of natural resources. The mining and processing of Wollastonite is the major industrial activity in Willsboro with the growth of seasonal activities a second important factor.

Future Growth Potential. The expansion of the State University in Plattsburgh will be a factor which may contribute to the economic growth and development of Willsboro as a year-round residential community. Income and employment based on private recreation and tourism should grow in importance with construction, retail trade, and service employment increases.

### Circulation Facilities Study and Plan

The study of circulation facilities in Willsboro reveals the following characteristics, needs and recommended plan.

2. There is no public sanitary sewerage system and hazards from pollution are increasing in certain areas.
3. Mobile homes-trailers have increased rapidly over the past decade, intermixing with other uses and presenting uncontrolled development that can result in major visual blight and pollution problems.
4. Deficient housing units are few and scattered with no areas of concentrated residential blight.

#### Obstacles

1. Lack of development controls that include a zoning ordinance, subdivision regulations, housing and health codes.
2. Lack of current data in population and housing characteristics.
3. Limited economic and financial base of town available to finance new public improvements.

#### Objectives

1. Expand the local economy and provide additional employment opportunities.
2. Encourage further residential development.
3. Provide a variety of housing types for different incomes and age group needs.
4. Maintain the quality of the present environment.

#### Development Goals

Major development goals of the town by priority are:

1. Expand the local economy and provide additional employment opportunities.
2. Encourage an improved residential environment for year-round and seasonal houses.
3. Determine future recreational needs and methods for providing necessary facilities.

## Water and Sewerage Systems Studies and Plans

The purpose of these two studies and plans is to examine existing methods of providing the service(s) and to determine requirements compatible with future possible development.

Water System. The Town of Willsboro is presently served by public water in water districts No. 2 and 3 and by Richards private water supply. Peak summer demand in 1966 was 0.425 mgd (million gallons per day). Problems in the existing public system have been reported to cover low water pressure in outlying areas, odor and taste. No problems have been reported in the private water system.

The recommended water plan for the town includes:

1. Preparation of a detailed engineering study of the town's water distribution system and expansion.
2. Provide additional pumping and new water storage facilities to meet projected peak flows and fire demands.
3. "Looping" of water lines in the system and replacement of 4 inch mains.
4. Exercise control over quality of individual well supplies and lake sources to avoid contamination.

Sewerage System Study and Plan. There is no municipal sewerage system within Willsboro today. Existing on-lot disposal systems serve individual properties in the town with possible areas of concern along Bouquet River, especially in the built up central area and along the eastern shore of Willsboro Point.

The recommended Sewer Plan for the town would serve the same area as the present Water District No. 2 (central area of Willsboro) with a sewage treatment plant located downstream on Bouquet River. It is also recommended that the town investigate the possibility of providing public sewerage facilities in the developing portions of Willsboro Point.

## Community Buildings Study and Plan

Existing public buildings consist of a town hall, town garage, fire stations at Willsboro and Reber, Paine Memorial Library, the Willsboro Central School and the U.S. Post Office. With the exception of the Reber Fire Station, the above buildings are located in the central area of the town. Recommendations in this study include the following:

1. Acquire the present bank building for the new town hall.
2. Retain the existing town hall for civic use.
3. Develop new and improved school facilities at the Willsboro Central School for physical education (gym and playfields); library and arts and craft rooms.
4. Improve off-street parking facilities in the central area.

#### Public and Private Recreation Facilities and Conservation

Public and private recreation facilities in Willsboro to date include the State Boat Launching site (Willsboro Bay), a portion of the Adirondack Forest Preserve, playground and playfield facilities at the Willsboro Central School, the Town Beach (Willsboro Bay) and town park (central area). In addition, privately owned sites include the golf club, fish and game club and the fairgrounds.

Plan proposals include the following:

1. Develop a new town park and civic site to center on the Bouquet River and Willsboro Central School in the developed portion of the town.
2. Develop a new playground in the southern portion of the town.
3. Increase development and use of the State Boat Launching site with picnic areas, toilets and beach.
4. Develop a new major regional park for tourists and day visitors by state-county agencies with beach, marina, camping and picnicking facilities.
5. Reserve 50 acre property on Joe Rivers Road as Town Forest for picnicking and camping.
6. Develop a system of trails for hiking, horse-back riding and snowmobiles.
7. Develop a small local area for skiing.
8. Improve indoor recreation facilities by new and improved use of existing buildings in the central area.

## Future Land Use Plan - 1990

The purpose of the town's Future Land Use Plan - 1990 is to determine the most desirable and suitable locations and standards for residential, agricultural, commercial, industrial and recreational-conservation uses. This future land use plan for Willsboro represents current thinking as to how the land should develop over the next 20 years. It should serve as a guide by which the town planning board can make rational decisions regarding future development of Willsboro.

The plan proposes the following future possible land uses:

1. Conservation - Preserve over 40 percent of the town in the steep hillsides, stream courses and banks along Bouquet River.
2. Agricultural - Encourage the continued use of 30 percent of the town for agricultural activities.
3. Residential - Encourage over 22 percent of the town for three residential densities. These densities have been proposed to include high, medium and low density uses related to improved circulation facilities and utility systems.
4. Commercial - Preserve the town's existing commercial area and plan for future possible growth in a second new area off State Route 22 north of the town's center. Another small commercial area is also proposed off State Route 22 at Long Pond.
5. Industrial - A new industrial area is proposed along the existing railroad and near the recommended realignment of State Route 22 By-Pass.

## Capital Improvements Program

The various capital improvements needed to support population growth and to give effect to the town's future land use plan have been presented in the various sections of this report. Capital improvements cover the acquisition of land, proposed public buildings, development of a sewerage system, road improvements and a host of other public items.

Within the six-year capital budgeting period, the following six items are proposed by priority for Willsboro:

1. New Town Hall.
2. New parking area at central business area and new town hall.
3. Development of Town Beach.
4. Development of New Bouquet River Park.
5. Improve existing playfield facilities at Willsboro Central School.
6. Develop a new playground in southern portion of town.

Total estimate for recommended improvements is \$97,500.

#### Proposed Zoning Ordinance

A proposed zoning ordinance and map have been prepared for the town and represent one of the most important elements of the town's comprehensive plan. The proposed draft suggests the following 8 districts:

- SC *Stream Conservation*
- LC Land Conservation District.
- R-R Rural Density Residential District.
- R-L Low Density Residential District.
- R-ML Medium Low Density Residential District.
- R-M Medium Density Residential District.
- HC Highway Business District.
- GB General Business District.
- M Industrial District.

## SUMMARY OF FINDINGS

In 1969 the Town of Willsboro Planning Board initiated the preparation of a development plan. In conjunction with the New York State Office of Planning Coordination and federal-state financial assistance, the town planning board retained Metcalf & Eddy, to provide the necessary assistance in preparing town planning studies.

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### Regional Location

The Town of Willsboro is located in Essex County, New York on the western shore of Lake Champlain and adjacent to the Adirondack Forest Preserve. New Interstate Route 87, the "Northway", connects Canada with the United States and is located within a few miles of the town, providing easier access to Plattsburgh to the north and Glens Falls and Albany to the south.

### Soil Suitability and Physical Features

An initial and important element of a development plan is a knowledge of the natural environment of the area being planned to include climate, topography, water resources and soil characteristics.

Climate. The climate of Willsboro is cool and temperate. The maximum and minimum mean temperatures in January are 29.2 and 7.9 degrees F. The maximum and minimum mean temperatures in July are 83.3 and 55.3 degrees F. Total mean annual snowfall is 60.9 inches.

Topography. Encompassing a land area of 42.8 square miles, the town has mountainous topography in its northwestern limit with peaks up to 1,482 feet above sea level. In the southwest portion of the town the land is gentle rolling and part of the coastal plain that extends into Bouquet River Valley. Willsboro Point is the outstanding feature of the town and extends 3 miles into Lake Champlain and forms Willsboro Bay.

## INTRODUCTION

The Town of Willsboro Development Plan Report outlines an overall framework for future possible development within which Willsboro may realize certain social and economic benefits, together with a more efficient use of its resources.

The planning studies which form the basis for the recommendations in the Development Plan include an investigation of the several factors which influence community growth, existing land use, population, physical features, economy, and highway capabilities. Detailed findings of these studies are covered in the first section of this report.

Proposals for future land use, circulation, utilities, community facilities, recreation, and conservation are presented in the later section and reflect the objectives for long-range possible growth of the Town of Willsboro. As a guide for future growth and development, the Development Plan combines these recommended studies and plans into an understandable and interrelated future development pattern for the town. In this way, future decisions regarding individual developments or the expenditure of funds for capital improvements can be made with some knowledge of the possible effects they might have on Willsboro's growth, and the attainment of planning objectives.

The final portion of this plan program is the Effectuation Program. It is through the recommended implementation tools of zoning and capital improvements programming that Willsboro can accomplish the initial and most urgent phases of the Development Plan.

The Development Plan, however, is simply a point of departure. It is hoped that the process of planning will be continuous, since there is no final plan for the town. Willsboro must constantly look ahead, making new plans and programs to reflect its ever-changing needs. Only in this way can the Town of Willsboro hope to achieve the goals it sets for itself in these reports.

## ACKNOWLEDGMENTS

During the course of preparing this report many persons, organizations and public agencies gave generously of their time and knowledge in assisting our staff. The number involved precludes a list of those individuals who assisted in this report. However, a collective thanks is extended to those who participated.

## REGIONAL LOCATION

The Town of Willsboro is located in Essex County, New York on the western shore of Lake Champlain. Willsboro was founded in 1765 and became one of the 18 towns of Essex County in 1788. The development of the town throughout its history has been influenced by its location in the natural corridor of valleys, lakes and rivers between Canada and the northeastern section of the United States.

The early use of Lake Champlain and Lake George for water borne transportation between the Hudson River and the St. Lawrence River was later improved by the construction of the Champlain Barge Canal and eventually superseded by the Delaware and Hudson Railroad which links New York City and Montreal. The railroad passes through the Town of Willsboro and provides passenger and freight service. In recent years, the economic importance of railroad transportation has declined and a new Interstate Highway System has been built. Interstate 87, the "Northway", one of the most important highways connecting Canada and the United States, is located within a few miles of the Town of Willsboro, with two interchanges north and south of Willsboro providing easy access to it.

The town is located between the 2.5 million acre Adirondack Forest Preserve and Lake Champlain which has a length of 136 miles.

The major regional population centers are Plattsburgh, New York, 30 miles to the north and the less accessible cities of Burlington, Vermont to the east and Glens Falls, New York to the south.

The implications derived from the Town of Willsboro's location in its regional setting are discussed in various sections of this report.

## SOIL SUITABILITY AND PHYSICAL FEATURES

### Introduction

An initial and important element of a development plan is a knowledge of the natural environment of the area being planned. Physical features, such as topography, geology, soils, water resources and vegetation, are significant in guiding the future growth of a community.

The two factors which are of special importance in determining the most appropriate land use of the area are topography and soil characteristics. The suitability of land for developed, as well as for undeveloped, uses is dependent largely upon the topography or slope of the land and soil characteristics. They determine the most appropriate use, based on the suitability of the soil for a particular type of development.

### Climate

The climate of the town is cool and temperate. The maximum and minimum mean temperatures in January are 29.2 and 7.9 degrees F. and the maximum and minimum mean temperatures in July are 83.3 and 55.3 degrees F.

The mean total annual precipitation is 33.9 inches and is distributed rather evenly throughout the year. The average annual length of the growing season is 150 days.

The mean total annual snowfall is 60.9 inches.

### Topography

The Town of Willsboro encompasses a land area of 42.8 square miles. The predominant topographic features are a mountainous area in the northwestern portion of the town and a coastal plain in its southwestern portion.

The mountainous area is a part of the Adirondack Mountains. The highest peaks range from 1,207 ft. above sea level to 1,482 ft. and steep slopes are common throughout the area. There are two large lakes, Long Pond and Highland Forge Lake, and extensive wetlands in the vicinity of these lakes and adjacent brooks.

The gently rolling coastal plain extends into the valley of Bouquet River and its tributary, the North Branch. This plain is less than 400 ft. above sea level. The outstanding physical feature is the Willsboro Point Peninsula which extends for 3 miles into Lake Champlain parallel to the west shore, thereby partially enclosing the similarly shaped Willsboro Bay.

The total extent of the shoreline within the town is 23 miles.

#### Drainage

The Town of Willsboro is entirely within the St. Lawrence River Major Drainage Basin and the Lake Champlain Watershed. All the rivers and brooks within the town boundaries drain directly or indirectly into Lake Champlain.

#### Water Resources

The water resources of the community are ample since Lake Champlain is the largest fresh water lake in New York State. The Bouquet River provides an additional water supply within a major portion of the town. The available water is exceptionally soft.

However, there is a danger that the level of pollution of Lake Champlain may become a major regional problem in the future. The present pollution is mainly due to the impact of untreated municipal sewage and the accumulation of sludge produced by industrial facilities. Efforts are being made by the federal and state governments to improve the existing conditions and to prevent further deterioration of the quality of lake water.

#### Slopes

The suitability of land, whether it be for developed or undeveloped uses, is dependant largely upon the topography or slope of the land. The slopes of Willsboro have been grouped into various degrees of steepness as determined from a town topographical map, scale of 1 in. = 1,000 ft., contour interval of 20 ft. Generally speaking, from the standpoint of slopes alone, any slope from 0 to 15 percent is considered suitable for development of most uses. Slopes of 0 to 5 percent are particularly suitable. Use of the 0 to 15 percent sloping land for agriculture is also appropriate. Slopes of 15 to 25 percent are usually considered difficult to develop. Use of this land is generally limited to pasture use and undeveloped uses such as woodland or wildlife areas. Slopes in excess of 25 percent are unsuitable either for agricultural or development purposes and are best left in their natural state.

Table 1 shows the approximate percentage of the town in each of these slope categories. The location of these slopes is indicated on Figure 1.

Table 1. Slopes  
Town of Willsboro

Slopes (Percent)	Area (in Acres)	Percent of Land Area
0 - 5	8,013.28	29.3
5 - 15	12,582.78	45.9
15 - 25	3,623.32	13.2
Over 25	<u>3,172.62</u>	<u>11.6</u>
Total	27,392.00	100.0

Source: Figure 1.

The table indicates the topography of 75 percent of the area of the town is suitable for development. The remaining 25 percent is located almost entirely within the mountainous area.

#### Geology\*

The generalized bedrock geology of the Town of Willsboro consists largely of igneous rock units west of the Bouquet River, while the area east of the river is underlain by sedimentary rocks consisting of limestone and subordinate amounts of sandstone mainly in the vicinity of Jones Point.

#### Soil

Soil characteristics are important physical features which have a major impact on the suitability of land. The fineness or coarseness of the soil, the amount of gravel, rocks and boulders and the depth at which these constituents are found, all influence the most appropriate use. For example, sandy and gravelly soils are suitable for supporting development with private on-lot sanitary systems. But, on the other hand, a soil with an impermeable substrata at a shallow depth is not suitable for such a purpose except when very large drainage fields are provided.

\*The geological and soils data given in this report is based on the "Soils of Essex County" report published by the New York State College of Agriculture, Cornell University, 1955.  
For definitions of the terms used in this section, see Appendix A.

II. Deep non-stony soils from: "Lakelaid" sands and clays, stream terraces, and bottomland alluvial deposits (Soils with iron accumulating subsoil - Podzols and Brown Podzolic soils)

- A - Adams Association, strongly acid glacial lake sands. From 75 to 100 percent Adams - somewhat excessively drained, strongly acid, deep sands. From 0 to 25 percent Croghan (moderately well-drained sands; neutral wet sands), Windsor (acid somewhat excessively drained sands). Droughty but responsive to irrigation, extremely low in all available nutrients.
- EM - Elmwood Associations Undifferentiated, Elmwood with Melrose, Swanton, Whately (sands  $1\frac{1}{2}$  to 4 feet deep over clay). From 25 to 50 percent Elmwood - moderately well-drained, acid, grayish brown, fine sandy loam. From 0 to 50 percent Melrose - well-drained, acid, grayish brown, fine sandy loam. From 0 to 75 percent Swanton - poorly drained, gray, neutral, fine sandy loam. From 0 to 25 percent Whately - very poorly drained, black, neutral, fine sandy loam. Very responsive soils; Swanton and Whately need artificial drainage.
- H - Hadley-Winooski-Limerick Association, Undifferentiated (slightly acid bottomlands). From 0 to 100 percent Hadley - well-drained, slightly acid, grayish brown, very fine sandy loam. From 0 to 100 percent Winooski - moderately well-drained, slightly acid, dark grayish brown, very fine sandy loam. From 0 to 100 percent Hadley - well-drained high bottom phase, slightly acid, grayish brown, very fine sandy loam. From 0 to 100 percent Limerick - poorly drained, neutral, gray, very fine sandy loam. Long, narrow, level areas, responsive but occur in small sized areas.
- HA - Hartland (acid, stream terrace) - Hadley (slightly acid, high bottom phase) Association. 75 percent Hartland - well-drained, stream terrace, acid, grayish brown, very fine sandy loam, never flooded. 25 percent Hadley - well-drained, high bottom phase, slightly acid, grayish brown; very fine sandy loam, seldom flooded.
- Me - Melrose Association (sands from  $1\frac{1}{2}$  to 4 feet deep over clay). From 90 to 100 percent Melrose - well-drained, acid, grayish brown, fine sandy loam. From 0 to 10 percent Elmwood, Swanton, Whately. Very responsive soils but low in all available nutrients.

- W - Windsor Association, neutral substratum phases, glacial lake deep sands slightly acid to neutral. From 90 to 100 percent Windsor, neutral substratum phase - somewhat excessively drained, pH 6.0 to 7.0, grayish brown loamy fine sand. From 0 to 2 percent Melrose. Droughty "sweet" sands, extremely low in all available plant nutrients except calcium, responsive to irrigation.
- III. Deep soils from highly calcareous gravelly outwash (soils with clay accumulated in the subsoil Gray Brown Podzolic soils)
- K - Kars Association. 100 percent Kars - well-drained, neutral, grayish brown gravelly loam. Responsive soil.
- IV. Deep non-stony soils from neutral to strongly acid gravelly outwash (soils with iron-accumulating subsoils - Podzols, Brown Podzolic and associated wet soils)
- HC - Hinckley Association (strongly acid to neutral outwash). From 90 to 100 percent Hinckley - somewhat excessively to well-drained acid, grayish brown loamy sand. A few areas are similar to Hinckley but have neutral substrata. From 0 to 5 percent Sudbury, Scarborough, Walpole, Rock land. Very low in available plant nutrients, droughty.
- V. High lime soils from calcareous glacial till.
- MB - Madrid and Bombay Association, Undifferentiated, Gray Brown Podzolic soils. From 0 to 100 percent Madrid - well-drained, deep, slightly acid, grayish brown loam. From 0 to 100 percent Bombay - moderately well drained, deep, slightly acid, grayish brown loams. From 0 to 10 percent Kendala, Lyons. Often on long oval hills, responsive; low potash-supplying power.
- VI. Deep, acid (except wet soils), usually stony and bouldery soils from neutral to strongly acid glacial till (soils with iron oxide stained subsoils - Podzols, Brown Podzolic, and associated wet soils)
- G - Gloucester Association. From 75 to 90 percent Gloucester - well-drained, strongly acid, deep, stony brown sandy loam. From 0 to 15 percent Acton, Brayton, Sun, Rock land, Leicester, Whitman. Acid, stony, short slopes.

- PM - Parishville-Moira Association. From 50 to 90 percent Parishville - well-drained, deep, acid, grayish brown fine sandy loam or loam. From 10 to 40 percent Moira - moderately well-drained, deep, acid, grayish brown fine sandy loam, or loam. From 0 to 10 percent Brayton.
- M - Mountain Land. From 0 to 100 percent Rock land, bare rock to very shallow soils. From 0 to 90 percent Stony deep soils from glacial till. From 0 to 5 percent very wet soils including peat. From 0 to 10 percent acid deep soils from gravelly outwash and acid "lakelaid" sands, mostly in valleys. From 0 to 2 percent deep to moderately deep, acid to slightly acid brownish soils, well- and moderately well-drained, from mixed glacial till from "Grenville" and igneous rocks. (Mostly unnamed soils, mostly forested.)

The generalized location of the various soil associations is shown on Figure 1.

Table 2 gives the area in acres and the natural drainage classification for the various soil associations. Approximately 41.8 percent of the total town area has been classified as "somewhat excessive" (Class A) and "well to moderately well" (Class B); 14.3 percent as "moderately well to somewhat poorly" (Class C); and 43.9 percent as "poor" (Class D) or "mountain land" (Class E).

#### Developable Land

In the previous section, the physical features of the town were analyzed individually. Through a combination of the evaluation of these features, principally the slope and soil characteristics and by further combining the physical features with information on existing land uses, it is possible to delineate the areas which are suitable for development.

Figure 1, the Land Suitability Map, shows the slope and soil characteristics for the Town of Willsboro. The degree of suitability, based on these two features, is indicated by two types of patterns which are superimposed in order to give the general evaluation of a particular area.

Table 2. Soil Associations  
Town of Willsboro

Symbol of Soil Associ- ation	Natural Drainage Class and Area in Acres				
	Somewhat Excessive A	Well to Moderately Well B	Moderately Well to Somewhat Poorly C	Poor D	Mountain Land E
P				1,332.14	
V			2,238.38		
VP			1,682.05		
A	144.88				
EM		911.05			
H		267.48			
HA		51.66			
Me		114.11			
W	4,665.94				
K		158.42			
HC	1,759.65				
MB		1,049.96			
G		171.51			
PM		2,108.89			
M					10,735.88
Subtotals					
Areas in Acres (Total Area 27,392)	6,570.47	4,833.08	3,920.43	1,332.14	10,735.88
Percent of Total Area (100%)	24.2	17.6	14.3	4.8	39.1

Source: "Soils of Essex County", New York, New York State College of  
Agriculture, Cornell University, 1955.  
Metcalf & Eddy, 1969

The analysis of the topography showed that although a large portion of the town is mountainous; 25 percent of the total area has a slope exceeding 15 percent and is, therefore, generally unsuitable for development.

The evaluation of the soil characteristics showed that:

1. There are large areas, constituting nearly 40 percent of the total area, which were classified as mountainous due to either bare rock or to very shallow soils. These areas may present a problem for on-lot sewage disposal systems.
2. There is one soil association with "poor" drainage characteristics. The areas of this association are located on and near Willsboro Point, one of the major potential growth areas.

The suitability of an area for development can be evaluated on the basis of the data given on Figure 1. It shows:

1. Developed land, as shown on the topographic base map.
2. Land unsuitable for development is all land where slopes exceed 25 percent or the drainage class is D or E.
3. Developable land which comprises all the remaining areas. Two grades of developable land can be identified:

Grade I Land with generally slight to moderate limitations for most types of development.  
All lands where slopes are less than 15 percent and the drainage class is A and B.

Grade II Land with generally moderate to severe limitations for most types of development.  
All lands where slopes are between 15 to 25 percent and the drainage class is C.

In an area which is not served by public utilities, Grade I land, which consists of the better soils on the most level ground, is therefore the most suitable for development. Approximately 38 percent of the land area of the town is in this category.

The analysis of the physical features indicates that the topography and the soil characteristics will be a significant factor in the preparation of the land use plan which is a major component of the Development Plan, but that the town has adequate areas of land suitable for future development.



## EXISTING LAND USE

### Introduction

Land use is defined by the particular activity or function that occupies a tract of land. The broad categories for such use are residential, commercial, industrial, utilities and transportation, institutional and governmental, public open space, woodlands, wetlands, agricultural and open land.

Any municipality in discharging its function or enabling activities to be carried out evolves a land-use pattern or development scheme. The types, amounts, intensities, and arrangement of the individual uses within this pattern determine the character and livability of a municipality. Unoccupied land which is available and suitable for development can be used to change or continue the present scheme, or to develop an entirely new pattern.

The existing land use study provides not only the important framework for the preparation of the future land use plan which is a major component of the development plan, but it also indicates the existing problems and opportunities to be considered in the preparation of the recommended effectuation measures to be incorporated in the zoning ordinance.

However, the concept of land use is quite different from that of zoning. A land-use plan serves as a guide for making decisions regarding future development of the community. It includes all activities, private, public and semipublic. In contrast, zoning regulations constitute a legal document, controlling only private uses of land. It is one means of achieving the goals set forth in a future land-use plan.

### Past Influences and Patterns

The Town of Willsboro is one of the oldest communities in Essex County. The most important factors in the early development of the town were the availability of water and the accessible location on Lake Champlain.

The construction of a mill at the falls of the Bouquet River in 1765 established the location of the present hamlet of Willsboro.

Table 3. Existing Land Uses  
Town of Willsboro-1969

Class	Approximate Number of Acres	Percent of Total Area
<u>DEVELOPED LAND</u>		
<u>Residential</u>		
One-family, year-round	352	1.29
One-family, seasonal	410	1.61
Two or more family, year-round	3	0.01
Mobile homes, year-round	20	0.07
Mobile homes, seasonal	35	0.13
Mixed uses (residential/commercial)	10	0.02
<u>Commercial</u>		
Retail and service trade	40	0.15
Commercial-recreational	261	0.95
<u>Industrial</u>		
Industrial	269	0.98
<u>Institutional and Governmental</u>		
Institutional and Governmental	244	0.89
Subtotal - developed	1,674	6.10
<u>UNDEVELOPED LANDS</u>		
<u>State-owned land</u>		
State-owned land	23	0.05
<u>Open land</u>		
Open land	3,621	13.20
<u>Woodlands</u>		
Woodlands	17,356	63.35
<u>Wetlands</u>		
Wetlands	294	1.10
<u>Agricultural land</u>		
Agricultural land	4,424	16.20
Croplands	3,688	13.50
Pasture	599	2.20
Orchards	137	0.50
Subtotal - undeveloped	25,718	93.90
GRAND TOTAL	27,392	100.00

Source: Metcalf & Eddy Field Survey, 1969.

## Land Use Intensity and Land Values

The predominant land use intensity patterns are characterized by the limited extent of the total developed areas, but also by areas of intensive development for specific land uses. Of special concern to the town should be the residential areas bordering the water bodies, many of which rely on private on-lot water and sewerage systems. The densely developed areas in the center of the town (hamlet) are within the water districts. However, the Soil Suitability Study indicated that there is no shortage of land for future residential use. The land values reflect the development pressures and vary between \$60 per front foot on desirable sections of the lakefront, to \$1,000 for a one-acre site in other areas of the town, and \$600 for acreage which is wooded.

### Areas of Concern

The survey of the existing use pattern identified the following critical areas of concern:

1. The land use survey indicated that, in spite of the fact that only a small percentage of the total area of the town has been developed, there are areas which are in intensive use. Of special concern are the densely developed areas in seasonal residential use in Willsboro Point and Farrell Point. A large number of these lakefront properties on the western shore of Willsboro Point use private water systems and private sanitary (on lot) systems in areas with unsatisfactory soil conditions. (See Soil Suitability and Physical Features Study).
2. The number of seasonal homes has grown rapidly in recent years and they cover a considerable portion of the lakefront of Willsboro Point, one of the potential growth areas of the town. They form continuous strips on one side of the highway and will eventually landlock and inhibit the development of larger interior parcels.
3. Residential structures which were originally intended only for seasonal use are frequently converted for year-round vacation use or are used as retirement homes. The possible development of such substandard residential areas in the Town of Willsboro should be prevented by the use of land use controls.
4. Mobile homes, used for year-round and seasonal use and scattered throughout the community, constitute a sanitary hazard and a blighting influence.
5. Abandoned agricultural, commercial and industrial structures are located throughout the town.

6. The existing land use pattern in the central area is influenced by the large areas of land in industrial and railroad use. Much of this land is presently unused and contains a number of obsolete structures.

## POPULATION

### Introduction

Population is that social element of a community which, along with the physical and economic forces, has determined patterns and past trends of land use. An analysis of the size and characteristics of the existing population and a projection of future population trends is a prerequisite for the entire planning process. The age, structure and other characteristics of the population tend to create demands for different uses of land in varying amounts.

However, the land use demands within the Town of Willsboro are considerably modified by the recent increase in the seasonal population. The Existing Land Use Study of this report indicated the extent to which the presently developed land is in seasonal use.

### Past Growth Trends

The northern area of New York State has a history of exceptionally slow population growth. Between 1860 and 1960 the population of Essex County increased by 25.1 percent compared with a 332.5 percent population increase in the State of New York in the same period. The major reasons for the low growth rate are "the area's geographic location, north of the main route of commercial traffic to the west, and rugged topography."\*

The population of Essex County in 1860 was 28,214, which increased to 34,515 by 1880. Between 1880 and 1970 the county decreased to 33,843,\*\*representing a loss of 672 persons. These population growth patterns reflect the rapid early development of the area based on its natural resources and the relative decline of the economy in recent years.

Table 4 shows the population growth for the Town of Willsboro between 1910 and 1970.

\*"A Century of Population Change in Counties of New York State",  
New York State Department of Commerce, 1966

\*\*1970 U.S. Census - Preliminary Count.

Table 4. Population Growth  
Town of Willsboro-1910 to 1970

Year	Population	Decade change	Percent change	Average per year
1910	1,580	-	-	-
1915	1,652	72	4.55	14.4
1920	1,684	32	1.94	6.4
1925	1,706	22	1.31	4.4
1930	1,612	-94	-5.51	-18.8
1940	1,780	168	10.41	16.8
1950	1,646	-134	-7.53	-13.4
1960	1,716	70	4.25	7.0
1970*	1,674	-42	-2.44	-4.2

Source: U.S. Census, Legislative Manual of the State of New York, 1965.

\*1970 U.S. Census - Preliminary Count.

The population figures for the Town of Willsboro have not changed significantly in half a century, although there are fluctuations which probably indicate the impact of the depression and World War II.

In 1960 the Town of Willsboro had a year-round population of 1,716, of which 867 were residents of the hamlet of Willsboro. By 1970 the year round population had decreased by 42 persons to 1,674.

#### Factors of Population Growth

Population growth in any community is the result of two factors:

1. Natural increase, the excess of births over deaths.
2. Migration, the movement of people into or out of a community.

Between 1965 and 1967, the average annual number of births in the Town of Willsboro was 32.7 and the number of deaths was 21.7, a natural increase of 11 persons per year. Table 5 shows

the equivalent birthrate and deathrate per 1,000 persons for Willsboro and other selected areas for 1966.

Table 5. Birthrates and Deathrates Per 1,000 Population Selected Areas, 1966

Area	Birthrate	Deathrate	Natural increase
New York State	18.0	10.5	7.5
Essex County	17.8	12.8	5.0
Town of Willsboro	19.0	12.6	6.4

Source: New York State Department of Health and Metcalf & Eddy.

It should be noted that the birthrate may be declining. Between 1966 and 1967 the birthrate of Essex County decreased from 17.8 to 16.2 persons per 1,000 population.

There are indications that, as a result of reduced employment opportunities, the rate of out-migration has increased in recent years.

The estimated town natural increase between 1950 and 1960 was approximately 120 persons. The actual population increase in this 10-year period was 70 persons, suggesting a net out-migration of about 50 persons, or 41 percent of the total natural increase.

#### Population Composition

Population composition is the division of population by age groups. Forecasts by individual age groups provide a basis for estimating the types and extent of town facilities and services needed for the future population.

Table 6 shows the composition of Willsboro's population in 1960. Although the age group distribution was similar to the population composition for the residents of upstate New York, there were significant differences.

1. The percentage of persons who were 24 years old or under was 45.1 percent, compared with 42.6 percent for upstate New York.

Table 6. Population Composition, Selected Areas, 1960

Area	Age of Population, 1960						Non white per sons, 1960	Population in house-holds, 1960	Population in group quarters, 1960	Population in house-holds, 1960	Per house-hold	Population of in-stitu-tions other	
	Age Groups -		Percentage of Population										
	21 and over	Under 5	5-14	15-24	25-44	45-54							55-64
New York State	33.1	64.8	10.1	17.5	12.1	27.1	12.8	10.4	10.1	-	3.11	-	
Upstate New York	31.3	61.7	11.1	19.0	12.5	25.8	11.6	9.3	10.7	-	3.27	-	
Northern Area*	27.7	58.0	12.2	20.5	14.1	23.9	10.5	8.6	10.2	-	3.51	-	
Essex County	30.7	59.7	11.2	20.9	11.9	23.3	11.6	9.5	11.5	-	3.42	-	
Town of Willsboro	29.6	59.3	11.0	20.9	13.2	23.4	11.5	9.3	10.7	1	1,716	3.50	0

\* Essex County, Clinton County, Franklin County, St. Lawrence County, Jefferson County, Lewis County.

Source: U. S. Census.

2. The percentage of persons between the ages of 25 and 54, the most productive age groups, was 34.9, but 37.4 in upstate New York.
3. The median age of 29.6 years was lower than the corresponding figure of 31.3 for upstate New York, but higher than the median age for the Northern Area which includes Essex County.

Table 7 shows the population composition of the Town of Willsboro between 1940 and 1960. It indicates that the town's age group distribution pattern has persisted for several decades. However, the percentage of the population which is in the 55 and over age group has increased substantially.

Table 7. Population Composition  
Town of Willsboro, 1940, 1950 and 1960

Year	Number	Age Groups - Percentage of Population				
		Under 15	15-24	25-54	55-65	Over 65
1940	1,780	29.9	17.8	35.6	7.8	8.9
1950	1,646	31.2	14.3	35.9	8.7	9.8
1960	1,716	31.9	13.2	34.9	9.3	10.7

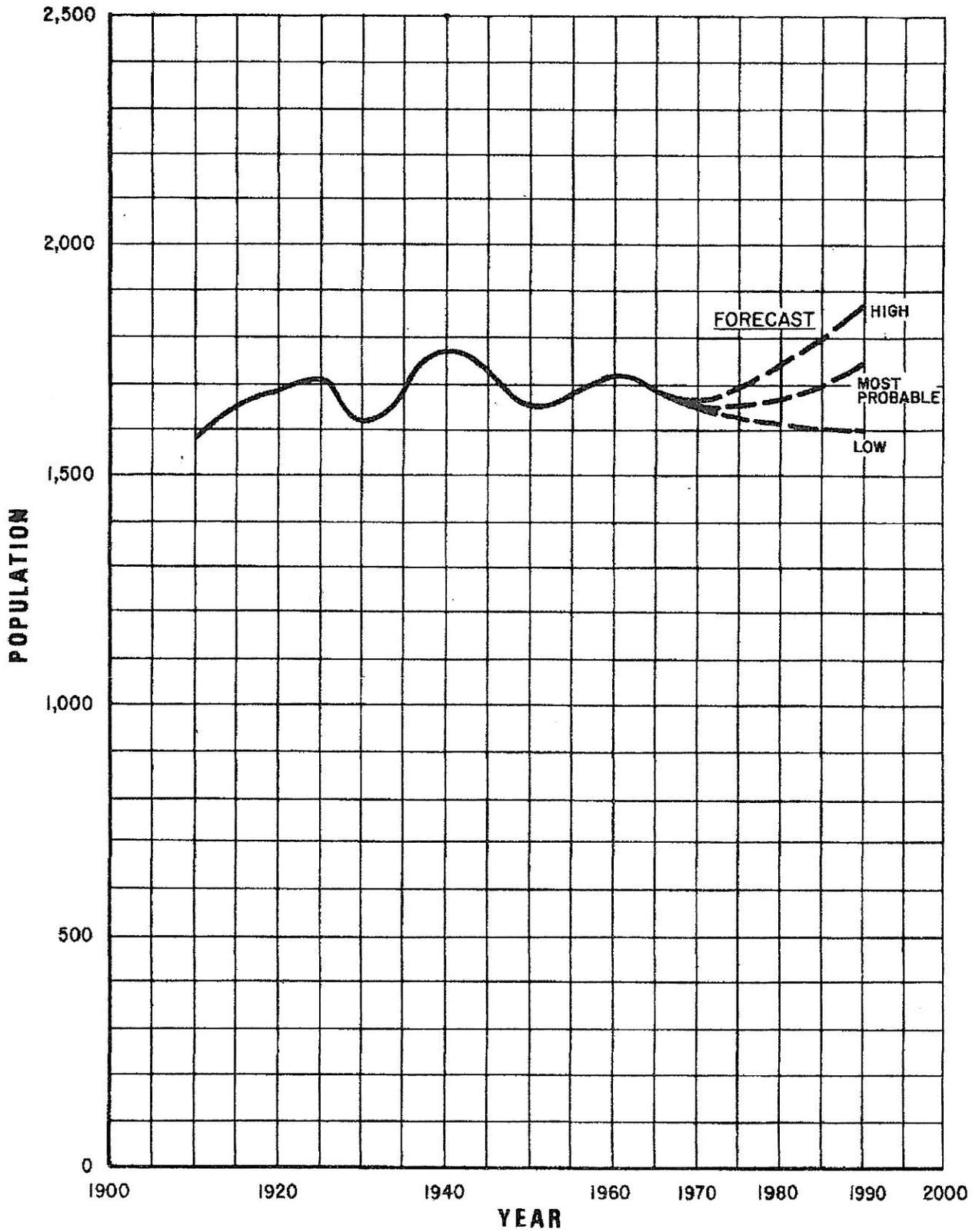
Source: U. S. Census.

#### Population Characteristics

Certain economic and social characteristics of the population give an indication of the present and possible future status of the town residents. Such factors have a direct bearing on the type and level of services and facilities expected by the townspeople.

Table 8 indicates significant population characteristics for the town and other selected areas for the purposes of comparison.

FIGURE 3



SOURCES:  
1910-1970 U. S. CENSUS  
1980-1990 ESTIMATED BY  
METCALF & EDDY

**POPULATION GROWTH 1915-1990**

**TOWN OF WILLSBORO  
ESSEX COUNTY, NEW YORK**

- \*
- b. The number and type of the available employment opportunities. This will largely determine the rate of out-migration of young adults in the family formation age groups, or could result in the in-migration of young families.
  - c. Changes in the regional economy.

## 2. Seasonal Residents

The amount of land which will be available for summer residential use, the desirability of the land and the intensity of development will determine future seasonal residents.

## 3. Tourists

The future growth of commercial-recreational facilities such as motels and campsites and the availability of new recreational facilities such as public beaches will determine future tourism.

Year-Round Residents. The low forecast for the 1990 year-round population is based on the assumption that the present pattern of a declining birthrate will continue during the planning period and that the economy of the town will provide adequate employment opportunities, but that the out-migration of young adults will continue to balance any possible population increases. On the basis of these assumptions, the population will gradually decline to 1,620 by 1980 and 1,600 by 1990.

The high forecast for the year-round population is based on the assumption that the birthrate will increase slightly and that the out-migration rate will decline and that during the second half of the planning period, there will be a small net in-migration. Based on these assumptions, the population will increase to 1,750 by 1980 and 1,875 by 1990.

The most probable forecast for the year 1990 is based on the assumption that the present level of the birthrate will be maintained during the planning period and that new employment opportunities will in the future reduce the rate of out-migration. On the basis of these assumptions, the population will increase to 1,675 by 1980 and 1,750 by 1990.

The forecasts are shown in Figure 3.

The forecasts for the seasonal residents and the tourists will be discussed in the Economy Study of this report.

Table 8. Population Characteristics  
Selected Areas - 1960

	Upstate New York	Northern area*	Essex County	Town of Willsboro
Median family income	\$6,072	\$5,145	\$4,969	\$5,031
Median school year completed	10.7	10.2	10.3	10.0
Average size of a household	3.2	3.5	3.4	3.5
Percent of population in labor force	55.1	52.0	52.0	57.0
Percent of self-employed workers	10.6	16.3	15.2	11.6
Percent of employed per- sons in manufacturing	34.1	21.2	17.3	30.5
Percent of government workers	12.9	16.4	14.9	12.8

\* See Table 6 for counties involved.

Source: U. S. Census

The analysis of the population characteristics shows that in many respects Willsboro is typical of many communities in northern New York State.

However, the town's median income and the percentage of the population in the labor force reflect the existence of local employment opportunities. The low percentage of persons who are self-employed and the high percentage of persons employed in manufacturing indicates the character of the local economic base, which is less dependent on farming than the economy of some of the adjacent areas. The percentage of government workers is lower than the figures for the Northern Area or Essex County.

## Population Distribution and Densities

A review of the locations of the present population, coupled with information regarding suitable locations for future residential development provides a valuable aid for determining future locations and service areas for community facilities, commercial facilities and future land use demands and appropriate densities.

The existing population distribution was analyzed and discussed in the Existing Land Use Study and the land uses were shown on the accompanying map of the town. The survey indicated that the residential areas which are in year-round and seasonal use are largely segregated from each other. The seasonal residential areas are mainly located along the lakefront, and the year-round residential uses are largely concentrated in the central area of the town. The intensive use of limited areas of land results in medium density residential areas.

The future distribution of Willsboro's population depends largely on the willingness of large land owners to part with or subdivide their land, accessibility of land to highways, land use controls enacted and enforced by the town and future public utility service areas.

The future year-round residential growth areas are the southern and northern portion of the hamlet of Willsboro. The areas were identified in the Soil Suitability Study as Grade I Developable Land.

### Seasonal Residents

The summer seasonal population of the town has increased steadily in recent years. Based on the number of housing units in predominantly seasonal use, the estimated number of seasonal residents is approximately 1,100 persons.

The present total summer population, consisting of year-round residents, seasonal residents, and tourists, is about 3,500 persons.

### Population Forecast to 1990

Future changes in population size of the Town of Willsboro will come as a result of factors and conditions existing both within the town and outside the town. The future changes in the population will be influenced by:

#### 1. Year-round Residents

- a. The unpredictable future fluctuations of the local birthrate will help determine year-round residents as well as in-migration.

## ECONOMY

### Introduction

A sound economic situation is essential to the well-being of any community. The relative importance and extent of various types of economic activities varies between regions and communities. However, past patterns and trends have produced a present situation which should either be continued or altered. The course of action chosen ultimately will have an effect on the range and quality of community services and facilities (schools, recreation facilities, public buildings, and streets) and the amount, type and location of land needed in the future for particular categories or types of land uses.

### The Regional Economy

For the purposes of regional economic planning, the Town of Willsboro is considered to be centrally located in the Eastern Adirondack Economic Development District, which incorporates five counties in the northeastern corner of the State of New York.

The more developed portion of the district forms a corridor along the valleys of Lake Champlain and Lake George. To the east and the west the boundaries of the districts consist of major topographic barriers, the two lakes and Adirondack and Laurentian high ground, respectively. To the north and south are major population centers, the Montreal area with the adjoining St. Lawrence Seaway, and the rapidly growing Albany-Troy-Schenectady area, respectively.

Within the economic development district, the population growth rates vary considerably. Table 9 shows the population changes between 1960 and 1970 for the five counties of the district.

The two fastest growing counties are Washington County and Warren County which contain the major regional population and employment centers.

The low population density within the district has influenced the economic growth in the past and will affect the character and scope of the future development.

Table 9. Population and Percent Change  
 Eastern Adirondack Economic Development District, 1960 to 1970

County & Region	1960	1970	Percent change 1960 to 1970
Warren	44,002	47,850	8.7
Clinton	72,722	71,627	-1.5
Washington	48,476	51,474	6.2
Hamilton	4,267	4,496	5.4
Essex	35,300	33,843	-4.1
L. Champlain-L. George Region	204,767	209,290	2.2

Source: U. S. Census, 1960 and Estimates by New York State Department of Health, 1968. 1970 U.S. Census-Preliminary Counts.

Essex and Clinton Counties are the only counties within the region which at the present time are in a period of population decline.

Table 10 shows the personal income for the Eastern Adirondack Economic Development District in 1966.

Table 10. Personal Income - Eastern Adirondack  
 Economic Development District, 1966

Area	Per Capita
New York State	\$ 3,497
Northern Area	2,086
Hamilton County	2,742
Warren County	2,533
Washington County	2,371
Essex County	2,303
Clinton County	1,998

Source: New York State Department of Commerce

The per capita income in the district is well below state and national averages. Essex County has the lowest per capita personal income with the exception of Clinton County, which contains a large number of military personnel. The per capita income in Essex County reflects highly seasonal employment patterns, especially in the resort areas since the average of the weekly earnings in private covered employment in Essex County in 1965 was \$103, the second highest figure for the district, which had an average total of \$97. However, a recent report\* stated that the average weekly earnings rose by 9.4 percent in Essex County between 1964 and 1967, compared with a New York State average of 12.6 percent.

In 1965, total employment in the five-county district was 72,500, an increase of about 4,000 since 1960, mainly due to increased employment in government, trade and services in Warren, Washington and Clinton Counties. In the same period, employment in Essex County increased by 200 or 5 percent of the district total, although the county contains 16 percent of total population.

Table 11 shows the percentage distribution by major industry division of the employed workers for the district in 1960.

The significant factors are:

1. The regional importance of the service industries.
2. The concentration of manufacturing industries in Warren and Washington counties.
3. The severe variations in the percentage of persons employed in agriculture.

It should also be noted that government employment accounts for 17 percent of all jobs in the district, compared with 11.7 percent statewide. In Clinton County, 21.7 percent of the labor force worked for governmental agencies in 1960.

Table 12 shows employment of major industry division in Essex County in 1960 and 1965. In spite of a slight population decrease, the total number of employed persons increased from 12,400 to 12,500.

However, there were significant decreases in employment in agriculture, manufacturing and construction and increases in employment in government; services, mining and miscellaneous; trade; and in public utilities and other non-agricultural jobs.

In July 1961 the United States Department of Labor classified Essex County as a county of persistent unemployment.

\* Essex County Manpower Survey, New York State Employment Service 1969

Table 11. Employment by Major Industry Division, Counties of Eastern Adirondack Economic Development District, 1960

Industry	Percentage of Employed Persons Counties				
	Clinton	Essex	Hamilton	Warren	Washington
Service Industries	27.2	30.7	27.2	25.3	16.6
Manufacturing	18.8	17.7	16.7	29.6	35.2
Retail Trade	16.4	16.0	17.9	17.7	13.6
Agriculture	9.6	6.2	1.9	1.4	12.6
Public Administration	8.8	4.5	8.1	4.0	4.5
Public Utilities	6.2	5.0	4.2	4.6	5.3
Contract Construction	6.0	7.0	17.3	7.7	5.9
Finance, Insurance, Real Estate	2.7	2.4	3.5	5.9	3.0
Wholesale Trade	2.7	1.7	0.3	2.7	2.4
Mining	1.6	8.8	3.1	1.1	0.9

Source: New York State Department of Commerce  
Research Bulletin No. 17, 1967

Unemployment rates vary throughout the district, but the average rate of 6.3 percent in 1965 was higher than the New York State rate of 4.6 percent. The 7.7 percent rate for Essex County reflects a highly seasonal employment pattern with an unemployment rate which varies from a yearly high of 12.6 percent in February to a low of 3.6 percent in August.\*

\* Ibid.

Table 12. Employment by Major Industry Division  
Essex County, 1960 and 1965

Industry Division	Number of Persons	
	1960	1965
Agricultural	900	700
Manufacturing	2,100	1,900
Construction	600	400
Public Utilities	200	300
Wholesale and Retail Trade	1,400	1,500
Finance, Insurance, Real Estate	200	200
Services, Mining, Miscellaneous	2,900	3,000
Government	1,900	2,000
Other Non-Agricultural	<u>2,200</u>	<u>2,500</u>
Total	12,400	12,500

Source: New York State Department of Commerce.

The impact of tourism on the economy of some of the counties of the district is indicated by the data in retail trade and service receipts, Table 13.

Table 13. Retail Sales  
and Service Receipts, Selected Areas, 1963

Area	Sales per capita
Upstate New York	\$ 1,394
Warren County	2,069
Hamilton County	1,660
Essex County	1,307
Village of Lake Placid	2,187
Clinton County	1,245
Washington County	1,016

Source: U. S. Census of Business-1963

Table 14. Agriculture, Counties of Eastern Adirondack  
Economic Development District, 1959 and 1964

County	Farms		Dairy farms 1964 (number)	Acreage in Farms			
	Total Number			Total (000)	Per Farm		
	1959	1964			1959	1964	
Clinton	1,494	1,254	812	328	311	219.5	248.0
Essex	529	385	143	127	102	239.5	263.9
Hamilton	40	12	0	5	1	131.1	110.5
Warren	247	161	22	38	25	154.5	153.3
Washington	1,625	1,369	920	351	328	216.0	239.3

Source: U. S. Census of Agriculture-1964.

The per capita retail sales in areas where tourism and amusements are an important economic factor, such as Warren County or the Village of Lake Placid, are significantly higher than those of other areas of the district.

Although the per capita service receipts for the Northern Area were \$147 in 1963, the importance of commercial recreation activities is reflected in service receipts for Hamilton, Warren and Essex Counties of \$484, \$439 and \$372, respectively. In Essex County, the total receipts were \$12,973,000, of which \$9,100,000 were due to hotels, motels, tourist courts and camps.

Table 14 shows that recent trends in the agricultural activities vary considerably in the five counties. The data, which covers a five-year period between 1959 and 1964, indicates a consistent pattern of a significant decline in the number of farms and, generally, a small decrease in the total acreage and a related increase in average acreage per farm. In Essex County, there was a 27 percent decrease in the number of farms, a 20 percent decrease in the total acreage and a 10 percent increase in the average size of the farms. The number of farms decreased from 529 to 385, which included a 12 percent decrease in the number of commercial farms; a 45 percent decrease in the number of part time retirement farms; and a 48 percent decrease in the number of past-retirement farms. It is probable that similar trends have continued in the five-year period between 1964 and 1969.

The Overall Economic Development Program-1967 of the Eastern Adirondack Economic Development Commission refers to the "slow rate of economic growth and the generally depressed economic condition" of the district.

The report enumerates the following major problems and deficiencies which are relevant to the future economic growth of the Town of Willsboro.

1. A lack of developed industrial sites and planned industrial parks which provide public facilities and services and the absence of zoning and development controls.
2. An inadequate supply of middle income rental housing which makes it difficult to attract professional, technical and skilled personnel.
3. A deficiency of skilled labor and a surplus of unskilled labor due to inadequate vocational training and higher education facilities, a declining demand for farm labor and the out-migration of skilled labor.
4. The vulnerability of some sections of the district economy to changes in federal and state policies and the heavy dependence of the Plattsburgh area on federal and state installations.

The report\* states that the major growth potential of the district is the abundant natural resources including timber, mineral resources and abandoned agricultural land available for development. Climate and topography provide the basis for outdoor recreation. The location on the main transportation corridor between New York City and Montreal makes it feasible for industry to serve both the Canadian and the American market, and the Champlain waterway provides commercial and recreational opportunities.

The development program of the Eastern Adirondack Economic Development District emphasizes the following goals which are of importance to the future economic growth of the Town of Willisboro:

1. Development of industrial sites and planned industrial parks.
2. Full development and utilization of mineral resources.
3. Abatement of water pollution.
4. Lengthening of the summer tourist season.
5. Expansion of winter recreation and tourism.
6. Establishment of area occupational centers serving all parts of the district.
7. Attraction of Canadian-domiciled industry.
8. Improvement and expansion of public facilities and services.
9. Improvement of primary and secondary highway system.
10. Full development of Champlain Waterway for industrial and recreational purposes.
11. Encouragement of comprehensive planning and zoning at the county and/or local level.
12. Improvement and expansion of medical facilities and services.
13. Expansion of the supply of low and middle-income housing.
14. Development and utilization of abandoned farmland.
15. Expansion of higher education opportunities.
16. Coordination of tourist promotion activities.
17. Expansion of cultural facilities and opportunities.

\*Overall Economic Development Program - 1967, Eastern Adirondack Economic Development Commission.

## The Local Economy

The analysis of the recent trends of the regional economy indicates that Essex County has a slower rate of economic growth than most of the adjacent areas.

The economy of Essex County consists largely of two sectors, the resort industry in the northwestern section of the county, and the more diversified economy in the eastern sector, in which the Town of Willsboro is located. Here manufacturing and mining are the major economic activities.

The most important asset of the Town of Willsboro is the wide variety and the quality of its natural resources.

Approximately 16.0 percent of the total land area of the town is presently in agricultural uses. The land is fertile and, due to the short growing season and the suitability of the grazing areas, is used almost entirely for dairy activities.

Woodlands of varying types and densities constitute approximately 63.4 percent of the land area. Since there are only 15 acres of state-owned forests in the town, these woodlands are available for commercial uses such as the production of paper pulp or lumber for buildings and furniture.

The town has vast water resources of excellent quality. Lake Champlain is the largest fresh water lake in New York State and the Bouquet River could provide an additional water supply for a large portion of the town, including many areas suitable for future development.

The extractive industry is most important to Willsboro. The mining and processing of Wollastonite is the major industrial activity in the town and garnet is a by-product of this activity. There are also deposits of iron ore, limestone and granite.

The scenic resources include 23 miles of shoreline on Lake Champlain and other attractive areas suitable for recreational uses, including large lakes and wooded mountains in the town's interior.

The type of labor force found within a community, as well as within its immediate area, is one of the factors which influence future economic development. Occupational skills of the available labor force are a major consideration in the location of new plants which may require either predominantly low or semi-skilled or highly trained employees.

In 1960, the civilian labor force of the Town of Willsboro consisted of 680 persons including 195 females. Table 15 indicates that, although the labor force participation rate for Willsboro exceeded the regional average, the percentage of female workers was below average. This suggests that there were fewer retired persons than in the adjacent areas and that there is a shortage of local employment opportunities for women. There are indications, however, that the percentage of retired persons has increased since 1960.

Table 15. Labor Force Characteristics  
Selected Areas, 1960

	Percent of population 14 years old and over in labor force	Percent of female workers
New York State	56.5	34.5
Northern Area	52.0	31.3
Essex County	52.0	30.8
Town of Willsboro	57.0	28.7

Source: U. S. Census.

Table 16 shows the distribution of occupational skills for Willsboro's 603 employed workers in 1960. The largest portions of the labor force are classified as craftsmen, foremen and kindred workers, operatives and kindred workers (including mine laborers) and laborers (including paid and unpaid farm laborers and kindred workers). The figures for officials and proprietors (including store owners) and for professional and technical workers are significantly below those for Essex County. It should be noted, however, that since 1960 there has been a significant reduction in the number of persons employed locally in manufacturing activities.

Similarly, Table 17, which shows the percentage of employment by selected industry groups has been modified by the recent loss of approximately 200 manufacturing jobs due to the closing of the local paper mill. A large number of the displaced employees have retired. Some have moved to other areas while others commute to new jobs in adjacent towns. The number of persons employed in construction and related activities has also fluctuated severely in recent years due to extreme variations in the number of employment opportunities.

Table 16. Distribution of Occupational Skills, Selected Areas, 1960

Area	Total number employed	Percent of Employed Persons									
		Professional and technical workers	Farmers, farm managers	Officials, proprietors (exc. farm)	Clerical workers	Sales workers	Craftsmen, foremen	Service workers (inc. farm foremen)	Laborers		
New York State	-	12.5	0.9	9.0	18.1	7.3	12.4	18.1	2.1	9.3	4.2
Upstate New York	-	12.7	2.6	7.5	14.7	7.0	14.5	19.8	1.7	8.7	5.8
Northern Area	-	11.6	6.9	8.3	11.2	6.4	12.7	17.0	2.9	10.6	8.8
Essex County	11,360	12.2	3.1	8.3	10.2	5.6	14.3	19.5	3.1	11.2	8.7
Town of Willsboro	603	8.9	4.0	4.9	10.4	4.4	17.0	20.0	4.2	7.7	14.3

Source: U. S. Census, 1960

Table 18 shows the selected agricultural data for 1959 and 1964 for the Towns of Willsboro and Chesterfield.

Table 18. Agriculture, Town of Willsboro and Town of Chesterfield, 1959 and 1964

Item	Percent Change 1959 to 1964
Number of farms	-46
Total land in farms	-38
Acres per farm	+15
Number of milk cows	-25

Source: U. S. Census of Agriculture, 1964.

As reported by the U.S. Census in 1960, 45 persons, or 7.4 percent of the labor force of Willsboro was employed in agriculture.

The present retail trade and service facilities consist of convenience goods and service shops which serve the residents in regard to their daily needs for food, drugs, sundries and personal services.

A most important economic factor in the Town of Willsboro is the growth of seasonal activities. The estimated number of residential structures suitable primarily for summer use, including mobile homes which are in seasonal use only, is 403. If it is assumed that each of these housing units is used by the regional average number of persons per household which is 3.5, the number of seasonal residents is 1,400. The total summer population is, therefore, approximately 3,100 persons. However, it is likely that the peak summer weekend population is in the vicinity of 3,500.

The development of large areas of seasonal homes in the most desirable potential residential areas has had a major impact on land values. The summer residents are an important source of income for the local retail trade establishments.

The economic activities related to commercial recreation such as motels, marinas and camping facilities are very limited at the present time.

## Future Growth Potential

The growth of the local economy depends on a number of unpredictable factors, which make it difficult to make projections of future economic conditions for a small geographic area.

There are two considerations which are of major importance with regard to the location of business and industrial firms. These are accessibility and the availability of a labor force with the required skills.

The accessibility of the Town of Willsboro was profoundly affected by the completion of Interstate 87, the "Northway" which provides fast access to the major population centers to the north and the south of Lake Champlain and which has significantly improved accessibility within the Lake Champlain area itself. Proximity to an interchange of the Interstate Highway System is frequently one of the most important considerations in the location of new business or industrial establishments. The fact that there are interchanges within 3 miles of the town boundaries enhances the desirability of the potential sites in Willsboro. Other considerations are the excellent north-south link provided by rail transportation, which passes through the center of the town; the possible extension of the Lake Champlain Division of the New York State Barge Canal System; the relative proximity of the commercial airport at Plattsburgh; the proposed improvement of the east-west traffic pattern between the Lake Champlain area and the State of Vermont; and the generally adequate local highway system. The transportation resources of the Town of Willsboro are, therefore, competitive with those of other areas.

The presently available labor supply has been limited by the persistent pattern of out-migration of young adults over a period of many years. Nevertheless, there is some unemployment and under-employment, especially among female residents. The young adults seek educational and employment opportunities of a type and character which cannot easily be provided in Willsboro, but the need for more female jobs could be more easily supplied at the local level. However, the mobility of the labor force and the existing unemployment in adjacent areas suggests that any foreseeable demand for employees could be met.

Other factors which influence economic growth include the availability of community facilities. The expansion of the State University College at Plattsburgh, within easy commuting distance of Willsboro, is a factor which may contribute to attractiveness of the town to a potential employer. The improvements to vocational training programs under the BOCES program will help to decrease the out-migration of young adults and to create a skilled

labor force. The outstanding quality of the regional summer and winter recreational facilities is a factor which is becoming increasingly important in plant location considerations. However, the existing recreational facilities within the town are somewhat limited.

The growth potential of the existing industries varies. The extractive industry and the related activities may increase in scope and will continue to be a major factor in the economy of the town, but is unlikely to increase its labor force significantly.

The present trends in agricultural activities will result in the continued existence of a concentrated system of dairy farming which will not provide new employment opportunities for the town in the future. Income and employment based on private recreation and tourism are likely to grow in importance provided new facilities are developed. Construction, retail trade and services will continue to reflect the growth of the summer population and may increase in importance. However, it is unlikely that the town will be able to support new major highway oriented or neighborhood oriented commercial shopping facilities in the near future.

#### Areas for Future Economic Activity

The type and location of the recommended future economic activities will be determined as a part of the identification of the Major Development Goals and Policies.

The alternative locations for commercial and industrial facilities have been evaluated on the basis of the following factors:

1. Availability of Land and Physical Characteristics. The analysis of the topography and the soil conditions indicated that there are adequate areas suitable for future possible commercial and industrial uses throughout the central and southern section of the Town of Willsboro. Some of the potential sites in the central area are within the existing public water district and many of the areas are located along the railroad and in the vicinity of the Bouquet River.

2. Existing Land Uses and Existing but Presently Unused Structures and Facilities. The future growth of the existing major commercial area in the center of Willsboro is limited by unfavorable topographic conditions and inadequate circulation and parking facilities. There are large, presently vacant, commercial structures in this area which are suitable for many types of commercial uses. The existing industrial uses are also located in the vicinity of the center of the town. The site of the presently unused paper mill, which contains a number of obsolete buildings, is in an undesirable location in the very center of the town, adjacent to commercial and residential areas. The former missile site, which is available for industrial uses, is in a more isolated location. However, the existing structures are substandard.

3. Accessibility. The commercial facilities, which will continue to have entirely local function, serve the year-round residents of the central area and the seasonal residents which are largely located in the northeastern section of the town. The most accessible location for future commercial facilities is the intersection of the major highway of town, State Route 22, and the road to Willsboro Point, immediately north of the central area of the town. The desirable location for industrial activities depends on the type of transportation required. Highway oriented industries are concerned with convenient access to an interchange of Interstate Highway and should be located west of the central area. Other industries depend on railroad transportation. If these industries endanger the environmental quality of the town, they should not be located in the central area near the residential districts, but in the southern section of the town. However, for many industrial uses, the most accessible site is the area in the vicinity of the Railroad Station near State Route 22.

4. Future Land Uses, Environmental Factors and Aesthetics. The future growth of residential and recreational land uses must be considered in planning for commercial and industrial activities. Incompatible adjacent land uses must be avoided and efforts should be made to improve the appearance of the town's central area by upgrading the existing commercial facilities and by redeveloping desirable areas previously in industrial use for public and other compatible uses.

The present economy of the town, which seems to have adjusted to recent setbacks, remains vulnerable due to a lack of diversification.

#### Recommended Steps to Improve Economic Development of Willsboro

Recommended steps include the following:

1. The Development of New Employment Opportunities. Emphasis should be placed on providing new employment opportunities, primarily for local residents. The background study indicates that the present level of unemployment, although subject to some seasonal variations, is comparatively low. However, this is partially due to out-migration and retirement of elderly workers. The study suggested that there is some under employment especially among females and that there is a large supply of labor in adjacent areas which is willing to commute. Nevertheless, the new employment opportunities should be of a quality which will encourage young adults to remain in Willsboro. The educational facilities, especially for vocational training, may require improvements. New planned industrial parks could be developed which, in addition to good rail, road and water transportation facilities, should be provided with public services. The potential new industries include: light industry, forest products, chemical products and the garment industry.

2. The Development of the Town of Willsboro as a Residential Area. Willsboro has an attractive physical appearance which makes it desirable for residential uses. The major regional growth of employment opportunities is anticipated for the Plattsburgh area which has growing industrial, educational, institutional and defense facilities and which is within commuting distance of Willsboro. The development of Willsboro for continued residential uses would take advantage of future economic growth in the Plattsburgh area and other adjacent areas by attracting new residents. New areas, suitable for residential growth should be identified and the feasibility of providing public services should be investigated.
  
3. The Development of Recreational Activities. The development of seasonal residential areas in Willsboro reflects the vast nation-wide demand for second homes which is expected to grow rapidly in the future. The Town of Willsboro is located near some of the most important recreation areas in the northeastern United States and has many sites near lakefronts and hillsides which are suitable for vacation homes. Commercial recreational facilities such as marinas and other resort facilities could be encouraged and new public facilities such as beaches could be provided. Recreation is a major growth industry which can make a significant contribution to the economy of the town.

These alternative goals for strengthening the future economic activity in Willsboro will be discussed in the Major Development Goals and Policies section of this report.

## CIRCULATION FACILITIES STUDY AND PLAN

### Introduction

The following study presents an analysis of the existing circulation facilities characteristics and needs for the Town of Willsboro.

### Definitions

In this section, the following street classifications have been used and are defined accordingly:

Primary arterial - Major highways which connect states with states and form part of the federal highway system.

Secondary arterial - Highways which connect adjacent cities and towns and form part of the state highway system.

Collector streets - Streets which receive and distribute traffic from and to various sub-areas within a given region, and receive traffic from a given neighborhood and carry it to an arterial highway.

Rural minor streets - Streets in primarily undeveloped areas carrying very light traffic volumes (less than 200 vehicles per day), but which are likely to become collector streets in the future when adjacent lands develop.

Other minor streets - Streets in developed areas which provide access to adjacent land uses only, and all other streets.

### Regional Highway System

The highways in any one town cannot be evaluated properly except in connection with the development of a highway system for the region.

The past development of the town and of the region was largely determined by the accessibility provided by Lake Champlain and at a later date by a major railroad line. The evolution of highway-oriented transportation endangered the development of the region. Now the recent completion of Interstate Highway 87, the 'Northway', although it does not pass through the Town of Willsboro, greatly enhances the accessibility of the town and the region from the major population centers to the north and to the south. Interstate 87 is a primary arterial and is a part of the Interstate Highway System between New York City and Montreal. It largely supersedes U.S. Route 9, which is parallel and adjacent to it.

There are two exits off Interstate 87 in the vicinity of the Town of Willsboro. Exit 32, to the south, is located approximately four miles from the boundary line of the town and 11 miles from the central area of Willsboro. The corresponding figures for Exit 33, to the north of the town, are three miles and nine miles, respectively.

The only other major regional highway is State Route 22, a secondary arterial, which connects the Glens Falls area and the Plattsburgh area. It which passes through the center of the town.

Regional travel is principally in a north and south direction on a line of traffic generators from Albany to Montreal. These traffic generators include population centers such as the Glens Falls and Plattsburgh areas and major recreation areas like the Lake George area and the Lake Placid area. Regional travel in an east-west direction is primarily traffic between the exits of Interstate 87 and the two ferries across Lake Champlain at Port Kent and Essex, north and south of the town. Other east-west travel is primarily local in character, except for the summer seasonal traffic in the vicinity of Lake Champlain.

The highway system of the Town of Willsboro, with the exception of State Route 22, is not a part of the regional system and there are no existing regional problems which will affect the proposed plan for the local facilities. There are no present plans by state or county agencies for new highway construction in the town or within the immediate region.

#### Willsboro's Present Highway System

The local highway system is evaluated with respect to its basic patterns, its use (traffic flow volumes), and its physical characteristics. It is through these studies that a plan for the town's future road system, including locations, capacities and physical improvements can be developed.

Figure 4 shows the existing highway system consisting of secondary arterial, collector and minor (rural and other) streets. Also shown are the principal problem areas which should be recognized in preparing a new circulation facilities plan.

The total highway mileage in the town is 52.75 miles. Of this total 9.39 miles is the state mileage, 30.29 the county mileage and 13.07 the town mileage.

The present highway system consists of a radial pattern focusing on the central area of the town and the bridge across the Bouquet River. The location of the existing roads has been influenced by a number of physical barriers, such as bays,

- b. An inadequate highway width exists in the most intensively used portions of the commercial area, which contains the major shopping facilities and many community facilities such as the U.S. Post Office, the local school, the library, the town supervisor's office, the fire station and several churches. The existing off-street parking facilities are limited in number and on-street parking is a hazard for vehicle and pedestrians. Due to topography and existing structures, this section of the highway cannot be widened.
  - c. An inadequate approach is the bridge across the Bouquet River, which is the major link between the northern and southern section of the town.
  - d. An inadequate intersection is Farrel Road with Willsboro Point Road.
  - e. Inadequate rail crossing of Coonrod Road with Delaware and Hudson trackage exists.
2. The inadequate intersection is Farrel Road with Willsboro Point Road.
  3. Inadequate rail crossing of Coonrod Road with the Delaware and Hudson exists.
  4. A need is for improved access to Exit 32 of Interstate Highway 87. Although the access from the north (Exit 33) is direct and adequate, the approach from the south (Exit 32) is indirect and inconvenient and there are no signs at this interchange indicating that the exit provides access to the Town of Willsboro. The major portion of the approach road, County Road 12, is outside the town and connects Exit 32 with the Essex Ferry.
  5. Although the basic pattern of the local collector roads is satisfactory, a determination of the future role of many of these roads should be made, based on the Land Use Plan, in order to ensure the economic upgrading of such roadways. At the present time, the available access to some of the existing and potential residential and recreational areas is limited. It should be noted that almost all summer residential areas depend on private road systems.

mountains and rivers, which divide the town into sectors. The presently intensively developed areas are the central area of the town and portions of Willsboro Point.

Within the town, the present traffic pattern is based on the following characteristics:

1. The concentration of major year-round residential, commercial and civic traffic generators in the central area.
2. The intensive, but largely seasonal, residential uses on Willsboro Point.
3. Travel between the central area and Exit 32 of Interstate 87.
4. Travel between the central area and Exit 33 of Interstate 87.
5. Through traffic on State Route 22, which is also the main highway for the Town of Essex and the Town of Westport.
6. Local traffic and travel by residents to adjoining communities for social, commercial and employment activities.

The major deficiencies and needs of the town's highway system are:

1. The hazardous condition of State Route 22 exists in the central area. This is due to alignment problems, inadequate number of traffic lanes, dangerous intersections, and inadequate off-street parking facilities. The condition is aggravated by conflicts between local and through traffic as it is funneled through the local commercial area. The major factors are:
  - a. The inadequate intersection with West Road and Middle Road, a four-way intersection where, due to topographic conditions and existing development, dangerous conditions exist at the present time.

## Traffic Flows

Traffic flows, or volumes, measure the use that is being made of the existing roads. Through projections of future traffic volumes, long-range highway capacity needs can be determined.

Figure 4 shows the available information for State Route 22. It is based on traffic counts recorded by the Department of Transportation of the State of New York in 1966 and 1967. The data given is the annual average daily traffic (AADT). Also shown are the estimated 1990 traffic volumes which were projected by the Department of Transportation on the basis of recent trends.

The figures for State Route 22 indicate that there is a larger volume of traffic in the northern portion of the road and that the estimated increase for this highway for 1990 is approximately 75 percent. However, these averages for the entire year do not reflect the seasonal variations which are extreme, especially on summer weekends. The average daily traffic (ADT) south of the central area with an AADT of 780 vehicles in 1966, varied between 580 vehicles in April 1969 and 1,120 vehicles in July of the same year.

The Department of Transportation also recorded the traffic volume on Interstate 87, immediately north of Exit 32. The AADT in 1968 was 3,600 vehicles and the projected traffic flow for 1990 is 7,812 vehicles, or approximately double the present figure. The corresponding data for County Road 12, near the exit, is 300 vehicles and 372 vehicles, respectively.

Although the future traffic flows will largely depend on the rate of future development of the town and the region, it has been assumed, on the basis of the projections, that the traffic volume in the Town of Willsboro will double by 1990.

## Street Characteristics

The physical capabilities of the existing highways provide a measure of the existing system's ability to meet the future road requirements with respect to use (traffic flows) and location (pattern). Table 19 is an inventory of the existing major roads according to selected construction characteristics. The location of these highways and areas of major deficiencies are shown on Figure 4.

The evaluation of the physical characteristics indicate that:

1. The capacities of the local highway system are generally adequate in terms of present and future needs; however, the capacities

Table 19. Existing Highway Construction Characteristics  
Town of Willsboro

Highway	Pavement Width	Inter-section Problems	Roadway Surface	Alignment Problems	Accident Prone Locations
State Route 22	20 ft.	yes	fair	no	no
County Roads 12B	16 - 20 ft.	no	fair - good	yes	no
14	18 - 20 ft.	no	good - fair	no	no
14A	18 - 20 ft.	no	fair	yes	no
22M	18 ft.	no	fair	no	no
27	16 - 20 ft.	yes	good - fair	no	no
27A	16 ft.	no	poor	no	no
27B	20 ft.	no	good	no	no

Source: New York State Department of Transportation.

Essex County Highway Department

New York State Police

Field Survey by Metcalf & Eddy, 1969

as measured in terms of pavement widths vary and are inadequate according to generally accepted standards in many of the more intensively used sections of the local highway system. This factor influences the ability to handle the present and future traffic without congestion and at reasonable operating speeds. The surface conditions of the pavement were found to be fair to good.

2. The two most important intersections in the central area on State Route 22 are inadequate on the basis of corner visibility, intersection angles and approaches. As traffic volumes grow, these factors are likely to become more critical.
3. There are alignment problems on some of the rural minor roads and on one collector road (14A).
4. According to the State Police, there are no accident prone locations in the town.

The locations of many of these deficiencies are shown on Figure 4.

#### Terminal Facilities

The relatively undeveloped nature of Willsboro, particularly with respect to commercial and industrial establishments, has kept the town relatively free of the parking and loading problems. The problems of the central area have already been noted and are discussed in a separate section of this study. The needs of local off-street parking and loading will be identified in another section of this report and will include recommended areas for off-street parking and loading improvements. (See Town Buildings Study and Plan)

### Proposed Circulation Plan.

The future highway needs of the community can be established only on the basis of the Major Development Goals and Policies Study and the Proposed Land Use Plan which will determine the proposed size and location of the future residential, commercial, industrial and recreational activities. Figure 4 also shows the Proposed Circulation Plan.

### Planning Objectives

The following planning objectives determined the proposals of the Circulation Plan:

1. Improve, where feasible, the existing highway system by:
  - a. Eliminating dangerous intersections and alignments and inadequate pavement widths.
  - b. Improving local street networks, off-street parking facilities and pedestrian conditions on the basis of peak seasonal use.
  - c. Relating the town's highway needs to the needs of the adjacent communities so that the proposed improvements have the maximum regional impact.
  - d. Adopting a zoning ordinance to ensure the quality future development without hampering safety or traffic flows.
2. Develop new circulation facilities which will:
  - a. Separate to as great a degree as possible local and through traffic in areas of major traffic generation.
  - b. Open up new areas for residential and recreational uses and create suitable sites for commercial and industrial uses.

### Future Traffic Patterns

The Major Development Goals and Policies Study identified the objectives of the Development Plan for the Town of Willsboro. The planning implications of these goals and policies which have determined the recommendations of the Circulation Facilities Plan are:

1. Maintain the compact character of the central area as a focal point for the year-round activities. Encourage the growth of year-round residential development, new local employment opportunities, and social and civic activities. Develop commercial areas which are conveniently accessible from areas in seasonal and year-round use.
2. Decrease the impact of the undesirable concentration of seasonal and recreational uses by encouraging the development of new areas suitable for these uses. Provide improved accessibility to presently undeveloped areas suitable for a variety of seasonal and recreational uses.

There is, therefore, at the present time no need to modify the radial pattern of the town's highway system. However, the deficiencies of the road system within the central area should be improved for a peak traffic flow which exceeds the increase in the traffic volume projected for the town.

The development of new minor roads for seasonal and recreational uses in areas of potential growth could make a significant contribution to the future development of the town.

#### The Need for Public Transportation

There are indications that the lack of public transportation within the town and to adjacent communities is a serious problem for many residents who are concerned with employment opportunities, health facilities, shopping and social activities which are not available in Willsboro. The feasibility of providing the required bus (public transit) service should be investigated.

#### Recommendations

The recommendations of the Proposed Circulation Plan are:

##### Arterial Highways

1. Construct a By-Pass in the Central Area (State Route 22) - Provide a new highway between the intersection of State Route 22 and Middle Road and the intersection of Station Road and Willsboro Point Road.

The major components of the proposed new highway are:

- a. Construction of one mile of highway.
- b. Construction of a new bridge across the Bouquet River.
- c. Improve the intersection of State Route 22 and Middle Road.

The by-pass would have the following function:

- a. Eliminate an inadequate portion of the present State Route 22, which has a number of serious deficiencies, and to provide improved conditions for regional traffic.
- b. Improve the circulation in the central area of the town by eliminating through traffic and by increasing the capacity of the road system.
- c. Provide improved access between the northern and southern section of the town.
- d. Provide new areas for residential uses and create new industrial sites in the vicinity of the railroad.

It should be noted that although the Transportation Department of the State of New York has no plans at the present time which are related to the Willsboro area, the Department intends to reconstruct State Route 22 entirely in accordance with state standards by 1985.

#### Collector Highways

2. Widen, Realign and Reconstruct County Road 14A and Sanders Road - The purpose of these recommended improvements is the development of an adequate road system between the central area of the town and Exit 32 of Interstate 87.

The major components of the highway are:

- a. County Road 14A in the Town of Willsboro.
- b. Town Highway (Sanders Road) in the Towns of Willsboro and Essex.
- c. County Road 12 in the Towns of Lewis and Essex.

The implementation of these recommendations requires coordinated action by town and county authorities.

County Road 12 has a regional impact, since it links Exit 32 with State Route 22 and the Essex Ferry to Vermont.

Sanders Road should become a part of the Essex County highway system. The improved road would provide direct access between County Road 12 and County Road 14A.

County Road 14A requires major improvements to sections of the road with alignment problems and the widening of the presently inadequate bridge across the Bouquet River.

3. Improvements to Other Collector Roads - Although there is presently no long-range county program for highway improvements (due to the uncertainty of available funds), the County Highway Department hopes to widen County Roads 14, 14A, 22M and 27 to a uniform width of 20 feet along their entire length and to upgrade the road surfaces. The implementation of this county program would significantly improve the highway system of the town.

#### Rural Minor Roads

4. Improve the County Roads - There are major deficiencies which should be improved, such as alignment problems on North Reber Road and Spear Road and an obsolete bridge on North Reber Road.

5. Improve the Town Roads - The recommended major function of the town's highway system is to improve access to lakefronts, hillsides and other areas suitable for recreational and seasonal residential uses. Although the present use of these roads may not warrant their immediate improvement, the recommendations should be carried out as the use of these roads increases.

The improvement and extension of Highland Forge Road and Carver Road would open up new areas for seasonal uses in Highland Forge Lake and Long Pond areas.

Improvements to Joe Rivers Road would make the more mountainous areas accessible for recreational uses.

The possibility of encouraging the development of the southern portion of the shoreline of Lake Champlain by constructing new access roads should be explored.

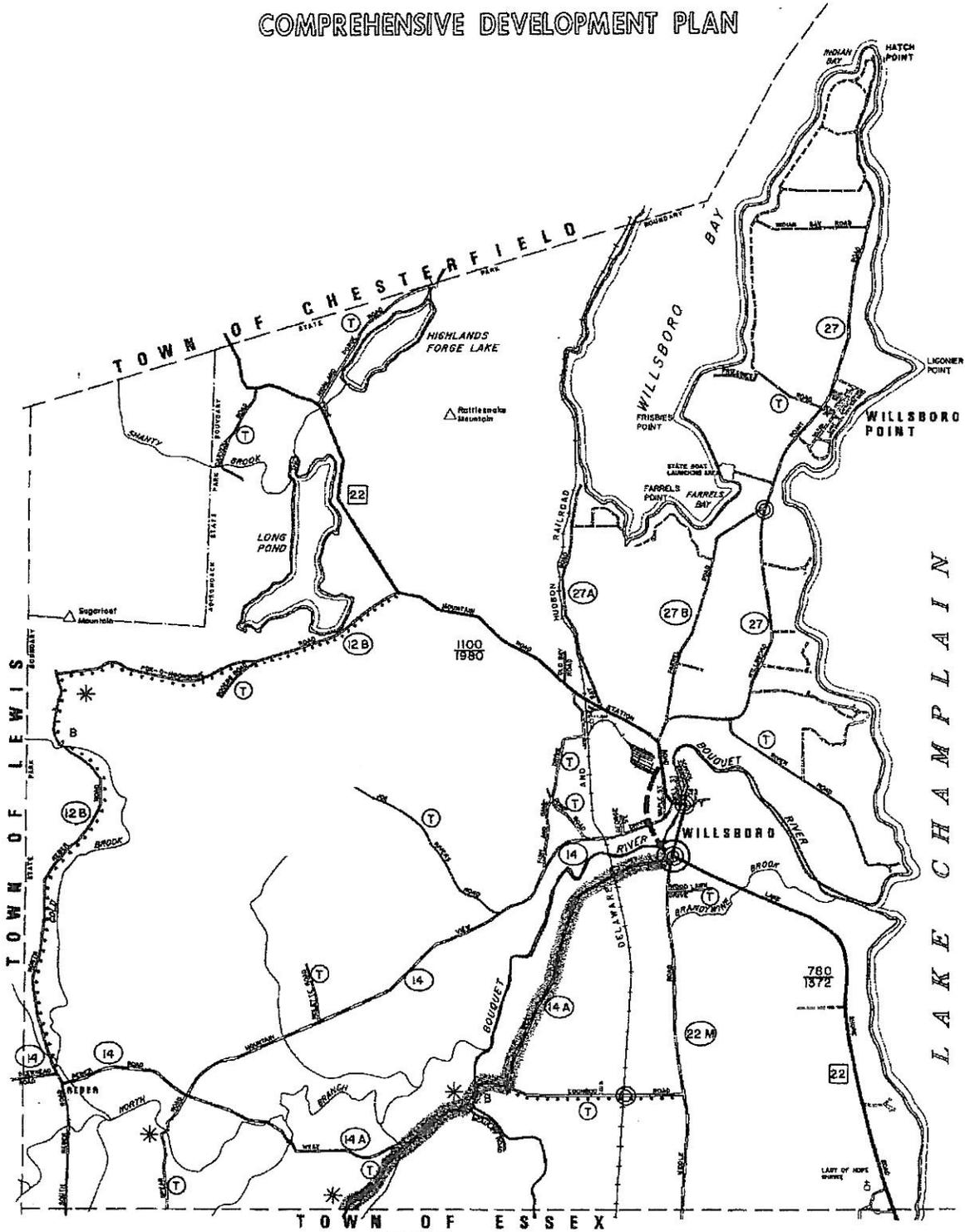
#### Minor Roads

6. Develop a Plan for the Local Street System - In order to avoid further residential sprawl along highways and in order to maintain the compact character of the central area and the efficient and economical growth of residential areas, the identification of future rights-of-way should be encouraged. These rights-of-way for new residential streets within the service area of existing and future utilities should be protected by the establishment of an Official Map of the town.

#### Private Roads

7. Enforce the Subdivision Regulations - Many of the seasonal residences are located on private roads. Private roads which serve more than one lot should conform to the standards of the Subdivision Regulations as proposed by the town planning board working with the New York State Office of Planning Coordination.

# COMPREHENSIVE DEVELOPMENT PLAN



**EXISTING ROADS AND TRAFFIC**

- |            |               |   |                    |
|------------|---------------|---|--------------------|
| <b>22</b>  | STATE HIGHWAY | — | SECONDARY ARTERIAL |
| <b>14A</b> | COUNTY ROADS  | — | COLLECTOR ROADS    |
| <b>T</b>   | TOWN ROADS    | — | RURAL MINOR ROADS  |
| ----       | PRIVATE ROADS | — | OTHER MINOR ROADS  |

- |     |   |
|-----|---|
| *   | MAJOR ALIGNMENT PROBLEMS                  |
| ⊙   | DANGEROUS INTERSECTION                    |
| ⊖   | EXISTING INADEQUATE BRIDGES               |
| 000 | EXISTING TRAFFIC VOLUMES (AADT) 1966-1967 |
| 000 | ESTIMATED 1990 TRAFFIC (AADT)             |

**MAJOR HIGHWAY PLAN**

- |   |  |
|---|--|
| — | PROPOSED SECONDARY ARTERIAL              |
| — | PROPOSED MAJOR IMPROVEMENTS TO COLLECTOR |
| ○ | PROPOSED MAJOR INTERSECTION IMPROVEMENT  |

**CIRCULATION FACILITIES PLAN**

SOURCES: NEW YORK STATE DEPARTMENT OF TRANSPORTATION  
 ESSEX COUNTY HIGHWAY DEPARTMENT  
 FIELD SURVEY BY METCALF & EDDY 1969

THE INFORMATION ON THIS MAP FOR THE NEW YORK STATE OFFICE OF PLANNING AND DEVELOPMENT HAS BEEN OBTAINED FROM A FIELD SURVEY CONDUCTED BY THE ESSEX COUNTY HIGHWAY DEPARTMENT AND IS SUBJECT TO THE STATE OF NEW YORK'S PUBLIC WORKS ASSISTANCE PROGRAM AS PROVIDED BY SECTION 104 OF THE VEHICLES AND TRAFFIC LAWS.



**TOWN OF WILLSBORO**  
 ESSEX COUNTY, NEW YORK

## HOUSING ELEMENT

### Introduction

The Housing Element Study is a recent addition to the 701 Comprehensive Planning Assistance Program as required by the Department of Housing and Urban Development, U. S. Government.

The Housing Element Study for the Town of Willsboro, New York consists of a general assessment of the town's housing problems, needs and objectives and the preparation of a housing work program with special attention to the social problems related to the local housing conditions.

Specific data in the characteristics of housing were obtained from the 1960 U.S. Census of Housing and observations made by the consultant during a land use survey conducted in July, 1969.

The land use survey indicated that approximately 40 percent of the local housing stock is primarily in summer seasonal use. Nevertheless, according to the 1960 U.S. Census of Housing, 75.8 percent of all the housing units are in sound condition and contain all plumbing facilities. This percentage is average for Upstate New York. Similarly the age of the local residential structures is virtually identical with the figures for Upstate New York, in spite of the fact the population of Willsboro has not increased since 1920. The range of gross rents and their percentage distribution and the percentage distribution of the values of owner-occupied housing units indicate an adequate supply of housing for moderate and low income groups. The income groups distribution in 1960 suggests a comparatively low level of incomes which, however, were somewhat higher than the corresponding figures for adjacent areas.

The town has no residents which are members of a minority group.

The total number of residents of Willsboro which receive assistance from the Essex County Welfare Office is 37, including children.

Although there are no public means of transportation, this factor is not considered to be significant as far as local or non-local employment opportunities are concerned today.

No increase in the number of year-round residents of Willsboro is anticipated for the immediate future.

### Housing Problems

A detailed study of the housing conditions of the town is not a part of the present planning program and the analysis of the housing problems is based on the generalized data collected from the land use survey of 1969.

1. Approximately 40 percent of the housing units are predominantly in seasonal use only. The number of these summer homes has increased in recent years and is likely to grow even more rapidly in the future. Since the amount of presently available land which is most suitable for vacation homes, is limited, future development pressures may result in undesirable land use practices. There is also a danger of housing units which are only suitable for summer use eventually being used as year-round homes.
2. There is no public sanitary sewerage system in the town at the present time and future residential growth may increase the pollution of the lakes and rivers. In some of the existing and major future potential residential areas soil conditions are unfavorable for private sewage disposal systems. The existing water district includes only a portion of the existing and potential residential areas.
3. The number of mobile homes has increased from 21 in 1960 to approximately 105 in 1969. \* Some of them, including a small number of the units which are in year-round use in the central area, constitute a blighting influence. Due to the desirability of the town as a non-commercial recreation area, there is likely to be a vast increase in the number of mobile homes and mobile home courts. Uncontrolled development may result in major visual blight and pollution problems.
4. The land use survey indicated that the number of seriously deficient housing units is very small. On the basis of a generalized exterior inspection which was part of the survey, the estimated percentage of deficient units is approximately 2 percent. These units are scattered throughout the town, but about

\*Metcalf & Eddy field survey, 1969.

half of them are located in various parts of the central area. Many of them are old structures, some of which are vacant or in occasional use, and some of them are sufficiently deteriorated to warrant demolition. There are no areas of concentrated residential blight.

5. There are existing and potential land use conflicts in the core of the central area due to the proximity of residential areas to existing but presently unused industrial facilities. There is also an element of visual blight in this area due to aging commercial structures, some of them vacant, in the vicinity of housing units. The residential uses in this area are also affected by some street deficiencies such as inadequate pavement width, inadequate off-street parking and through traffic hazards.

#### Housing Obstacles

Several obstacles confront Willsboro in the achievement of its housing goals:

1. The lack of development controls - a zoning ordinance and map will be prepared as a part of the comprehensive planning program. Subdivision regulations, housing and health codes and other ordinances should be adopted in order to maintain the quality of the local housing stock. Personnel for the enforcement of these codes and ordinances will also be needed.
2. The lack of current data in population and housing, especially the seasonal housing units - the preparation of a tax map should be considered. A base map and a land use map have been prepared in the comprehensive planning program.
3. The limited economic and financial base which is available for the purpose of financing improvements, including new public services and facilities, which will affect the housing element.

#### Housing Goals and Objectives

The following goals and objectives constitute a general direction for Willsboro's housing problems. The character and

extent of the emphasis to be placed in residential development will be determined when the Major Development Goals and Policies of the comprehensive planning program are established.

The housing goals include:

1. To develop the town as a desirable residential community for locally employed and commuting year-round residents and for vacation home owners.
2. To assure a variety of housing types for various income levels and age groups.
3. To enhance the non-commercial, residential character of the town by maintaining the environmental qualities of the residential areas.
4. To create employment opportunities by promoting new economic activities in order to increase the family income of present and future residents.

#### Statement of Planning Activities

The planning activities related to housing in the Town of Willsboro are principally the preparation of the Comprehensive Development Plan (under the 701 program).

This plan includes the following items:

1. An Initial Housing Element.
2. A Land Use Plan.
3. A Circulation Plan.
4. A Water Systems Plan.
5. A Sanitary Sewerage Systems Plan.
6. A Capital Improvements Program.
7. A Recommended Zoning Ordinance and Map.

This program will enable the town to plan for future development and establish the proposed codes and ordinances related to the plan.

In addition, the Office of Planning Coordination is assisting the planning board in the preparation of Proposed Land Subdivision Regulations.

In 1966 a "Preliminary Report in a Sewerage Study for the Hamlet of Willsboro" was submitted to the Town Board by a consultant.\*

\*By Standard Engineering Corp., Albany, New York, March, 1966.

There are at the present time no state or county plans which will affect the housing element of Willsboro.

Implementation Action(Work Program)

The implementation action proposed for the Town of Willsboro involves, primarily, the need for comprehensive community planning and new or improved codes and ordinances.

The implementation sections and their target dates are:

1. The adoption of the Comprehensive Development Plan as community policy - 1971.
2. The adoption and enforcement of a zoning ordinance - 1972.
3. The adoption of subdivision regulations - 1971.
4. The adoption and enforcement of building and housing codes and health regulations, including provisions for the prevention of water pollution and demolition of unsafe structures - 1972.
5. The preparation of feasibility studies for providing new public utilities based on the recommendations of the Development Plan - 1972.
6. The identification and preservation of distinctive structures - 1972.
7. The reevaluation of the housing problems of the town on the basis of the 1970 Census of Population and Housing - 1972.
8. Investigation and possible participation in economic development and funding programs of the Eastern Adirondack Economic Development District to improve local employment opportunities and wage levels - 1973.
9. Improve and stimulate the construction of new low income and minority housing and the rehabilitation of sound, old housing - 1973.

## MAJOR DEVELOPMENT GOALS AND POLICIES

### Introduction

The Development Plan outlines an overall framework for the future possible growth of the town. It is based on the results of investigations into the town's past and present, together with estimates for the future which were presented in the planning studies in the first section of this report.

The analysis of this background information indicates that the town is confronted with a number of critical development problems. Some of these problems are related to physical factors, as well as problems of a social and economic character.

The Development Plan identifies the proposed major development goals, based on a consideration of possible alternative long-range community policies. The detailed proposals for future land use, circulation, utilities and community facilities will, therefore, form an interrelated plan which provides guidance for the long-range growth of the town and reflects the community's decisions on the desirable planning objectives.

### Summary of Findings and Planning Implications

The Summary of Findings of Planning Studies completed to date provides a review of background data relevant to the development of the town planning goals and policies.

## Soil Suitability and Physical Features Study

### Summary of Findings

The dominant physical elements of the town are the steep hills in the north-western portion of the town, which cover approximately one-half of the total land area of the community, and the extensive shoreline on Lake Champlain. The remaining portion consists of level or gently rolling coastal plains. The hilly areas are unsuitable for intensive development, and sections of the level portion of the town contain areas with soil characteristics that have moderate to severe limitations on development due to depth of bedrock and slow permeability. Some of the areas with poor soil conditions, which present problems for on-lot sewage disposal systems, are intensively developed for seasonal residential uses.

### Planning Implications

The steep slopes that form a large portion of the area should be retained in natural and open state with the level lands suitable for more intensive future uses. Poor soil characteristics limit the development potential of portions of the town and should help determine future appropriate land uses.

### Land Use Study

Only a small portion of the town is developed to date. The overall land use pattern is firmly established and is characterized by a considerable degree of concentration. The central area contains almost all the existing commercial, industrial and year-round residential facilities. The present major year-round residential

The intensive development of the central area is an important asset to the town. It establishes the physical and visual identity of the community and makes a significant contribution to the desirability of the town as a residential area by providing a focal point for civic, social, recreational and commercial activities for the year-round

growth area is along the highways immediately south of the core area. Commercial uses are concentrated along Route 22, on Main Street and north and south of Main Street. The northern commercial area has good access to the growing seasonal residential areas and is expanding. Seasonal residential uses are concentrated along sections of the lakefront north of the central area on Willsboro Point and Willsboro Bay. Agricultural land uses, although declining, constitute a major land use in the town and are located primarily in the southeastern portion of the community. There are existing and potential land use conflicts in the central area as well as deficiencies in the circulation facilities. The amount of land presently available for seasonal residential uses on the most desirable sections of the shoreline of Lake Champlain is limited. However, other potential growth areas such as Long Pond and Highland Forge Lake are still undeveloped. At the present time, there is a lack of development controls in the town.

residents. The concentrated land use patterns and the segregation of year-round and seasonal uses is a major factor in the economic feasibility of providing community services, such as the possible development of a public sewage disposal system. The growth of seasonal and recreational land uses may result in strip commercial development on Route 22, north of the central area, for commercial activities which cannot find adequate sites in the central area. The future growth of the town could result in undesirable higher densities in areas which are in seasonal residential use and in inappropriate and mixed land uses, unless comprehensive development controls are adopted.

## Population Study

### Summary of Findings

The population figures for the town have not changed significantly in half a century. The present growth is limited by the out-migration of young adults seeking improved educational and employment opportunities and by a slow rate of in-migration of new residents. However, the number of seasonal residents has increased considerably in recent years and is likely to continue to grow in the future. At the present time, the number of seasonal residents is equal to the number of the year-round residents.

### Planning Implications

The future population trends will be largely determined by the number and quality of the employment opportunities for young adults and the desirability of the town as a residential community. The rate of growth of the seasonal residents will be influenced by the availability of land suitable for summer homes.

## Economic Study

The regional economy, with the exception of manufacturing centers and major recreational areas, has a slow rate of economic growth. The economy of the Town of Willsboro is in a comparatively sound condition. Income levels are average for the region. The natural resources of the town are the most important economic asset. However, future growth will not be based on the existing types of economic activity which are unlikely to provide increased employment opportunities. The seasonal residents are not a major source of income except to local retail trade establishments.

The future development of the local economy could be based on an emphasis on (a) new, improved and more diversified employment opportunities, (b) the development of the town as a primarily residential community, not only for locally employed workers, but also for commuting workers and professionals, (c) the encouragement of new commercial-recreational facilities.

## Housing Element Study

### Summary of Findings

Although approximately 40 percent of the total housing stock is in seasonal use only, the housing conditions in the town are adequate and average for upstate New York. There is only a small number of seriously deficient housing units and there are no areas of concentrated substandard housing. Mobile homes are increasing in number and, in some instances, constitute a blighting influence. There is adequate housing for all income groups.

### Planning Implications

The substantial increase in the number of seasonal homes, some of which are suitable for temporary occupation only, could endanger the existing housing standards. The adoption of controls is of major importance.

### Development Factors

The Development Factors Map (Figure 5) shows graphically some of the factors which were discussed in the background studies. An analysis of these factors indicates a number of features which will influence the Development Plan for Willsboro.

The major factors, which are shown diagrammatically on the map, are:

1. Topography and Soil Conditions. Areas of severe topography or areas which, due to unfavorable soil conditions, are unsuitable for on-lot sewage disposal.
2. Existing Land Use Patterns. Areas in intensive use, such as:
  - a. The extent of the developed portions of the central area.
  - b. Areas in predominantly seasonal residential use.
  - c. Areas in predominantly agricultural use.

3. Regional Influences and Accessibility. Existing local circulation facilities and their relationship to adjacent major highways and population centers.
4. Potential Development Areas. Areas which, due to existing trends and locational factors, are likely to experience development pressures for various land uses.

#### Major Development Goals

The analysis of the background studies indicates that, although the town at the present time is in a relatively sound physical, social and economic condition, there are critical areas which will determine the character of the proposed Major Development Goals of the Development Plan.

The Economy and Population Studies suggested that there are existing trends which could erode the economic and social base of the community in the future and the Land Use Study and the Soil Suitability Study indicated the existing trends and potential difficulties related to the land use pattern.

The major problem, which was identified in background studies, is the possibility of a steady decline in the number of the permanent residents which could seriously affect the viability of the town. A constant rate of out-migration of young adults would not only result in a numerical decrease, but also in an imbalance in the age group distribution, a decline in the income levels and in the quality of the labor force.

The second major problem is the fact that there are continuous strips of seasonal residential units in a very large portion of the most desirable part of the shoreline of Lake Champlain which present a significant obstacle to future land use planning.

The major assets of the community are the attractive character of the town and the improvement in its accessibility which resulted from the construction of Interstate Highway 87.

The Major Development Goals of the Town of Willsboro, by priority, are:

1. To expand the local economy and provide additional employment opportunities by improving existing facilities and by attracting new commercial and industrial activities to the community.
2. To encourage for all residents, seasonal and year-round, areas of adequate design and quality to produce a healthful and satisfying environment.
3. To determine future recreational demands and methods for providing the necessary facilities to fulfill these demands and needs.
4. To provide an environment with attractive and convenient living and working conditions.

The policies which can implement the Major Development Goals include:

1. Encourage a decrease in the rate of out-migration of young adults and an increase in the rate of in-migration of new residents by providing new employment opportunities for skilled and professional labor.
2. Encourage the in-migration of new residents who are employed in adjacent areas within commuting distance.
3. Provide new employment opportunities for under employed residents, male and female, of all age groups.
4. Develop new industrial sites in the vicinity of circulation facilities provided the adjacent land uses are compatible.
5. Provide the maximum feasible public services for the existing and proposed residential and industrial areas.

6. Preserve and enhance the desirability of the town as a residential community by maintaining and upgrading the qualities of the man-made and the natural environment.
7. Maintain the compact character of the hamlet or central area as a focal point for year-round activities, resolve the existing and potential land use conflicts, improve the circulation and strengthen its identity as an attractive residential area by improving the overall appearance.
8. Preserve and enhance the existing residential areas of the town.
9. Prevent the incursion of incompatible non-residential uses into existing and proposed residential areas.
10. Identify areas suitable for high, medium and low density residential uses and develop a plan for the orderly growth of these areas.
11. Prevent the growth of substandard seasonal housing.
12. Control the development of areas not suitable for intensive use due to unsatisfactory soil conditions and identify measures required to prevent the pollution of lakes and rivers.
13. Preserve the steeper slopes and stream courses from future development.
14. Make the most suitable use of sections of the lakefront which are still available for development of residential, commercial and recreational uses.
15. Improve the social, cultural and recreational facilities used by the year-round residents, including parks, picnic areas, beaches and facilities for public meetings, social events and indoor recreational activities for adults and teenagers.

16. Provide new summer recreational facilities for seasonal residents and visitors.
17. Develop public access areas at various sections of Lake Champlain and the smaller lakes, particularly in the vicinity of existing and possible future residential areas.
18. Improve the approach roads to the center of the town, especially those used for access to Interstate 87.
19. Provide new and improved roads to existing and future residential and recreational areas.
20. Encourage improved public transportation within the town and to adjacent communities which provide essential social and medical services as well as employment opportunities and recreational facilities.
21. Provide good school facilities as an essential factor in residential growth.
22. Develop new areas for commercial uses which are accessible from year-round and seasonal residential areas. Discourage strip commercial patterns by providing compact and efficient shopping areas with adequate off-street parking facilities.
23. Encourage the development of new local retail and service stores.



## PLANNING STANDARDS

### Introduction

The preparation of the Development Plan requires the establishment of planning standards, which can serve as a guide for future growth. These standards provide the basis for the evaluation of the present needs and future requirements for the most important community facilities. The planning standards used in this report identify a desirable level of development rather than the minimum requirements, and are based on recognized national and state criteria, adjusted to meet the individual needs of the town. They are shown from Table 20 to 28 inclusive in this study.

### Local Planning Standards

The following standards have been used in the preparation of recommendations in this report for the Town of Willsboro:

Table 20. Local Street, Road and Highway Standards  
Town of Willsboro

Type of Road or Highway	Right-of-way width in Feet	Number of Traffic Lanes	Width of Traffic Lanes in Feet	Width of Paved Parking Lanes in Feet	Width of Paved Shoulders or Clearance Lanes in Feet
Rural Major Arterial	90'-130'	2 - 4	12'	10'	8'
Rural Collector	66'- 90'	2 - 4	12'	10'	8'
Rural Local	50'- 60'	2	11 - 12'	None	Usually none

Source: Standards of the American Association of State Highway Officials. Adjustments made in these nationally-recognized standards by Metcalf & Eddy to meet local conditions.

Table 21 indicates the recommended number of off-street parking spaces to be provided and maintained for various uses in Willsboro.

Table 21. Recommended Off-Street Parking Standards  
Town of Willsboro

Uses	Number of off-street parking spaces required
Dwellings	Two for each dwelling unit.
Tourist Accommodations	Two per each three beds plus one for each employee.
Eating and Dining Establishments.	Two for each six seats plus two for each three employees.
Retail stores and shops.	One for each 100 square feet of ground floor space of building plus one per each employee.
Automobile service stations.	Three per each employee plus space for all vehicles used directly in the conduct of such business.
Public Schools.	Two per classroom in an elementary and junior high school and four per classroom in a senior high school, plus spaces needed for auditorium and gymnasium (whichever has the larger capacity).
Customary Home Occupations.	Four for each dwelling unit.
Churches, Community Buildings, Social Halls or other places of public service public assembly.	One for each four seats.
Industrial Establishments	One per each employee.
Club houses and permanent meeting places of business, civic, fraternal, and other similar organizations.	One per each fifty square feet of gross floor area.

Source: Generally recognized highway and street standards of the American Association of State Highway Officials, adjusted by Metcalf & Eddy to reflect the needs of Willsboro

## Local School Standards

Sites. New York State law establishes minimum public school site sizes. The formula for figuring minimum sizes for elementary school sites is 3 acres plus one acre for each 100 pupils for which the school is ultimately planned. Five acres is the minimum site size allowed. Sites developed from this minimum formula will be adequate for outside school play areas, but may not be sufficient to serve the recreation needs of the surrounding neighborhood and other parts of the community. The town and the School District have an obligation to plan cooperatively for the sharing of recreation lands and their use.

The State of New York requires that sites for junior high and senior high schools in any combination of grades from 7 - 12 shall have at least 10 acres plus one acre for each 100 pupils for which the school is ultimately planned. The same requirement holds true for school sites planned for grades Kindergarten - 12.

The recommended national standards, however, vastly exceed the minimum state standards. The National Council for Schoolhouse Construction suggests the following standards for school site sizes:

Elementary School - 10 acres plus 1 acre per 100 pupils.

Junior High School - 20 acres plus 1 acre per 100 pupils.

Senior High School - 30 acres plus 1 acre per 100 pupils.

Size of Classrooms. Basic classrooms in the public schools should provide space for from 25 to 35 pupils. Consensus favors 25 pupils as the optimum class size, though space shortages and fixed room designs often force larger classes into existence. Special education and subjects requiring laboratories, seminar arrangements or other special equipment must necessarily be built to particular specifications.

Size of Buildings. Selection of appropriate building sizes for schools depends on such factors as the kind and amount of specialized facilities, the scope and variety of the curriculum to be offered, the social relationships affected by scale, costs of maintenance and supervision, administrative costs per pupil and transportation costs. The recommended pupil capacity for elementary schools varies between 400 and 750 persons and for junior and senior high school between 500 and 1,200 persons. However, regional schools may have a capacity of up to 2,500 pupils.

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\* NCSC Guide for Planning School Plants, 1964, Michigan State University.

Table 22. Recommended Public Buildings Standards  
Town of Willsboro

<u>Facility</u>	<u>Standard</u>
<u>Town Hall</u>	
Number required	1
Minimum floor area	300 sq. ft. per full-time employee plus allowance for space needs of town commission.
Minimum site size	1 acre.
Location	Town Municipal Center easily accessible via major thoroughfare.
<u>Fire Facilities</u>	
Number of companies	Two for population of 10,000; stations required depend upon development distributions, densities and value.
Maximum distances from fire stations	Mercantile districts - 3/4 mile; schools and closely built residential districts - 1 1/2 miles. Scattered and low density residential districts - 3 miles.
<u>Library</u>	
Number of volumes	3 volumes per capita.
Reading room seats:	
Total	10 seats per 1,000 population
Children	40 percent of total.
<u>Highway Garage</u>	
Location	In or near town center adequately buffered and accessible to major roads.
Minimum site size	5 acres.
Minimum floor area	3,000 to 6,000 sq. ft.

Source: Nationally recognized standards adjusted by Metcalf & Eddy to meet local conditions.

Table 23. Recommended Public Recreational Facilities Standards  
Town of Willsboro

Recreation Space By Type	Minimum Acreage Per 1,000 Population	Minimum Area Needed To Function	Desired Size for Best Results	Age Group Served
Playlot or Totlot	0.3 acre	1/8 acre or 2,000 sq. ft.	1/8 to 1/4 acre or 5,000 to 10,000 sq. ft.	Preschool under 6 yrs.
Playground	1.3 acres	3 to 5 acres.	5 to 7 acres.	Children 5 to 15 years.
Neighborhood Park	1.0 acre	7 acres if not ad- joining playground or field.	Varies with popula- tion density.	All ages for passive recrea- tion.
Playfield	1.3 acres	12 acres	20 acres.	15 to 24 years and family groups
Community Recrea- tion Center	Flexible (indoor)	Depends upon facilities desired and popula- tion.		All ages and interests - indoor year-round.
Large Parks	3.0 acres	50+ acres	75 acres.	All ages.
Special Use Areas - Golf Courses	3.0 acres	50 acres for 9-hole; 100 acres for 18- hole.	90 acres for 9-hole; 180 acres for 18- hole.	
TOTAL	10 acres in combinations of above per each 1,000 population.	See component parts above by type.	Exceed minimum by as much as is desirable.	All ages and social groups.

Source: Nationally recognized standards adjusted by Metcalf & Eddy to local conditions.

Table 24. Recommended Public Water System Standards  
Town of Willsboro

Item	Recommended Standards
Basis of design	25 years for supply. 50 years for distribution system.
Water demands	Average day - 125 gallons per capita. Maximum day - 225 gallons per capita.
Water Supply	Sufficient to maintain maximum day demand.
Distribution storage	Sufficient to meet required fire flows during a period of emergency with consumption at the maximum daily rate.
Minimum pipe diameters	8 inch for distribution system and 6 inch only in residential areas for short connector and dead-end runs less than 600 ft. in length.
Maximum hydrant spacing	Every 500 ft. in urban and suburban residential, commercial and industrial areas and 800 ft. in rural residential areas.
Hydrant requirements	Gate valves required.
Minimum fire flows	Urban residential areas - 1,500 gpm. Suburban residential areas - 1,000 gpm. Rural residential areas - 500 gpm. Commercial areas - 2,500 gpm.
Quality	Meet Drinking Water Standards of the New York State Department of Health.
Connection to system	All buildings within 400 ft. of a main.

Source: Nationally recognized standards adjusted by Metcalf & Eddy to meet local conditions

Table 25. Recommended Storm Drainage Standards  
Town of Willsboro

Item	Recommended Standards
Basis of design	Rational method employing data from nearest U. S. Weather Station.
Design storm	5 years, except as follows: 10 years, high value districts and 100 years, bridges.
Minimum pipe diameter	12 in.
Minimum flow velocity	2.5 fps.
Maximum flow velocity	15 fps.
Minimum spacing catchbasins	400 ft.
Maximum spacing manholes	350 ft.

Source: Nationally recognized standards adjusted by Metcalf & Eddy to meet local conditions.

Table 26. Recommended Refuse Disposal and Collection Standards  
Town of Willsboro

Item	Recommended Standards
Basis of design	25 years for refuse area.
Average yearly refuse produced	1,500 pounds per capita.
Sanitary landfill capacity	1.5 acre ft. per 1,000 population per year.
Sanitary landfill cover	6 inches, compacted daily; 2 feet for each final lift.
Sanitary landfill requirements	Fencing, access roads and effective control of rodents, flies and other insects.
Minimum population for use of incineration	Generally 25,000 persons*.
Minimum population for municipal collection	5,000 persons.
Collection schedule	Once per week in winter and twice per week in summer.
Materials collected	Refuse, garbage and rubbish (all materials).

\*Dependent also upon factors of distance and availability of open areas and fill for use in a sanitary land fill operation and land values.

Source: Nationally recognized standards adjusted by Metcalf & Eddy to meet local conditions.

Table 27. Recommended Public Sanitary Sewerage System Standards  
Town of Willsboro

Item	Recommended Standards
Basis of design	50 years for interceptors, force mains and collection systems.  25 years for sewage treatment plants and pumping stations.
Average Daily flow	100 gallons per capita - domestic flow, including normal infiltration.
Flow rates	For collector sewers and laterals - 4 times average daily flow.  For interceptors, pumping stations and force mains - $2\frac{1}{2}$ times average daily flow.  For sewage treatment plants - average daily flow.
Minimum pipe diameter	8 in.
Minimum flow velocity	2 fps. (feet per second)
Maximum spacing manholes	300 ft.
Connection to system	All properties within 400 ft. of sewer.
Sewage treatment requirements	Minimum of secondary treatment and discharge of effluent not to impair the quality of standards of the receiving waters established by the New York State Dept. of Health.

Source: Nationally recognized standards adjusted by Metcalf & Eddy to meet local conditions.

Table 28. Recommended Minimum Standards for On-Lot Disposal  
Town of Willsboro

Percolation Rate, Minutes/in.	Leaching Field Required Lineal Ft.*	Minimum Lot Size Sq. Ft.
2	85	10,000
3	100	10,500
4	115	10,800
5	125	11,200
10	165	12,500
15	190	13,300
30	250	13,800
45	300	15,000
60	330	20,000
over 60	Unsuitable for septic tank system	

\* Effective width of leaching trench assumed as 3.0 ft.

Source: Basic data from Public Health Service Publication No. 526  
(Washington - 1958)

## REVIEW OF EXISTING WATER SYSTEM AND PLAN

### Introduction

The background studies indicated the importance of the public utilities for the future development of the Town of Willsboro.

The purpose of this study is to examine the existing methods of providing water service in the Town of Willsboro; to determine present and future requirements to be met; to evaluate the adequacy of the existing system; and to recommend improvements to the water system which will be compatible with the long-range program of development within the town. The location of existing and proposed water systems is shown on Figure 6.

### General Evaluation

Existing On-Lot Systems. Buildings not connected to the two existing water systems are supplied with water from wells or directly from Lake Champlain. The wells are drilled or dug. The drilled wells are usually no deeper than about 200 feet. Gravel bed wells are generally used where conditions permit and are 30 to 40 feet deep.

In its simplest form, a water system can be confined entirely within the boundaries of a private lot. The source is usually a well from which water is pumped, by means of a well pump and electric motor, to a hydropneumatic tank or elevated reservoir. A pipe then connects the tank or reservoir to the domestic or other plumbing system. In rural areas where adequate quantities of safe groundwater are available and where public supply systems are non-existent, on-lot systems are generally developed on an individual basis. These wells can usually be carried to depths which insure a quality of water sufficiently high so as not to require any treatment.

In general, no problems of contamination, hardness or mineral content have been reported by the municipal officials or the New York State Department of Health for either the wells or the lake sources of water within the Town of Willsboro to date.

## Existing Public Systems

A public system can be divided into three basic elements: source of supply, treatment and distribution. The source can consist of a single well or of multiple wells which draw groundwater from an aquifer (a water-bearing geologic formation). Wells are equipped with pumps driven by electric motors usually located at the ground surface. Water from a properly constructed and located well usually is free of turbidity and is bacteriologically safe. However, it may contain quantities of dissolved minerals which require reduction or removal. For smaller municipalities, wells are the most desirable source of supply. Most frequently they cost much less to develop than do sources of surface water supply.

As an alternate to groundwater from wells, the source of public water supply can be surface water from lakes, rivers or reservoirs.

The dependable yield of a source is the maximum dependable draft which can be made continuously upon a source of water supply (surface water or groundwater) during a period of years in which the probable driest period (or greatest deficiency) in water supply is likely to occur. Dependability is relative and is a function of rainfall, watershed or aquifer characteristics and of storage provided.

Raw water flows or is pumped through transmission mains from the source of supply to a water treatment plant. The first step in the treatment of many waters is screening to remove gross suspended solids. After screening, the flows may be further clarified by sedimentation, in which the water is retained in basins so that, with or without the addition of chemical coagulants, the finer suspended matter is allowed to settle out. After sedimentation, filtration through a bed of granular material will remove any remaining suspended solids and reduce the bacteriological content of the water. The filtered water may then be chlorinated to achieve complete disinfection. Water derived from wells usually requires only the chlorination phase of treatment.

Water from the treatment plant is pumped directly to the distribution system or to transmission mains which, in turn, feed the distribution system. The distribution system consists of a network of underground pipes which distribute water under pressure to individual properties throughout the service area. Distribution

systems can contain a variety of appurtenances such as booster pumping stations (to increase flow and pressures in otherwise deficient areas) and in-system storage facilities, such as standpipes and distribution reservoirs. In order to eliminate excessively high or low pressures, some distribution systems are divided into high-level service zones and low-level service zones.

Fire hydrants are connected to the distribution pipe grid which, together with its appurtenances, is specifically designed to supply large quantities of fire-protection water in addition to the normal supplies.

The Town of Willsboro is presently served by Water Districts No. 2 and 3 and by Richards private water supply.

The Municipal System. Water is supplied to the municipal system (Districts No. 2 and 3) from a water filtration and pumping station located at Farrels Bay, a small area at the southerly end of Willsboro Bay. The facility consists of a new water intake line, two diatomaceous earth pressure filters, two pumps, and water conditioning and chlorination equipment. The water is distributed to the water districts through 6 and 4 inch transmission mains. Storage is provided for peak demands by provision of a 0.2 mg (million gallon) standpipe at the northwest end of Water District No. 2. Last year the average flow to the system was:

Summer average	0.3 mgd (million gallons per day)
Winter average	0.17 mgd

A 1966 report on sewerage\* indicated that the peak summer water demand was 0.425 mgd. This figure would be very close to the maximum capacity of the larger pump at the water treatment facility which is rated at 300 gpm or approximately 0.43 mgd. The other pump at this facility is rated at 200 gpm, while each of the pressure filters is rated for 476 gmp at 180 psi. These filters were installed in 1965.

Some of the problems which have been reported in the system have been those of low pressures in the outlying areas of West and Middle Roads, Route 22 and all of District No. 3. District No. 3 is a narrow district along Willsboro Point Road, north from River Road to Hatch Point. There is within this district a private water system whose source of water is the district main. Most of this area is used by year-round residential and seasonal properties. There have been reports of odor and taste problems, except during the summer months. These problems are probably due to the small demand and transmission distance which would tend to promote some algal growth in the distribution system. Dosing the water supply with chlorine might solve these problems in District No. 3, but would create chlorine odor problems in District No. 2, which serves the central area of the town.

\*March, 1966 report entitled, "A Preliminary Report on a Sewerage Study for the Hamlet of Willsboro, Essex County, New York" completed by the Standard Engineering Corp., Albany, New York.

The supply for both municipal districts is metered at the source by one meter.

Referring to Figure 6, it can be seen that service has been provided outside of both water districts by use of small undersized dead-end lines. This is an undesirable method of extension of the distribution system.

Richards Water System. This private water system serves the southerly area of Willsboro Bay from roughly Farrels Point to the Delaware & Hudson Railroad. Water is pumped from the lake. It serves seasonal residences located in this portion of the town. No problems with this system have been reported.

### Future Demands

Public water supply systems should be evaluated with respect to adequacy of the source of supply and of treatment, transmission and storage facilities to meet present and future flow requirements. Criteria for determining the adequacy of the previously mentioned parameters are indicated in the Planning Standards section of this report.

As stated in a previous section of this report, there will be a small increase in population in the town. It is proposed that this population growth be in and adjacent to the central area of Willsboro, which area is almost entirely within the presently constituted Water District No. 2. Since peak demand has approached the capacity of the large pump and since there is some excess leakage in the water distribution system, this growth will necessitate expanded treatment and distribution system facilities.

It is generally estimated that the town's population in 1990 will be approximately 1,750, 1,600 persons of which could reside in the central and Willsboro Point areas. It will therefore be necessary to plan for water facilities of 0.16 mgd average flow and 0.32 mgd peak flow.

### Recommended Improvements

Based on review of the existing reports and the tentative land use projections and zoning for the Town of Willsboro, the following are recommended: (Figure 6 shows the recommended Water Plan for the town.)

1. An engineering study of the town's distribution system to evaluate and make recommendations on flows, pressures, losses and to advise on the feasibility of metering all services.
2. Additional pumping equipment and elevated storage facilities to meet projected peak flow and fire demands. These improvements should follow recommendation 1 above, especially with regard to maximum pressures in the system.
3. "Looping" of lines in the system as growth takes place and a program of replacement of 4-inch diameter or smaller mains.
4. Future extension of the system within the town to be determined by the population growth and density.
5. Continued care be exercised to insure that individual water taken from wells and the lake be uncontaminated. If there is the slightest chance that these supplies may be contaminated, then disinfection would be required.

## SANITARY SEWERAGE SYSTEM STUDY AND PLAN

### Introduction

The purpose of this study is to examine the existing methods of sewage disposal in Willsboro, to evaluate the present and future sewerage requirements, and to recommend long-range improvements programs. At present, there is no municipal sewerage system within the town.

### General Evaluation

Existing On-Lot Systems. The existing facilities which serve individual residences within Willsboro appear to be functioning adequately at the present time. The areas of possible concern would be those along the eastern shore of Willsboro Bay and along the Bouquet River, especially in the central area. The New York State Health Department inspected 254 residences on Willsboro Point in 1969 and found evidence of about 15 violations of state standards on pollution.

The distinguishing feature of on-lot systems is the fact that the final effluent must be leached into the ground rather than disposed of by discharge to a receiving body of water. The leaching or percolation ability of the site where such on-lot systems are located is, therefore, the single most important characteristic to be considered. A complete system includes a cesspool or septic tank for removal and digestion of solids and a leaching field.

A cesspool is an underground enclosure made of natural stones or of masonry, into which the raw sewage is discharged. The enclosure is designed with void spaces to allow leaching into the surrounding ground. The larger solids settle and digest in the bottom of the enclosure while finer particles pass out through the voids with the liquid. Superior percolation into the ground is mandatory for such an installation.

A septic tank is an underground, watertight structure usually constructed of masonry or metal. As in the case of the cesspool, the larger solids settle and digest in the bottom. A well designed septic tank includes baffles in the path of flow to improve settling and retain floating scum. Effluent from a septic tank is usually discharged to a leaching field.

A leaching field is made up of underground pipe, either of perforated construction or installed with open joints to allow percolation into the surrounding ground. The particular advantage of this type of installation over cesspools is that the length of pipe installed can be varied to suit the leaching or absorption ability of the site. Needless to say, the design must be such that liquid effluent passes readily into the ground.

When digested solids in either cesspools or septic tanks accumulate to the point that the settling ability of the structure is handicapped, the solids must be pumped out or otherwise removed. The design and location of any on-lot system must be such that the effluent leaches into the ground and does not short-circuit to a nearby stream, ditch, or other above-ground depression. The location should also be such that the effluent flow does not short-circuit to the aquifer used for water supply purposes. The reason for concern over short-circuiting is that the effluent from cesspool or septic tank on-lot systems is not chlorinated or otherwise disinfected to kill pathogenic bacteria.

Subsoils with poor percolation rates, high groundwater, or bedrock close to the surface may preclude the use of septic tank soil absorption systems. Where poor drainage characteristics exist and where individual drinking water sources may become polluted and unsafe, public sewerage systems must be investigated.

Sewage Collection Systems. Wastes are conveyed from their source to a convenient point for treatment and/or disposal by sewage collection systems. Where natural topographic and physical conditions (roads, streets, buildings) permit, the sewage or liquid waste is conducted through the network of pipes and structures by gravity flow. When such conditions do not exist, the sewage is elevated by mechanical devices, such as pumps, to a discharge point where gravity flow can continue. When the point of discharge is at the same location, the facility is called a lift station. When the elevated sewage must be forced uphill through a pipe, called a force main, to the point of discharge into a gravity system, the facility is called a pumping station.

The major elements comprising a typical sewage collection system may be defined as follows:

1. House connections. Lines to connect the individual contributing sources to the sewer in the street or right-of-way.
2. Lateral and trunk sewer network. The local network of sewer lines that serves to collect sewage from individual contributors. Trunk sewers are the larger lines accumulating flows from many lateral lines.
3. Intercepting sewers. Sewer lines that receive flows from a number of transverse sewers or outlets and convey the wastes to a point for treatment or disposal. Intercepting sewers may convey flow from one drainage basin or community to the place of treatment in another drainage basin or community.

Sewage Treatment Facilities. The function of a sewage treatment facility is to remove the major portion of organic matter and render harmless certain detrimental bacteria normally present in sewage or liquid wastes. The organic matter is present in large, readily settled particle form, colloidal form, or as dissolved matter. There are many different processes used in the treatment of sewage or liquid wastes. In general, they can be divided into four categories, which are listed below in the order of the degree of treatment or removal provided. These are:

1. Preliminary treatment. This involves screening equipment to remove large solids, comminuting devices to shred solids into smaller particles, and grit chambers to remove dense material such as sand and gravel, which readily settle and accumulate to damage or clog pumps and pipes in the plant.
2. Primary treatment. Settleable matter is removed in primary settling tanks in which the velocity of the sewage flow is reduced to a point where about 50 percent of the solids (in suspension) settle out by gravity. The settled matter, in sludge form, is putrescible and may be converted by digestion to a more stable state, or it may be dried on special drying beds or on a vacuum filter prior to disposal as landfill or low-grade fertilizer.

3. Secondary treatment. This treatment method follows primary treatment and most often utilizes a biological process along with final settling facilities for additional reduction of organic matter. In the biological process, the dissolved and colloidal organic solids are either absorbed or adsorbed and consumed by natural aerobic bacterial organisms normally present in domestic sewage. The percent removal accomplished is dependent upon variations in design and, most important, precise control in operating conditions required for optimum biological activity.
4. Tertiary treatment. This is applied after secondary treatment, when a very high degree of purification of sewage is required. The devices used are holding ponds, biological sand filters, chemical precipitation and settling, and activated carbon adsorption used to further reduce the solids and organic content of secondary treatment effluents. In some cases, tertiary treatment must be used to remove nutrients such as phosphates and nitrates contained in sewage. These nutrients can upset the ecology of certain receiving bodies of water by encouraging unwanted plant growth.

Outfall Facilities. The outfall is the pipe or combination of pipes, pumping stations, and force mains used to convey the liquid waste flowing out of the last treatment facility into the receiving body of water.

It should also be mentioned that, regardless of the degree of treatment or the processes used, it is necessary to chlorinate any sewage plant effluent prior to disposal to a stream or lake. Chlorination kills the disease-producing bacteria (pathogens) normally present in sewage. The degree of removal of organic matter required is determined by the quality standards that must be maintained for the receiving body of water.

#### Future Demands

It is generally estimated that by 1990 the town population will increase to about 1,750. Since it is planned to have most of the development take place within the present Water District No. 2 (the central area of Willsboro), it would appear practical to create a sewer district with the same metes and bounds. Review of the 1966 sewerage study\* has determined that the study was reasonable, both as to the units of treatment and collection system and of costs therein. Figure 6 shows the proposed Sewerage System Plan for the town.

\*March 1966 report entitled "A Preliminary Report on a Sewerage Study for the Hamlet of Willsboro, Essex County, New York" - Standard Engineering Corp., Albany, New York.

This study proposes an extended aeration sewage treatment plant to be located on the Bouquet River adjacent to the proposed playground and playfield. Planned capacity would be 0.12 mgd and would contain the following units of treatment:

1. Mechanically cleaned bar screen.
2. Grit chamber.
3. Comminutor.
4. Two 8,000-cubic-foot aeration tanks.
5. Two 1,335-cubic-foot settling tanks.
6. Sludge holding tank and sludge pumping equipment.
7. Metering and chlorination facilities.

An alternate site would be the Ash Pit Area upstream from the above recommended site.

The collection system would be composed of 10 and 15 inch diameter interceptors with approximately 20,000 feet of 8 inch diameter pipe and would serve the existing Water District No. 2 area. The report also detailed a minimum cost first-stage system which included the treatment facilities and 4,300 feet of 8 inch diameter pipe in West Road, 3,700 feet of 8 inch diameter pipe in Main Street and Grist Mill, and 1,700 feet of 8 inch diameter pipe in Mill Street and Route 22.

Implementation of a program of construction of the facilities described above would curtail pollution problems in the Bouquet River. However, that program would not alleviate the few known on-lot disposal problems on Willsboro Point. Should the number of on-lot disposal problems increase on the Point, and should development take place to the extent that state standards could not be met, then sewerage work would be necessary along the shore areas of the Point.

The possible alternatives to be considered on the point are:

1. Construction of sewers, pumping station and force main. Under this alternative, sewage would be pumped to a sewage plant in the central area.

2. Construction of sewers and a package treatment plant located at Willsboro Point.

If consideration of these alternatives becomes necessary, then the choice should be made after a detailed engineering study of feasibility and cost has been completed.

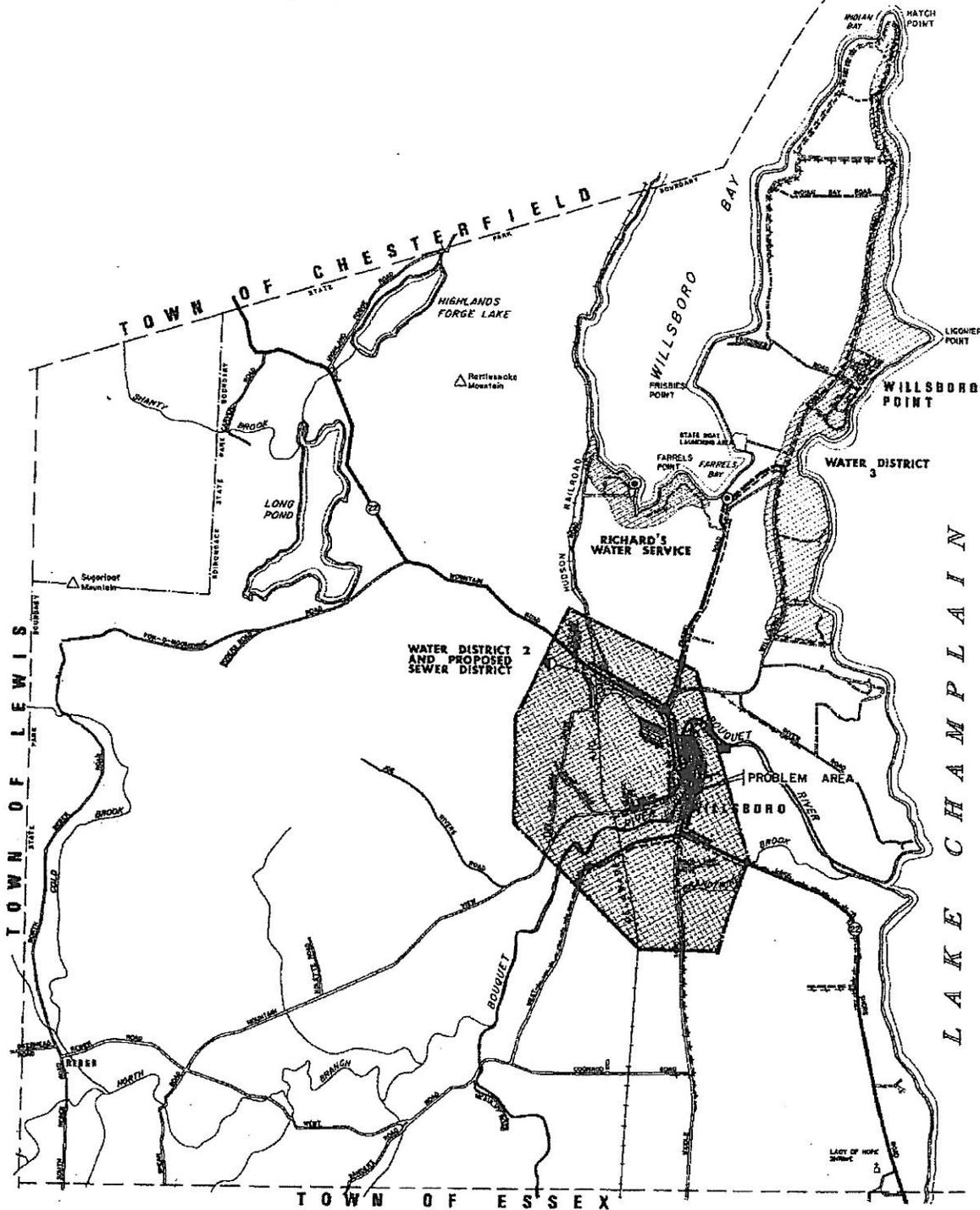
### Recommendations

Based upon investigations for this report and on the 1966 Sewerage Study, the following recommendations are presented:

1. Construction of a sewage treatment plant on the Bouquet River, as recommended in Figure 6, should be seriously considered at this time. The need for such a system remains and will increase with the growth of the town. If industry and commerce are to be attracted to Willsboro, these facilities will be needed.
2. It is recommended that the possibility of providing public sewerage facilities along the densely developed areas of Willsboro Point should be investigated when the need arises. If these facilities cannot be provided, thought must be given at that time to zoning which would insure proper on-lot disposal.
3. Individual on-lot disposal systems should follow the New York State Health Department Standards and the recommended minimum standards in the Planning Standards section of this report. This is especially important with regard to those areas of the town where possible problems of percolation have been indicated.
4. Additional and continued sampling and testing of the lake waters must be done to provide indications of pollution and the need for public sewerage.

# COMPREHENSIVE DEVELOPMENT PLAN

FIGURE 6



## WATER PLAN

- EXISTING WATER DISTRICT
- EXISTING PRIVATE WATER SERVICE
- EXISTING TRANSMISSION MAIN
- EXISTING PRIVATE TRANSMISSION MAIN
- PROPOSED TRANSMISSION MAIN
- EXISTING WATER TREATMENT FACILITY
- EXISTING STORAGE TANK

## SEWER PLAN

- PROPOSED SEWER DISTRICT
- PROBLEM AREA
- PROPOSED SEWERS
- PROPOSED WASTEWATER TREATMENT FACILITY

## LEGEND

## WATER AND SEWER PLAN

THE PREPARATION OF THIS PLAN WAS MADE BY THE STATE OFFICE OF PLANNING, COOPERATION AND DEVELOPMENT, 1220 SOUTH AVENUE, ALBANY, NEW YORK. THE STATE OFFICE OF PLANNING, COOPERATION AND DEVELOPMENT HAS REVIEWED AND APPROVED THIS PLAN AS BEING IN ACCORD WITH THE STATE OFFICE OF PLANNING, COOPERATION AND DEVELOPMENT ACT AND THE STATE OFFICE OF PLANNING, COOPERATION AND DEVELOPMENT REGULATIONS.



TOWN OF WILLSBORO  
ESSEX COUNTY, NEW YORK

## TOWN BUILDINGS STUDY AND PLAN

### Introduction

The analysis of the town buildings and lands in Willsboro must consider the specific function of the facility and the extent to which it should reflect the vast seasonal fluctuations in the number of persons served. The recommended standards for Willsboro given in the Planning Standards Section of this report apply primarily to year-round population. However, the number of summer residents is equal to the number of year-round residents and is likely to increase in the future, with a significant impact on the public facilities in the central area of the town.

The existing public facilities in Willsboro are mainly located in the central area. This section of the report, therefore, is an analysis and plan for these public facilities and must be related to the proposals of the Circulation Plan and Recreation Plan. These plans comprise major recommendations for the future development of this portion of the town. The existing parking conditions and the future needs for parking facilities of the civic, recreational and commercial uses in the central area must also be established on the basis of this comprehensive approach.

### Existing Public Buildings

The location of the existing public buildings are listed in Table 29 and indicated on Figure 7. Numbers refer to sites on map.

1. The Town Hall is a small, one-story brick building which is a part of the structure which also contains the Willsboro Fire Station. Major improvements and additions to the Town Hall portion were made in 1941. The facilities are presently used by:

Town Supervisor  
Town Clerk  
Justice of the Peace  
Case Coordinator

The available area of office space is adequate for these uses. Town administration especially requires additional office space as well as improved facilities for handling visitors. These larger public areas would provide more privacy for residents who wished to discuss matters of personal importance with town officials.

Table 29. Existing Public Buildings and Land  
Town of Willsboro

Figure 7 site numbers	Building	Approx. area in acres	Approx. age in years	
1	Town Hall	0.1	29	One-story brick structure housing offices used by several public authorities. Sound structure but inadequate in size.
2	Town Garage	4.0	17	One-story block and metal frame structure. Facilities for administration and storage of equipment. Total area adequate for present use.
3	Willsboro Fire Station	0.5	4	One-story brick structure; older structure with major additions in 1966. Contains offices and four stalls for equipment. Adequate for present use.
4	Reber Fire Station	0.5	10	One-story frame structure. Contains two stalls for equipment, and is adequate.
5	Paine Memorial Library	0.1	40	One-story brick structure, privately built and maintained. Used by residents, summer visitors and students of the Willsboro Central School. The Library is a major civic asset.

Table 29 (continued) Existing Public Buildings and Land  
Town of Willsboro

Figure 7 site numbers	Building	Approx. area in acres	Approx. age in years	
6	Willsboro Central School	9.0	40	Four-story fireproof brick structure; one-story school garage; parking area; playground and playground. Generally adequate, but requires major improvements.
7	U.S. Post Office	0.3	16	One-story wood frame structure. Generally adequate, but limited and inconvenient parking facilities.

Source: Metcalf & Eddy, 1970.

There are only limited facilities for meetings of the various town boards or committees, particularly those which are open to the public.

The Town Hall is conveniently located in the central area. An adjacent parking area for approximately 20 cars is rented from a private owner. This parking area is unmarked, unlighted and is, generally, inadequate in size and accessibility.

2. The Town Garage is a 17-year-old structure that contains office facilities and areas for storing and repairing equipment. The Town Garage, both the structure and service yard, is generally adequate. It is accessible to a major road, but is undesirably close to an attractive residential area.
3. The Willsboro Fire Station is located in the town's central area on State Route 22. It serves the Willsboro Fire District, which consists of the developed section of the town and the Willsboro Point Area. The one-story brick structure has been improved and the entire structure, including an older portion is adequate. There are four equipment stalls, two of which were added in 1966. However, the addition of new facilities which may be required in the future, such as space for new equipment, may present difficulties due to the limited size of the available area. The Fire Station is also used by the local ambulance service and has kitchen facilities.

The existing parking area is inadequate in reference to this facility

4. Reber Fire Station is located outside the central area and serves the remaining portion of the town - the Willsboro Fire Protection District. This building contains two equipment stalls and is adequate. It is not shown on Figure 7 but is located on Figure 2.

5. The Paine Memorial Library is privately owned, staffed, and maintained, but is available for community use. The attractive one-story brick structure was built in 1930 and is used by residents, summer visitors and the students of the adjacent public school. It contains 9,000 volumes and has seating facilities for approximately thirty persons. Therefore, it conforms with the recommended standards, unless there are major use increases by the summer population in the future.

At the present time, the demand for the library facilities remains constant throughout the year, since the needs of the students during the school year are balanced by the needs of the summer visitors.

The library is the major cultural center of the town and is used for a variety of community activities. However, it can accommodate only a comparatively small number of persons. The library site is small but contains a well-maintained landscaped area. Parking facilities are limited here.

6. Willsboro Central School is the most prominent building in the Town of Willsboro. The four-story fireproof brick structure is approximately 40 years old. In recent years, however, a number of new classrooms have been added to the existing structure. The entire school, grades K to 12, consists of the main school building, the school garage and parking area, and the playground and playfield, and is about 9 acres in area. Total school enrollment has fluctuated in the last decade due to change in the boundary line of the school district and the temporary influx of new families during the construction of the Northway. Table 30 shows the past and present enrollment from grades K to 12.

During the 1950's, the school enrollment was under 500 students and during the 1940's under 400. The peak year, 1966-1967, was the result of the enrollment of the construction workers' children (Interstate I-87).

Table 30. Past and Present Enrollment  
K to 12 - Willsboro Central School - 1962 to 1971

Year	Grade K to 12 Enrollment
1970-1971	673
1969-1970	654
1968-1969	618
1967-1968	619
1966-1967	642
1965-1966	609
1964-1965	580
1963-1964	580
1962-1963	600

Source: Willsboro Central School.

The school facilities have been improved in the past in order to provide a higher quality of academic standards. However, the entire structure is obsolescent and requires major rehabilitation and improvements. Additional classrooms are needed, as well as better facilities for physical education, music and arts, improved cafeteria, and new library facilities.

Emphasis is also placed on the need for vocational training space and facilities at this school. Students in vocational training in Willsboro are now sent to the B.O.C.E.S. facility in Plattsburgh.

The future of the Willsboro Central School will depend on the approval or rejection of the proposed consolidation of the school district with two adjoining districts under the New York State Master Plan for School Reorganization, which would require a new and centrally located school plant, possibly at Whalensburgh.

7. The U.S. Post Office is located in the town's central area and is adequate for the present use. A lack of parking facilities is a major problem here.

#### Existing Parking Facilities

An inventory of the off-street and on-street parking facilities in the central area near the existing civic and commercial land uses was made and indicated the following:

1. The main street of the civic and commercial center of the town is State Route 22, which is a part of the local street system. It is generally inadequate in width, carries mainly through traffic, and has alignment problems (see Circulation Plan). At the present time, parallel parking is permitted along the entire length of the street within the business area except in the vicinity of the small public park near the Bouquet River Bridge. There are no municipal parking lots here.
2. The more important commercial facilities, such as the supermarket and the drugstore and liquor store, have adequate private off-street parking areas for the average year-round use, but not for the peak summer demand. Most of the remaining retail and service establishments have no off-street parking areas for customer use.
3. The major public facilities, such as the town hall, fire station, library and the post office and one of the churches, have limited off-street parking facilities which are inadequate in size and generally not easily accessible and not well marked. The Methodist church in the central area provides limited off-street parking areas. The high school has adequate parking facilities.
4. The estimated capacity of the existing on-street parking areas is approximately 55 spaces, and the estimated capacity of the off-street parking areas, not including the high school, is about 120 spaces.

The analysis of the existing conditions suggest that there is a need for a new centrally-located parking area within easy walking distance (not more than 400 feet) from the major civic and commercial facilities in the town's central area.

#### Town Buildings and Parking Plan

One of the objectives of the Comprehensive Plan is the development of the central area as a focal point for the civic, recreational and commercial activities in the town.

The recommendations of the Town Buildings Plan and of the Parking Plan implement this objective and the specific proposals of the Circulation Plan and the Recreation Plan. The location of the proposals is indicated by site numbers on Figure 7 as follows:

The proposals of the Town Buildings Plan include:

1. New Town Hall. It is recommended that the town should acquire the present bank building when it becomes available. This structure would be eminently suitable for the function of a town hall. It is an attractive building with a civic character, located on a prominent site in the central area. The size is adequate for future needs of the town. The existing facilities would require only minor modifications in order to provide the services not presently available in the existing town hall.
2. Existing Town Hall. The present town hall should be retained by the town for civic and social activities by the residents and other community uses.
3. New School Facilities. The cultural and recreational facilities of the school are a major component of the civic resources of a community. The improvement of school facilities, such as the development of a new library, arts and craft facilities, playgrounds, playfields, and gym, could be a major asset to the community.

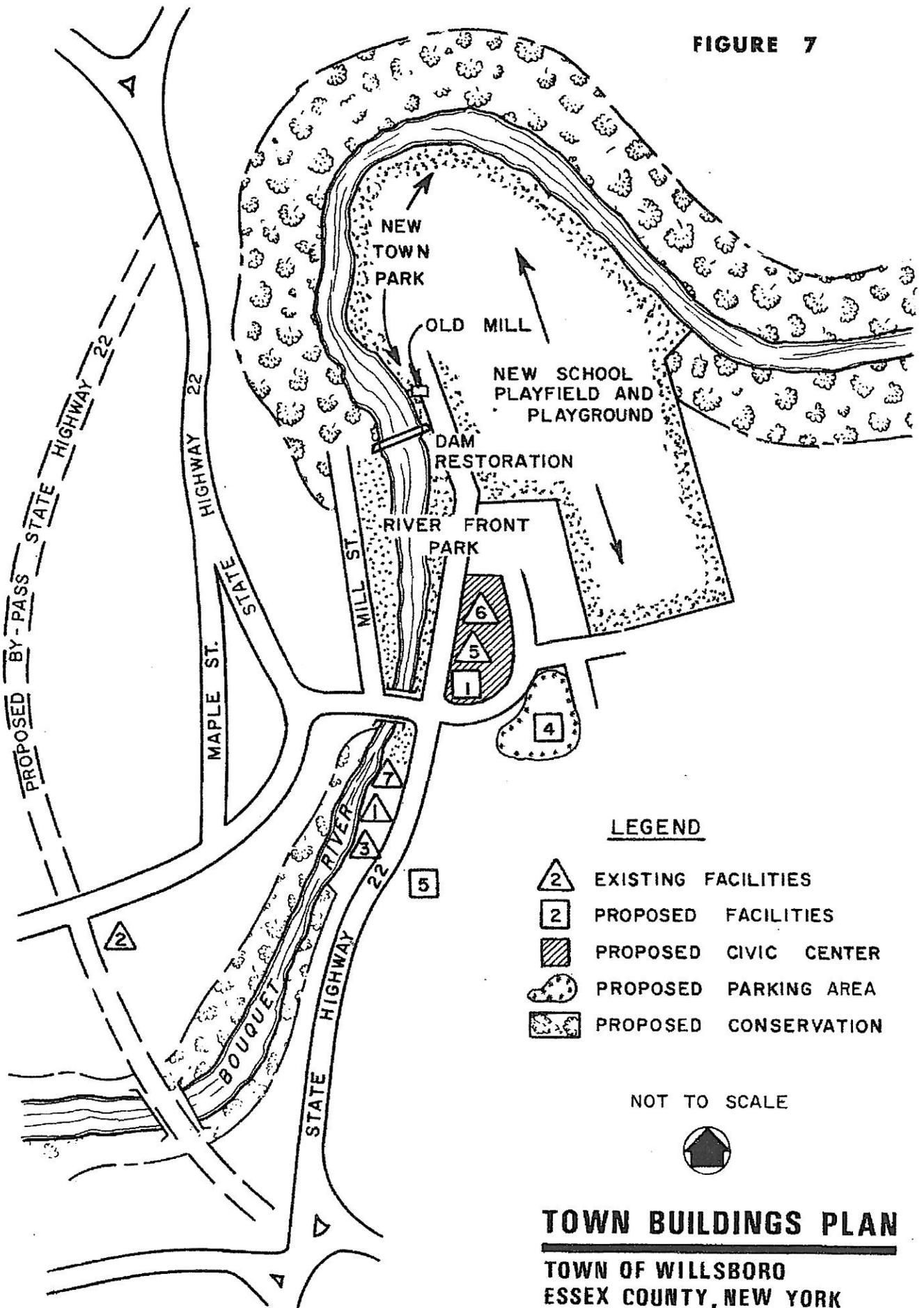
The proposals of the Parking Plan include:

4. New Municipal Parking Field. Develop a municipal parking field for approximately 75 cars in the immediate vicinity of the proposed town hall, the public library, the playfield (see Recreation Plan) and other major civic and commercial facilities.

5. On-Street Parking. Prohibit on-street parking on the east side of State Route 22 between the intersection with Middle Road and the Bouquet River Bridge.

Adoption of a zoning ordinance with standards for off-street parking for various land uses should also help provide parking for improved and new future uses in Willsboro.

FIGURE 7



PUBLIC AND PRIVATE RECREATION FACILITIES  
AND CONSERVATION STUDY AND PLAN

Introduction

This section of the report is primarily a study and a proposed plan for the public recreation facilities in Willsboro, recreation facilities which are owned or operated by a public agency. However, private recreation facilities in the town which are open to the general public are also a major component of the existing recreation resources of Willsboro and have to be considered in an analysis of the existing conditions.

Importance of Recreation

As the working week grows shorter and as more leisure time becomes available, there is a definite need for adequate recreation facilities for all age groups at the local level. The evaluation of Willsboro's existing recreation facilities, of the potential resources and of the future needs must, however, be based on the overall objectives of the Development Plan. Recreation is an essential part of the facilities provided by all communities, but the special factors which apply to Willsboro must be analyzed:

1. The availability of recreation facilities is a significant factor in the possible future growth of the year-round population and of the local employment opportunities. The quality of the natural environment and of the existing amenities is assuming greater importance in the locational decisions of both employers and employees. The more desirable the potential employer and the better educated the employee, the higher the requirement for quality of the environment. The regional location of the town, including the nearby Adirondack State Park, the vicinity of major summer recreation activities on Lake Champlain, and the proximity of the major national winter recreational area of Lake Placid are all important assets for Willsboro.
2. The number of summer residents into the town has increased steadily in recent years until it is now estimated to exceed the number of year-round residents. The character and the quality of this seasonal influx is a major economic factor of Willsboro and affects local real estate values and the income of the retail

and service establishments. To maintain a desirable type of summer residential growth by providing a high level of environmental quality must be a major objective of the Development Plan.

3. Although the Town of Willsboro is located in an important national recreation area, due to the character of the available resources and inadequate accessibility, the present economic benefits are limited to seasonal residential uses. The possibility of providing new recreation facilities in Willsboro with regional impact should be investigated as a part of this planning program. Recreation is a major growth industry and the demand for recreation facilities is expected to treble by the year 2000. This projection is based mainly on the following factors:
  - a. Increased leisure time including longer vacations and the new three-day holidays in the State of New York which are of special significance to the Adirondack Park Region.
  - b. Increased mobility due to automobile ownership which makes accessibility from the Interstate Highway System (Route 87) a critical factor. (See Circulation Facilities Plan.)
  - c. National and regional population growth including the growth of the metropolitan areas of Montreal and Albany-Troy-Schenectady and of the entire northeastern section of the United States.
  - d. Changes in the age composition and income levels resulting in a vast increase in the number of young adults who, with their discretionary incomes, are the major users of recreation facilities.
4. The Proposed Recreation and Conservation Plan must also reflect the need for the protection of the local and regional natural resources, including the prevention of air and water pollution, the preservation of forests, lakes, fish and wildlife, as well as the conservation of scenic areas and vistas.

## Objectives

The following planning objectives were used as the basis of the Recreation and Conservation Plan for Willsboro:

1. Preserve the natural resources of the town and identify areas which are suitable for recreational and conservation uses.
2. Use the Plan to assist in the development of the town as a good place in which to live, work and have vacations.
3. Provide year-round recreation facilities for all local age groups.
4. Use the Plan for the improvement of the town's central area as a compact and attractive residential community and to enhance its visual image.
5. Develop public and private recreation facilities for the three categories of users:
  - a. Year-round residents - provide adequate public "near-at-hand" recreational facilities, such as playgrounds, playfields and small parks, primarily for the use of the year-round residents of the town and, particularly, of the central area.
  - b. Summer residents - provide adequate specialized public and private facilities, to include beaches and marinas, primarily for the use of the summer residents.
  - c. Tourists and day-visitors - provide major "magnets" such as large public water-oriented parks and forests with trails and camping grounds.

## Definitions

Reference in this study is made to active and passive recreation. Active recreation facilities are those requiring specific participation on the part of the user, such as facilities for games and sports. Passive recreation facilities are those which provide an amenity for persons without any activity on their part, for example, parks and forests.

Outdoor facilities have been classified as follows:

1. Play Lot or Tot Lot - for preschool children and mothers, providing shaded sitting areas, sand boxes, swings and related apparatus. Tot lots may be individual recreational facilities but, in most instances, should be included as part of any playground, playfield, park or reservation.
2. Playground - for children aged 5 to 12 years, providing for open field games, paved areas for court games, softball, play apparatus such as swings, slides, etc., shaded areas with tables for arts and crafts and story-telling, a park-like area for passive recreation, and a game area for elders. Toilet facilities should be included. An off-street parking area is desirable here.
3. Neighborhood Park - for family groups and individuals of all ages, providing for essentially passive recreation, including trees, grassed areas with benches, walks, etc. A tot lot is frequently included as part of a neighborhood park. Neighborhood parks are best located in major residential areas.
4. Playfield - primarily for children aged 12 to 18, but also for adults, for team games such as baseball, football, softball, track, etc. on grassed areas, and such as tennis, basketball, handball, etc. on paved areas. A large off-street parking area is necessary. Toilet facilities are also required.
5. Large Parks - for family groups and individuals of all ages, providing both active and passive recreation, including such facilities as are found in a playfield. A large park can serve as an outdoor recreation center for an entire community and region with bathing and camping.
6. Special Use Areas - for specialized interests, providing facilities usually for a single activity such as golfing, highway picnic areas, etc., including:
  - a. Swimming - for family groups and individuals of all ages, including such facilities as beach, bath house, tot lot, picnic area and parking area. Playground and playfield facilities are desirable here.
  - b. Boating and Fishing - for family groups and individuals of all ages, including such facilities as picnic area and parking area.

- c. Trails - for hiking and horseback or bicycle riding along open-space belts or as a part of the forests or parks.
  - d. Skiing and Skating - for family groups and individuals of all ages, including such facilities as a ski tow, toboggan and sled slide, warming house, ice skating rink and parking area.
7. Forests - for family groups and individuals of all ages, providing both active and passive recreation, including such facilities as camping areas, picnic areas, hiking trails, bridle paths, wildlife management areas, boating and fishing.
  8. Conservation and Other Open Space - special areas used either for wildlife conservation, water management, stream protection or for buffer zones to separate developed areas from each other. Such spaces are not designed for buildings or human occupancy.

Indoor facilities have been classified as follows:

1. Community Recreation Center - for family groups and individuals of all ages, providing a variety of recreational and cultural facilities.
2. Special Use Areas, Indoor - for specialized interests, usually providing private commercial facilities for single activities such as bowling.

#### Recreation Facilities Inventory and Evaluation

Table 31 lists the existing public recreation facilities and indicates their characteristics and evaluations. For the location of these facilities see Figure 8.

The planning standards for recreation and conservation which are given in the Planning Standards Section of this report show the generally accepted requirements for publicly-owned recreation and conservation facilities.

Table 31 shows the public outdoor recreation facilities in the town. The major public indoor recreation facility is the high school auditorium which is used for weekly dances for teenagers and is available for occasional use by the general public.

Table 31. Existing Public Recreation Facilities

Town of Willsboro

Figure 8 site numbers	Name	Type	Areas in acres	Characteristics and evaluation
<u>State of New York</u>				
1	Boat Launching Area (Willsboro Bay)	special use	7.8	Facilities include boat launching dock, grassed open area, picnic area and paved parking area. This facility is well located for use by summer residents and tourists alike.
2	State Forest Preserve (Adirondack State Park)	conservation area	15.0	The area is small and isolated. Due to its location it has a limited recreation potential.
<u>Town of Willsboro</u>				
3	Willsboro Central School (Central Area)	playground and playfield	6.0	The playground is the only facility of this type in the town. It does not contain playground equipment which is adequate for this function. The playfield includes an athletic field with baseball and soccer facilities, basketball court, and two tennis courts. The site is accessible from the school buildings, but is inadequate in area and underdeveloped.
4	Town Beach (Willsboro Bay)	special use	0.1	Inadequate in size, there is no bathhouse or parking area here. Undesirable location near Water Supply Pumping Station.
5	Town Park (Central Area)	neighborhood park	0.1	Small grassed area containing a war memorial.

Source: Metcalf & Eddy, Inc., 1970

In addition to the public recreation facilities listed on Table 31, there are privately-owned recreation facilities which are also available to the general public and which significantly supplement the existing public recreational resources in Willsboro. These include:

6. The Golf Club - a 9-hole golf course with clubhouse facilities.
7. The Fish and Game Club - a large wooded area of approximately 125 acres, including an indoor recreation center which is used for summer and winter recreational activities such as swimming and skating.
8. The Fairgrounds - which are used for 4th of July celebrations and horse shows.

These three private recreation facilities are located in the vicinity of the central area. (See corresponding numbers on Figure 8.)

It should also be noted that there are eight private beaches in Willsboro not available for public use. These are located in the seasonal residential areas on Willsboro Point.

The existing private-commercial recreational facilities include a marina, a bowling alley and private and semi-public summer camps for children.

There are no county recreational facilities in the town.

A wooded and hilly section of Willsboro which is undeveloped is within the boundary line of the Adirondack State Park. (See Figure 8.)

In the analysis of the existing public recreation facilities, the town's school facilities were included as the most important component of the facilities available to the permanent residents. These school facilities, such as the playground, playfield and the auditorium, are the only recreation facilities provided by the town for the residents and visitors. The playfield is inadequately developed and is not large enough for playfield activities. The playground lacks adequate play apparatus in order to function as the only playground in the community. There are no tot lots, playgrounds or neighborhood parks in any of the other residential areas of the town. Willsboro does not contain a large public park and no public forests, conservation or other open space areas are presently in use for recreational purposes.

3. Tourists, Visitors and Establishing and Maintaining A Year-Round Recreation - Economic Base

Proposals which relate to local tourism, visitors and maintaining the year-round recreation - economic base in Willsboro including the following:

- a. The need to create a major regional recreation attraction.
- b. The need to preserve the environmental and scenic qualities of the town.

The development of a "magnet" in order to attract tourists to Willsboro should make the maximum use of the most important recreation resource of the town, those sections of the shoreline of Lake Champlain which have the natural qualities suitable for recreational uses and which are still undeveloped.

There are no public beaches which are likely to attract tourists in the town at the present time, nor are there any in the adjacent communities. The proximity of the Essex Ferry is an important economic asset which the town has not taken advantage of in the past. The development of a recreation area in the vicinity of the ferry and improvements to the highways which provide access from Interstate Highway 87 would increase the feasibility of this element of the plan. A large regional recreation area could result in significant economic benefits to Willsboro by encouraging the construction of motels, restaurants and other similar commercial facilities.

Other sections of the town are suitable for less intensive recreational uses by tourists and day-visitors. A comprehensive recreation system could provide facilities for a diversified range of activities. It would consist of open space areas, conservation areas, forests, public access sites to lakes and rivers, trails, bridle paths, camping and picnic facilities, scenic vistas, and historical buildings and sites.

The conservation of the total natural environment must be one of the most important objectives of the town's Recreation and Conservation Plan. Many of these objectives will become a part of the Land Use Plan for the Town of Willsboro and the basis for the recommended Zoning Plan while others can be implemented through state, county and local ordinances and regulations. However, voluntary action by the residents can make a decisive impact on the environmental factors, especially when coordinated or guided by the local planning board and/or an advisory beautification committee.

provide seating for spectators and would also include a large parking area which is easily accessible from the proposed new Town Office Building, the Library and other civic and commercial facilities. (See Town Buildings Study and Plan, Figure 7).

#### 1c. Bouquet River Conservation Area

The Bouquet River is the most important natural feature of the central area. The banks of the river, between the dam and Lake Champlain, should be protected from possible future intensive development which would be a detrimental impact on its appearance. On the southern side of the river a footpath could follow the river bank to the lake. This area should extend beyond Coonrod Road in the town.

#### 2. New Playground

A new playground and tot lot are recommended in the southern portion of the town, which is where most of the new homes are located but where it is not within easy walking distance of the school facilities. This area is proposed as a residential growth area in the Land Use Plan. The development of this new playground should be implemented in stages, according to the demand.

#### 3. New York State Boat Launching Site

The existing site on Willsboro Point includes presently unused areas suitable for development of a public beach for year-round residents and summer residents. The development of these facilities, which would include picnic areas, toilets and the existing paved parking areas, would significantly add to the recreational resources of the town by providing a public beach in the vicinity of many of the existing summer homes and of the central area.

The Recreation and Conservation Plan can also contribute to the improvement of the core of the central area as a civic, social, commercial and recreational center for residents and tourists. These proposals are indicated in the Town Buildings Study and Plan of this report.

### Recreation Facilities Plan

For the location of the Proposed Recreation Sites and Conservation Areas, refer to Figure 8.

The proposals include the following, by site numbers as itemized below:

#### 1. New Town Park and Civic Center

The development of new public recreation facilities and improvements to the existing facilities in the central area. These proposals are a part of a comprehensive plan for the central area, which is an element of the Town Buildings Study and Plan.

##### 1a. Bouquet River Park

The development of a new park on both sides of the Bouquet River, in the vicinity of the existing dam. This proposal includes a portion of the area previously in industrial use on one side of the river and an area between the bridge and the Old Mill Building and a portion of the present Black Ash Pit area on the east side. This new park should be developed as a "neighborhood" type of park for the entire community. Since it is located near the civic and commercial area of the town, it would also serve the needs of shoppers and visitors. Facilities should include sitting areas and a tot lot. The Old Mill should be preserved as an historic structure - possibly as a museum with restoration realized for the mill dam.

##### 1b. Central School Playground and Playfield

The total redevelopment is recommended at the existing playground and playfield by extending the available area in a northern direction to include the remaining portion of the Black Ash Pit. The proposed facilities would include a new and larger playground with additional equipment, and a new and larger playfield suitable for the use by students and adults. The landscaped area would

4. Willsboro Park

The development of a new major regional recreation facility for tourists and day-visitors is recommended. This proposed recreation area would consist of wooded areas and beaches, and should be developed by a state or county agency. The recommended location is one of the most attractive sections of the lakefront in the Town of Willsboro. It is proposed along the lakefront in the southern portion of the town, accessible from State Route 22. Proposed facilities here would include beaches, a marina, an open-air theater, camping areas, picnic areas, and playfield facilities.

5. Town Forest

The 50-acre property which the town presently owns on Joe Rivers Road should be extended to include adjacent wooded and hilly areas which provide a scenic view across the town. The new town forest should be used for picnic areas and camping sites.

6. Public Access Areas and Trails

The development of a comprehensive system of trails is recommended whereby small public access areas would link to lakes and streams, several high peaks, scenic views, and other attractive physical features such as dense forest, rock outcroppings, etc. The definite locations of such trails should be determined by field surveys. (These facilities are not indicated on Figure 8.)

7. Ski Areas

The feasibility of developing a small local recreation facility for skiing and other winter activities should be explored. Several potential areas have been indicated on Figure 8.

8. Highway Picnic Areas

The development of picnic facilities is recommended at vista points overlooking Lake Champlain, along State Route 22 through Willsboro. Here vistas would be preserved and maintained through scenic easements.

9. Indoor Recreation Facilities

The use of the Grange Hall and of unused industrial buildings in the central area of the town for civic, social and recreational activities should be investigated.

10. Conservation Areas and Plan

The locations of the proposed conservation areas, other than the Bouquet River area, site 1c, are not indicated on Figure 8.

Conservation Plan

Recommendations of the Town's Conservation Plan are:

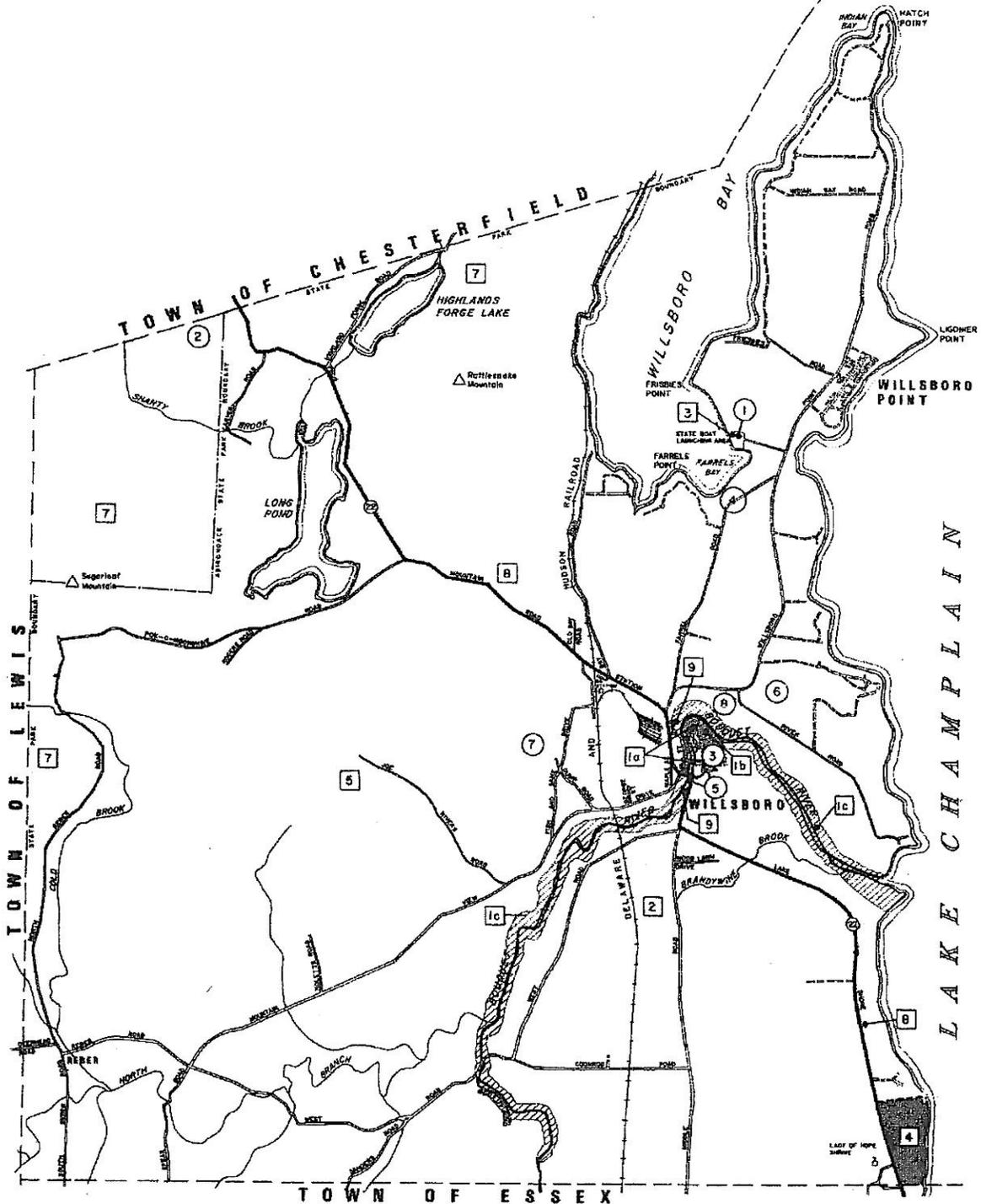
1. Adopt the proposed legal measures which contain provisions related to conservation, such as a zoning ordinance, subdivision regulations, and a housing code.
2. Enforce the existing local and state laws and ordinances, such as the State Conservation Law and the State Public Health Laws.
3. Coordinate the activities of the citizens' groups which are concerned with conservation and environmental factors and encourage voluntary action by individual citizens to implement conservation plans.
4. Encourage private recreational developments which are consistent with the objectives of the Plan.
5. Use scenic and public access easements for the purpose of implementing the planning proposals. Scenic easements should be used:
  - a. To protect the proposed overlooks and vista points.
  - b. To protect areas of exceptional scenic beauty.
  - c. To prevent undesirable development on scenic highways.

Public access easements should be used to compensate land owners for letting the public cross or use their land (trails, hunting and fishing rights).

6. Incorporate conservation objectives into the Land Use Plan, such as buffer strips for incompatible land uses, such as mining activities, and the preservation of streams, wetlands and steep areas.
7. Use citizens' groups to make an inventory of the town to determine what buildings and lands have historical significance or contribute significantly to the character of the town and, therefore, should be preserved.

The town should take the proper steps to restore and/or preserve historical buildings and sites. This should be accomplished through outright purchase, appropriate easements, acceptance of gifts, or any other available means.

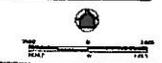
COMPREHENSIVE DEVELOPMENT PLAN



- LEGEND**
- ④ EXISTING RECREATION FACILITIES
  - ⑦ PROPOSED RECREATION FACILITIES
  - ▨ PROPOSED STREAM CONSERVATION
  - PROPOSED MAJOR RECREATION AREAS

**RECREATION AND CONSERVATION PLAN**

THE PREPARATION OF THIS MAP FOR THE NEW YORK STATE OFFICE OF PLANNING, COORDINATION AND DEVELOPMENT WAS FINANCED THROUGH A FEDERAL GRANT. THE MAP IS A REPRESENTATIVE OF THE STATE OF NEW YORK AND IS NOT TO BE USED BY ANY OTHER AGENCY WITHOUT THE WRITTEN PERMISSION OF THE STATE OF NEW YORK.



**TOWN OF WILLSBORO**  
 ESSEX COUNTY, NEW YORK

## FUTURE LAND USE PLAN - 1990

### Introduction

The Future Land Use Plan-1990 for Willsboro is a generalized, long-range plan showing future uses on the basis of the objectives of the Major Development Goals and Policies Section of this report and individual proposals presented in conjunction with specific plan elements of previous studies. Willsboro's Future Land Use Plan is shown on Figure 9, which also incorporates a sketch plan indicating the recommended development of a proposed retail center for the town. This plan and its elements have evolved after study, discussions and refinements with the Town Planning Board and Town Board.

### Overall Planning Objectives and Development Policies

The Major Development Goals and Policies Section of this report discussed the critical problems and the recommended future development policies which determined the character of the plan's various elements. The following over-all objectives, by priority, were established as goals of the Comprehensive Plan:

1. To expand the local economy and to provide additional employment opportunities.
2. To encourage residential growth.
3. To provide for future recreation needs.
4. To maintain the quality of the environment.

The policies which implement these objectives were identified and their impact on the Future Land Use Plan is summarized as follows:

1. The future economic growth of the town can be encouraged primarily by enhancing the desirability of Willsboro as an attractive residential community for the local labor force, prospective employers and commuters to adjacent employment centers.
2. Large areas of suitable land should be made available for future industrial and research facilities in locations where the essential public services can be provided economically.

3. The growth of Willsboro as a residential community requires that the Future Land Use Plan provide for a range of residential densities and housing types. The more intensive uses should be located within existing and possible future utility service districts.
4. The growth of seasonal residential uses should be encouraged by showing potential future areas on the land use plan and thereby decreasing the development pressures on the intensively developed existing areas of seasonal residential use.
5. The recreational needs of the various user categories such as year-round residents, seasonal residents and tourists were analyzed in the Recreation Plan Section of this report. The preservation of the quality of the town's natural environment, its lakes, rivers, hills and wooded areas must be a major goal of the Future Land Use Plan.

#### Plan Development Target Date

1990 has been used as the date of the Future Land Use Plan. A 20 year period is usually considered as foreseeable future or length of time for which reasonably accurate predictions of the future can be made. However, the Future Land Use Plan also reflects much longer range considerations in order to provide an over-all framework for development in Willsboro for the next 25 to 50 years.

#### Basis of Design

The design scheme chosen as the basis for Willsboro's Future Land Use Plan is the concept of a nucleus of year-round land uses in the central area. This serves as the focal point for the more intensive residential, social, commercial and industrial activities, surrounded by areas of less intensive uses such as conservation areas, farm lands and low density residential areas.

Such a design scheme is in keeping with the general pattern of the town's existing land uses and further provides new areas suitable for a high quality of residential, commercial and industrial uses, within potential utility service areas. The Future Land Use Plan also indicates proposals for enhancing the development of the town's central area as the physical and visual core of Willsboro. Maximum use is made of the existing natural features, by encouraging new social and commercial

activities and by improving access from the surrounding areas. New areas suitable for seasonal residential and recreational uses have also been identified.

There are no regional considerations which have significantly influenced the Future Land Use Plan. There are no known plans by other official agencies at the present time which affect the town's proposed plan.

### Land Use Proposals

A variety of future possible land uses for 1990 have been proposed. They include residential, commercial, industrial and public uses, as well as open uses of land. The proposals are as follows:

Conservation. The preservation of the natural beauty, and the conservation of soil and water supply, including the protection of the banks of the Bouquet River is a major objective of the town's Future Land Use Plan. The large conservation area was identified on the basis of the physical features and the soil suitability analysis in a previous section of this report and includes the wooded and hilly interior portion of the town. The extent of this area, which is not suitable for intensive or developed uses, will, to a large degree, establish the predominant character of the town.

Agricultural. Although the economic impact of agricultural activities in Willsboro have declined and is now limited, the existing agricultural activities, however, should be preserved and encouraged. The area shown as recommended for agricultural use is based on the existing land uses and on the soil suitability analysis studies of this report.

Residential. Residential land uses have been recommended with three development densities - medium, low and rural, depending on the location and the proximity to possible future utility service areas. The highest density is proposed in the town's central area. It is related to improved circulation facilities, such as highways and streets, recommended in the Circulation Facilities Plan. These residential areas are in the vicinity of the proposed shopping and industrial areas, and are an essential element of the design scheme based on the avoidance of the scattering of major land uses. A less intensive residential use is recommended for areas outside the town's center which is predominantly seasonal in use. For scenic, as well as for sanitary reasons, a lower density should be encouraged in these areas, which include portions of the Shorelines of Lake Champlain and Long Pond. Rural residential densities are proposed for the remaining sections of the town which are primarily suitable for residential uses.

It should be noted that the degree of suitability for residential uses of a specific area of land may depend on the soil characteristics if on-lot sewage disposal systems are required. Soil conditions vary drastically within some recommended land use areas and minimum residential lot sizes should be established on the basis of percolation tests.

A wide range of housing types, including garden apartments should be encouraged as an important factor in the future housing and development of the town as a residential community for all age and income groups.

Commercial. Willsboro's Future Land Use Plan is based on the concept that the present concentration of commercial uses in the town should be maintained and that a sprawling type of highway commercial development should be discouraged. A proposed Retail Commercial Center (Figure 9) is to accommodate future expansion because the town's existing commercial center, due to topographic conditions, is completely unsuitable for future growth. This proposed community commercial area comprises an area of level land. It is located on State Route 22, north of the center of the town, near the intersection with Willsboro Point Road to serve the residential areas of Willsboro Point. A small commercial area has also been shown off Route 22 at Long Pond to encourage the further growth of facilities catering to tourists.

Industrial. The need for new employment opportunities and for the development of new industrial sites has dictated the location of a proposed industrial area in Willsboro. The existing railroad, the recommended improvements to the highway system, and the vicinity of existing and potential utility services, are major considerations given to site selection here. The proposed area includes the existing industrial facilities and storage areas and provides large level areas between the railroad and the highways for future development. However, the proximity to residential areas requires zoning controls including adequate buffers and green spaces adjoining other types of land use.

Public. The recommendations for the town buildings and for the public recreation facilities are a major component of the Future Land Use Plan. They supplement the recommended compact development of the central area and contribute significantly to the basic goal of establishing the Town of Willsboro as a vital and desirable residential community. Additional discussion on these facilities is covered in a previous section of this report.

Circulation. The proposed circulation system contained in the Future Land Use Plan is designed to handle the town's traffic needs in the foreseeable future. Additional coverage of the recommended circulation system is contained in a previous study of this report.

Future Land Use Allocations

Table 32 shows future land use allocations based on Figure 9.

Table 32. Future Land Use Allocations  
Town of Willsboro - 1990

Major Use	Acres	Percent of Total
Agriculture	8,220	30.0
Conservation	11,645	42.5
Rural Residential	2,860	10.4
Low Density Residential	2,265	8.2
Medium Density Residential	1,085	3.9
Community Commercial	68	5.0
Highway Commercial	90	
Industrial	336	
Stream Conservation	640	
Public Recreation	183	
<b>Total</b>	<b>27,392</b>	<b>100.0</b>

Source: Figure 9.

Conclusion

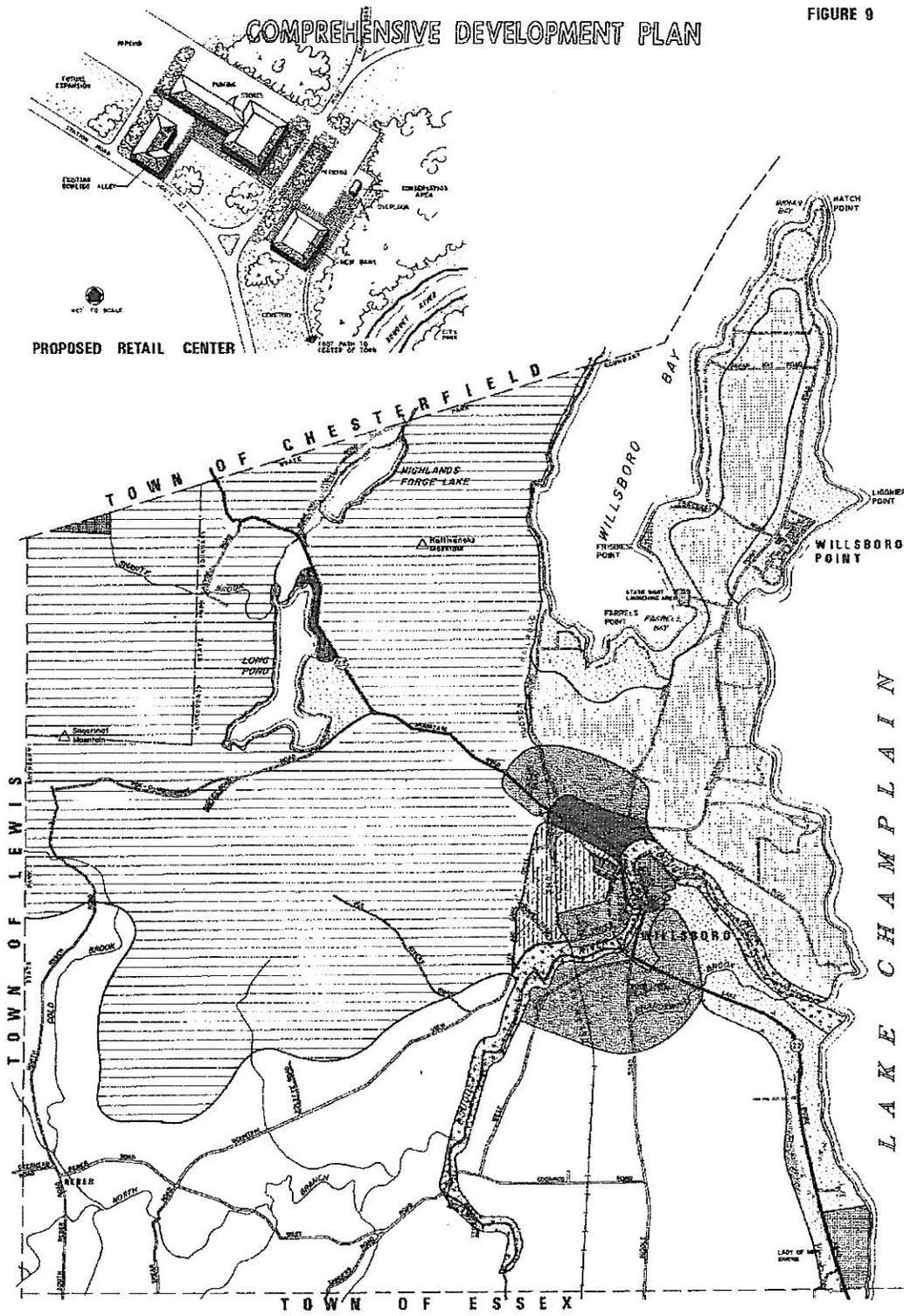
The Future Land Use Plan for the Town of Willsboro will serve as a guide in the preparation of the zoning ordinance draft that follows in this report. A zoning ordinance is the surest method of ensuring that the town will develop along the lines outlined in this plan. The Future Land Use Plan, however, is a guide for the community's growth over a 20-year period.

As population grows to the extent that more residential, or even commercial and industrial land is necessary, the zoning ordinance should be amended to provide these additional lands for the town.

As happens in many fields of endeavor, events may occur which will radically change the concepts of this plan. Such an event might be an industrial park. If such an event occurs, the plan should be reexamined to determine if it is still workable. However, even without the occurrence of any radical changes, the Future Land Use Plan and Zoning Ordinance for the Town of Willsboro should be examined periodically by the planning board to determine if any appropriate updating is necessary.

# COMPREHENSIVE DEVELOPMENT PLAN

FIGURE 9



PROPOSED RETAIL CENTER

TOWN OF LEWIS

TOWN OF CHESTERFIELD

TOWN OF ESSEX

LAKE CHAMPLAIN

**LEGEND**

- |  |                            |  |                              |
|--|----------------------------|--|------------------------------|
|  | AGRICULTURAL               |  | HIGHWAY COMMERCIAL           |
|  | CONSERVATION               |  | INDUSTRIAL                   |
|  | RURAL RESIDENTIAL          |  | STREAM CONSERVATION          |
|  | LOW DENSITY RESIDENTIAL    |  | PUBLIC RECREATION            |
|  | MEDIUM DENSITY RESIDENTIAL |  | CIVIC CENTER                 |
|  | COMMUNITY COMMERCIAL       |  | PROPOSED RELOCATION ROUTE 22 |

**FUTURE LAND USE PLAN-1990**

The preparation of this plan for the year 1990 was based on the best available information at the time of preparation. It is not intended to be a prediction of future land use, but rather a statement of the town's goals and objectives for the year 1990. It is subject to change as more information becomes available.



**TOWN OF WILLSBORO**  
ESSEX COUNTY, NEW YORK

## FINANCIAL ANALYSIS

### Introduction

This section of the report consists primarily of a financial analysis for the Town of Willsboro. The purpose of the financial analysis is to provide a basis for making recommendations for the capital improvements program for the future development of the town. Therefore, this study takes into account tax bases, tax rates, revenues, expenditures, capital outlay and debt position for the Town of Willsboro.

The town is required by the General Municipal Law of the State of New York to make a financial report to the State Comptroller which shows the financial activities for the fiscal year. A review and analysis of these annual reports between 1960 and 1968 is the source for most of the information used in this report.

### Tax Base

The financial resources of a community are limited by its property values and the taxes which are assessed against these values. The total value of the property against which taxes are levied is the assessed valuation or the tax base. This value, which does not generally reflect the market value of the property, is used to prepare the annual property tax schedule and the tax rates.

In order to insure an equitable sharing of the tax burden among communities, the New York State Board of Equalization and Assessments determines the rate of the assessed valuation of the community, which indicates the ratio of the assessed valuation to the full value of real property. The Essex County Board of Supervisors establishes the equalization rate for allocating the cost of county government.

Table 33 shows the assessed valuation and equalized tax rates for selected years between 1960 and 1968 for Willsboro.

Table 33. Assessed Valuation and Tax Rates  
 Town of Willsboro, 1960 to 1968  
 Selected Years with Equalized Tax Rates

Year	Assessed Valuation of Town of Willsboro Real Estate		Equalized Tax Rates	
	Fully Taxable	Wholly Exempt	New York State	Essex County
1960	\$1,424,407	\$171,250	22	26
1965	1,505,852	227,250	17	17
1966	1,438,973	227,250	18	16
1967	1,444,214	227,750	18	18
1968	1,438,783	228,850	18	18

Source: New York State Comptroller, 'Special Report on  
 Municipal Affairs', 1960, 1965, 1966, 1967, 1968.

As can be seen from Table 33, the town's assessed valuation in 1968 was virtually identical with its assessed valuation in 1960. The tax base of the town reflects, therefore, the slow rate of economic growth and the loss of major taxable properties which have occurred in this period. The assessed value of wholly exempt properties has not appreciably changed since 1965 and is equal to an acceptable 16 percent of the total town assessment.

The local tax levy is the amount of funds which must be raised by the community's taxing of real and personal property. This figure is related to the assessed valuation, which determines the annual tax rate.

Table 34 indicates the tax rates per \$1,000 of the assessed value for selected years for the town.

The tax rate of Willsboro has significantly decreased over the past few years. A similar lower range of tax rates is anticipated for the immediate future for the town.

Table 34. Tax Rates, Town of Willsboro  
1960 to 1970 Selected Years

Year	Tax Rate
1960	\$69.86
1965	85.92
1966	87.45
1967	86.18
1968	85.67
1969	82.44
1970	51.53

Source: Town Supervisor's Office and County Supervisor's Office

#### Revenues

The detailed sources of revenue for the Town of Willsboro for selected years are shown on Table 35. The total revenues of the town consist of revenues from various sources such as real estate taxes, state aid and other revenues from licenses, permits and refunds from other authorities.

An analysis of Table 35 indicates that the changes in revenues of Willsboro in the period under review were subject to the same economic trends which influenced the changes in the amounts of the assessed valuations. Real estate taxes fluctuated somewhat, but generally provided 60 to 70 percent of the town's total revenues. The remainder consisted of significant amounts of state aid (14 to 25 percent) and 'other revenues' which largely depend on varying amounts of refunds for services provided for Essex County.

#### Expenditures

Table 36 points out the changes in the expenditure of the Town of Willsboro for selected years. Expenditures include current operations and maintenance expenses, capital outlay and debt service.

Table 35. Revenues, Town of Willsboro  
1960, 1965, 1966, 1967 and 1968

Source	1960	1965	1966	1967	1968
General Town and Highway					
Real estate taxes	\$65,683	\$ 75,345	\$ 71,969	\$ 64,733	\$ 68,474
State aid	15,382	18,698	23,057	28,004	23,515
Federal aid	--	--	--	--	--
Other revenues	<u>12,104</u>	<u>15,416</u>	<u>23,997</u>	<u>18,285</u>	<u>22,856</u>
Total	\$93,169	\$109,459	\$119,023	\$111,022	\$114,845

Source: New York State Comptroller 'Special Report on Municipal Affairs', 1960, 1965, 1966, 1967, 1968.

Table 36. Expenditures, Town of Willsboro  
1960, 1965, 1966, 1967 and 1968

Source	1960	1965	1966	1967	1968
General Town and Highway					
Current operations	\$ 90,441	\$100,646	\$ 81,522	\$ 82,161	\$106,908
Capital outlay	22,277	17,334	21,067	31,854	17,730
Debt Service					
Principal	6,056	10,600	11,299	11,224	11,354
Interest	<u>491</u>	<u>1,006</u>	<u>1,237</u>	<u>1,132</u>	<u>895</u>
Total expenditures	\$119,265	\$129,586	\$115,125	\$126,371	\$136,887

Source: New York State Comptroller 'Special Report on Municipal Affairs', 1960, 1965, 1966, 1967, 1968.

The pattern of annual town expenditures also reflects the economic conditions of Willsboro since 1960. A decrease in the annual revenues was generally matched by a corresponding decrease in expenditures. This overall trend, as in the case of the valuation and of the revenues, shows the impact of the critical period in the middle of the decade and of the attempts to stabilize the local economy since then. Expenditures for current operations decreased after 1965 when it declined from an average of approximately 75 percent of the total expenditure to about 70 percent. Capital outlay fluctuated between 13.5 and 25 percent. Debt service activities remained constant.

### Debt Position

Table 37 shows the debt position of the Town of Willsboro for selected years. The amount of debt a community in the State of New York may incur for general municipal purposes is limited by state law to 7 percent of the 5 year average full valuation of real property taxable for municipal purposes. Therefore, the community's capacity to incur debt is closely tied to its tax base and increases or decreases thereto according to the changes in the tax base.

Table 37. Debt Position, Town of Willsboro  
1960, 1965, 1966, 1967 and 1968

	Constitutional debt limit	Outstanding debt subject to limit	Debt margin	Outstanding debt not subject to limit
1960	\$393,945	\$31,900	\$362,045	\$186,200
1965	595,688	43,640	552,048	149,828
1966	600,321	32,341	567,980	140,273
1967	598,044	26,382	571,662	130,719
1968	585,912	36,528	549,384	121,164

Source: New York State Comptroller's Special Report on Municipal Affairs, '1960, 1965, 1966, 1967, 1968, and Metcalf and Eddy.

At the end of 1968, the town's debt outstanding and subject to the constitutional limit was \$36,528, leaving a debt margin of \$549,384.

## The Public Works and Economic Development Act of 1965

In August 1966, the Eastern Adirondack Economic Development Commission Inc. was formed. In August 1967, it was designated as an Economic Development District by the U. S. Department of Commerce under the provisions of the Public Works and Economic Development Act of 1965. The District is composed of Essex, Clinton, Hamilton, Warren and Washington Counties, New York. The Town of Willsboro is, therefore, located within the Eastern Adirondack Development District and is eligible for the benefits which may be derived from this Act.

The Public Works and Economic Development Act of 1965 is designed to provide new industry and permanent jobs in areas where they are most needed. Emphasis is placed on long-range economic development and programming at the local or district level as a part of an overall economic development plan. The federally approved Overall Economic Development Program of the Eastern Adirondack Economic Development District of 1967 stressed the slow rate of economic growth of the District and emphasized the need for a healthier economy and the reduction of the unemployment rate. The program stated that the lack of developed industrial sites is the major factor in the generally depressed economic conditions of the District. Proposed projects which have an impact on the Town of Willsboro have been listed in a previous section of this report (see Area of Influence Study). Many of the recommendations of the town's Comprehensive Plan conform with the goals of the economic development program for the district. These include improvements to the transportation, industrial, commercial and recreation facilities in the town.

The present administration of Willsboro is aware of the possible assistance available under this Act for the encouragement of new industries to locate in Willsboro. This is a primary concern of the town administration.

### Conclusion

The lack of economic growth in recent years is reflected in the tax base of the town. The lack of economic growth may result in a significant erosion of the financial condition of the community if this trend continues into the future. However, due to prudent management of the expenditures, the reduction in the tax rate and the limited increase in the debt position, the Town of Willsboro is still in a sound financial condition at the present time. Future growth in industrial and commercial activities as proposed in the Future Land Use Plan of this report would assist in increasing the town's tax base through long-ranged, planned economic development.

## CAPITAL IMPROVEMENTS PROGRAM

### Introduction

The various capital improvements needed to implement the recommended objectives of the Comprehensive Development Plan and to give effect to the long-range Future Land Use Plan have been presented in the previous sections of this report. A list of these recommended improvements and their order of priority should be incorporated in a 'Register of Capital Projects' of the town. This form is suggested by the New York State Municipal Law, Section 99-g. The register should be kept by the municipality as the control and historical record of all capital projects.

### Six-year Capital Improvements Program

The capital improvement projects which are recommended for implementation within the six-year capital budgeting period are indicated in Table 38. Individual project estimates and methods of financing are shown in this table, as well as the scheduling over the six-year period. These estimates have been prepared without detailed cost estimates. They are only approximate figures and should be used accordingly.

It is recommended that the town's Capital Improvements Program be reviewed each year and revised where necessary in keeping with changing resources, needs and conditions. Emphasis should be placed on the first two years. Since the Town Board and the Planning Board are likely to become involved in the responsibility for, and the impact of, new capital improvement expenditures, it is suggested that they work together on this program.

An annual review of the Capital Improvements Program can be of considerable benefit to Willsboro. By submitting a six-year Capital Improvements Program each year, town officials can look ahead and better coordinate the projects. As various projects approach the year scheduled, final costs, implications on financing and other factors can be reevaluated. Updating of the Capital Improvements Program each year adds to its effectiveness as an instrument to insure a continuity of long-range improvements that are related to an overall view of the community needs and to achieve town-wide objectives expressed in the Development Plan.

The amounts to be spent on capital improvements may vary from year to year. However, the International City Manager's Association has a standard of 25 to 30 percent of the total municipal expenditures that can be prudently devoted to capital improvements and debt retirement. An analysis of the data in Table 36 indicates that the average expenditure for these items in the years listed was 26 percent, of which approximately 10 percent constituted debt service and 16 percent capital outlay. The present expenditure on capital improvements is, therefore, within the recommended range. A slightly lower rate of expenditure has been used in preparing the town's Illustrative Capital Improvements Program as an important part of a continuing policy of fiscal restraint in Willsboro.

The town's Comprehensive Development Program recommended a number of community improvements. Those considered to be of major importance and proposed for implementation within the six-year capital budget period are listed by priority and include:

1. New Town Hall. The existing Bank Building should be acquired and alterations made to make it suitable for use as the new Town Hall.
2. New Parking Area. A 1.0 acre area in the vicinity of the main shopping area and the new Town Hall should be acquired and developed as a new public parking area.
3. Development of a Town Beach. New beach facilities should be developed on a portion of the State Boat Launching Site.
4. New Bouquet River Park. The town should acquire the remaining portions of land proposed for development as a major community park. The existing obsolete industrial structures should be demolished and the site graded and landscaped. The Old Mill should be restored and the dam improved.
5. Playfield Improvements. Additional land should be acquired in order to upgrade the existing playfield by developing new and improved facilities including a playground.
6. New Playground. A new playground should be developed in the residential growth area in the southern portion of the central area of Willsboro.

For the purpose of developing an Illustrative Six-Year Capital Improvements Program it has been assumed that the average annual expenditure during the budget period will be approximately \$140,000. The total cost of the recommended improvements over the six-year period is \$97,500, and is equal to approximately 12 percent of the expenditure. The proposed scheduling of the Capital Improvements Program is shown in Table 38.

Table 38. Illustrative Six-Year Capital Improvements Program, Town of Willsboro 1971 to 1976

Project Number Priority	Total estimated construction cost	Cost scheduled 6-year period	Recommended and scheduled for six-year period						Maintenance costs for proposed project
			1971	1972	1973	1974	1975	1976	
1. New Town Hall	\$15,000	\$15,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ -	\$ -	\$ -	Annual capital outlays \$1,500
2. New Parking Area	2,500	2,500	2,500	-	-	-	-	-	Annual capital outlays 250
3. Development of a Town Beach	15,000	15,000	7,500	7,500	-	-	-	-	Annual capital outlays 500
4. New Bouquet River Park	40,000	40,000	-	-	10,000	10,000	10,000	10,000	General obligation bonds 2,000
5. Playfield Improvement	20,000	20,000	-	-	5,000	5,000	5,000	5,000	Annual capital outlays 750
6. New Playground	5,000	5,000	-	-	-	2,500	2,500	2,500	Annual capital outlays 500
Total	\$97,500	\$97,500	\$15,000	\$12,500	\$20,000	\$17,500	\$17,500	\$17,500	\$17,500

Source: Metcalf & Eddy

## ZONING ORDINANCE AND MAP

After review by the Town Planning Board, it is suggested that this proposed zoning ordinance be submitted to the Town Attorney for his review relative to legality and that appropriate clauses, if necessary, be inserted according to law.

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## ARTICLE I

### SHORT TITLE, PURPOSES, AND JURISDICTION

#### 1.10 SHORT TITLE

This ordinance is known and cited as the "Town of Willsboro Zoning Ordinance."

#### 1.20 GENERAL INTENT

The intent of this ordinance is to establish comprehensive controls for the development of land in the Town of Willsboro, based on the Comprehensive Development Plan for the Town and enacted in order to promote and protect health, safety, comfort, convenience, and the general welfare of the people.

#### 1.30 PURPOSES

Such regulations shall be made in accordance with the Comprehensive Development Plan and designed to promote the health, safety, morals, and the general welfare of the Town of Willsboro, and to lessen congestion in the streets, to secure safety from fire, panic, and other dangers, to provide adequate light and air, to avoid undue concentration of population, to facilitate adequate provisions for transportation, water, sewerage, schools, parks, and other requirements, under and pursuant to Article 16 of Chapter 62 of the Consolidated Laws, the height, number of stories and size of buildings, signs, and other structures, the percentage of the lot that may be occupied, the size of yards and other open spaces, the density of population, and the use of buildings, structures and land for trade, industry, residence, or other purposes, are hereby restricted and regulated as hereinafter provided. Further, it is the purpose of this Ordinance to preserve the beauty and character of the Adirondack Park setting to the benefit of the community, and to retain the natural vistas of the Adirondacks and of Lake Champlain to the benefit of the residents and visitors to the community.

1.40 AREA OF JURISDICTION

This Ordinance regulates and restricts, as set forth above, the use of land throughout the entire area of the Town of Willsboro.

ARTICLE II  
DEFINITIONS

2.10 INTERPRETATIONS

Unless the context otherwise requires, the following definitions shall be used in interpretations and construction of the Ordinance. Words used in the singular number shall include the plural, and the plural the singular; the word "structure" shall include the word "building"; the word "used" shall include "arranged", "designed", "constructed", "altered", "converted", "rented", "leased", or "intended to be used"; and the word "shall" is mandatory and not optional.

2.20 DEFINITIONS

1. ALTERATIONS - as applied to a building or structure, a change or rearrangement in the structural parts or in the exit facilities, or an enlargement, whether by extending on a side or by increasing in height, or the moving from one location or position to another.
2. AREA, FLOOR - The total of areas taken on a horizontal plane at the main grade level of the principal building, exclusive of uncovered porches, terraces, and steps.
3. AREA, LAND - The total area within the property lines, excluding the external streets.
4. BUILDING - Any structure having a roof supported by columns or by walls and intended for the shelter, housing or enclosure of persons, animals or other property.
5. BUILDING, ACCESSORY - A supplemental building, the use of which is incidental to that of a main or principal building and located on the same lot therewith.

6. **BUILDING, HEIGHT** - The vertical distance measured from the average elevation of the proposed finished grade at the front of the building to the highest point of the roof for flat roofs, to the deck line of mansard roofs, and to the mean height between eaves and ridge for gable, hip and gambrel roofs.
7. **BUILDING, PRINCIPAL** - A building in which is conducted the main or principal use of the lot on which said building is situated.
8. **CLUB, MEMBERSHIP** - An organization catering exclusively to members and their guests, or premises and buildings for recreational or athletic purposes, which are not conducted primarily for gain, providing there are not conducted any vending stands, merchandising or commercial activities, except as required for the membership and purposes of such club.
9. **COVERAGE, LOT** - That percentage of the plot or lot area covered by the building area.
10. **CAMP** - Any land, including any building thereon, used for any assembly of persons for what is commonly known as "camp" purposes, whether or not conducted for profit and whether or not occupied by adults or by children, either as individuals, families, or groups.
11. **DRIVE-IN RESTAURANT** - A place where food or nonalcoholic beverages are served or sold for consumption primarily outdoors or in vehicles.
12. **DWELLING, ONE-FAMILY** - A building of one or more stories in height above the main grade level, which is designed or used exclusively as the living quarters for one family, and having a continuous exterior masonry foundation which shall not be of pier-type supports, porches excepted.

13. DWELLING, TWO-FAMILY - A detached building designed for or occupied exclusively by two families living independently of each other.
14. DWELLING, MULTIPLE - A building used or designed as a residence for three or more families, living independently of each other and doing their own cooking therein, including apartment houses, flats, and group houses.
15. FAMILY - One or more persons occupying the premises and living as a single housekeeping unit, as distinguished from a group occupying a boarding house, lodging house, club, fraternity, or hotel.
16. FILLING STATION - A lot occupied or used for the sale of oil or other motor fuel, lubricants, tires, and accessories for motor vehicles, including facilities for greasing, washing, cleaning, polishing, or otherwise servicing vehicles, but not including painting or major repairing thereof.
17. GARAGE, PRIVATE - An enclosed space for the storage of motor vehicles. No business, occupation or service for profit shall be conducted therein, except as may be permitted in the case of a general service shop in a district where such a shop is permitted. Space for only one vehicle may be rented therein to a nonresident of the premises.
18. GARAGE, PUBLIC - Any garage other than a private garage, which is used for the storage, repair, rental, sales, or servicing of, or the supplying of parts, gasoline or oil to, motor vehicles or similar equipment.
19. HOME OCCUPATION - An accessory use of a service character customarily conducted within a dwelling by the residents thereof, which is clearly secondary to the use of the dwelling for living purposes and does not change the character thereof or have any exterior evidence of such secondary use, excepting signs. The office of a physician, dentist, or other professional person

including an instructor in violin, piano, or another individual musical instrument, limited to a single pupil at a time, who offers skilled professional services to clients, and is not primarily engaged in the purchase of goods or products or the sale of goods or products, shall be deemed to be a home occupation; real estate offices and the occupations of tailoring, dress-making, or millinery, each with not more than one paid assistant, shall be deemed to be home occupations. Dancing or band instrument instruction groups, and stores, trades or other businesses, not herein excepted, shall not be deemed to be home occupations.

20. LINE, LOT - Any line dividing one lot from another.
21. LINE, STREET OR ROAD - The dividing line between the street right-of-way line and the lot.
22. LOADING SPACE, OFF-STREET - One loading space for merchandise or freight shall constitute an area not less than twelve (12) feet in width and thirty (30) feet in length, with a vertical clearance of fifteen (15) feet or more.
23. LOT - A parcel of land occupied or capable of being occupied by a structure or structures including such open spaces as are required by this Ordinance.
24. LOT, CORNER - A parcel of land at the junction of and fronting on two or more intersecting streets.
25. LOT, COVERAGE - That percentage of a lot covered by the building area.
26. LOT, THROUGH - An interior lot having frontage on two parallel or approximately parallel streets.
27. MOBILE HOME - A mobile home is any portable vehicle which is designed to be transported on its own wheels or those of another vehicle; which is used, designed to be used and capable of being used as a detached single family residence; and which is intended to be occupied as a permanent living quarters containing sleeping accommodations, a flush toilet, a tub and shower, kitchen facilities and plumbing and electrical connections for attachment to outside systems.

28. MOBILE HOME PARK - A mobile home park is any parcel of land which is planned and improved for the placement of two (2) or more mobile homes which are used as dwellings and for occupancy of more than ninety (90) consecutive days.
29. NURSING HOME - Any building other than a hospital where persons are housed or lodged and furnished with meals and nursing care for hire.
30. OPEN SPACE - An unoccupied space open to the sky on the same lot with the building.
31. OWNER - Includes a lessee or occupant in control of property.
32. PARKING AREA - Any place, lot, parcel, or yard used in whole or in part for storing or parking six or more motor vehicles under the provisions of this Ordinance.
33. PARKING SPACE - For the purpose of these regulations, one parking space shall constitute an area of 180 square feet of such shape and vertical clearance so as to accommodate one automobile having an overall length of 18 feet.
34. RECREATIONAL FACILITIES, PRIVATE - Recreational facilities supplemental to a principal use, for the utilization by proprietors and guests, and excluding any use which is open to the public for a charge.
35. RESTAURANT - A place for the preparation, serving, and consuming, indoors, of food and beverages other than a tavern.
36. RETAIL STORE - A place, other than a "restaurant", where goods or products are sold, or rented primarily indoors.
37. RETAIL STAND - A place where goods or products are rented or sold primarily outdoors.
38. RIDING ACADEMY - Any establishment where horses are kept for riding, driving, or stabling for compensation or incidental to the operation of any club, association, ranch or similar establishment.
39. SETBACK - The established line beyond which no part of a building shall extend.

40. **SIGN** - A sign or advertising structure or similar device of any kind, intended to attract attention or to communicate a notice, including any surface on which a name, text, device, signal, ornament, or advertising matter is made visible or displayed to public view off the premises of the owner; provided, however, the following shall not be included by this term:
- a. A sign erected by the state, county, town, or village or by any agency or department thereof;
  - b. A directional sign or arrow (which does not exceed three (3) square feet in sign area, nor extend more than four (4) feet in height from the street grade and which does not form a part of another sign or group of signs) with no advertising matter thereon; and
  - c. A patriotic flag or banner when temporarily displayed principally in daytime.
41. **SIGN AREA** - That portion of the advertising surface of a sign, measured from the outside dimensions thereof, on which any name, text, device, signal, ornament, or advertising matter is displayed or visible. A sign having more than one face or advertising surface or a group of connected or related signs shall be deemed only one sign and shall have the total sign area of all such surfaces; provided, however, that if a sign is lettered on both sides, back to back, only one side shall be included as the total sign area thereof.
42. **STREET OR ROAD** - A public or private way which affords the principal means of access to abutting properties, including any highway.
43. **STREET OR ROAD GRADE** - The officially established grade of the street upon which a lot fronts; or if there is no officially established grade, the existing grade of the street shall be taken as the street grade.
44. **STRUCTURE** - Anything constructed or erected, the use of which requires location on the ground, or attachment to something having location on the ground.
45. **TAVERN** - A place in which the principal income is derived from the sale or serving of alcoholic beverages for consumption on the premises, with or without live entertainment.

46. TOURIST ACCOMMODATIONS - A building or group of buildings whether detached or in connected units, used as individual sleeping or temporary dwelling units, designed for transients and providing for accessory off-street parking facilities. The term "tourist accommodations" includes buildings designated as tourist courts, motor lodges, motels, hotels, overnight cabins, housekeeping units, and similar facilities.
47. TRAVEL TRAILER - A Travel Trailer is any portable vehicle which is designed to be transported on its own wheels; which is designed and intended to be used for temporary living quarters for travel, recreational or vacation purposes; and which may or may not include one or all of the accommodations and facilities included in a mobile home.
48. TRAILER CAMP - A trailer camp is any parcel of land which is planned and improved for the placement of two (2) or more travel trailers which are used as temporary living quarters.
49. USE - The specific purpose for which land or a structure is constructed, designed, arranged, intended, or for which it is or may be occupied, used or maintained. The term "permitted use" or its equivalent shall not be deemed to include any non-conforming use.
50. USE, ACCESSORY - A use customarily incidental and subordinate to the principal use or building, and located on the same lot with such principal use or building.
51. USE, NONCONFORMING - a building, structure, or use of land existing at the time of enactment of this Ordinance, and which does not conform to the regulations of the district or zone in which it is situated.
52. YARD - An open unoccupied space on the same lot with a building or structure.
53. YARD, FRONT - An open unoccupied space on the same lot with the principal building, between the front line of the principal building and the right-of-way line of the lot, and extending the full width of the lot.

54. **YARD, REAR** - A space on the same lot with the principal building, between the rear line of the principal building, and the rear line of the lot, and extending the full width of the lot.
55. **YARD, SIDE** - An open unoccupied space on the same lot with the principal building, situated between the side line of the principal building and the adjacent side line of the lot, and extending from the rear line of the front yard to the front line of the rear yard.
56. **ZONING BOARD OF APPEALS** - The Board of Appeals of the Town of Willsboro.
57. **ZONING OFFICER** - The administrative officer charged with the duty of enforcing the provisions of this Ordinance.

ARTICLE III

ESTABLISHMENT AND DESIGNATION OF DISTRICTS

3.10 ESTABLISHMENT OF DISTRICTS

For the purposes of promoting the public health, safety, morals, and general welfare of the Town of Willsboro, the Town is hereby divided into the following types of districts:

- SC - *Stream Conservation District*
- LC - Land Conservation District
- R-R - Residential - Rural Density District
- R-L - Residential - Low Density District
- R-ML - Residential - Medium Low Density District
- R-M - Residential - Medium Density District
- HC - Highway Commercial District
- GB - General Business District
- M - Industrial District

3.20 ZONING MAP

Said districts are bounded as shown on the map entitled "Zoning Map of the Town of Willsboro," adopted \_\_\_\_\_ and certified by the Town Clerk which accompanies, and which, with all explanatory matter thereon, is hereby made a part of this Ordinance.

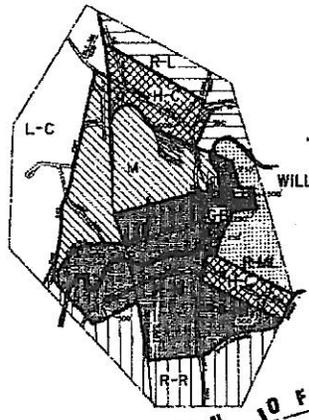
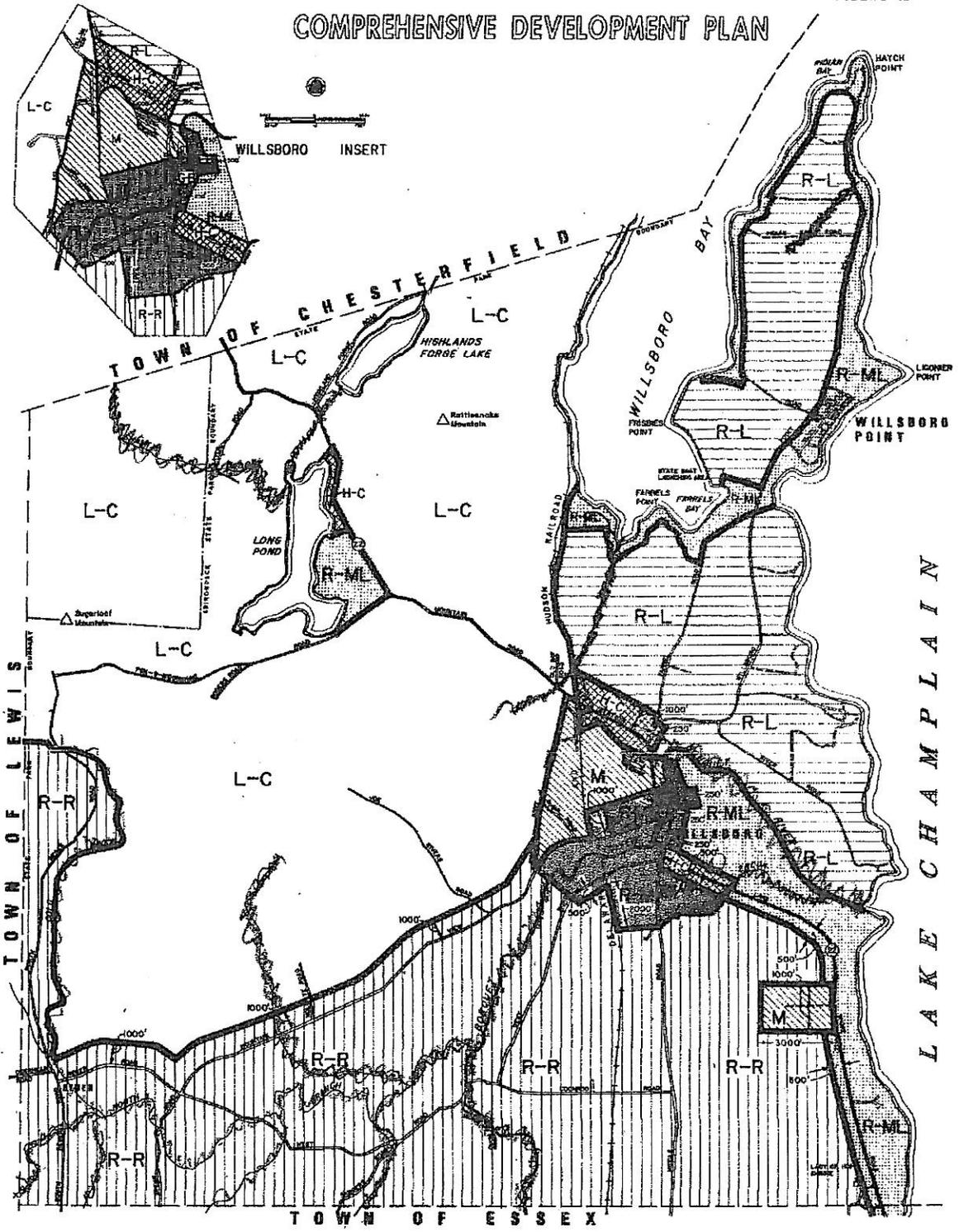
3.30 INTERPRETATION OF BOUNDARIES

Where uncertainty exists with respect to the boundaries of and of the aforesaid districts as shown on the zoning map, the following rules shall apply:

- 3.31 Where district boundaries are indicated as approximately following the center lines of streets or highways, street lines, or highway right-of-way lines, such center lines, street lines, or highway right-of-way lines shall be construed to be such boundaries.

FIGURE 1B

COMPREHENSIVE DEVELOPMENT PLAN



**LEGEND**

L-C	LAND CONSERVATION
R-R	RESIDENTIAL - RURAL DENSITY
R-L	RESIDENTIAL - LOW DENSITY
R-M	RESIDENTIAL - MEDIUM LOW DENSITY
M	RESIDENTIAL - MEDIUM DENSITY
H-C	HIGHWAY COMMERCIAL
GB	GENERAL BUSINESS
I	INDUSTRIAL

*Handwritten note:* 500' District

PROPOSED ZONING MAP

THE TOWN OF WILLSBORO, NEW YORK, HAS ADOPTED THIS ZONING MAP AS PART OF ITS PLANNED DEVELOPMENT. THE TOWN ENGINEER HAS REVIEWED THE MAP AND HAS FOUND IT TO BE IN ACCORDANCE WITH THE ZONING MAP ACT AND LOCAL DEVELOPMENT AND ZONING ACTS. THE TOWN ENGINEER'S REVIEW IS LIMITED TO TECHNICAL ASPECTS AND DOES NOT CONSTITUTE A GUARANTEE OF THE ACCURACY OF THE MAP OR OF THE DATA THEREON.

TOWN OF WILLSBORO  
ESSEX COUNTY, NEW YORK

- 3.32 Where district boundaries are so indicated that they approximately follow the lot lines, such lot lines shall be construed to be said boundaries.
- 3.33 Where district boundaries are so indicated that they are approximately parallel to the center lines or street lines of streets, or the center lines or right-of-way lines of highways, such district boundaries shall be construed as being parallel thereto and at a distance of 500 feet therefrom, unless otherwise specified on the zoning district map.
- 3.34 Where the boundary of a district follows a stream, lake, or other body of water, said boundary line shall be deemed to be at the limit of the jurisdiction of the Town of Willsboro unless otherwise indicated.
- 3.35 Where district boundaries are so indicated that they approximately follow shorelines, such boundary shall be construed as following shorelines; and in the event of change in the shoreline, such boundary shall be construed as moving with the actual shoreline.
- 3.36 In unsubdivided land where a district boundary divides a lot, the location of such boundary, unless the same is indicated by dimensions shown on the map, shall be determined by the use of the scale appearing thereon.

## ARTICLE IV

### DISTRICT REGULATIONS

#### 4.10 SCHEDULES OF REGULATIONS

The restrictions and controls intended to regulate development in each district are set forth in the attached Schedules which are supplemented by other sections of this Ordinance. Unless otherwise indicated, the regulations shall be deemed to be minimum requirements in every instance of their application.

#### 4.20 APPLICATION OF REGULATIONS

In interpreting and applying this Ordinance, the requirements contained herein are declared to be the minimum requirements for the protection and promotion of the public health, safety, morals, comfort, convenience, and general welfare and to prevent the unrestricted use of signs. This Ordinance shall not be deemed to affect in any manner whatsoever, any covenants or other agreements between parties; provided, however, that where this Ordinance imposes a greater restriction upon the use of buildings or land, or upon the erection, construction, establishment, moving, alteration or enlargement of buildings than are imposed by other ordinances, rules, regulations, licenses, certificates, or other authorizations, or by easements, covenants, or agreements, the provisions of this Ordinance shall prevail.

Except as hereinafter provided, the following general regulations shall apply to every building and use covered by this Ordinance:

- 4.21 No building, structure or sign shall be erected, moved, altered, rebuilt, or enlarged, nor shall any land, water or structure be used, designed or arranged to be used, for any purpose except in conformity with this Ordinance, and with the Schedules constituting this Article, for the district on which such structure or land or water is located.

- 4.22 Every building, structure, or sign hereafter erected shall be located on a lot as herein defined and, except as herein provided, there shall be not more than one main building and its accessory buildings on one lot, except for nonresidential buildings in districts where such uses and structures are permitted.
  
- 4.23 No yard or other open space necessary for any building under these regulations shall be included as any part of the yard or open space for any other building; no yard or any other open space on one lot shall be considered as a yard or open space for a building on any other lot.

ADD New Materials  
on Stream Conservation

SCHEDULE 1  
ZONING SCHEDULE OF USE CONTROLS  
TOWN OF WILLSBORO, NEW YORK

Zoning Map Symbol	District	Purposes	Permitted Principal	Permitted Accessory	Special
L-C	Land Conservation	To delineate those areas in the Town of Willsboro where substantial development of the land in the form of buildings or structures is limited due to special or unusual conditions of topography, drainage, flood plain or other natural conditions, whereby considerable damage to buildings or structures and possible loss of life may occur due to the processes of nature.	Farm and other agricultural operations One-family detached seasonal and year-round dwellings Public parks Conservation practices and areas Forest nurseries and services Rod and Gun Clubs Wildlife and game preserves Essential public services Private cabins for hunting and fishing	Private garages and off-street parking areas Customary home occupations Signs Other accessory uses customarily incidental to the principal use	Natural production uses Private seasonal camps (profit and non-profit)
R-R	Residential-Rural Density	To delineate those areas where predominantly rural density one-family detached residential uses have occurred or will be likely to in accordance with the Development Plan for the Town of Willsboro. To protect the integrity of residential-rural uses by prohibiting the incursion of incompatible nonresidential uses.	Farm and other agricultural operations One-family detached seasonal and year-round dwellings <del>Individual, seasonal, residential and mobile dwellings</del> Public parks and playgrounds Forest nurseries and services Animal or veterinary hospitals Private cabins for hunting and fishing Churches and similar places of worship Cemeteries Public schools Kennels Wildlife and game preserves Essential public services Rod and Gun Clubs Retail stands for farm crops	Private garages and off-street parking areas Customary home occupations or professional offices Signs Other accessory uses customarily incidental to the principal use Temporary structures On a farm - open storage of machinery or vehicles with farming operations Private swimming pools Private stables	Riding academies and public stables Dude ranches and camps Golf courses, country clubs and clubhouses and other membership clubs Natural production uses Trailer Camps and Mobile Home Parks
R-L	Residential-Low Density	To delineate those areas where predominantly low density one-family detached residential uses have occurred or will be likely to in accordance with the Development Plan for the Town of Willsboro. To protect the integrity of residential uses by prohibiting the incursion of incompatible nonresidential uses.	Farm and other agricultural operations One-family detached year-round dwellings Churches and similar places of worship Cemeteries Public schools Public parks, playgrounds and docks Essential public services Retail stands for farm crops	Any accessory use permitted in the R-R District Private boathouses and docks for which N.Y. State permit has been issued	Golf courses, country clubs and clubhouses and other membership clubs Marinas and boat storage facilities operated for a profit

SCHEDULE I (continued)

Zoning Map Symbol	District	Purposes	USES		
			Permitted Principal	Permitted Accessory	Special
R-ML	Residential-Medium Low Density	To delineate those areas where predominantly medium density one-family detached residential uses have occurred or will be likely to occur in accordance with the Development Plan for the Town of Willsboro. To protect the integrity of residential uses by prohibiting the incursion of incompatible nonresidential uses.	<p>Farm and other agricultural operations</p> <p>One-family detached year-round dwellings</p> <p><del>Mobile homes</del></p> <p>Homes</p> <p>Churches and similar places of worship</p> <p>Cemeteries</p> <p>Public schools</p> <p>Public parks, playgrounds, and docks</p> <p>Essential public services</p> <p>Retail stands for farm crops</p>	<p>Any accessory use permitted in an R-L District, except private stables</p>	<p>Nursing homes</p> <p>Trailer Camps and Mobile Home Parks</p> <p>Any special use permitted in the R-L District</p>
R-M	Residential-Medium Density	To delineate those areas where predominantly medium density residential uses have occurred or will be likely to occur in accordance with the Development Plan for the Town of Willsboro.	<p>Farm and other agricultural operations</p> <p>One-family detached year-round dwellings</p> <p><del>Mobile homes</del></p> <p>Homes</p> <p>Churches and similar places of worship</p> <p>Cemeteries</p> <p>Public schools</p> <p>Public parks and playgrounds</p> <p>Essential public services</p> <p>Retail stands for farm crops</p>	<p>Any accessory use permitted in the R-ML District, except private stable, boat houses and docks.</p>	<p>Multiple dwellings</p>
HC	Highway Commercial	To delineate those areas where predominantly highway oriented commercial uses have occurred or will be likely to occur in accordance with the Development Plan for the Town of Willsboro.	<p>Wholesale businesses</p> <p>Restaurants and others</p> <p>Retail stores and shops</p> <p>Essential public services and buildings</p> <p>Boat sales</p> <p>Travel Trailer and Mobile Home sales</p> <p>Used, new car and snowmobile sales</p> <p>Farm machinery sales, service and repairs</p> <p>Other highway commercial uses which, in the opinion of the Zoning Board of Appeals, are similar in scale and service nature to those listed above.</p>	<p>Off-street parking and loading</p> <p>Signs</p> <p>Other accessory uses incidental to the principal use.</p>	<p>Filling stations</p> <p>Public garages</p> <p>Hotels and tourist accommodations</p> <p>Commercial shops and restaurants in tourist accommodations</p>

SCHEDULE I (continued)

Zoning Map Symbol	District	Purpose	USES		
			Permitted Principal	Permitted Accessory Special	
GB	General Business	To delineate those areas where predominantly general business uses have occurred or will be likely to occur in accordance with the Development Plan for the Town of Willshoro.	<p>Retail stores and shops                      Restaurants and diners                      Used and new car sales                      Bars and taverns                      Personal service shops                      Business or professional offices                      Gift shops                      Libraries                      One-family dwellings                      Two-family dwellings                      Public parks and playgrounds                      Essential public services                      Other general business uses which, in the opinion of the Zoning Board of Appeals, are similar in scale and service nature to those permitted above.</p>	<p>Off-street parking and loading                      Signs                      Customary home occupations                      Other accessory uses incidental to the principal uses.</p>	<p>Bus passenger stations                      Multiple dwellings                      Nursing homes                      Filling stations                      Public garages</p>
M	Industrial	To delineate those areas where industrial uses have occurred or will be likely to occur in accordance with the Development Plan for the Town of Willshoro.	<p>Farm and agricultural operations                      Essential public services                      Industrial research and laboratory uses                      Food and associated industries                      Office buildings for associated engineering and administrative purposes of the principal uses                      Other industrial uses which, in the opinion of the Zoning Board of Appeals, are similar in scale and service nature to those permitted above.</p>	<p>Off-street parking and loading                      Signs                      Other accessory uses incidental to the principal uses.</p>	None

SCHEDULE II  
ZONING SCHEDULE OF AREA, BULK, HEIGHT, AND COVERAGE CONTROLS  
TOWN OF WILLSKORO, NEW YORK

Zoning Map Symbol	District	Minimum Lot Area (sq. ft.)	Minimum Lot Width (ft.)	Minimum Lot Depth (ft.)	Minimum Yard Dimensions (ft.)			Maximum Height Buildings (feet/stories)	Maximum Lot Coverage Maximum coverage (%)
					Minimum Front Yard (ft.)	Minimum Side Yard One/Both (ft.)	Minimum Rear Yard (ft.)		
LC	Land Conservation	120,000	300	400	200	75/150	75	35/2-1/2	10
R-R	Residential-Rural Density	80,000	200	400	150	50/100	50	35/2-1/2	10
R-L	Residential-Low Density	40,000	200	200	75	25/50	35	35/2-1/2	15
R-ML	Residential-Medium Low Density	20,000	100	200	50	20/40	25	35/2-1/2	20
R-M	Residential-Medium Density	15,000	75	150	40	12/24	20	35/2-1/2	40
HC	Highway Commercial	40,000	200	200	50	30/60	50	35/2-1/2	40
GB	General Business	5,000	50	100	-	*	15	40/3	80
M	Industrial	120,000	300	400	100	75/150	75	25/2	30

NOTE:

\* No side yard shall be required except a ten (10) foot side yard shall be required where a GB-General Business District abuts and is adjacent to an R-ML, R-M or HC District.

Schedule III  
Off-Street Parking and Loading Requirements  
Town of Willsboro, New York

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|---|--|
| 1. Churches, community buildings, or other places of public service or public assembly.   | One (1) for each four (4) seats.   |
| 2. One-family, two-family, detached and multiple dwellings.   | Two (2) for each dwelling unit.  |
| 3. Public schools   | One (1) per classroom in an elementary and junior high school and two (2) per classroom in a senior high school, plus spaces needed for auditorium or gymnasium (whichever has the larger capacity). |
| 4. Customary home occupations   |  |
| 5. Nursing homes  | Two (2) for each three (3) beds plus one (1) for each employee   |
| 6. Tourist accommodations in motels and hotels  | One (1) for each accommodation unit plus one (1) for each employee.  |
| 7. Restaurants  | Two (2) for each six (6) seats plus two (2) for each three (3) employees.  |
| 8. Offices - Business and Professional  | One (1) for each 500 square feet of building area plus one (1) for each employee.  |
| 9. Retail stores and shops  | One (1) for each 200 square feet of ground floor area of building and one (1) for each 400 square feet of upper floor area of building. Minimum of ten (10) spaces.                                  |
| 10. Public garages and filling stations.  | Three (3) for each employee plus space for all vehicles used directly in the conduct of such business.   |
| 11. Membership clubs and permanent meeting places of veterans, business, civic, fraternal, labor, and other similar organizations | One (1) for each fifty (50) square feet of gross floor area.   |
| 12. Dude ranches and camps  | Two (2) for each three (3) beds plus one (1) for each employee.  |
| 13. Wholesale establishments  | One (1) for each 300 square feet of gross floor area.  |
| 14. Industries  | One (1) for each employee plus space for visitor parking.  |

ARTICLE V

SUPPLEMENTARY LOT REGULATIONS

5.10 LOT REGULATIONS

The provisions of this Ordinance shall be subject to such exceptions, additions, or modifications as herein provided by the following supplementary regulations:

5.11 Subdivision of a Lot. Where a lot is formed hereafter from the part of a lot already occupied by a building, such separation shall be effected in such manner as not to impair conformity with any of the requirements of this Ordinance with respect to the existing building, and all yards and other required spaces in connection therewith, and no permit shall be issued for the erection of a building on the new lot thus created unless it complies with all the provisions of this Ordinance.

5.12 Existing Undersized Lots. Any lot held in single and separate ownership prior to the adoption of this Ordinance whose area and/or width and/or depth are less than the specified minimum lot requirements of this Ordinance for that district, may be considered as complying with such minimum lot requirements, and no variance shall be required provided that:

1. Such lot does not adjoin another vacant lot or lots held by the same owner, whose aggregate area is equal to or greater than the minimum lot area required for that district;
2. Such lot has an area of at least three-quarters of the required square footage and a minimum width of at least three-quarters of the required front footage;
3. The following minimum yard dimensions are maintained: at least three quarters of the required footage for side, front and rear yards;

4. All other requirements for that district are complied with.
- 5.13 Required Open Areas. The maximum slope of required open areas may not exceed twenty percent. Required open areas shall be unobstructed, except as permitted otherwise in this Ordinance.
- 5.14 Access to Lots. A lot to be used for building purposes shall have direct frontage on a street, except in LC - Land Conservation District, pursuant to Town Law, as amended.
- 5.15 Lots Under Water or Subject to Flooding. No more than ten percent of the minimum area requirement of a lot may be filled by land which is under water or subject to periodic flooding. Land which is under water that is open to use by persons other than the owner of the lot, shall be excluded entirely from the computation of the minimum area of that lot. For the purposes of this section, land in the bed of a stream not exceeding five feet in width at mean water level, and land in any pond not exceeding 150 square feet in area shall not be considered as under water.
- 5.16 Excavations for Construction of Buildings. Excavations in connection with the construction on the same lot of a building for which the building permit has been issued shall be permitted in any district. In the event that building construction operation is arrested prior to completion of the building, the premises shall be cleared of rubbish, building materials or other unsightly accumulations; any excavation for a building basement, foundation, utility or otherwise, for a depth greater than two feet below grade, shall be filled and the topsoil replaced, or all such excavations shall be entirely surrounded by a substantial fence at least six feet high that will effectively block access to the area. Where necessary, suitable gates shall be installed and provided with locks. Such clearing, filling and/or a fence shall be completed not later than the expiration date of the building permit.

5.17 Transition Areas

- (1) Lots in Two Districts. Where a district boundary line divides a lot in single or joint ownership of record at the time such line is adopted, the regulations for the less restricted portion of such lot may extend not more than thirty feet into the more restricted portions, provided the lot has frontage on a street in the less restricted district.
- (2) Yard Requirements for Zones Abutting Residential Zones. Where the corner lot of a zone other than residential fronts on a street that is otherwise residential, yard requirements for the frontage on such residential street shall be the same as required for the residential district.
- (3) Off-Street Parking Area Requirements for Zones Abutting Residential Zones. Where off-street parking or loading space is provided in accordance with the requirements of this Ordinance or otherwise, and such parking and loading space abuts or adjoins a residential zone, or is separated from a residential zone only by a street or alley or easement, and abuts, adjoins or is directly across the street from a residential district, said parking or loading space shall be effectively screened from the aforementioned residential zone by means of screen planting and/or fence. No parking shall be allowed within six feet of such screening. The screening shall be such as to effectively reduce the noise, light, dust or any nuisance incidental to such parking or loading use, consistent with the interest of safety and preservation of character of the residential neighborhoods. Such screening shall be at least four feet high and not higher than six feet. The parking areas shall be so developed that no fixed lighting nor vehicular lights shine into adjacent residential or highway zones. Entrances and exits for off-street parking areas in zones other than residential, or off-street parking accessory to other than residential uses, shall be located on or as close as possible to the streets in the district of which the parking is accessory, and in all cases so as to avoid putting traffic onto residential streets.

- 5.18 Travel Trailer or Mobile Home. A travel trailer or mobile home parked or placed outside a mobile home park or travel trailer camp shall have an adequate supply of pure water for drinking and domestic purposes, and a sewage disposal system. Both water and sewage disposal systems shall satisfy the requirements of the Essex County Department of Health and other minimum lot requirements as required in this Ordinance.

5.20 GENERAL LANDSCAPING

- 5.21 General Landscaping Requirements. Every layout or plot plan submitted to the Zoning Officer shall indicate information on the landscaping of the site. The landscaping shall conform to the existing natural qualities of the site and of the surrounding area and shall maintain the quality of the physical environment of the town. This regulation shall not apply to one-family detached dwellings.
- 5.22 Enclosed Uses. Any enclosed use as may be required by this Ordinance to be landscaped in accordance with this subsection shall provide a fence, screen, or landscaping sufficient to obscure such uses from view from abutting properties lying in R-Districts or from public rights-of-way.
- 5.23 Reviewed by the Planning Board. Plans and site designs for the installation of landscaping or required fences shall be reviewed by the Planning Board prior to the issuance of a Building Permit.
- 5.24 Maintenance. Any landscaping or fencing installed in accordance with this section shall be maintained in good order to achieve the objectives of this section.

5.30 LAKEFRONT PROTECTION

- 5.31 Application of Regulation. For the purpose of protecting the lakefronts and ponds and in order to maintain safe, healthful conditions and to prevent and control water pollution and to control building sites, placement of structures and preserve shore cover and natural beauty, these regulations shall apply to all lakefront and pond properties. The use of land and water, the size, type and location of structures on lots, the installation of waste disposal facilities, the filling, grading, lagooning and dredging of any land, the cutting of

5.42 Yard Regulations

1. Terraces. A paved terrace may be included as a part of the yard in determination of yard size; provided, however, that such terrace is unroofed and without walls or parapets. Such terrace, however, may have a guard railing not over three feet in height and shall not project into any yard to a point closer than five feet from any lot line.
2. Porches. An enclosed porch shall be considered a part of the building in determining the size of yard or amount of lot coverage.
3. Projecting Architectural Features (Horizontal). The space in any required yard shall be open and unobstructed, except for the ordinary projection of the windowsills, belt courses, chimneys, cornices, eaves, and other architectural features; provided, however, that such features shall not project more than three feet into any required yard.
4. Yards for Corner Lots. On a corner lot, each side which abuts a street shall be deemed a front yard and the required yard along each street shall be the required front yard. The owner shall decide (when applying for a building permit) which of the remaining yards shall be the required side yard and the required rear yard.
5. Yards for Double Frontage Lots. For any through lot, fronting on parallel or abutting streets, both frontages shall comply with the front yard requirements of the district in which it is located.
6. Bay Windows. Bay windows, including their cornices and eaves, may project into any required yard not more than three feet, provided, however, that the sum of such projections on any wall do not exceed one-fourth the length of any such wall.

7. Fire Escapes. Open fire escapes may extend into any required yard not more than six feet, provided, however, that such fire escape shall not be closer than four feet at any point to any lot line.

5.50 ACCESSORY USES

- 5.51 Accessory Buildings. Accessory buildings unattached to principal buildings shall be located no closer to the principal buildings, unless otherwise specified in this Ordinance, than 12 feet or a distance equal to the height of each accessory building, whichever is greater. Any accessory building physically attached to a principal building, including attachment by means of a breezeway or a roofed passageway with open or latticed sides, is deemed to be part of such principal building in applying regulations.

- 5.52 Location of Detached Accessory Buildings in Required Yard Area. An accessory building shall be permitted in any required rear yard if the aggregate ground area covered, other than cornices and eaves, shall not exceed 15 percent of the rear yard area in any residential district, or 50 percent of the rear yard in any commercial or business district. No accessory building shall be located closer than ten feet from any lot line.

5.60 SEASONAL DWELLING UNIT CONVERSIONS

- 5.61 Occupancy Permits for Existing Units. The Zoning Officer shall compile a list of all seasonal dwelling units and shall issue forthwith a certificate of occupancy for each seasonal dwelling unit stating that the building for which the certificate of occupancy is issued shall be used only on a seasonal basis. No dwelling unit for which a seasonal occupancy permit has been issued shall be used for year-round occupancy except as otherwise provided herein.
- 5.62 Occupancy Permits for Conversions to Year- Round Occupancy. All persons desiring to convert to year-round occupancy a

seasonal dwelling for which a permit shall have been issued for seasonal occupancy shall apply to the Zoning Officer in accordance with Article VII of this Ordinance. It shall be the objective of the Zoning Officer to preserve the public health, safety, and welfare by preventing unsafe or unsanitary living conditions, overcrowding of families, and lack of privacy. The approval of any such application shall include appropriate conditions and safeguards in harmony with the general purpose and intent of this Ordinance.

5.70 SIGNS

Signs may be erected and maintained only when in compliance with the following provisions:

*Stream Conservation*

5.71 Signs in Land Conservation and Residential Districts. (LC, R-R, R-L, R-ML and R-M). The following types of nonilluminated, nonadvertising signs are permitted in all LC and R-Districts as follows:

1. Nameplates and Identification Signs not to exceed two (2) square feet in area.
2. Sale or Rental Signs not to exceed six (6) square feet in area. *All New*
3. Temporary Development Signs during construction, repairs, or alterations not to exceed two (2) square feet in area.

5.72 Signs in Business Districts (HC and GB). Business and advertising signs are permitted in the Highway Commercial and General Business Districts in accordance with the following regulations:

1. Projection of Signs. No sign shall project more than three (3) feet from the main wall of a building nor shall any sign project into a public way.

2. Height of Signs. No signs shall be higher than the height limit in the district where such a sign is located, nor shall any sign be located upon the roof of any building.
3. Size of Signs. No sign shall exceed one hundred (100) square feet in size.
4. Mechanical and Neon Lighted Signs. Mechanical and neon lighted signs, signs with moving parts and flashing signs shall not be permitted within the Town of Willsboro.

5.73 Signs in Industrial District (M). Industrial signs are permitted in the Industrial District as follows:

1. For each use not more than two (2) signs of any kind whatsoever and no sign shall exceed forty-eight (48) square feet in sign area. Each sign shall be constructed of durable materials in a safe, workmanlike manner and maintained at all times in good repair.

5.80 OFF-STREET PARKING SPACES

5.81 General. For any permitted use of premises hereinafter established, parking spaces shall be provided and maintained off the street in accordance with the standards as specified in Schedule III of this Ordinance and below, and any use already established shall conform to these standards to the extent that it conforms at the time of adoption of this regulation.

Sufficient parking spaces shall be provided in connection with any use not included in Schedule III so as to maintain the purposes and intent of this Ordinance, as set forth in Article I.

5.82 Combined Parking Lots. Each use requiring parking must have a separate total number of parking spaces for that use. Where separate parts of a building or structure are used for purposes requiring different amounts of parking space, the number of spaces shall be determined by adding the number

of spaces required for each type of use. Allowed, however, are combined parking lots for various uses, provided that the total number of parking spaces in any such combined parking lot shall be equal to the total mandatory parking spaces for all uses so combined, and provided that all other requirements herein contained shall be adhered to.

- 5.83 Joint Use of Parking Areas. The owners of two or more separate premises may establish a joint parking area to provide the total number of required parking spaces.
- 5.84 Parking Space Requirements Exceptions. The Board of Appeals may allow different uses to combine their required parking spaces if it is shown to the satisfaction of the Board of Appeals that there will not normally be a conflict of times between the combining uses as to need for parking space. All other requirements as to parking space required shall be adhered to, and only the combining of the number of parking spaces shall be allowed.
- 5.85 Maintenance. Off-street parking areas shall be suitably improved (drained and graded) and maintained, so as not to cause any nuisance from excessive storm water, dust or erosion.
- 5.86 Separate from Public Street. Parking lots shall be separated from any public street by a curb, fence or other barrier at the street line, except at the points of access.
- 5.87 Parking in Residential District. Required parking space in residential districts shall be located only on the same lot as the principal use.
- 5.88 Loading Spaces. For all nonresidential uses with a floor area of 2,500 square feet, to and including 25,000 square feet, one loading space shall be required. For each additional 25,000 square feet or fraction thereof, one additional space shall be required.

5.90 NONCONFORMING USES AND BUILDINGS

- 5.91 Continuing Existing Uses. Except as otherwise provided in this section, the lawfully permitted use of land or buildings existing at the time of the adoption of this Ordinance may be continued, although such uses do not conform to the standards specified in this Ordinance for the zone in which such land or building is located. However, no land shall be subdivided so as to create a nonconforming lot, use, building, or other structure, or make a nonconforming lot, use, building, or other structure more nonconforming from the effective date of this Ordinance.
- 5.92 Nonconforming Use of Land. Where no building or structure is involved, the nonconforming use of land may be continued; provided, however, that no such nonconforming use shall be enlarged or increased, nor shall it be extended to occupy a greater area of land than that occupied by such use at the time of the adoption of this Ordinance, unless specifically allowed by other provisions in the Ordinance, nor shall any such nonconforming use be moved in whole or in part to any other portion of the lot or parcel of land occupied by such nonconforming use at the time of the adoption of this Ordinance; provided, further, that if such nonconforming use of land, or any portion thereof, ceases for any reasons for any continuous period of more than one year, or is changed to a conforming use, any future use of the land shall be in conformity with the provisions of this Ordinance. No nonconforming use of land shall be changed to another nonconforming use.
- 5.93 Nonconforming Use of Buildings. A building or structure, ~~including a sign,~~ the use of which does not conform to the use regulations for the district in which it is situated, shall not be enlarged or extended. Such ~~sign~~ or nonconforming building shall not be structurally altered to an extent greater than fifty percent of its equalized assessed valuation, unless such alterations are required by law; provided, however, that such maintenance and repair work as is required to keep a nonconforming building or structure in sound condition shall be

permitted; and provided further that any such nonconforming use may be extended throughout any parts of the building which were manifestly arranged or designed for such use at the time of the adoption of this Ordinance. A nonconforming use may be changed only to a conforming use, or if the building in or on which such use is conducted or maintained is moved for any distance whatsoever, for any reason, then any future use of such building shall be in conformity with the standards specified by this Ordinance for the district in which the building is located. If any building ~~or sign~~ in which any nonconforming use is conducted or maintained is hereafter removed, the subsequent use of the land on which such building was located and the subsequent use of any ~~sign or~~ building thereon shall be in conformity with the standards specified by this Ordinance for the district in which such land, building or sign is located.

Redef. New Section 5.94

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6  
5.94 Nonconformity, Other Than Use. No permit shall be issued that will result in the increase of any nonconformity in height, yard space, or land coverage. Nothing in this Ordinance shall prevent the use of any lot, or the erection of a building or other structure on any lot, which does not conform to the minimum area, shape, or frontage requirements of this Ordinance, provided that all other requirements of this Ordinance have been met and the owner of such lot does not own sufficient contiguous land to make a conforming lot or a more nearly conforming lot.

5.95 Restoration. No building, structure, or sign damaged by fire or other causes to the extent of more than 50 percent of its equalized assessed value or of its depreciated value shall be repaired or rebuilt in conformity with the regulations of this Ordinance or according to the Zoning Board of Appeals.

5.96 Completion of Buildings and Signs Under Construction. Any building, extension, or alteration for which a permit has been duly granted, the construction of which has been started before the effective date of this Ordinance, or of a pertinent

amendment thereto, and the ground story framework of which, including the second tier of beams, has been completed within one year after the adoption of this Ordinance or amendment thereto, may be completed in accordance with plans on file with the Building Inspector, provided that such construction is diligently prosecuted and the building is completed within two years of the adoption of this Ordinance. If construction progress has been substantial on any sign, this paragraph shall apply to it.

5.97 Certificate of Existing Use. Property owners shall register the use or dimensions of land, or the existence of structures or signs not in conformance with the provisions of this Zoning Ordinance, by filing a Certificate of Existing Use with the Zoning Officer who will ascertain that the particulars of the said certificate are accurately stated. Such certificate shall be filed within one year after the effective date of this Ordinance. With respect to a sign, the following details, together with supporting evidence, shall be provided by the owner ~~on request~~ of the Zoning Officer and the certificate shall state:

- to
- (1) The date of original construction and the date of any substantial alterations;
  - (2) The total cost of labor and materials;
  - (3) A scale drawing or a photographic reproduction of the sign showing all dimensions and the text; and
  - (4) The number of remaining life years of undepreciated life claimed for the sign. If such depreciation is taken on the tax returns or schedules used for tax purposes, the owner shall furnish an affidavit to that effect upon request. — of the Zoning Officer

## ARTICLE VI

### STANDARDS FOR SPECIAL PERMITS

#### 6.10 SUPPLEMENTARY STANDARDS

- 6.11 General Provisions. The special use for which conformance to additional standards is required by this Ordinance shall be deemed to be permitted uses in their respective districts, subject to the satisfaction of the requirements and standards set forth herein, in addition to all other requirements of this Ordinance. All such uses are declared to possess characteristics of such unique and special forms that each specific use shall be considered as an individual case.
- 6.12 Required Map and Plans. An area map, showing the location of the property or sign with respect to surrounding property, streets, and other important features and a plan for the proposed development of a site for a permitted special use, shall be submitted with an application for a special permit. The plan shall show the location of all buildings, parking areas, traffic access and circulation drives, open spaces, landscaping, topography, special features, and any other pertinent information, including such information about neighboring properties as may be necessary to determine and provide for the enforcement of this Ordinance.
- 6.13 Application for Special Use Permit. Application for required special permits shall be filed with the Zoning Officer who shall forward the application to the Zoning Board of Appeals for decision.
- 6.14 Application Fee. A nonrefundable fee of \$ \_\_\_\_\_ to cover the cost of processing special use permits and applications therefor, shall accompany any application for a special use permit, and shall be in addition to the building permit fee as prescribed in this Ordinance.

- 6.15 Referral of Application to Planning Board. Each application for a special permit shall be referred to the Planning Board for a report, which report shall be rendered prior to 20 days after receipt by the Planning Board of the referred application. If the Planning Board does not submit a report to the Zoning Board of Appeals within 20 days, the application will be considered as having the Planning Board's approval.
- 6.16 Required Vote If Planning Board Disapproves Application. If the Planning Board's report is unfavorable to the application as submitted, the Zoning Board of Appeals, in order to approve the special use permit, must render a four-fifths vote in favor of the application.
- 6.17 Expiration of Special Permit. A special permit shall be deemed to authorize only one particular special use, and such permit shall be considered null and void if, within one year from the date of issue all improvements required for this special use are not completed, and if the special use shall cease for more than one year for any reason, unless otherwise provided in the Zoning Board of Appeal's approval of said use.
- 6.18 Revocation of Special Permits. A use authorized by special permit may be revoked by the Zoning Board of Appeals if it is found and determined that there has been a failure of compliance with any one of the terms, conditions, limitations, and requirements imposed by said permit.
- 6.19 Conditions and Safeguards. The Zoning Board of Appeals shall attach such conditions and safeguards to the special permit as are necessary to assure continual conformance to all applicable standards and requirements.

6.20 STANDARDS APPLICABLE TO ALL SPECIAL PERMIT USES

- 6.21 The location and size of the use, the nature and intensity of the operation involved in or conducted in connection with it, the size of the site in relation to it, and the location of the site with respect to streets giving access to it, shall be such

that it will be in harmony with the appropriate and orderly development of the district in which it is located.

- 6.22 The location, nature, and height of buildings, walls, signs, and fences, and the nature and extent of landscaping on the site shall be such that the use will not hinder or discourage the appropriate development and use of adjacent land and buildings, or will not impair the value thereof.
- 6.23 Parking areas shall be of adequate size for the particular use, properly located, and suitably screened from adjoining residential uses, and the entrance and exit drives shall be laid out so as to prevent traffic hazards and nuisances.

6.30 ADDITIONAL STANDARDS FOR CERTAIN SPECIAL USES

A special use shall conform in all respects to all the regulations of this Ordinance and, particularly, to those regulations on the Schedule of Regulations for the Zoning District in which the special use is located, except that the following regulations shall apply to the following classes of uses:

6.31 Filling Stations

1. The following minimum distance requirements shall be adhered to: 12' from pump island to any lot line; 20' from building to each side lot line; at least 1,000' distance shall be maintained between filling stations or garages with filling station accessory thereto (this distance shall be measured along or across the street frontage unless intersected by a street, distance to be measured from lot lines); minimum distance 500' in any direction from place of public assembly (including schools, churches, parks, theaters, etc.); access drives from the street frontage shall not be less than 20' from any property corner, and not wider than 50'; no access drive shall be closer than 10' to any lot line; a minimum of 300' of distance to a residential district where the residential district fronts on the same street

3. Mobile Home

- a. Any mobile home shall not be parked or otherwise located nearer than a distance of:
  - (1) At least thirty (30) feet from an adjacent mobile home in any direction.
  - (2) At least fifty (50) feet from an adjacent property line of any third party.
  - (3) At least fifty (50) feet from the right-of-way line of a public street or highway.
  - (4) At least ten (10) feet from the nearest edge of any roadway location within the park.
- b. Only one mobile home shall be permitted to occupy any one mobile home lot.

4. Mobile Home Stand

- a. Each mobile home lot shall have a mobile home stand which will provide for the practical placement on and removal from the lot of both the mobile home and its appurtenant structures, and the retention of the home on the lot in a stable condition.
- b. The stand shall be of sufficient size to fit the dimensions of the anticipated mobile homes and their appurtenant structures or appendages.

- c. The stand shall be constructed of an appropriate material which is durable and adequate for the support of the maximum anticipated loads.
- d. The stand shall be suitably graded to permit rapid surface drainage.
- e. The mobile home shall be enclosed with a desirable and attractive base.

5. Accessibility

- a. Each mobile home park shall be easily accessible from an existing public highway or street.
- b. Where a mobile home park has more than sixteen (16) mobile homes, two (2) points of entry and exit shall be provided, but in no instance shall the number of entry and exit points exceed four (4).
  - (1) Such entrances and exits shall be designed and strategically located for the safe and convenient movement into and out of the park, and to minimize friction with the free movement of traffic on a public highway or street.
  - (2) All entrances and exits shall be at right angles to the existing public highway or street.
  - (3) All entrances and exits shall be free of any material which would impede the visibility of the driver on a public highway or street.
  - (4) All entrances and exits shall be of sufficient width to facilitate the turning movements of vehicles with mobile homes attached.

- c. Each park shall have improved streets to provide for the convenient access to all mobile home lots and other important facilities within the park.
  - (1) The street system shall be so designed to permit safe and convenient vehicular circulation within the park.
  - (2) Streets shall be adapted to the topography and shall have suitable alignment and gradient for traffic safety.
  - (3) All streets shall intersect at right angles.
  - (4) All streets shall have the following minimum widths:
    - (a) One way traffic movement - 12 feet
    - (b) Two way traffic movement - 20 feet
  - (5) Except in cases of emergency, no parking shall be allowed on such streets.
- d. An improved driveway shall be provided for each mobile home lot. This driveway shall have a minimum width of nine (9) feet.

6. Utilities and Service Facilities

- a. The following utilities and service facilities shall be provided in each mobile home park which shall be in accordance with the regulations and requirements of the Essex County Department of Health, the New York State Department of Health, and the Sanitary Code of New York State.
  - (1) An adequate supply of pure water for drinking and domestic purposes shall be supplied by pipes to all mobile home lots and buildings within the park to meet the requirements of the park. Each mobile home lot shall be provided with proper water connections.

- (2) Each mobile home lot shall be provided with a sewer, which shall be connected to the mobile home situated on the lot, to receive the waste from the shower, tub, flush toilets, lavatory and kitchen sink in such home. The sewer shall be connected to a septic tank and drainage system, cesspool, or public or private sewer system so as not to present a health hazard.
  - (3) Sewer connections in unoccupied lots shall be so sealed to prevent the emission of any odors and the creation of breeding places for insects.
  - (4) Metal garbage cans with tight fitting covers shall be used in quantities adequate to permit the disposal of all garbage and rubbish. The cans shall be kept in sanitary condition at all times. The cans shall be located no further than two hundred (200) feet from any mobile home lot. Garbage and rubbish shall be collected and disposed of as frequently as may be necessary by the park owner or manager to insure that such cans shall not overflow.
- b. Other service buildings shall be provided as deemed necessary for the normal operation of the park; however, such buildings shall be maintained by the owner or manager of the park in a clean, sightly, and sanitary condition.
  - c. Each mobile home lot shall be provided with weather-proof electric service connections and outlets which are a type approved by the New York State Board of Fire Underwriters.

#### 7. Open Space

- a. Each mobile home park shall provide common open space for the use by the occupants of such park.

- b. Such open space shall be conveniently located in the mobile home park. Such space shall have a total area equal to at least 10 (ten) percent of the gross land area of the park.

8. Landscaping

- a. Lawn and ground cover shall be provided on those areas not used for the placement of mobile homes and other buildings, walkways, roads and parking areas.
- b. Planting shall be provided to the extent needed in order to provide for the screening of objectionable views, adequate shade, and a suitable setting for the mobile homes and other facilities.
  - (1) Screen planting shall be provided to screen objectionable views. Views which shall be screened include laundry facilities, other non-residential uses, garbage storage and collection areas, and all abutting yards of adjacent properties.
  - (2) Other planting shall be provided along those areas within the park which front upon existing public highways and streets to reduce glare and provide pleasant outlooks for the living units.

6.40 Trailer Camps: Where permitted in this Ordinance, trailer camps shall conform to the following requirements:

- 1. Site. The provisions found in Section 6.39-1 of this Ordinance shall apply.
- 2. Trailer Lot
  - a. Each trailer camp shall be marked off into trailer lots.

- b. The total number of trailer lots in each camp shall not exceed twelve (12) per gross acre.
- c. Each trailer lot shall have a total area of not less than 2,500 square feet with a minimum dimension of thirty (30) feet.

### 3. Travel Trailer

- a. Any travel trailer shall not be parked or otherwise located nearer than a distance of:
  - (1) At least twenty (20) feet from an adjacent travel trailer in any direction.
  - (2) The provision found in Section 6.39-3-a(2) this Ordinance shall apply.
  - (3) The provision found in section 6.39-3-a(3) of this Ordinance shall apply.
  - (4) The provision found in Section 6.39-3-a(4) of this Ordinance shall apply.
- b. Only one travel trailer shall be permitted to occupy any one travel trailer lot.

### 4. Travel Trailer Stand.

- a. Each trailer lot shall have a travel trailer stand will provide for the practical placement on and removal from the lot of the travel trailer, and the retention of the trailer on the lot in a stable condition.
- b. The stand shall be of sufficient size to fit the dimensions of the anticipated travel trailers.
- c. The stand shall be constructed of an appropriate material which is durable, compacted and adequate for the support of the maximum anticipated loads.

- d. The provisions found in Section 6.39-4-d of this Ordinance shall apply.

5. Accessibility

The provisions found in Section 6.39-5 of this Ordinance shall apply.

6. Utilities and Service Facilities

- a. The following utilities and service facilities shall be provided in each trailer camp which shall be in accordance with the regulations and requirements of the Essex County Department of Health, the New York State Department of Health, and the Sanitary Code of New York State.

(1) Each trailer camp, which provides for travel trailers having all the facilities of a mobile home as defined in Article II, Definitions of this Ordinance, shall provide the required facilities indicated in Section 6.39-6-a-(1) and (2) of this Ordinance. Each trailer camp, which provides for travel trailers not equipped with self-contained bath and toilet facilities, shall provide the following facilities:

- (a) An adequate supply of pure water for drinking and domestic purposes shall be supplied by pipes to all buildings and trailer lots within the camp to meet the requirements of such camp. Each lot shall be provided with a cold water tap, the waste from which shall be emptied into a drain connected to an approved disposal system, such as a septic tank and drainage bed or cesspool.
- (b) Toilet and other necessary sanitary facilities for males and females shall be provided in

permanent structures. Such facilities shall be housed in either separate buildings or in the same building; in the latter case, such facilities shall be separated by soundproof walls. The male and female facilities shall be marked with appropriate signs and have separate entrances for each.

- (c) Such toilet and other sanitary facilities shall be provided in the following manner:
  - 1/ Male facilities shall consist of not less than: one flush toilet for every fifteen trailers; one lavatory for every ten trailers.
  - 2/ Female facilities shall consist of not less than: one flush toilet for every ten trailers; one lavatory for every ten trailers.
- (d) Lavatory facilities shall be supplied with hot and cold running water.
- (e) The buildings housing such toilet and sanitary facilities shall be well-lighted at all times of the day and night; shall be well-ventilated with screened openings; shall be constructed of moistureproof material; shall be well-heated; and shall be clean and sanitarily maintained at all times. The floors of such buildings shall be of a water impervious material.
- (f) Such buildings shall not be located nearer than twenty (20) feet nor further than two hundred (200) feet from any travel trailer.

- b. The provisions found in Section 6.39-6-b of this Ordinance shall apply.

c. The provisions found in Section 6.39-6-a(4) of this Ordinance shall apply.

d. Waste from all buildings and trailer lots shall be discharged into an approved cesspool, septic tank and drainage field, or into a public or private sewer system, in such a manner so as not to present a health hazard.

(7) Open Space

The provision found in Section 6.39-7 of this Ordinance shall apply.

(8) Landscaping

The provision found in Section 6.39-8 of this Ordinance shall apply.

ARTICLE VII

ADMINISTRATION AND ENFORCEMENT

7.10 ADMINISTRATION AND ENFORCEMENT

7.11 Zoning Officer. This Ordinance shall be enforced by the Zoning Officer, who shall be appointed by the Town Board. No building permit or certificate of occupancy is to be issued by him except where all the provisions of this Ordinance have been complied with.

7.12 Building Permits

- 1 No building or sign, except as herein provided, shall be erected, added to, or structurally altered until a permit therefor has been issued by the Zoning Officer; provided that no permit shall be required for a sign <sup>(of the type referred to in § 571 of this Ordinance)</sup> ~~having an area of ten (10) square feet or less~~. Except upon a written order of the Board of Appeals, no such building permit or certificate of occupancy shall be issued for any building or sign where said construction, addition, or alteration or use thereof would be in violation of any of the provisions of this Ordinance.
- 2 There shall be submitted with all applications for building permits two copies of a layout or plot plan drawn to scale showing the actual dimensions of the lot to be built upon, the exact size and location on the lot of the building and accessory buildings or signs to be erected and such other information as may be necessary to determine and provide for the enforcement of this Ordinance.
- 3 One copy of such layout or plot plan shall be returned when approved by the Zoning Officer, together with such permit to the applicant upon the payment of a fee of five (\$5.00) dollars, plus a dollar (\$1.00) for every thousand dollars of estimated cost of construction over five thousand dollars (\$5,000).

7.13 Certificate of Occupancy

1. No land shall be hereafter occupied or used and no building or sign hereafter erected, altered, or extended shall be used or changed in use until a certificate of occupancy shall have been issued by the Zoning Officer, stating that the structure or proposed use thereof complies with the provisions of this Ordinance.
2. No nonconforming use shall be maintained without the filing of a Certificate of Existing Use; nor shall any nonconforming use hereafter renewed or altered be occupied or maintained without a Certificate of Occupancy therefor having first been issued by the Zoning Officer.
3. All certificates of occupancy shall be applied for coincident with the application for a building permit. Said certificate shall be issued within ten days after the erection or alteration shall have been approved as complying with the provisions of this Ordinance.
4. The Zoning Officer shall maintain a record of all certificates and copies shall be furnished upon request to any person having a proprietary or tenancy interest in the building affected.
5. No permit for excavation for, or the erection or alteration of, or repairs to, any building or sign shall be issued until an application has been made for a certificate of occupancy.

7.20 BOARD OF APPEALS

- 7.21 Creation, Appointment and Organization. A Board of Appeals is hereby created and in accordance with the provisions of Section 207 of the Town Laws of New York State. Said Board shall consist of five members. The Board shall elect a chairman from its membership, shall appoint a secretary and shall prescribe rules for the conduct of its affairs.

7.22 Powers and Duties. The Board of Appeals shall have all the power and duties prescribed by law and by this Ordinance, which are more particularly specified as follows:

1. Interpretation

Upon appeal from a decision by the Zoning Officer, to decide any question involving the interpretation of any provision of this Ordinance, including the determination of the exact location of any district boundary if there is uncertainty with respect thereto.

2. Special Permits

To issue special permits for any of the uses for which this Ordinance requires the obtaining of such permits from the Board of Appeals.

3. Variances

To vary or adapt the strict application of any of the requirements of this Ordinance in the case of exceptionally irregular, narrow, shallow, or steep lots, or other exceptional physical conditions, whereby such strict application would result in practical difficulty or unnecessary hardship that would deprive the owner of the reasonable use of the land or building involved, but in no other case. No variance in the strict application of any provision of this Ordinance shall be granted by the Board of Appeals unless it finds:

- a. That there are special circumstances or conditions, fully described in the findings of the Board, applying to such land or buildings and not applying generally to land or buildings in the neighborhood, and that said circumstances or conditions are such that strict application of the provisions of this Ordinance would deprive the applicant of the reasonable use of such land or buildings.

- b. That, for reasons fully set forth in the findings of the Board, the granting of the variance is necessary for the reasonable use of the land or buildings and that the variance as granted by the Board is the minimum variance that will accomplish this purpose.
- c. That the granting of the variance will be in harmony with the general purpose and intent of this Ordinance, and will not be injurious to the neighborhood or otherwise detrimental to the public welfare.

7.30 PROCEDURE

The Board of Appeals shall act in strict accordance with the procedure specified by law and by this Ordinance. All appeals and applications made to the Board shall be in writing, on forms prescribed by the Board. Every appeal or application shall refer to the specific provision of the Ordinance involved and shall exactly set forth the interpretation that is claimed, the use for which the special permit is sought, or the details of the variance that is applied for, and the grounds on which it is claimed that the variance should be granted, as the case may be.

Every decision of the Board of Appeals shall be by resolution, each of which shall contain a full record of the findings of the Board in the particular case.

7.40 VIOLATIONS - PENALTIES

Any person or organization who fails to comply with or who violates this Ordinance or who shall refuse a reasonable request to inspect any premises or who shall have aided or abetted the commission of any such violation shall each be guilty of a separate offense and, upon conviction thereof, shall be liable to a fine of not more than fifty (\$50) dollars or to imprisonment for not more than six (6) months, or both. Each week's continued violation after notice shall constitute a separate offense. Such notice may be served: (1) personally on the offender and owner; or (2) by mailing a copy thereof to the last known address of the offender and of the owner and by posting a copy thereof at the premises where the violation occurs.

Such notice shall state when, not less than twenty (20) days after such service, the condition or thing which constitutes the violation shall be corrected or removed. Proof of any (1) personal service, or (2) of such mailing and posting shall be sufficient proof of such service and the date stated therein shall become the first date of such violation if it continues.

Any person may file a complaint of a violation of this Ordinance in writing with the Zoning Officer, who shall properly record such complaint and immediately investigate and report thereon to the Town Board.

The Town Attorney or any aggrieved person may take such action, criminal, civil, or both, as may be provided by law against any person or organization who violates or may intend to violate this Ordinance.