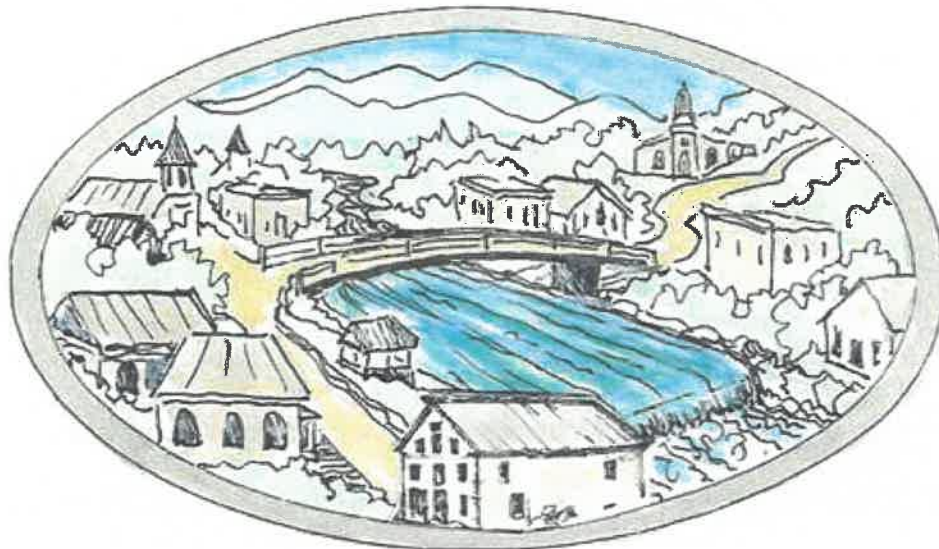


Town of Willsboro Comprehensive Land Use And Action Plan

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Table of Contents

List of Tables *iv*

List of Figures *iv*

Executive Summary 6

Introduction 6

What is the Comprehensive Plan Land Use and Action Plan? 6

What does the census tell us about the people of Willsboro? 6

What documents are available for public review to supplement the Comprehensive Plan? 7

How was the plan prepared? 8

What will Willsboro look like in 15 years? 9

What are the strategic priorities addressed in the Plan? 9

What are the major topics covered in the Plan? 10

How does the Plan address Willsboro’s economy? 11

What does the Plan suggest about the natural systems (physical environment) of Willsboro? 13

What does the Plan say about the existing and future Land Use? 14

What does the Plan say about Public facilities and Services? 16

Conclusion 18

Chapter One: Introduction to Land Use Planning in Willsboro 19

Adirondack Park Land Use and Development Plan 19

Willsboro’s History of Land Use Planning and Regulations 20

Current Land Use Laws & Administration 22

 (1) The Comprehensive Plan (1977) 22

 (2) Zoning Ordinance (2002) 22

(3) Subdivision Regulations (1980).....	22
(4) On-Site Sewerage Regulations (1980)	22
Land Use Administration.....	25
Building Permits	25
The Planning Board.....	25
The Zoning Board of Appeals	25
How the Comprehensive Plan was Developed More than three decades have passed without an update to the 1977 Comprehensive Plan. Since that time, people in the community have not had an opportunity to discuss the demographic, economic and environmental conditions and changes in the Town. In 2009, the Town Board of Willsboro decided that a comprehensive community-based planning process should be undertaken in order to provide an opportunity for citizens to discuss existing conditions, determine what the community wants for Willsboro in the future, and then develop a framework for arriving at that future vision.	
	27
Area Map of Willsboro	29
Chapter Two: <i>Willsboro's Past, Present & Future</i>	30
A Brief History of Willsboro¹⁸.....	30
Issues Willsboro Faces Today	33
Linking Environmental Quality with Economic Stability	33
Employment and Commercial Revitalization	33
Innovative and Creative Economy.....	35
Housing	35
Cultural and Historic Resources	35
Recreation.....	36
Natural Resources, Development, and Land Use	37
Infrastructure, Public Facilities, and Services.....	47
Drinking Water.....	47
Wastewater.....	48
Storm Water	49
Transportation Systems.....	49
Hazard Mitigation.....	51
Communications & Utilities	52
Buildings and Services.....	52

Issues Willsboro Faces Today: A Citizen-led Search.....	53
A Shared Long Term Vision of Willsboro	53
<i>Chapter Three: Recommendations for our Vital Marketplaces, Economy and Community Amenities</i>	<i>55</i>
Strategic Priorities: Vital Marketplaces, Economy and Community Amenities	57
Recommended Implementation Goals and Objectives for Chapter Three: Vital Marketplaces, Economy, and Community Amenities	58
<i>Chapter Four: Recommendations for our Natural Systems, Built Environment and Land Use</i>	<i>76</i>
Strategic Priorities, Implementation Goals & Objectives	77
Strategic Priorities: Natural Systems, Built Environment and Land Use	78
Recommended Implementation Goals and Objectives for Chapter Four: Our Natural Systems, Built Environment, and Land Use	79
<i>Chapter Five: Recommendations for our Public Facilities, Infrastructure, Transportation and Community Services..</i>	<i>102</i>
Strategic Priorities, Implementation Goals & Objectives	103
Strategic Priorities: Public Facilities, Infrastructure, Transportation and Community Services	104
Recommended Implementation Goals and Objectives for Chapter Five: Public Facilities, Infrastructure, Transportation and Community Services	105
<i>Chapter Six: Next Steps.....</i>	<i>112</i>
Plan Implementation and Governance.....	112
<i>Appendix 1: How the Comprehensive Plan was Developed.....</i>	<i>113</i>
The Steps in the Planning Process	114
Highlights from the Planning Process that Helped Inform the Comprehensive Plan	116
August, 2009 Community Listening Sessions	116
Community Survey	119
Visioning Workshops	122
Development of Land Use Recommendations.....	125
Citizen Input	125
Scientific, Cultural, Economic and Community-based Information.....	127

Land Suitability Analysis Series..... 127

Appendix 2: Tasked Organizations and Potential Partners for Implementation of Comprehensive Land Use Plan 130

Appendix 3: Grant Resources 133

 General Reference Resources:..... 133

 Funding Resources..... 134

Appendix 4: Glossary 140

Appendix 5: Community Profile and Atlas..... 155

References:..... 156

 Glossary References 160

List of Tables

Table 1: Comprehensive Plan Process 114

Table 2: Themes from the 2010 Visioning Workshops 123

Table 3: Visioning Workshops; Generative Themes and Representative Comments..... 124

Table 4: Land Use and Built Environment Theme; Sample Citizen Comments 126

Table 5: Tasked Organizations and Potential Partners for Implementation of Comprehensive Land Use Plan 130

Table 6: Representative Funding Sources for the Implementation and Action Plan..... 134

List of Figures

Figure 1: Community members gather to provide input to the Comprehensive Plan.¹⁶ 18

Figure 2: Local Planning Program Flow Chart¹⁶ 24

Figure 3: Citizens participate in one of the seven community workshops⁵⁶ 24

Figure 4: Area Map of Willsboro..... 29

Figure 5: Boquet River²¹ 30

Figure 6: Development Potential: Land within APA Hamlet and Industrial Classifications.⁵⁸ 34

Figure 7: Development Potential: Lands for Community Housing Adjacent to APA Hamlet Classification and Willsboro Sewer District⁵⁸ 35

Figure 8: Long Pond²¹ 36

Figure 9: Boquet River, Downtown Willsboro ²¹	37
Figure 10: Forest Cover ⁵⁸	38
Figure 11: Prime Agricultural Soils.....	39
Figure 12: Cornell Farm Vineyard ²¹	40
Figure 13: Unique Natural Features ²²	41
Figure 14: Special Designations: North American Acadian Ecoregion ⁵⁸	42
Figure 15: Land Use Change Indicators; Real Estate Sales ²⁷	43
Figure 16: Residential Development. Permits Issued (2002-2009).....	44
Figure 17: Waterfront Conditions ⁵⁸	45
Figure 18: Regulatory Exceptions. Land Use Variances (2002-2009).....	46
Figure 19: Willsboro Water and Sewer Districts ⁵⁸	48
Figure 20: Transportation Resources ⁵⁸	50
Figure 21: Boquet River Falls, Downtown Willsboro ²¹	51
Figure 22: Willsboro Town Hall.....	52
Figure 23: Citizens Participate in One of the Seven Community Workshops ²¹	53
Figure 24: Sign noting some of Willsboro's Resources ²¹	55
Figure 25: River view of Main Street in Willsboro, New York ²¹	56
Figure 26: View from Rattlesnake Mountain ²¹	76
Figure 27: Aerial View of Willsboro Point and the Town of Willsboro ⁵⁹	77
Figure 28: View of Southbound Access to Willsboro via the Adirondack Northway ²¹	102
Figure 29: Willsboro Town Hall ²¹	103
Figure 30: Citizens participate in one of the seven community workshops. ⁵⁶	116
Figure 31: August 2009 Community Workshop Results and Themes	117
Figure 32: Citizens participate in one of the seven community workshops. ⁵⁶	122
Figure 33: Land Suitability for Development Analysis Series	128
Figure 34: Land Suitability for Development Final Analysis	129

Introduction

Willsboro is where, “the Adirondack Mountains meet the shores of Lake Champlain.” The Town is an Adirondack Park community with spectacular views of the High Peaks of the Adirondacks and the Green Mountains of Vermont. Surrounded by abundant rivers and lakes, this landscape attracts people who love rural living and the outdoors. Because of this, Willsboro has always attracted seasonal residents who enjoy the area and enhance the population of the town.

In 2009, the Willsboro Comprehensive Land Use Plan Steering Committee was appointed by the Town Board to create a plan that would guide growth of the Town while maintaining the Town’s rural character and environment. It was time for the Town to take a thorough look at the causes and consequences of Willsboro’s accelerating growth and development. After several years of gathering data and citizen input, the Plan was prepared.

This summary is provided to give the reader a taste of the Comprehensive Plan. It includes demographic information from the latest census, lists of documents available for review by the public, a summary of the planning process, a vision for the community, lists of strategic priorities, and summaries of the key areas covered by the Comprehensive Plan.

The Steering Committee encourages you to read

the Comprehensive Plan as this Executive Summary is not intended to be a substitute for the content or purposes of the Town of Willsboro Comprehensive Land Use and Action Plan.

What is the Comprehensive Plan Land Use and Action Plan?

The Comprehensive Plan is a living document that is the result of a community based process that:

- Identified needs, assets and opportunities
- Listened to residents and others
- Produced a vision for the future
- Outlined actions to achieve the vision

This document is flexible and addresses a wide range of issues and goals relevant to Willsboro. Rather than providing great detail on neighborhood specific projects, the plan examines and makes recommendation on a broader set of Town-wide issues.

What does the census tell us about the people of Willsboro?

According to the 2010 U.S Census, Willsboro had 2,025 residents at the time of the count. This compares to a total of 1,690 in 1990, approximately a twenty percent increase in population over the twenty-year period. Interestingly, the new census information, when

compared to 1990, indicates there are now fewer people in the following categories: children up to 9 years of age, young adults up to 34 years of age and 55-59 year-olds. There are more children in the 10-19 age group and more adults in the 45-54 and 60-85 age groups. This data clearly shows a trend towards an older population living in Willsboro.

What documents are available for public review to supplement the Comprehensive Plan?

The following supporting documents are available for review at the Town website and are listed by the chapters in which they are discussed in the Plan.

- [Chapter 1](#) - People, Economics and Culture (including 13 Maps and 17 statistical tables)
 - Demographics
 - Economic Characteristics (Housing, Income, Economy, Agriculture)
 - Recreation and Tourism, Cultural Features

- [Chapter 2](#) - Natural Systems and Landscape Features (including 40 Figures and Maps and 16 statistical tables)
 - Geology
 - Topography and Slope
 - Soils
 - Landslide/Slump Locations

- Hydrology
- Flood Designations and Flood Zones
- Scenic Resources
- Atmospheric Conditions
 - Climate, Wind Speed, Air Quality
- Forest Cover
- Biological Diversity and Ecological Communities

➤ [Chapter 3](#) - Existing and Future Land Use (including 59 Figures and Maps and 11 statistical tables)

- Existing Land Use
 - Private Land/Open Space
 - Conserved Lands
 - Agricultural, Forest and Open Lands
 - Waterfront Conditions
 - Environmental Issues
- Existing Land Use Regulations
- APA Act and APA Land Use and Development Plan and Regulations
- NYS Freshwater Wetlands Act
- Wild, Scenic, and Recreational Rivers System Act
- Willsboro's Land Use Program
- Future Land Use
- Development Resources and Constraints

- Housing and Industrial Development
- Current Zoning Ordinance Build-Out

➤ [Chapter 4](#) - Public Facilities and Services (including 17 Figures and Maps and 13 Statistical tables)

- Transportation
- Drinking Water
- On-site and Centralized Wastewater Treatment and Disposal
- Storm Water
- Hazard Mitigation
- Communications and Utilities
- Solid Waste
- Town Government
- Lighting District
- Public Health
- Public Education

- [Appendix A](#) Community Survey Final Report
[Appendix B](#) Plans and Initiatives Final Inventory
[Appendix C](#) Existing Plan Inventory
[Appendix D](#) Community Visioning Report
[Community Survey Report](#)
[Comprehensive Plan Maps](#)
[Inventory of Community Planning & Revitalization](#)
[Community Profile Statistics](#)
[Community Visioning Methodology](#)

[Listening Sessions - CP 08/2009](#)

[Existing Plans Inventory - Executive Summary](#)

[Visioning Workshops Explanation Sidebar](#)

How was the plan prepared?

In the spring of 2009, the Town Board appointed a Comprehensive Land Use Plan Steering Committee upon recommendations from an Organizing Committee. Composed of a cross-section of 17 citizens, 21 interested agencies, and a professional planner, the Steering Committee held regular public meetings throughout the planning process with time set aside at each meeting for public comments. The public was also invited to participate in other ways including:

- **Community Listening Sessions** - In August 2009, a total of 55 citizens attended two Community Listening Sessions and provided 339 comments. The results of these sessions are found on the Town's website.
- **Community Survey** - In February 2010, 1900 residents and property owners were asked to participate in a detailed survey. There was a 17% response rate and over 1,296 comments. Full survey results are found on the Town's website.
- **Visioning Workshops** - A total of 55 citizens attended a group of four Visioning Workshops between March and May 2010. Although these meetings were open to all interested citizens, two of these meetings specifically targeted the local

farmers and senior citizens with 587 more comments collected.

- **Show and Tell Community Meeting-** In July of 2010, the WCPSC hosted a meeting showcasing the maps, analysis, and data collected. Input in the form of 190 comments from 52 attendees was solicited to field check the data and maps and to determine whether the WCPSC was on the right track.
- **Informal Communication-** Throughout the planning process, citizens sent emails, shared information, and telephoned to provide ideas, issues, and concerns to the WCPSC.

What will Willsboro look like in 15 years?

The Plan has been developed with the intent of maintaining or enhancing the existing quality of life by balancing social values, sustainable economic growth, and protection of natural resources. The recommendations within this plan direct the Town of Willsboro toward an overall vision to which many residents can agree. Based upon the comments received from the responses to the visioning workshops and community survey, the following vision is how Willsboro's citizens see the Town in 2026.

In the future, Willsboro will be a neighborly place where its full time and part time residents care deeply about its unique beauty and small

town character. The community will enjoy a diversified economic vitality, including a vibrant agricultural community, state of the art educational facilities, and systems, and carefully managed growth for the benefit of all its citizens. Willsboro's prized natural resources including extensive waterfronts, forests, and open fields will be maintained and protected by the Town's citizens and government. The Town will take full advantage of its rural location, heritage, recreational opportunities, and its scenic beauty to be an attractive destination for visitors and a good home to all its residents.

What are the strategic priorities addressed in the Plan?

Looking forward, the Town's primary concerns include ensuring the community retains its rural, small town character, remains a great place to live, and protects natural resources, open spaces and agricultural land. The Strategic Priorities are **summarized** below (detail provided in the body of the plan). These priorities address a variety of issues and will guide decision-making as goals and recommended actions are implemented.

Economy

1. Provide ample, diverse, and attractive job opportunities.
2. Support and sustain existing businesses, industries, and commerce.

3. Expand public services that use the best possible technology.
4. Establish a globally connected, best technology communication system.
5. Provide an appropriate housing mix for all income and age levels.
6. Ensure a four-season business district filled with diverse, retail businesses, appropriate amenities, and complimentary shopping opportunities that capitalize on its natural assets of the Boquet River and connections to Lake Champlain.

Natural Resources and Land Use

1. Provide sufficient and understandable processes for Town-administered land use, including Zoning, Site Plan Review and Subdivision Regulations.
2. Support a walkable, vibrant, central business district.
3. Encourage quiet and child-friendly residential neighborhoods.
4. Ensure attractive and informative signage.
5. Ensure that development considers the context of the site and its surroundings.
6. Maintain a balance between shoreline and natural resource protection, and waterway enhancement and use.
7. Provide for viable agricultural businesses,

protection of farmers and all forms of farming, and agricultural research facilities.

8. Protect open space and scenic vistas.
9. Protect the ecology of Willsboro, including protecting forest cover, water quality, soils, biodiversity and wildlife habitat.

Public Facilities and Services

1. Support and sustain public transportation systems
2. Provide well-maintained public facilities including appropriately sized water and wastewater systems.
3. Expand public services appropriate to existing growth patterns within a protected landscape.
4. Maintain roads, bridges and sidewalks in good working order.
5. Ensure availability of globally connected, best technology communication systems.
6. Provide multi-purpose public and school buildings, and systems.
7. Ensure availability of health services and senior living options.
8. Enhance a four-season business district with adequate infrastructure and amenities.
9. Promote green community technologies.

What are the major topics covered in the Plan?

The following sections summarize the four key

subjects covered by the Comprehensive Plan. They address: 1) the economy; 2) natural systems; 3) existing and future land use, and; 4) public facilities and services. Since they are summaries, the reader must review specific plan chapters to understand the full breath of recommendations (including responsible parties and suggested funding resources) developed during the planning process. These recommendations were derived from the study of available science and input from the community via the informational meetings, survey, and visioning workshops.

How does the Plan address Willsboro's economy?

Existing Conditions

Willsboro's Hamlet and its adjacent neighborhoods contain a mix of retail, service, and industrial businesses and single and multi-family dwellings. Many of the service and retail businesses experience a surge of activity when tourists and part-time residents arrive for the summer season. From May through October, tourism is an important aspect of the local economy. Agriculture and mining are also important and durable economic sectors. Willsboro is in the process of developing the Willsboro Commerce Park as an expanded industrial development zone. Many employed residents commute to nearby communities, primarily Elizabethtown, Plattsburgh and Vermont.

Access to Willsboro is by two-lane roadways. The closest major artery, Interstate 87 (the Northway), is

approximately seven miles from Willsboro (to Exit 33) and 10 miles (to Exit 32). State Route 22, at present a poorly maintained road, connects Willsboro to Exit 33 of the Northway. County roads connect Willsboro to Exit 32 of the Northway. Both routes are relatively narrow, winding, and hilly. Daily Amtrak passenger rail service is available in Westport and Plattsburgh. Freight service exists along the line. Plattsburgh International Airport is approximately 25 miles north. Ferry service is available in Essex for access to Vermont and the Burlington International Airport. Cell phone coverage is spotty within the Town with service to many major providers unavailable. High-speed internet service and cable television are available in the more densely populated areas.

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

Implementation Goals and Objectives.

Keeping existing businesses and developing new ones was the number two priority of the community. Comments from the community suggest that business opportunities expand, particularly in the Hamlet, to serve the various economic sectors, but that expansion should be conducted in a manner that respects the countryside and rural nature of Willsboro. In fact, maintaining environmental quality was the community's highest priority. The implementation goals and objectives for the Economy are found throughout the document and are summarized below:

- ✓ Create fifty new full-time jobs by establishing a business climate that supports industrial, retail and agricultural growth.
- ✓ Identify and develop economically and environmentally friendly businesses.
- ✓ Concentrate business development in existing commercial neighborhoods.
- ✓ Encourage tourism.
- ✓ Promote the innovative and creative economy.
- ✓ Revitalize Willsboro's marketplaces.
- ✓ Promote a mix of affordable and mixed market-rate housing.
- ✓ Celebrate, preserve, protect, maintain and restore culturally and historically significant properties.
- ✓ Promote the development of indoor and outdoor recreational facilities.
- ✓ Brand Willsboro as a desirable place for people of all ages and lifestyles to live and work.

Action Items: Economic Development

Physical and economic assets are already in place as a basis for economic revitalization. Developable land within the APA Hamlet and Industrial classifications exist, presenting an attractive location for businesses. The Town's greatest assets are its productive agricultural lands, strong natural resource base, small town ambience, rural character and lack of strip malls. The existing building inventory is in fairly good condition and historic properties retain original architectural details. Interest in agribusiness and farming is growing as products diversify. Smaller farms with a variety of products are becoming the norm. Willsboro Commerce Park could benefit from access to the Town sewage treatment plant.

The Comprehensive Plan includes many important actions that support the economic implementation goals and objectives listed above. The following section highlights 12 key recommended actions:

1. Consider expanding the Town's sewer system to include the Willsboro Commerce Park.
2. Keep the potential of rail service open in the Willsboro Commerce Park.
3. Continue to press the State for improvements to NYS Route 22.
4. Seek ways to make cellular and broadband coverage universal within the Town.
5. Since computer technology has created the potential for more home-based businesses,

review zoning as it applies to home-based business.

6. Develop a trail plan that links together key facilities and joins other regional trail systems.
7. Study the feasibility of a public walking trail along the Boquet River from the fish ladder in the Hamlet to the river's mouth at Noblewood Park.
8. Support the promotion of the arts and development of the creative and intellectual economy.
9. Develop visitor activities that satisfy a 90-minute to 6-hour window of time to stay around Willsboro.
10. Recognize the importance of volunteers and encourage volunteerism for economic revitalization of the Town.
11. Focus the development of affordable community housing in new compact neighborhoods within the Hamlet.
12. Encourage farming and sustainable forestry as important to the local economy by protecting them through land use laws and conservation actions enacted by government and non-government agencies.

What does the Plan suggest about the natural systems (physical environment) of Willsboro?

Existing conditions

Willsboro's character, economy and ecology are shaped by the physical environment of more than 26,000 acres of forests, fields and waterfront. The working landscape, lakes, rivers and woods are essential to Willsboro's cherished rural and small town character. These natural resources also determine the suitability of development and its impact on the health of the environment. This impact can have state, national and international repercussions with the Boquet River Watershed and Lake Champlain Basin waters being shared by two states and two countries.

Implementation Goals and Objectives

Willsboro citizens strongly emphasized their desire for a high quality environment. Considering the environment as a top priority is further supported by the Town's location in the Adirondack Park. Therefore, it is the Town's intention to make sure that Willsboro remains a vital natural landscape, which in turn makes it a great place to work, live, and vacation.

- ✓ Protect the health of land and water resources.
- ✓ Protect and preserve Willsboro's soils.
- ✓ Protect, maintain and improve water quality.
- ✓ Safeguard unique natural communities.
- ✓ Manage solid waste in the interest of public health and preventing hazards to wildlife.
- ✓ Promote responsible use of biocides.
- ✓ Maintain scenic vistas and preserve open space.

Action Items: Natural Systems

In order to conserve natural resources, retain an attractive landscape and preserve ecological communities, the Comprehensive Plan includes many important actions that support the goals and objectives listed above.

- Land use permit decisions should emphasize Willsboro's natural resources, water quality, open space, the quality of life for citizens and neighbors and the long-term future of the Town.
- Institute the routine use of planning tools, such as scientific data and GIS mapping, in order to make ecological-based planning decisions.
- Evaluate the individual and cumulative potential for unfavorable impacts upon natural and cultural resources and the potential for the public burden in providing facilities and services, especially for single-family residential projects and neighborhoods.
- Update the existing Town on-site wastewater disposal regulations.
- Preserve and protect floodplains so they can maintain their storage capacity of water during flood events and seasonal high water.
- Conduct an environmental review (suitable to the scale of project impact) for all zoning and subdivision permit applications.
- Protect unfragmented and interior forest areas from development, including subdivision and road construction.
- Modify the existing clustering regulations to

consider conservation design as the primary form of subdivision development.

- Protect natural aquatic plant and animal communities, including high quality natural communities.

What does the Plan say about the existing and future Land Use?

Existing conditions

The Town of Willsboro includes a greater Hamlet area made up of an assortment of shops, businesses and residences. The Willsboro Commerce Park is part of the Hamlet and Industrial areas. Mixed-use development is seen on State Route 22, portions of the Middle Road and Sunset Drive, and the shorelines of Long Pond and Lake Champlain. Less dense residential development, agricultural lands, woodlands and fields surround these denser areas.

Using the NYS Real Property Tax classifications, open lands are estimated at approximately 17,282 acres, representing about 65% of the total acres in Willsboro. Approximately 14% of Willsboro's 26,721 acres are conserved through public ownership, real property forest tax classifications, conservation easements and designation as wetlands.

Willsboro has a mix of permanent and seasonal housing with seasonal residences hugging the shores of Willsboro Bay, Lake Champlain (the broad lake), and Long Pond. For the past 40 or more years, there has been a growing trend to convert seasonal residences to year-

round use. The purpose and size of housing stock ranges from mobile home parks and subsidized senior apartments to large, year-round residences that rival some of the Adirondack's great camps.

During 2011, the Town experienced unprecedented weather events resulting in a record high lake level, flooding, property damage, destructive land erosion, closures of roads and bridges, interruption of the public water supply, and strain on the Town's aging wastewater treatment plant. Improved planning to plan for extreme weather events and other natural disasters is needed.

Implementation Goals and Objectives

The Comprehensive Plan uses an approach to land planning that includes working principles that concentrate growth in developed areas; promote compact, walkable neighborhoods; encourage complete use of roads for biking, pedestrians and autos; and advocates mixed-use development with a range of housing choices. This approach is called "Smart Growth." Smart Growth values long-range, regional considerations of sustainability and cumulative effects, over a short-term, crisis-to-crisis focus. Its goals are to achieve a unique sense of community and place; expand the range of transportation, employment, and housing choices; equitably distribute the costs and benefits of development; preserve and enhance natural and cultural resources and promote public health. Smart Growth-oriented guidelines develop and revitalize economies.

- ✓ Practice "Smart Growth" principles.
- ✓ Foster sustainable business and industrial development.
- ✓ Enhance land use administrative processes.
- ✓ Encourage agriculture and sustainable forestry.
- ✓ Provide energy-efficient development standards for sites and buildings using state standards as a departure-point.

Action Items: Existing and Future Land Use

Willsboro is one of 18 local governments within the Adirondack Park that has an Agency-approved Local Planning Program and is a partner with the Adirondack Park Agency in regulating development within the Town. A number of other State agencies, including NYS Departments of Transportation, Environmental Conservation, State, Health and Agriculture and Markets also influence development in Willsboro. Federal jurisdiction for navigable waterways includes the Army Corps of Engineers. Willsboro's land use regulations are contained in the Town's Zoning Ordinance (last updated in 2002), subdivision regulations and on-site sanitary code. Over the years, a number of internal contradictions, typographical errors, oversights, and imprecise provisions have been discovered in the Zoning Ordinance. Land use regulations should be clear, complete, and unambiguous.

The Comprehensive Plan includes many important actions that support the implementation goals and objectives for existing and future land use listed above.

The following section highlights ten key recommendations:

1. Determine the build-out capacity of the Town under the APA Land Use and Development Plan.
2. Evaluate the existing commercial and industrial zoning districts to determine their adequacy to provide for a diverse mix of allowable uses, increased building infill and density.
3. Provide development incentives in order to develop existing building stock and concentrate development within the Adirondack Park Agency Hamlet and Industrial Land Use Areas.
4. Review, revise, clarify and refine all definitions found in the Town's suite of land use laws.
5. Adopt Site Plan Review Regulations as part of the Zoning Law.
6. Support financial incentives to protect farmland and forests.
7. Prepare, adopt and periodically update specific, comprehensive and clear set of bylaws for the Zoning Board of Appeals, Planning Board and land use staff.
8. Develop a written set of administrative standards, procedures and guidelines for permitting and variances.
9. Promote Low Impact Development through site planning.
10. Encourage conservation and green energy building techniques.

What does the Plan say about Public facilities and Services?

The Town of Willsboro provides drinking water, centralized wastewater, highway, and street lighting services on a district basis. The Town is also served by a volunteer fire department and rescue squad. Town Facilities include community buildings such as the Town Hall and Visitor's Center, as well as recreation areas and parks that can be enjoyed by both residents and visitors. There are also interpretive centers, history museums, a library open to the public, and historic sites listed on the National Register of Historic places.

Most of the higher density areas of the Town are served by a municipal drinking water system that provides potable water and fire protection with Willsboro Bay providing the water source. Willsboro's Waste Water Treatment Plant was commissioned in 1992. It plays an important role in maintaining the health of the Boquet River and of Lake Champlain. The plant services much, but not all, of the greater Hamlet area. The plant is showing signs of aging and its licensed capacity has been reduced from the design rating of 125,000 gallons per day to 75,000. Storm water management has also become an important issue for Willsboro. Heavy rain events have caused flooding, pollution and erosion that affects the Boquet River, Lake Champlain and Long Pond.

Electricity, conventional, cellular telephone, cable and internet services, and garbage collection are provided by independent businesses. Cable, high-speed

internet, and cellular telephone services are unavailable in many parts of the Town. Many residents take refuse directly to a transfer station, the nearest of which is in the Town of Essex. There is no natural gas service, but propane is used. Medical and dental services are available in the Town. The nearest hospitals are in Elizabethtown and Plattsburgh. Major medical centers are located in Burlington, Vermont and Albany, New York.

Willsboro has a mix of State, County, and Town roads. There are no Interstate Highways within the Town. Rail service, available in Port Kent and Westport, connects Willsboro with Montreal to the north, Albany, and New York City to the south. Both Plattsburgh, NY and Burlington, VT have airports. Ferry service connects Willsboro and other nearby communities with important medical and commercial services in Vermont, but service is subject to interruption by ice, high water, or inclement weather.

A great deal of information is available to the public at the Town Hall. Much of it is also available on the Town's website: www.townofwillsboro.com.

Implementation Goals and Objectives

The Town's goals are to have state-of-the-art services and infrastructure in a manner that is environmentally sound and supplement the rural and small town character of Willsboro.

- ✓ Comprehensively improve Willsboro's infrastructure.

- ✓ Establish "Complete Streets" and improve transportation systems.
- ✓ Establish a globally connected high-tech communication system.
- ✓ Recognize and mitigate natural and human hazards.
- ✓ Maximize use of shared buildings and services.

Action Items: Public Facilities and Services

The Comprehensive Plan includes many important actions that support the implementation goals and objectives for existing and future land use listed above. The following section highlights nine key recommendations:

- Adopt fiscal policies and procedures that implement life-cycle cost methods.
- Implement "state of the art" improvements to the Wastewater Treatment and Drinking Water Systems. Conduct a Town-wide storm water assessment as part of a storm water management plan.
- Implement aggressive advocacy efforts to compel NYSDOT to prioritize the remaining five miles of road improvements to a highest priority rating.
- Adopt a "Complete Streets" approach to Willsboro's roadways.
- Support regional efforts to establish a world class Broadband communications system.

- Appoint a working group to study the environmental, societal and economic impacts (including aesthetics) of removing or repairing the Willsboro Dam.
- Develop indoor and outdoor public space for better use by citizens and visitors.
- Improve the stability, funding and range of services for Willsboro's community health care center (currently Smith House Health Care Center).

Conclusion

New York's Adirondack Park is internationally recognized for its biological diversity. Greater in size than Yellowstone, Everglades, Glacier, and Grand Canyon National Park combined, the Adirondacks are the largest protected area within the Northern Appalachian/Acadian Eco-Region and within the contiguous United States. Ecologists, residents of the Park, and others are concerned about rapid land use change occurring within the borders of the Park. Willsboro used a community-led planning approach that integrated natural science, technology and citizen participation. Citizen input about the local environmental setting revealed deep connections to nature. Local land use planning decisions have important cumulative impacts on protected area land development at the local and regional scale. Willsboro's Comprehensive Plan reflects an emergent process, where the link between, and sanctity of, nature, home, and homeland was forged.

The Willsboro Steering Committee encourages residents to read the entire plan, visit the appendices at the website and learn in detail about the plan.



Figure 1: Community members gather to provide input to the Comprehensive Plan.¹⁶

Chapter One: Introduction to Land Use Planning in Willsboro

Adirondack Park Land Use and Development Plan

The Town of Willsboro is wholly located within the Adirondack Park, which is governed by the Adirondack Park Land Use and Development Plan. There are 12 counties and 103 municipalities with approximately 132,000 residents dispersed in the settlements and countryside encompassed by the Park.¹ The Park's unusual pattern of land uses is commonly referred to as a "patchwork quilt" of public and private lands.²

The Adirondack Park Agency (APA) Act gives regional land use planning authority to an agency within the New York State Executive Department.^{3,4,5} The Adirondack Park Land Use and Development Plan regulates approximately 3.4 million acres of private land and is administered by the Adirondack Park Agency (APA). The APA also administers, in consultation with the NYSDEC, the Adirondack State Land Master Plan for the over 2.7 million acres of state-owned lands in the Adirondack Park. In the Adirondack Park, the APA also administers the New York State Freshwaters Wetlands Act and the Wild, Scenic and Recreational Rivers Act. The Adirondack Park Land Use and Development Plan and the APA were established in 1973.

The overall premise of the APA Act subscribes to the concept of conserving open space by directing development into the Park's existing Hamlets and communities.⁶ Throughout the Park, wherever there is a Hamlet use area, the APA has reduced jurisdiction, giving the local government almost complete control over what kinds of development can occur. The APA Act provides incentives in the form of limited development controls that allow growth in Hamlets, Moderate Intensity, Low Intensity, and Rural Use Areas.⁷ In the Resource Management use area, the Agency has substantial comparative jurisdiction.^{7,8}

A two-tiered land use planning system created incentives for more local government planning. One such incentive was return of project review jurisdiction for Class B regional Projects. If a community receives APA approval for their local planning program, Class B projects can be devolved to the jurisdiction of local government for permitting.^{9,10} Local governments can prepare and submit local planning programs for approval to the APA. If they meet performance standards consistent with the Adirondack Park Land Use and Development Plan, then through program approval, Class B project review jurisdiction can be delegated to the local government.^{9,2}

Willsboro's History of Land Use Planning and Regulations

The first real development threats to the community started in the late 1920's on Willsboro Point. In 1927, the Buena Vista Park subdivision created 953 - 50' by 110' lots and the following year the Champ Adiron subdivision created another 716 lots of similar size. A golf course, tennis courts, bathing beaches and boat access lots for the common use of property owners were planned. Drinking water supply came from the lake and there was minimal thought given to on-site wastewater treatment. When the stock market crashed in 1929, the developments stalled.

Owning property on Willsboro Point regained popularity through the 1950's & 1960's and numerous one-story seasonal homes were constructed on the lake front lots. In 1962, the interior lots of the Buena Vista Park were purchased by a developer from Montreal who created Buena Vista Mobile Home Estates. Slowly, the Town took over the maintenance of the roads and installed water lines. In the late 1960's, the Town Board discussed the idea of zoning to help control the rampant and unplanned development. The Town appointed a Planning Board in 1965 and adopted its first Comprehensive Plan in 1970, quite early for a rural town in northern New York.¹¹ This was well before the legislative action creating the Adirondack Park Agency Act in 1971 and the adoption of the Adirondack Land Use and Development Plan in 1973. The Town engaged

in a collaborative and positive strategy with the Adirondack Park Agency as soon as it was established in 1971. This strategy included reaching out to the APA and demonstrating diplomacy and negotiation in its business with the Agency.

Adirondack Park Agency Commissioner, Peter S. Paine, Jr., and Park Agency Chair, Theodore M. Ruzow, (both of Willsboro Point) played important roles in Park Agency matters and in the enactment of local planning in Willsboro. Paine and Ruzow assisted Willsboro Town Supervisor, Ed Hatch, and Planning Board Chairman, Ray Mero in developing Willsboro's first land use planning regulations.^{11,12} In order to have local protections in place, then Supervisor Hatch collaborated with Paine to prepare and adopt Willsboro's first zoning ordinance in 1974. Paine and Ruzow worked with Hatch to see that the 1970 Comprehensive Plan was further updated in 1977 with the assistance of the Adirondack Park Agency staff and Federal funding through the HUD 701 program. Numerous changes were made to the Zoning Ordinance at that time so the regulations were as strict or as stricter than those of the Agency. Subdivision Regulations were re-written and the On-Site Sewage Disposal Ordinance was enacted to enforce the NY State Dept. of Health regulations of Public Health Law, Appendix 75A (for residential septic systems) and the NY State Dept. of Environmental Conservation standards (for commercial septic systems with over 1,000 gallons of effluent per day).

In 1980, Paine and Ruzow assisted the Town to rewrite the Willsboro land use regulations to virtually what they are today. There was concern at the town level at that time about lack of institutional capacity to administer Class B Regional Projects. The Town succeeded in receiving Adirondack Park Agency local planning program approval, but Willsboro delayed acceptance of administration of Class B regional project review for a period until the capacity to manage the program was in place.^{11,12} Willsboro became one of the earliest towns in the Adirondack Park to receive approval for its land use program and join with the APA to administer the two-tiered regional/local planning program enacted by the Adirondack Park Agency Act. On January 12th 1996, the Adirondack Park Agency adopted a resolution that transferred the authority over Class B Regional Projects and shoreline regulations to the Town of Willsboro.

The Town passed Local Law No. 1 of the Year 2007 (which amended Local Law No. 2 of the Year 1990) for the administration and enforcement of the NY State Uniform Fire Prevention and Building Code. The law provides for the issuance of building permits, certificates of occupancy or compliance, construction inspections, stop work orders, notifications regarding fire

or explosion, unsafe buildings and structures, operating permits, and fire and safety inspections. The NY State Uniform Fire Prevention and Building Code consists of nine volumes of codes that have been adapted from the International Code Council. They include the following:

1. Building Code
2. Existing Building Code
3. Residential Code
4. Fire Code
5. Fuel Gas Code
6. Mechanical Code
7. Property Maintenance Code
8. Energy Conservation Code
9. Plumbing Code (which cites Appendix 5-B and 5-D of the NYS Department of Health regulations regarding private water supplies.

The codes are intended to provide minimum requirements to safeguard public safety, health and general welfare through structural strength, means of egress facilities, stability, sanitation, adequate light and ventilation, energy conservation and safety to life and property from fire and other hazards attributed to the built environment.

Current Land Use Laws & Administration

Willsboro has four components to its local land use program:

- (1) [The Comprehensive Plan \(1977\)](#)
- (2) [Zoning Ordinance \(2002\)](#)
- (3) [Subdivision Regulations \(1980\)](#)
- (4) [On-Site Sewerage Regulations \(1980\)](#)

The contents of these regulations and plans can be found on the Internet at the links provided in the following sections or in the hard copies* that are available to the public at the Town of Willsboro Town Offices located at 5 Farrell Road, Willsboro, NY 12996. *Due to the high volume of paper required to print these documents, there may be a fee for the hard copies.

1. [The Comprehensive Plan \(1977\)](http://www.townofwillsboro.com/comprehensive-plan.html) <http://www.townofwillsboro.com/comprehensive-plan.html>

The Comprehensive Plan is also known as: “Master,” “Local Government” or “General Plan,” depending upon state or city statute and geographic or municipal location.¹³ As late as 1993, the New York State Legislature by statute first defined “comprehensive plan” to mean “. . . descriptive material that identify (ies) the goals, objectives, principles, guidelines, policies, standards, devices and instruments for the immediate and long-range protection, enhancement, growth and development of the municipality.”¹⁴ Three key attributes that define a comprehensive plan are “geographical coverage, subject-matter and time horizon.”¹³ Subject areas must be complete and include the social, economic, land use, natural resource, and community issues associated with the planning area.

A comprehensive plan serves three major purposes. It is the foundational legal document to support the zoning, subdivision and sanitary codes of the Town. The plan serves as an important reference for grant proposals and applications, illustrating the link between projects and the vision for the Town. Lastly, the plan acts as a capital program guide for public facilities and services. Willsboro adopted comprehensive plans in 1970 and 1977. This comprehensive plan is the third developed by the Town of Willsboro.

The planning process is a simple and rational step-by-step process. Facts about the natural, social and economic conditions in the Town are combined with citizen’s input to prepare a Town Comprehensive Plan. The purposes of a plan are to adequately protect and enhance the community’s human, public, and natural resources; establish community goals and objectives; and insure citizen input. Once completed, the plan is followed by the updating of the existing zoning and subdivision ordinances and the adoption of new land use regulations. Updated administrative policies and

procedures are then developed and adopted, completing the planning cycle.¹⁵ Figure 1 shows the order of the planning process.

2. **Zoning Ordinance (2002)** http://www.townofwillsboro.com/uploads/6/0/9/7/6097445/zoning_ordinance_map-apr02.pdf

Based on the 1926 zoning ordinance adopted by New York City, Willsboro's Zoning Ordinance designates permitted uses of land based on mapped zones that separate land uses. The ordinance identifies and describes the variety and density of uses of land. It also regulates characteristics such as building height, lot coverage, and setbacks. Although numerous amendments have been made to the Zoning Ordinance in the past thirty years, many in the community feel that the current regulations are not adequately working to protect the small town character and scenic beauty, while providing for economic growth. Descriptions of each district's allowable uses and density limitations are provided in the body of the zoning ordinance that can be found at <http://www.townofwillsboro.com/building--zoning-code.html>

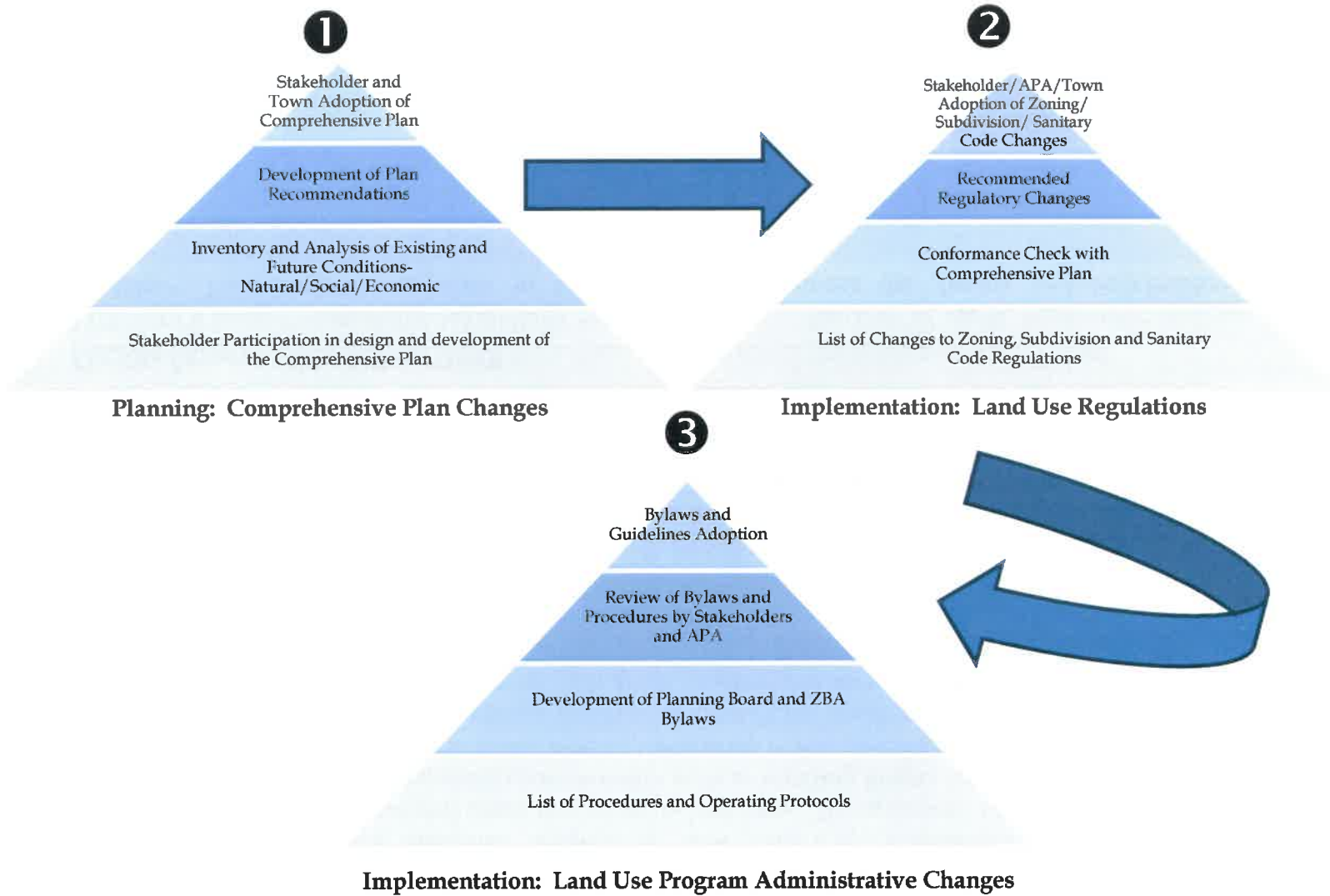
3. **Subdivision Regulations (1980)** <http://www.townofwillsboro.com/building--zoning-code.html>

Dividing single land parcels into smaller, multiple parcels (lots, blocks or sites) are regulated by a subdivision ordinance or law. A subdivision proposal doesn't have to involve a proposed development. Willsboro's Subdivision Regulations define the jurisdictional thresholds for different types of local review, such as major or minor subdivisions. Larger subdivisions or those that take place in sensitive environmental areas are subject to a consulting review or formal permit from the Adirondack Park.

4. **On-Site Sewerage Regulations (1980)** <http://www.townofwillsboro.com/building--zoning-code.html>

Willsboro's on-site wastewater regulations manage the proper function of onsite wastewater systems to protect water quality. These regulations work in tandem and complement the Zoning and Subdivision guidelines.

Figure 2: Local Planning Program Flow Chart¹⁶



Land Use Administration

Today, the Willsboro Local Land Use Planning Program consists of a full-time Code Enforcement Officer (CEO), a part-time assistant/secretary, a seven-member Planning Board (PB) with two alternate members, and a five-member Zoning Board of Appeals (ZBA) with two alternate members.

Building Permits

The Code Enforcement Officer needs to pass the qualifications of the NY State Civil Service position (Building Inspection III) as well as the qualifications of NY State Department of State Codes Division and receive 24-hours of in-service training annually. S/he is in charge of day-to-day administration, issues building permits and certificates of occupancy/completion, issues permits for signs (up to 8 sq. ft.), administers the On-site Sewage Disposal Ordinance, is responsible for enforcement and management of violations, and answers routine questions where answers are clear and unequivocal. Decisions of the CEO may be appealed to the Zoning Board of Appeals.

The Planning Board

The Planning Board reviews applications for subdivisions, special use permits, and signs (over 8 sq. ft.). They also administer provisions to Class A & B Regional Permits and, under limited circumstances, act as an advisory board to the Zoning Board of Appeals.

Members are appointed by the Town Board for seven-year terms and need to acquire 4-hours of in-service training annually. Decisions of the Planning Board may not be appealed to the ZBA, but may be challenged in NY State Supreme Court.

The Zoning Board of Appeals

The Zoning Board of Appeals serves as a Board of Appeals from any decision of the CEO. The ZBA may grant or deny a variance from the dimensional standards of the Zoning Ordinance, may grant or deny a variance from the use requirements of the Zoning Ordinance, and provides interpretations of the Zoning Ordinance & Map. Members are appointed by the Town Board for five-year terms and need to acquire 4-hours of in-service training annually. Decisions of the ZBA may be challenged in the NY State Supreme Court.

Please refer to Chapter 3 of the Community Profile and Atlas for additional information on the Willsboro Local Planning Program and land use regulations.

Other Relevant Local and Regional Planning Initiatives

A comprehensive inventory of approximately 85 community planning and revitalization plans, projects and initiatives provided information that enabled the Willsboro Comprehensive Plan Steering Committee to understand many critical components of planning activity in Willsboro. These include the current state of Willsboro's community efforts, the town's place in

regional and the statewide programs, potential opportunities for future projects, partnerships available with other organizations and collateral resources for assistance to implement outstanding projects. On a practical level, the inventory provided an identification and review of projects and initiatives, background, synopsis, and sources to go to for more information, and identifying themes, lending itself to committee discussion and providing documentation for the Willsboro Comprehensive Plan. A brief summary of four relevant local and regional planning initiatives is provided.

- 1 & 2. Essex and Clinton County Waterfront Revitalization Program (1997) and the Essex and Clinton Counties Waterfront Plan (2010)

Willsboro was part of this County Planning Office-sponsored regional planning effort that was updated by Lakes to Locks. There are many specific strategies for Willsboro found in Section III, Land Uses & Project. Some are completed, some at the concept stage and others ongoing. They range from trail development, agricultural zoning, and recreational facilities and to updating the comprehensive plan. This Comprehensive Plan updates the Willsboro-specific facts and projects listed in the 1997 Waterfront Plan and its 2010 update.

3. Town of Willsboro Hamlet Area Revitalization Plan (2000)

The Hamlet Plan of 1999-2000 is a detailed source for a wide variety of initiatives to improve the hamlet area. It provides perspectives from the past, to the time of the writing, and into the present. There are projects and plans, some that were completed and others that were not. The new school is a completed project. The River walk and Gilliland Trail, and the Grist Mill's restoration are still outstanding. River walk, a multi-use path, would contribute to better access to the Boquet. The Gilliland Trail was proposed to connect the hamlet to Noblewood. The plan is a very useful tool and is posted to the Town Website.

4. Boquet River Watershed Management Plan (in preparation)

The Boquet River Association (BRASS) is conducting a watershed management planning process for the Boquet River basin. According to BRASS, "With an understanding of the river's watershed and what the people of our five townships need and want in their plan, the Advisory Committee will develop a specific list of prioritized projects as a guideline for future action. If the five township governments then approve the goals of the plan, BRASS and its partners will be able to approach a wide variety of private and public funding sources with the support of our communities and the proper tool we need to justify the projects we've identified."

How the Comprehensive Plan was Developed

More than three decades have passed without an update to the 1977 Comprehensive Plan. Since that time, people in the community have not had an opportunity to discuss the demographic, economic and environmental conditions and changes in the Town. In 2009, the Town Board of Willsboro decided that a comprehensive community-based planning process should be undertaken in order to provide an opportunity for citizens to discuss existing conditions, determine what the community wants for Willsboro in the future, and then develop a framework for arriving at that future vision.

A great deal has changed in Willsboro. The internet, cellular telephones, and computers blur the line between home and workplace. Changing demographics and land use patterns occur because of Willsboro's location, and from a real estate viewpoint, location is everything. Willsboro is part of a potential market for 84 million people residing in New York City, Boston, Montreal, and Toronto.¹⁷ The interstate system and air travel enable convenient access to Willsboro and the Adirondacks. Seasonal property owners extend their stay at camp and work from their resort properties. People retire and move full time to the Town. Others telecommute. To some, including retiring baby-boomers, life in suburban and urban areas is less desirable. Many sell their metropolitan-based, high-value

real estate and come to Willsboro with accumulated resources earned from comparatively substantial incomes. Living in Willsboro is preferable and affordable to out-of-towners. The comforts and conveniences of modern lifestyles are now available in Willsboro's lakefront and in its countryside. One no longer has to go home to the city or the suburb since one can have everything – and the beauty of Lake Champlain and the Adirondacks here in Willsboro.

An engaged, enthusiastic, and active citizenry participated in the development of the Town of Willsboro Comprehensive Land Use and Action Plan. From the onset, the Town Board encouraged participation of all interested groups in the community



Figure 3: Citizens participate in one of the seven community workshops⁵⁶

and invited them to the table throughout the planning process. A Comprehensive Land Use Plan Steering Committee (hereafter referred to as “Steering Committee”) was formed from these interest groups and served as leaders for the process, facilitated by a professional planner who provided advice, guidance, direction, and writing services. Together they listened to experts and citizens, collected studies, and reviewed data. As described in greater detail in [Appendix 1](#), Steering Committee members, volunteers, student interns and the Planning Advisor inventoried and analyzed existing conditions, surveyed and interviewed citizens, evaluated future trends, mapped and studied natural and community resources, and ultimately made the recommendations included in this plan.

Citizens participated extensively throughout the planning process and public meetings were well attended. Community members contributed thoughtful comments and suggestions, providing continual input. They were very committed to the vision and goals of the process which is crucial to any planning process. In addition to the citizen comments associated with the environment, built systems, or development issues in Willsboro the scientific, cultural, economic, and

community-based information that comprised the data base layers for the 100-plus GIS maps were used to create analysis maps (See [Appendix 5](#): Community Profile and Atlas for full detailed copies of the maps. Within the Comprehensive Plan readers will find less detailed “thumbnails” of selected maps). Analysis maps were based upon: data requests from the Comprehensive Land Use Plan Steering Committee, themes from the August 2009 Listening Sessions, Visioning Workshops, Community Survey, and the Compilation of Citizen Anecdotal Comments. The Comprehensive Land Use Plan Steering Committee determined the outline of issues, strategies, and recommendations included in the draft Comprehensive Plan after considering all the data--scientific, economic, and community-based.

Scholarly and professional literature suggests that successful community efforts at “follow-through” are built upon a committed, enthusiastic, motivated, and engaged citizenry.¹ It is hoped that the citizens will monitor and help implement the plan to turn “words” into actions.

Area Map of Willsboro

Geographic terms, such as Willsboro Point, need to be defined in the Comprehensive Plan. Nine geographic sections or neighborhoods were defined and named to provide consistency across the GIS maps created for the Comprehensive Plan. It is important to remember that the scale and accuracy of the GIS maps presented in the Comprehensive Plan are intended for comprehensive, town-wide planning and are not intended to be used at the parcel-level. Please review the GIS maps posted online at www.townofwillsboro.com to determine specific parcel/neighborhood locations. Refer to the Community Profile and Atlas for full detailed copies of the maps. Within this Comprehensive Land Use and Action Plan readers will find less detailed “thumbnails” of selected maps.

Please note that the Central Business District and “downtown” Willsboro were intentionally not defined with precise boundaries in order to leave the business district definition flexible for economic development purposes. Areas are named and represented throughout the Comprehensive Plan and the Community Profile and Atlas as depicted in Figure 3:

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

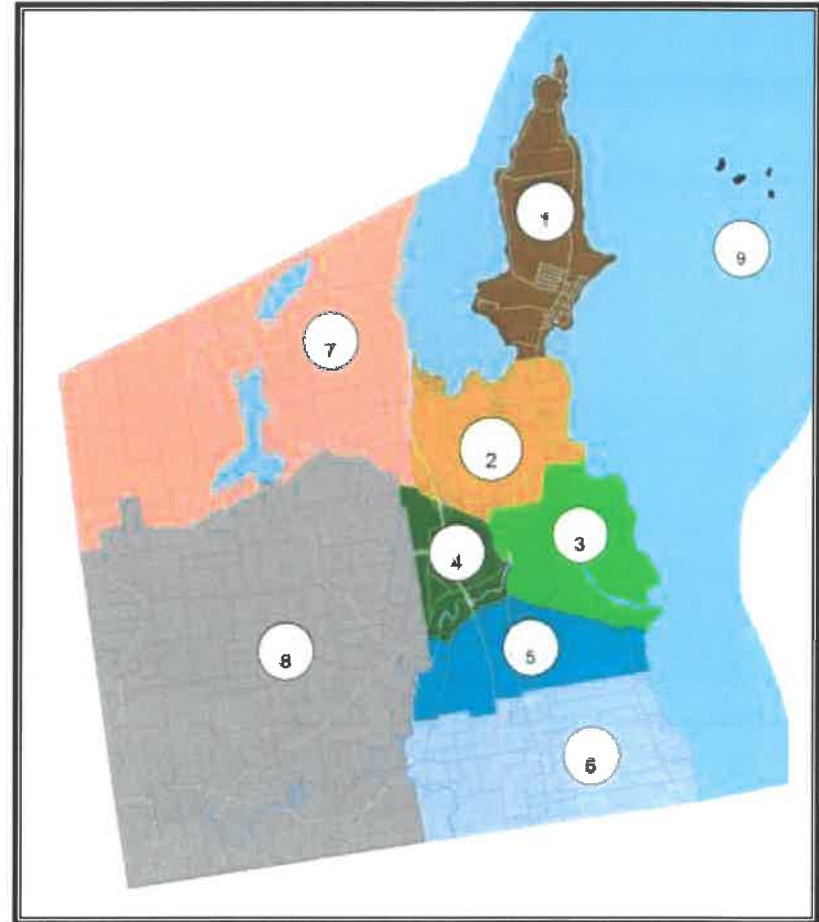


Figure 4: Area Map of Willsboro

Chapter Two: Willsboro's Past, Present & Future



Figure 5: Boquet River²¹

A Brief History of Willsboro¹⁸

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

Several thousand years ago, after the last Ice Age when melt-waters receded from the Champlain Valley, the First Nations' peoples inhabited Willsboro.^{18,19} The Town's waterways provided important travel routes for the nations of the Iroquois Confederacy, the Algonquin, Huron, and Abenaki Nations among others. In the 1500s, Europeans began to discover Lake Champlain and years of colonial competition for the region followed.

The First Nations' peoples were often divided by traditional rivalries and long standing feuds. The wars between England and France and then the American colonists and England further divided indigenous nations. The Huron, Montagnais, and Mohawks found themselves on different sides of the European conflicts. With the expansion of European settlements, particularly after the "sale" of large tracts of Iroquois lands to the Americans as part of treaty settlements, their villages were mostly driven off from Willsboro. Today, in the Turtle Island Café, diners can view a copy of the treaty where three clans agreed to "walk these lands no more." The traditions of native peoples linger in hunting

practices, the quiet use of waterways by canoeists and kayakers, and the gentle respect and awareness given for the land and its creatures.

The story of the Town's first European founder is an intriguing tale. William Gilliland was part of the new American Country's birth struggles. A British soldier who fought against the French, he was able purchase land grants offered in 1763. When the British gained possession of all French holdings in Canada as well as the Champlain Valley, which included Willsboro, they offered soldiers land.^{18,19} In 1765, Gilliland purchased a total of fifteen thousand acres and personally led a band of tenants to start the small settlement he called Milltown on the lower falls of the Boquet River. The settlement grew and was peaceful until the inhabitants were caught in the height of the Revolutionary War between the Americans and the British fighting up and down the Champlain Valley. For safety's sake, the settlers fled and Milltown was abandoned. During the Revolutionary War, General Burgoyne eventually occupied Gilliland's house, probably the nicest in the community, while his soldiers were encamped nearby along the Boquet River.¹⁹ There was enmity between Gilliland, Willsboro's founder, seen as a British loyalist, and Benedict Arnold, a hero of the American cause early on in the war. The outcome for Gilliland was the loss of his holdings, which were sold primarily to Colonel Sheldon and Abraham Aiken.

The incorporated Town of Willsboro, then spelled Willsborough, was formed on March 7, 1788. It covered

the territory that would become the present day Towns of Lewis, Chesterfield, Jay, Essex, Wilmington, St. Armand, North Elba, Keene and part of Peru. Over time, portions were divided and reincorporated as separate Towns until 1805, when the Town reached its present size.^{18,19} The 19th century saw a Willsboro that grew and thrived. By 1818 Willsboro had sawmills, a gristmill, blacksmith shops, taverns, a tannery and stores. The population in 1850 of 1,932 was comparable to 2010 (2,025).^{18,19}

Farming was an integral part of Willsboro since the latter part of the 1700s.²⁰ In the 1860s half of Essex County was farmland. Willsboro Point alone had approximately fifteen farms. Willsboro's farmers produced for local consumption and served distant markets such as New York City. Agriculture was not only a way of life and a means of feeding families, the Town and the state played a role in tourism. Buyers who came to purchase products also brought their families back to vacation on the shores of Lake Champlain. Growth accelerated in the late 1880s. The railroad came through Town, school districts were centralized, agriculture and industry were doing well, and tourism was firmly established.

Willsboro's natural, rural beauty and waterways drew visitors before and since its establishment as a Town. Boaters on Lake Champlain would stop or return to camp on the shores. There was a hotel at the end of the point before 1883. Tourism continued to grow into the 1900s. There were already summer camps at the

head of Willsboro Bay.^{18,19} Tourism was supported by Willsboro's residents who built and maintained camps to rent for additional income. ^{18,19} Further evidence of the Town's popularity as a destination was the Clubhouse in Buena Vista. In 1927 the Clubhouse featured a grand ballroom that accommodated 75 guests. A bus service was provided from Albany to Buena Vista from Friday night to Sunday night so that people might easily travel to hear the nationally renowned bands that played every summer weekend. ^{18,19}

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

Like any town, Willsboro endured difficulties of growth and disaster. Flooding from the Boquet River and fires interrupted life and commerce from time to time. In 1913 the Great Flood destroyed businesses along the river. Today, Willsboro's rich soils and gentle slopes still attract agriculture and forestry. Farmers strive to maintain their family traditions, produce food, and create a sense of countryside. Artifacts drawn from the earth, historic markers, and old homesteads such as the Adsit Cabin stand as reminders of Willsboro's place in

American history. The Town's geography continues to determine its difficulties, choices of way of life, characteristics and appeal. Willsboro, the oldest Town in Essex County, maintains rural qualities of natural beauty and a neighborly ambience. It does not stand still. Willsboro has been recognized as the location for pioneering work in projects such as the fish ladder on the Boquet, environmental conservation projects done by the Boquet River Association, and Cornell University College of Agriculture's Research Farm. And, not least of its roles, the Town once seen as a humble mill town is still a beloved summer destination of great beauty.

Issues Willsboro Faces Today

Linking Environmental Quality with Economic Stability

Although citizens were most concerned (number one priority) about environmental quality, the second most important topic was Willsboro's economy. Citizens expressed an interest in balancing Willsboro's economic needs while protecting the quality of Willsboro's environment. There are many economic drivers that contribute to Willsboro's economy, including service-type businesses such as building contracting and landscaping. Citizens voiced the need for new, creative ways to make a living and provide affordable livelihoods, but also recognized that protection of Willsboro's special waterways and landscape is important. For example, the agricultural community and

year-round and seasonal residents were equally concerned about recognizing the importance of balancing agriculture, with its traditional and deep community roots, with the use of agricultural lands for dispersed residential development.

Employment and Commercial Revitalization

Developing new and keeping existing businesses were declared number two priority from data gathered from the community. There are a number of conditions that must be addressed for success in developing new and keeping existing businesses. Consumers must patronize local businesses in order to generate the sales and revenues to keep businesses open. Driving to Plattsburgh (a 60-75 mile round-trip) with escalating gas prices to shop for marginally discounted groceries and dry goods at franchises and big box chains that invest their profits out of the region, does not keep business operating and open in Willsboro. When \$100 is spent at an independent, local retailer, \$68 remains in the community. When that same \$100 is spent at a chain store, only \$43 remains in the community.²⁰ Locally owned businesses are more likely to expand product lines to respond to consumer demand. As part of a new business's plan development, consumer loyalty to existing businesses in the community is evaluated. Consumers must choose to spend dollars locally in order to have a viable retail sector.

Business infrastructure and financing are needed for the Willsboro Commerce Park. Organizations such as the Essex County Industrial Development Agency (IDA), Willsboro Development Corporation, and Lakes to Locks Scenic Byway are already active and work with individuals and organizations to promote the economy. Physical and economic assets are already in place as a basis for economic revitalization.

Developable land within the APA Hamlet and Industrial classifications exists, presenting an attractive location for businesses. The Town's greatest assets are its productive agricultural lands, strong natural resource base, small Town ambience, rural character and lack of strip malls. The existing building inventory is in fairly good condition and historic properties retain original architectural details.

Willsboro is fortunate to have a diverse economic base and proximity to adjacent employment opportunities in Plattsburgh, Elizabethtown, and Burlington. As in other rural areas, it is challenging to recruit and retain medical professionals. The decline in the "under 40" age group³⁰ is a problem also shared with many rural regions across the United States and with other developed Western countries. This chronic decline suggests the need for local and regional employment opportunities for high school and college graduates and expansion of social and recreational amenities targeted at this age group.

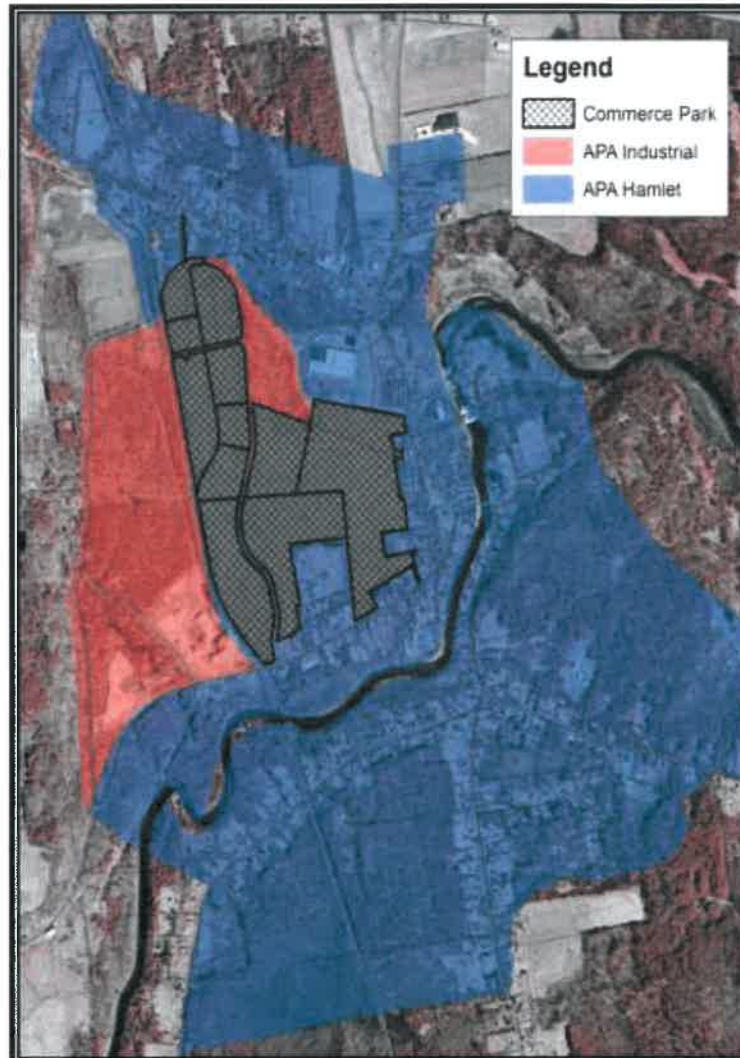


Figure 6: Development Potential: Land within APA Hamlet and Industrial Classifications.⁵⁸

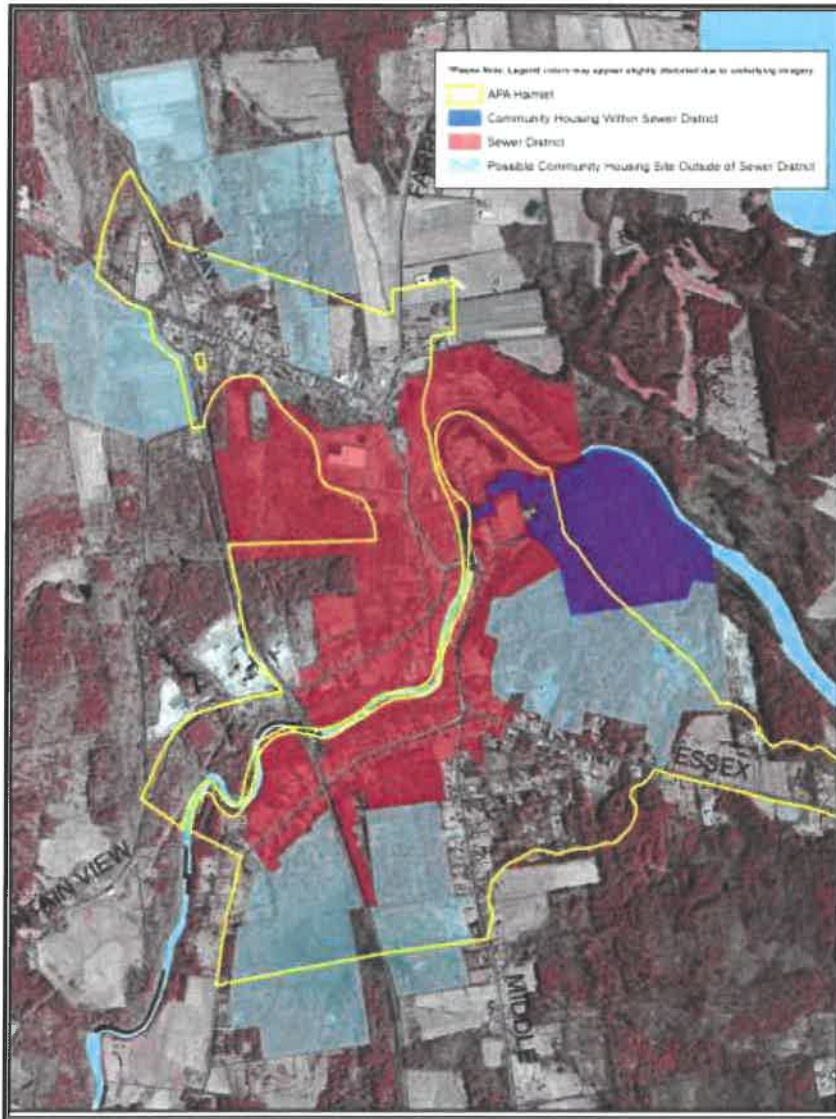


Figure 7: Development Potential: Lands for Community Housing Adjacent to APA Hamlet Classification and Willsboro Sewer District⁵⁸

Innovative and Creative Economy

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

Housing

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

Cultural and Historic Resources

The Town of Willsboro honors its cultural and historic resources by preserving and promoting them. Two of the means undertaken to protect historic resources involves an inventory of historic properties and

nominations of properties to the National Register of Historic Places. While many of the buildings retain their architectural designs, other historic buildings are in need of repair or restoration. Culturally, Willsboro is striving to enhance arts and culture-based community development by supporting the growth of arts, culture, and historic institutions.

Recreation

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

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

The Boquet River is excellent for canoeing, kayaking, and tubing. Citizens are interested in additional development of indoor and outdoor recreational amenities.



Figure 8: Long Pond²¹



Figure 9: Boquet River, Downtown Willsboro²¹

Natural Resources, Development, and Land Use

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

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

When we think of the Adirondack Region, we think of mountains. Because Willsboro is located, “where the Adirondack Mountains meet Lake Champlain”, the countryside is layered with mountains and valleys, plains and deltas-- formed by important geologic events.

Blessed with abundant water resources, Willsboro includes 73.4 square miles of land area and 30.4 square miles of water. Lake Champlain, Long Pond, Highlands Forge Lake, north and main branches of the Boquet River and their neighboring wetlands define Willsboro as a Lake Champlain Basin Town. Over 41 miles of important shoreline bound these extensive water resources. The foothills and mountainous areas to the west and northwest include large acreages of mixed hard and softwood forests that abut the farmland and countryside to the east. These forests are relatively intact, with minor forest fragmentation, thus they have a healthy representation of characteristic flora, fauna, and diverse forest communities.

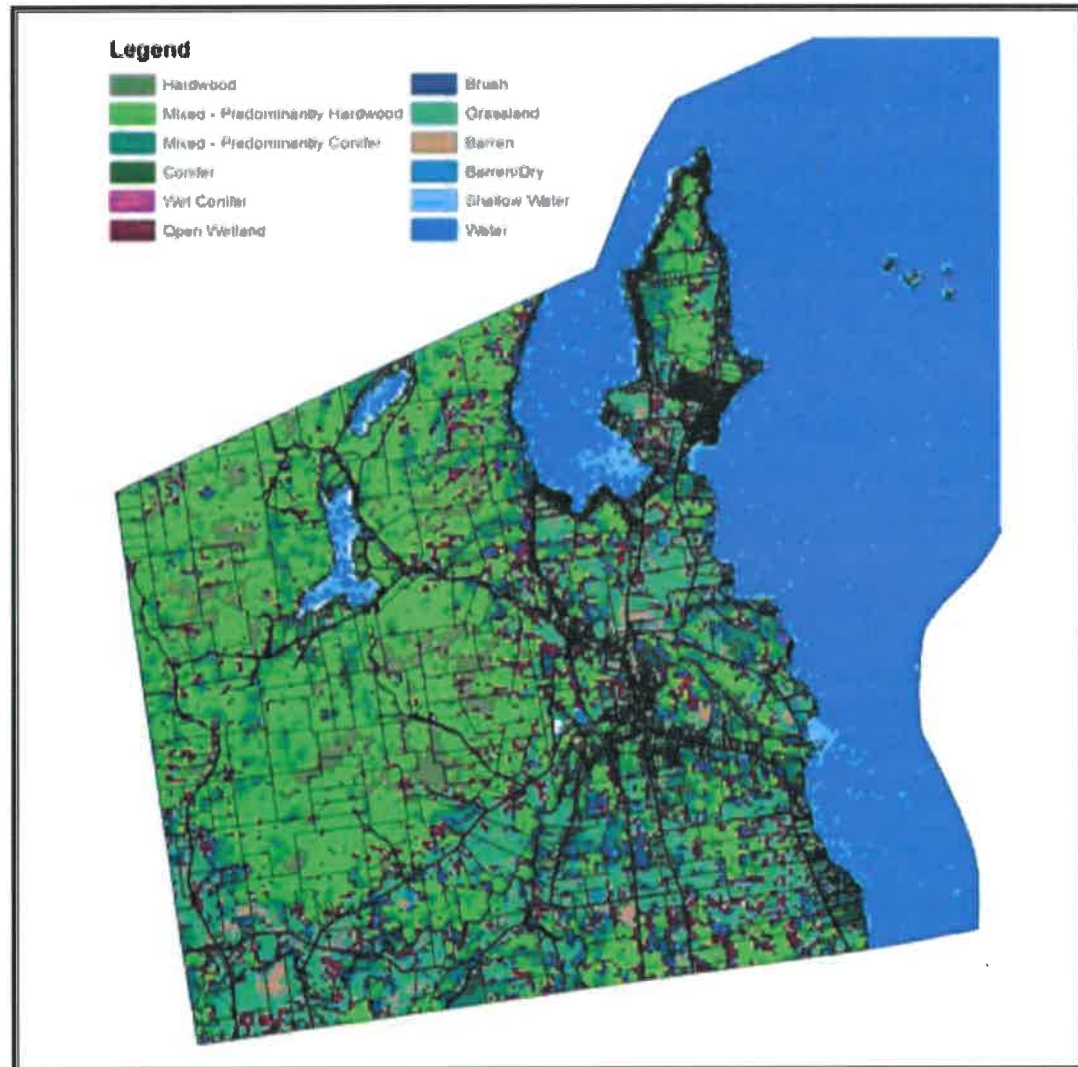


Figure 10: Forest Cover⁶⁸

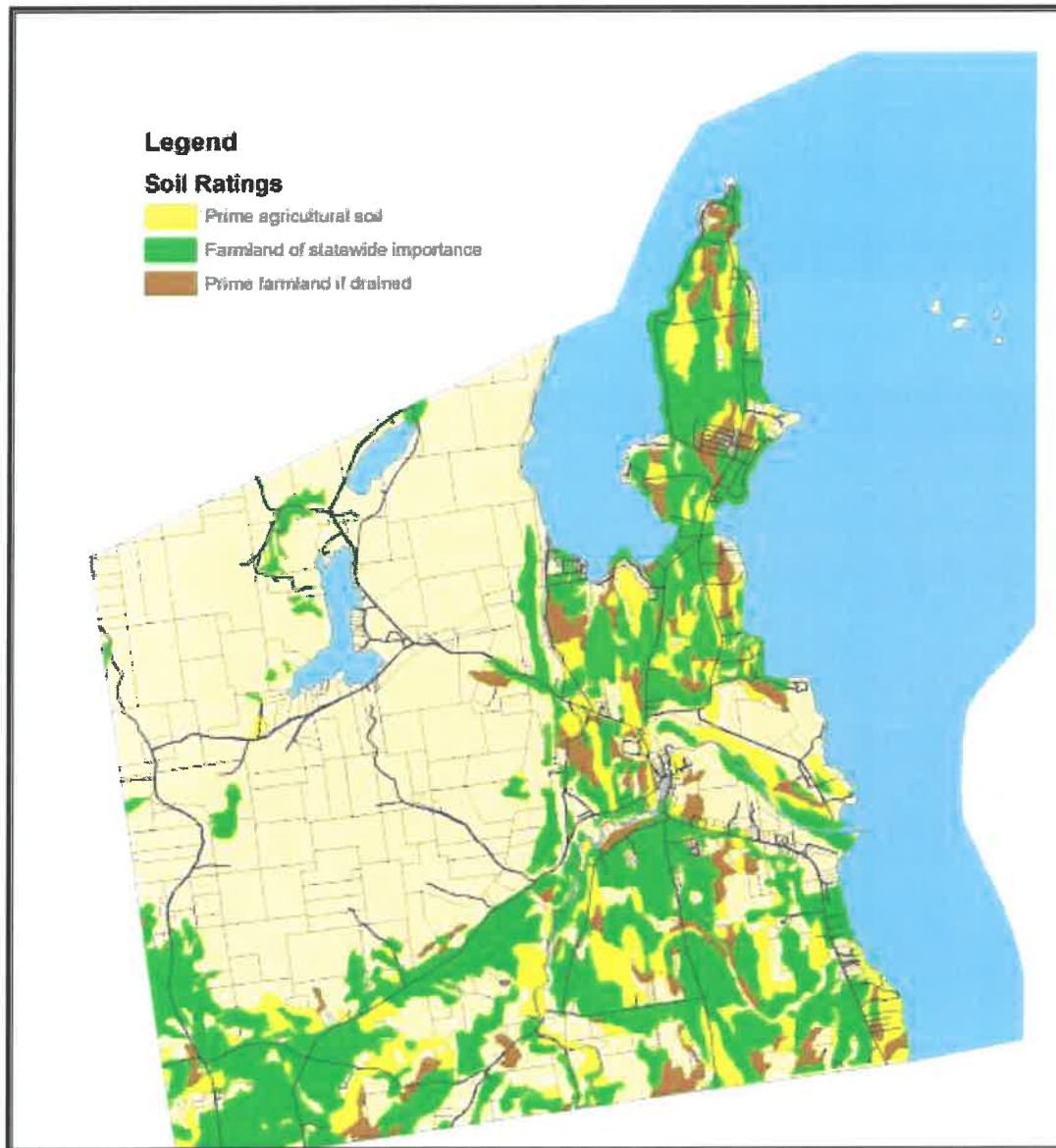


Figure 11: Prime Agricultural Soils

Farming has been an integral part of the Town since the latter part of the 1700s. Plenty of flat and gently sloping land that includes “farmland of statewide importance,” and prime agricultural soils, combines with the relatively mild climate provided by Lake Champlain to provide a rich resource for farming.

According to the Essex County Cooperative Extension approximately thirteen active farms currently produce milk, hay, corn, meat, fruits, and vegetables. Many residents also raise horses, maintain gardens, and harvest hay. The number of small acreage farms continues to grow.

Cornell University operates the Cornell University Research Farm on substantial acreage in the Comprehensive Plan area called, "Twin Shore". Many different research projects, involving such crops as grapes, corn, and grain are conducted there.



Figure 12: Cornell Farm Vineyard²¹

Twenty-three percent of the land acreage in Town (6,396 acres) is in the Agricultural District. Since the agricultural district does not include all possible farmland, the actual agricultural acreage is somewhat higher (See Existing Land Use Statistics in Community Profile for more information.)

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

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

Willsboro has many designations for its place in a special landscape. For example, Willsboro is within New York's

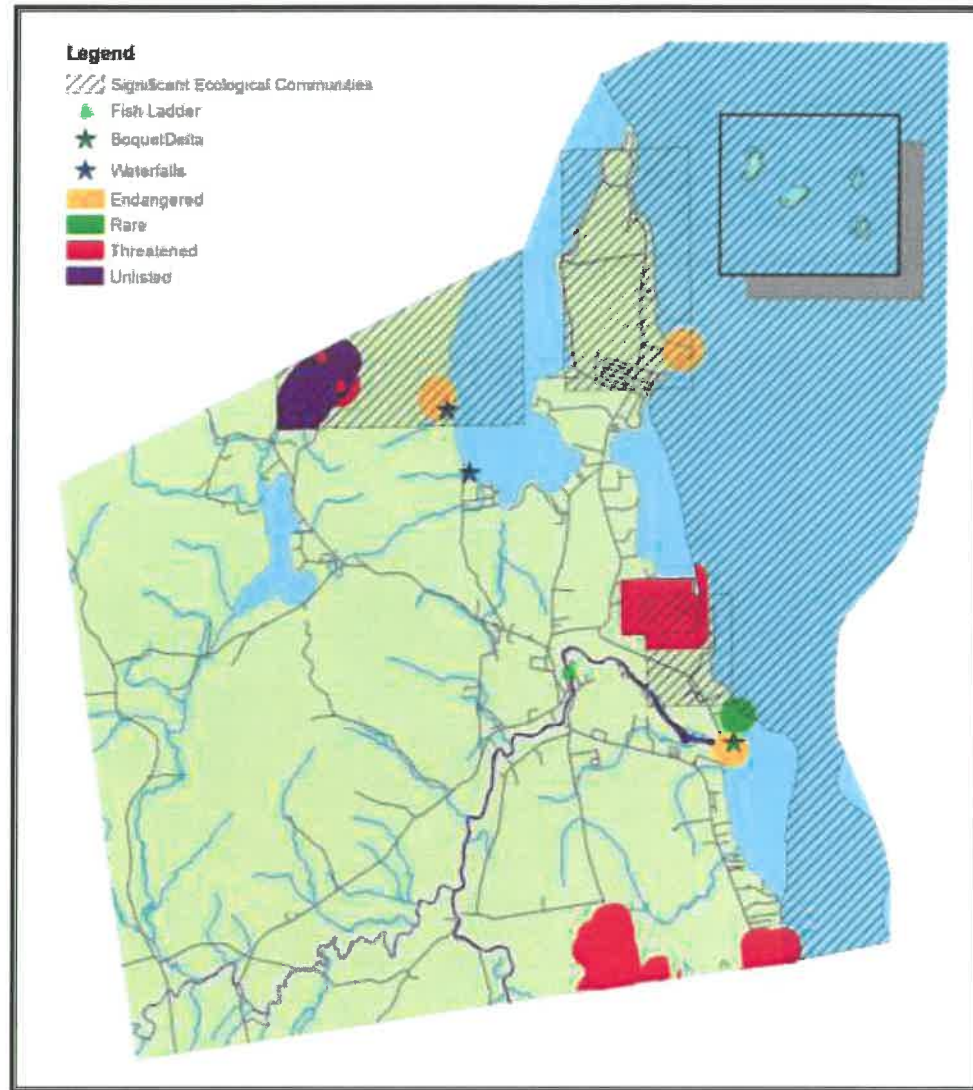


Figure 13: Unique Natural Features²²

Adirondack Park, the Lake Champlain Basin Program Management Area, Adirondack Champlain Biosphere Reserve, the Northern Forest Region, the Nature Conservancy's and the U.S. Forest Services' St. Lawrence-Champlain Valley Eco-Region, and the Northern Appalachian/ Acadian Eco-Region (shown below).



Figure 14: Special Designations: North American Acadian Ecoregion⁵⁸

Lake Champlain and the Boquet River are Designated Inland Waterways pursuant to the Waterfront Revitalization of Coastal Areas and Inland Waterways Act (Article 42 of NYS Executive Law). Inland waterways are designated based on a variety of natural, recreational, ecological, cultural, aesthetic and economic factors that are of statewide and/or national significance. Designation makes communities located along the waterway eligible for funding from the Environmental Protection Fund (EPF) and for technical assistance for a broad range of projects under the Local Waterfront Revitalization

Program (LWRP) administered by the NYS Department of State (DOS) Division of Coastal Resources. The Boquet River is a designated river within the New York State Wild, Scenic and Recreational Rivers System. The Boquet is noted by the Nature Conservancy as one of the two highest quality rivers in New York that flow into Lake Champlain.²³

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

In the past 20 years, rapid land use change has occurred in Willsboro. The term, Land Use Change refers to the scientific study of the natural, social, and economic aspects of land management (or lands left unmanaged).²⁴ Evidence of “Rapid Land Use Change” is observed in settled landscapes that expand outwards into the forests, fields, shorelines and back-country over a time period. Rapid Land Use Change is triggered by given changes in social or ecological conditions that encourage migration. Changes in conditions may include presence or absence of land use



Figure 15: Land Use Change Indicators; Real Estate Sales²⁷

regulatory policy, real estate values, climate, location of industries, and amenities.²⁵

Citizen comments made during workshops and the community survey indicated local concern about land use change in Willsboro. Scientists are also concerned about rapid land use change in the Adirondacks, a landscape known for its wildlife, size, and important location as part of an international eco-region.²⁸

Evidence supporting these concerns includes the following data, with the supporting documentation in the Community Profile and Atlas.

In the 1990s, Willsboro was cited by the *Residents' Committee to Protect the Adirondacks* as one of the "Top Ten Towns for Building Permit Activity" for the period, issuing 1,328 building permits.²⁸

During the seven year period from 2002-2009, the trend continued with the issuance of 1,167 building permits valued at a minimum of \$23,750,000.²⁹

Permits were issued for approximately 253 residential and commercial new construction, major renovation and "additions" that included partial demolition of traditional lake front seasonal cottages and replacement with year-round, larger square-footage modern homes.²⁹

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

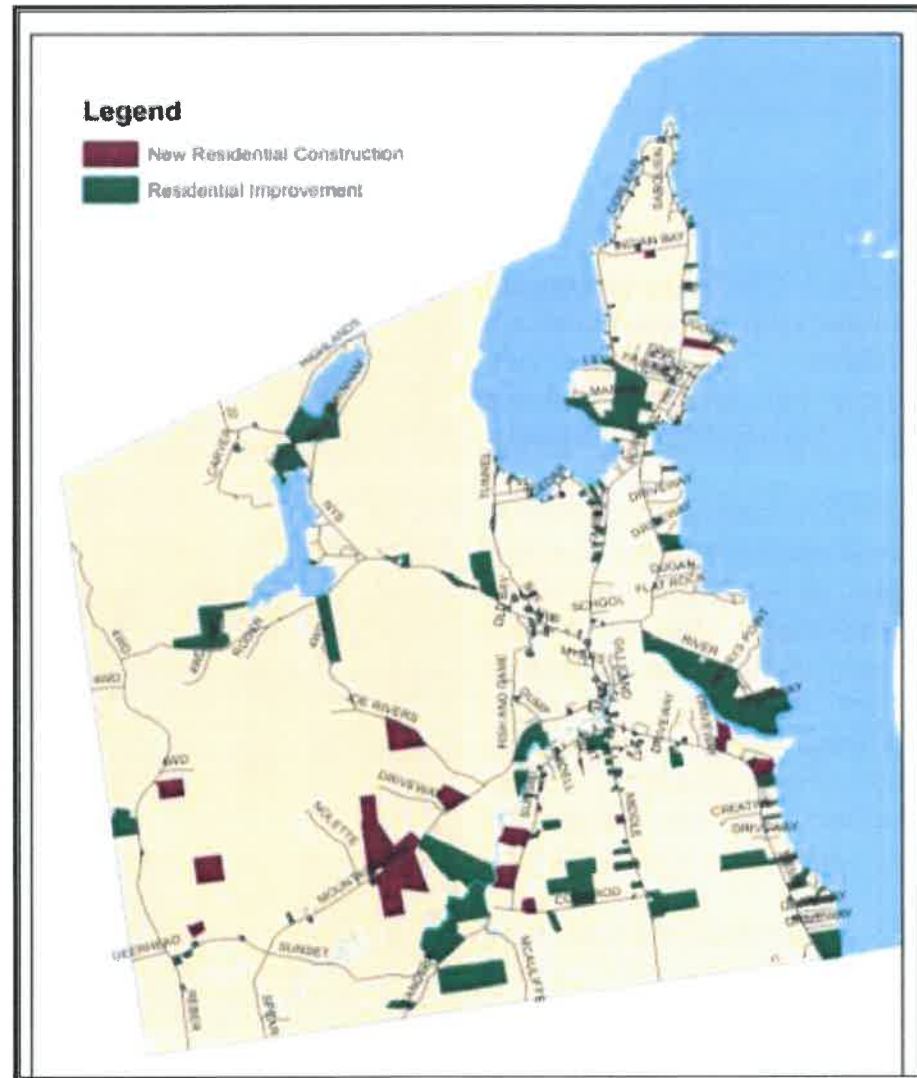


Figure 16: Residential Development. Permits Issued (2002-2009).
Note: Parcel size is noted as permit location.⁵⁸

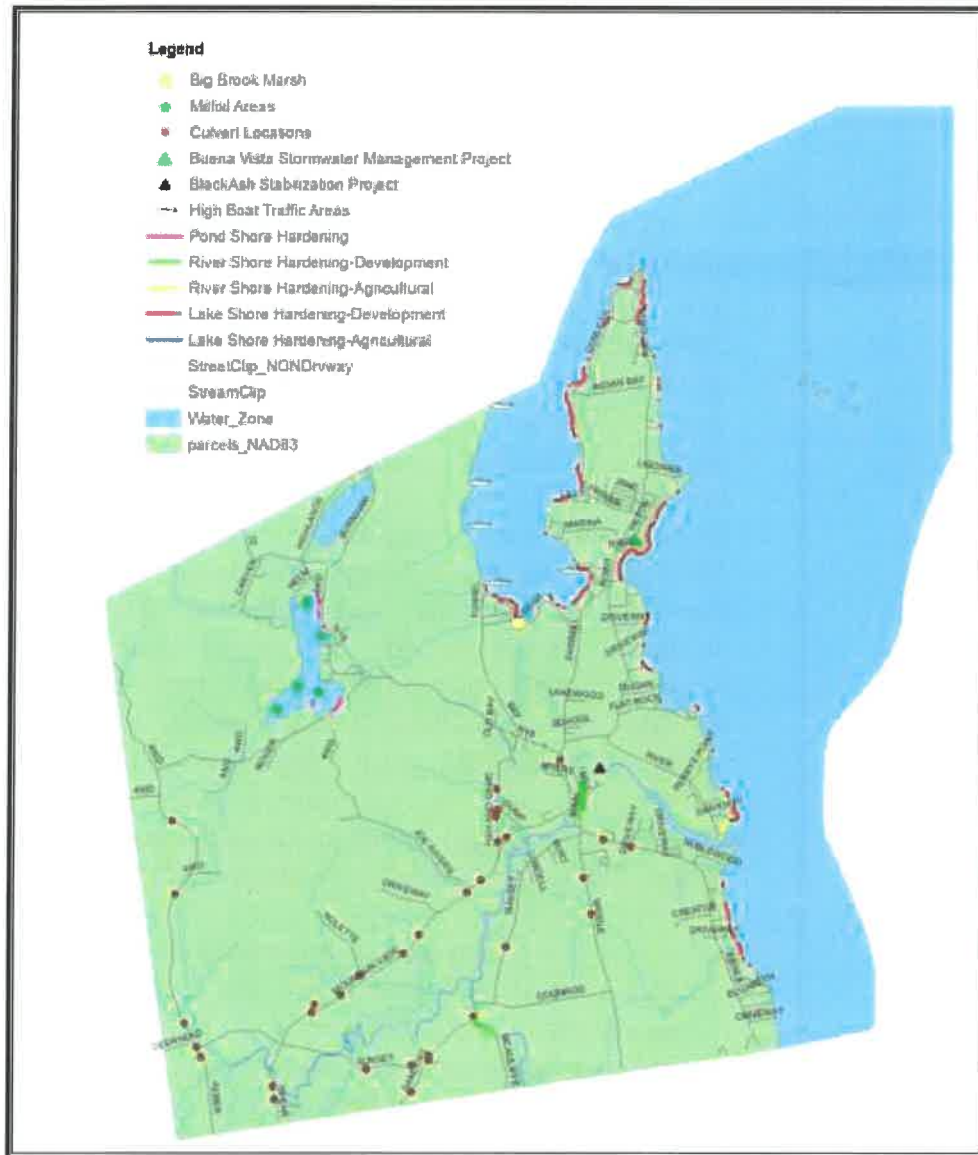


Figure 17: Waterfront Conditions⁵⁸

The replacement of small summer camps with larger, year-round structures has resulted in intensive shoreline development and redevelopment. A growing seasonal population has resulted in swings in demand for public services. (See Community Profile and Atlas: Shoreline Hardening Map.)

In the same period, 87 minor and major parcel subdivisions were also approved.²⁹ The breaking down of larger parcels into smaller parcels in order to sell off chunks, is a subdivision process that results in “fragmentation.” When land is divided and developed, habitat for wildlife, working forests and productive farm fields are compromised or lost. Fragmentation results in a loss of connectivity for wildlife and potentially significant physical land use change (See Community Profile and Atlas: Town Building Permit Statistics 2002-2009.)²⁹

Willsboro’s land use laws, which include a Subdivision Regulation and Zoning Ordinance, were originally adopted in 1974. Many in the community feel that regulations are not

adequately working to protect the small town character and scenic beauty and provide for economic growth. Citizen planners and town officials expressed concern that the regulations in place are outdated and difficult to work with. Analysis of the community survey responses reinforced these viewpoints, revealing concerns that current regulations are antiquated, complicated, and inadequate to preserve the landscape and natural resource base.

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



Figure 18: Regulatory Exceptions. Land Use Variances (2002-2009).
Note: Parcel size is noted as permit location. [58](#)

Infrastructure, Public Facilities, and Services

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

Drinking Water

The 2000 Census reported that 1,338 housing units have public or private drinking water and 8 households lack plumbing facilities. Willsboro's one-water district serves approximately 82% of the community through 1,101 connections and eleven% (146) of the community owned individual drilled or dug wells.³⁰ The Willsboro Bay Water Company, a seasonal private water service, currently serves 66 households in the Town. In 2010, service connections within the Willsboro Consolidated Water District increased by 69 users to 1,170.

The 1977 Comprehensive Plan reported that the public water supply was "adequate" to meet the present

and projected future increases in demand. Under a permit from the New York State Department of Environmental Conservation (DEC), the Town of Willsboro is authorized to take up to 864,000 Gallons per Day (GPD) from Lake Champlain.³¹ Of this amount, up to 10,000 GPD supply the Willsboro Bay Water Company (a seasonal water service), with the remainder supplying the Willsboro Consolidated Water District (see Figure 18). In 2008, the Town reported that the design capacity of the system was 720,000 GPD.¹ Two years, later, the GPD has increased by 144,000 GPD.

Due to the dramatic population increases from May through October, seasonal fluctuations in water usage are significant. The State Department of Health suggests that evaluating GPD output by month would be a helpful tool to assess demand.³² Today, Lake Champlain, the surface water supply, continues to be an adequate raw water source to meet demand.

The filtration plant appears to be in fairly good working order. Fortunately, the accumulation of Zebra Mussels at the water intake points has not been a chronic problem for the Town. The filtration plant has sufficient redundancy in its operations to allow for maintenance and still meet water demand. Improvements are underway to provide a backwash treatment system including a slurry pond for filtrate flushing to meet Department of Health requirements.

Because the water comes from a surface water source, it is treated with hypochlorination and a potable water corrosion control inhibitor.³² Willsboro must

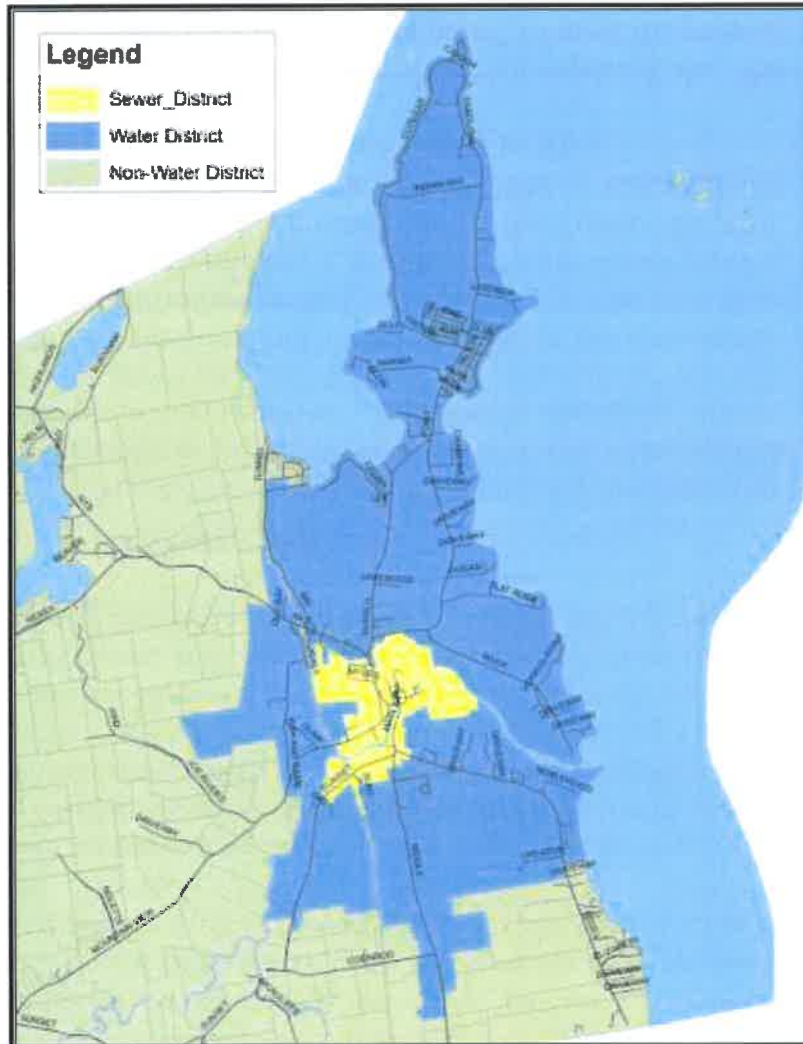


Figure 19: Willsboro Water and Sewer Districts⁵⁸

comply with federal standards and routinely collect treated water samples because of the presence of organics in the raw water combined with the chemical treatments noted above. Monitoring levels of trihalomethanes and haloacetic acids is occurring because of public health concerns for these disinfection byproducts. Further testing of Lake Champlain water quality is also revealing the presence of pharmaceuticals such as estrogen, and chemicals such as caffeine.³³

Recent storage improvements provide adequate capacity for the system and include a new 500,000 gallon glass-lined, steel tank to supplement the 200,000 gallon concrete storage tanks. Funding was also recently received to implement individual metering-- an energy-efficient way to conserve treated water. The piping that comprises the water distribution system is a mixture of composition (i.e. transite, PVC, cast iron, galvanized, etc.), age, and size. Water distribution lines continue to be replaced and upgraded as funding permits.

Wastewater

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

The Willsboro sewer plant was constructed and placed in service in 1994-1995 and was designed to accommodate 125,000 GPD (Gallons/Day). The system is currently permitted to accommodate 75,000 GPD and serves 220 connections within the Willsboro Sewer District and operates at approximately 35,000 GPD.^{34,35} There are major problems with the plant's treatment technology and plant design, which is outdated and cannot operate at half of its theoretical design capacity. Wet weather loading may cause the collection system to experience infiltration and inflow problems and flow meter accuracy but documentation was not available to support the supposition. ^{34,35} A pilot-constructed wetland project to reduce phosphorus levels prior to effluent release from the treatment plant is underway, but does not address the basic design problems with the treatment facility. Major treatment system modifications are necessary to stay current with existing system demands, include underserved households and the Willsboro Commerce Park. The Town Board is studying the cost/benefit of various treatment alternatives and expansion plans.

Private, on-site septic system development has been vigorous, but citizens continue to be concerned about the condition of private, on-site wastewater systems. Soil septic suitability, slope, surficial geology and the presence of wetlands and aquifers reveal a wide range of conditions that makes modern, on-site wastewater challenging to successfully design (see Community Profile Atlas). Aged or outdated systems may not operate properly. From 2002 through 2009, 116

new, on-site wastewater systems were constructed. Another 142 on-site wastewater systems were repaired, but information on failure or condition was not available. Contamination of ground and surface water, particularly near Lake Champlain, Long Pond and tributaries of the Boquet River, are concerns.

Storm Water

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

Transportation Systems

Automobiles and trucks are the dominant form of transportation in Willsboro. During May through October roadways also belong to bicyclists, pedestrians, and equestrians. Issues were raised during community meetings and in the community survey concerning road

sharing, excessive speed, and road safety on Town, County, and State-owned roads. Neighborhoods, such as downtown, Willsboro Point, Twin Shore, and Mountain View Drive were often the target of road safety concerns.



Figure 20: Transportation Resources⁵⁸

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

Road conditions are excellent from Willsboro south to the border with Essex, but seriously degraded on the seven miles up the “mountain” to Interstate 87. Construction improvements on the first two miles up the mountain on Route 22 were implemented in 2010. New York State Department of Transportation has not released any clear timetable for construction improvements on the remaining five miles. Route 22 north is the major northern link to Interstate 87 and its present substandard condition poses an economic deterrent for the Town. Essex County owns seven major Willsboro roads, representing one third of the Town’s highways. A 100 point *Road Priority Index* is used by the County to score each of its roads. The system is based upon nine indicators of road conditions (including bumps, shoulder deterioration, and rutting) and Average Annual Daily Traffic counts. Priority is granted to higher point scores. Essex County is updating their roads inventory. The last scoring was completed in 2003. Using this evaluation system, sections of the Middle (52-58), West (57-68 points) and Point Roads (81-91) scored

high for repair.³⁶ The County also owns four bridges, three of which exceed the condition-rating threshold of 5.00 established by the State of New York Bridge Inventory. No bridges are noted as having been identified by the County as immediate problems (“active flags”).³⁷ The Morehouse Bridge on County Road 68 (Sunset Road) falls below the threshold with a 4.87 rating. The bridge is also considered structurally deficient by federal standards.³⁸

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

Public transportation sponsored by Essex County focuses on getting workers to nearby employment centers. A van service sponsored by the Town and Essex County regularly operates to transport seniors. Nearby ferry service to Vermont for residents with employment or medical services in Vermont is generally available from April through December in Essex and year-round at Cumberland Head. Lake Champlain Ferry Service also operates a direct ferry from Port Kent to Burlington during the summer tourist season. Amtrak operates rail service twice daily with the closest rail stops in Westport,

and Plattsburgh, New York. Air service from Plattsburgh to Florida and elsewhere is regularly available.

Hazard Mitigation

Recent lake and river flooding has reminded residents of the need to mitigate and adapt for flood hazards from storm water events and increases in lake level. The spring 2011 flooding of Lake Champlain was a huge local and regional issue. Shoreline homeowners should have access to best practices to avoid erosion in the future. The use of retaining walls should be a last-ditch effort to protect property.



Figure 21: Boquet River Falls, Downtown Willsboro²¹

The Boquet River was home to the Georgia Pacific paper mill until 1965. The working waterfront includes industrial remnants including the Black Ash Pond and the Willsboro Dam. Phased stream bank stabilization is underway to mitigate erosion of the industrial waste, black ash, into the river. The Town Board is considering whether to continue repairing the Willsboro Dam or to remove it. Concerns include the dam's effects on such issues as flooding, ice jams, ecology, habitat, and aesthetics.

Communications & Utilities

Enhanced fiber optic communications systems are needed. AT&T customers have full access to cell phone

coverage, but Verizon customers do not. Economic progress could be expedited by improvements to all carriers of cell phone/wireless service and increased access to high speed/Broadband internet services.

Buildings and Services

The Town Hall, Visitor's Center and Noblewood property are staffed and governed through the Town Hall. Willsboro Central School can be contacted to obtain permission for public access. A visit or a phone call to the Town or School can result in public access and utilization of the school, Visitor's Center, and Noblewood property.



Figure 22: Willsboro Town Hall

Issues Willsboro Faces Today: A Citizen-led Search

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

Recommendations for the plan that are outlined in the following chapters were based upon the scientific and community data, trends, issues, and concerns voiced by the participants in the comprehensive planning process. Evaluation of the recommendations used a three-pronged screen. The benefits and impacts to environmental quality, economic prosperity, and social well-being informed the Comprehensive Land Use Plan Steering Committee as they weighed public and private interests. Supporting documentation for all recommendations are included in the Community Profile and Atlas that is attached and linked to this plan as Appendix 5.

A Shared Long Term Vision of Willsboro

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

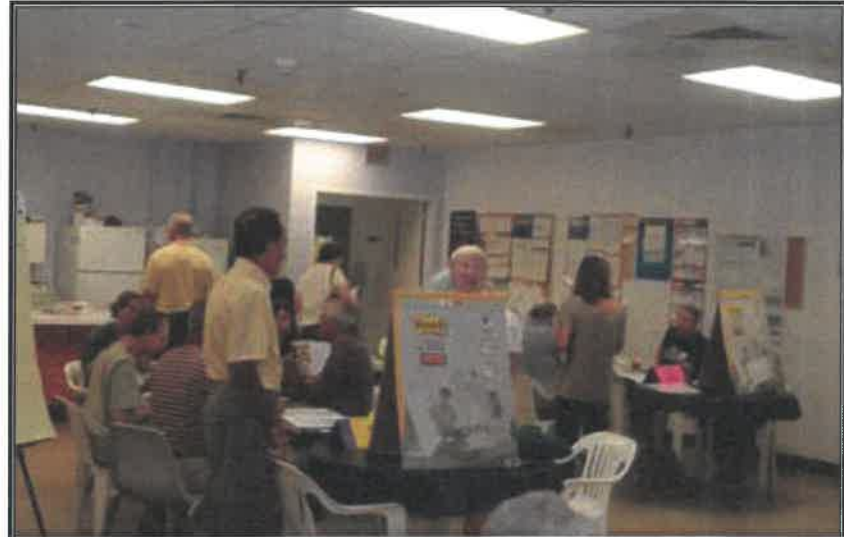


Figure 23: Citizens Participate in One of the Seven Community Workshops²¹

Long-Term Vision for Willsboro

In the future, Willsboro will be a neighborly place where its full time and part time residents care deeply about its unique beauty and small town character.

The community will enjoy a diversified economic vitality, including a vibrant agricultural community, state of the art educational facilities and systems, and carefully managed growth for the benefit of all its citizens.

Willsboro's prized natural resources including extensive waterfronts, forests, and open fields will be maintained and protected by the Town's citizens and government.

The Town will take full advantage of its rural location, heritage, recreational opportunities and its scenic beauty to be an attractive destination for visitors and a good home to all its residents.

**Chapter Three:
Recommendations for our
Vital Marketplaces, Economy and Community Amenities**



Figure 24: Sign noting some of Willsboro's Resources²¹

Strategic Priorities, Implementation Goals & Objectives



Figure 25: River view of Main Street in Willsboro, New York²¹

In this chapter, **strategic priorities, implementation goals and objectives** are outlined. Strategic priorities, goals, and objectives were formulated to address the existing conditions, issues, and themes and are based upon the comments received from the 587 workshop and survey responses.

Strategic Priorities describe major areas of focus for the future of Willsboro. Strategic Priorities are implemented through the recommendations described in the Implementation Goals and Objectives.

Implementation Goals and Objectives describe recommended activities that are needed to achieve the Strategic Priorities.

Chapter Three: Vital Marketplaces, Economy and Community Amenities, includes ten recommended Implementation Goals and Objectives. Potential agencies and organizations that might steward the recommendations are identified by acronyms. An acronym key is provided in [Appendix 2](#). Representative funding sources for the Implementation Goals and Objectives are also provided. A numerical key for these funding sources is provided in [Appendix 3](#). Estimated time frames for each goal and objective is provided.

Strategic Priorities:
Vital Marketplaces, Economy and Community Amenities

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

Willsboro’s economically diverse community will support and sustain, in cooperation with state and local agencies:

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

Willsboro’s four-season business district will:

- *Be filled to capacity with a rich diversity of retail businesses.*
- *Possess sidewalks, parking lots, and parks awash with color and art, benches and greenery.*
- *Offer shopping opportunities that complement its mix of cultural, historic, and recreational resources.*
- *Capitalize upon its natural assets of the Boquet River and connection to Lake Champlain and the Essex Ferry.*

**Recommended Implementation Goals and Objectives for
Chapter Three: Vital Marketplaces, Economy, and Community Amenities**

Recommended Implementation Goals and Objectives for Chapter Three: Our Vital Marketplaces, Economy, and Community Amenities <small>"ORG" = Tasked Organizations, "FUND" = Representative Funding Sources, "TERM" = Length of Project: (S)hort (< 2 years), (M)edium (2-5 years), (L)ong (>5 years)</small>				
GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
1.	Establish business infrastructure that supports year-round revenues, maintains an economically viable and diverse economic base in the Hamlet and adjacent Willsboro Commerce Park and caters to a broad variety of sustainable commercial and industrial markets. Develop economically and environmentally friendly businesses that help Willsboro build sustainable wealth and well-being through the incorporation of green design and jobs, sustainable business practices, and local jobs. Create fifty (50) full time jobs by establishing a business climate that supports moderate, clean, diverse and green industrial and commercial growth.			
1A.	Assist the Essex County IDA with the development of the Willsboro Commerce Park	WTB, WDC, ECIDA	1, 4, 5, 9, 22,	M
1B.	Improve town-wide Broadband access.	ABI, CC, WDC, WTB, WTECH, APA	5, 6	M
1C.	Encourage Banks To Make Loans For Structures That Use Alternative Energy Sources.	WTB, CNB, ANCA, AC, WTECH		M
1D.	Encourage industrial and tourism commerce with our Canadian neighbors.	WTB, NCCHAMB, ROOST, WDC, Vermont & Canadian Neighbors	15	M

**Recommended Implementation Goals and Objectives for
Chapter Three: Our Vital Marketplaces, Economy, and Community Amenities**

"ORG" = Tasked Organizations, "FUND" = Representative Funding Sources,
"TERM" = Length of Project: (S)hort (< 2 years), (M)edium (2-5 years), (L)ong (>5 years)

GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
1E.	Evaluate ways to stabilize or reduce taxes, including consolidating and sharing municipal and school services, leveraging existing resources or distributing taxes over a larger tax base.	WTB, WCS, WPOA	18	S
1F.	Increase and diversify business opportunities for farmers.	AH, CCE, AFM, CU, FARM, CONS	4, 8, 9, 20, 23	M
	<ul style="list-style-type: none"> i. Alleviate the problem of insufficient farm income. ii. Work with Adirondack Harvest and other agricultural development organizations to capitalize on the popular and lucrative "food security, localvore" and biomass energy movement. Sustain the thriving Agribusiness community by increasing demand for their products. Create a regional demand and market area "hub" for value-added local foods. iii. Support the expansion of the local Farmer's Markets into a winterized building and extend shoulder seasons. Propose that more locally grown foods and secondary-processed local foods are included at the existing Farmer's Market. iv. Develop a physical plant for processing agricultural products into value-added secondary products. v. Create a local retail outlet to provide local farm products on a year-round basis. vi. Promote renewable energy-based agricultural practices such as switch grass for biomass energy production. vii. Expand new market-based, non-traditional agricultural products, such as hardy grapes and hops. 			
1G.	Support the Cornell Research Farm and the Northern New York Agricultural Development Program by encouraging the Essex County Board of Supervisors to adopt a resolution of support for the farm and supporting programs that fund experimental crops.	WTB, Legislators		S

**Recommended Implementation Goals and Objectives for
Chapter Three: Our Vital Marketplaces, Economy, and Community Amenities**

"ORG" = Tasked Organizations, "FUND" = Representative Funding Sources,
"TERM" = Length of Project: (S)hort (< 2 years), (M)edium (2-5 years), (L)ong (>5 years)

GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
1H.	Attract young people to the area by supporting local, regional and statewide initiatives that stabilize or reverse the brain-drain trend.	WCS, WDC, KKC	19	M
1I.	Establish small business incubators with the entrepreneurial financing strategies identified in this chapter that reward innovative ideas. For example: a "rent a husband" service to complete small household and appliance repairs, or a shuttle service from the marina's or ferry to Willsboro for shopping or touring the sites.	WDC, KC, NCCHAMB	1, 4, 9, 13, 14, 15	M
1J.	Assist with an industrial marketing and promotion program for Willsboro by taking an active role in the development of marketing materials and messages used in existing promotional programs.	WDC, ECIDA, ESD, CNB		M
2.	Work with the Willsboro Development Corporation, in cooperation with the Town Board, Essex County Industrial Development Agency, and other groups to assist venture capitalists and entrepreneurs to identify and develop economically and environmentally friendly businesses for Willsboro.			
2A.	Develop businesses directly or indirectly by providing community development services and engaging in investment partnerships. Examples include:	WDC, ECIDA, HAPECO, WTB, Banks	1, 4, 9, 13, 14, 15, 19,	M
	<ul style="list-style-type: none"> i. Financial assistance and subsidies through grant programs such as the HUD Micro Lending and Entrepreneurial Program to purchase properties or develop businesses in the Hamlet. ii. Establishing a micro-enterprise loan and grant program that underwrites entrepreneurs and small businesses that will operate businesses in the Hamlet. iii. Using the "Catalytic Community Development Company" approach or Land Trust model to create businesses, purchase and re-sell or lease operations with covenants and/or rent subsidy supports to new retail business owners. 			

**Recommended Implementation Goals and Objectives for
Chapter Three: Our Vital Marketplaces, Economy, and Community Amenities**

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
	<p>a. <i>An Example of using the WDC as a Catalyst for the Grand Union Property: Citizens are concerned about the loss of the grocery store. Determine the economic feasibility of replacing the grocery store as a for-profit or non-profit operation. Purchase vacant buildings, such as the IGA property through a commercial land trust, Catalytic Development Company, or cooperative joint venture. After renovation to a usable state, lease or sell them with conditions that specify how the community wants them to be used.</i></p> <p>b. <i>Another example would be to "buy a commercial building and contract for its management with the stipulation that space be leased only to locally owned businesses that meet community needs. Rents would be stable and below market, reflecting actual costs of owning and maintaining the building, without a profit margin."³⁹</i></p> <p>iv. Promoting entrepreneurship and small business development as a means for families to move out of low wage jobs and into the middle class.³⁹</p> <p>v. Providing financial and tax incentives for green building design and sustainable uses.</p> <p>vi. Providing model business and marketing plans for prospective business owners. These plans would demonstrate the market share of essential services and products that are purchased by local or seasonal residents.</p>			
3.	Concentrate development in existing commercial neighborhoods to reinforce the small town character of Willsboro. Physical improvements and design of the Hamlet, including building renovation and landscaping, should contribute in a positive manner to growth.			
3A.	Ensure that the physical design of the Hamlet, building facades, and landscaping enhance the neighborhood in which they are located and contribute in a positive way to Willsboro through Site Plan Review and existing and improved land use laws.	WTB, WCPSC, WPB, Code Enforcement Officer, APA		S
3B.	Adopt best practices for commercial revitalization in the Hamlet that may include greater density and compaction, through increasing the number of stories, better infill of vacant lots and reuse of existing space.	WTB, WCPSC, WPB, WCEO, APA	24	M

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Chapter Three: Our Vital Marketplaces, Economy, and Community Amenities**

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3C.	Encourage building renovations (both front and reverse) based upon the recommendations provided in the Town of Willsboro Hamlet Area Revitalization Plan. ⁴⁰ and for historic buildings based upon information provided in the 2010 Reconnaissance Level Survey [Historic Resources Inventory]. ⁴¹	WTB, HAPECO, WRENN, WHS	1, 4, 9, 10, 11, 22	M
3D.	Continue to plan cooperatively with neighboring waterfront and Route 22 communities to implement the Essex and Clinton Counties Waterfront Plan and the Lakes to Locks Corridor Management Plan .	CVHN, LtoL, WTB, WRTC, ROOST, BRASS	10,11	S
4.	Encourage travelers, visitors and residents to disembark from their cars and spend more money locally.			
4A.	Assist venture capitalists and entrepreneurs in identifying and developing complementary retail, small business, and tourism support services that meet the consumer demands of visitors and residents.	WDC, ECIDA, CCE, ROOST, WRTC	1, 4, 8, 9, 13, 14, 15	S
4B.	Develop visitor packages that satisfy a 90 minute to 6-hour window of time around Willsboro. Strong tourist incentives to stop along a scenic roadway include stores and restaurants that sell local products; farm tours; recreation such as hiking, biking and kayaking, sightseeing, cultural and historical opportunities.	WRTC, ROOST, NCCHAMB, CVHN	10	M
4C.	Encourage Willsboro to be considered a day or overnight destination by promoting recreation venues and businesses to residents and visitors.	WRTC, ROOST, BO, B&B, BRASS	1, 4, 10, 17, 19	M
	i. For example, existing marinas, sailing and fishing charters, guide services, and businesses such as the 1812 Homestead, Pok-O-MacCready Outdoor Education Center, Crux Indoor climbing tower, Noblewood, and restaurants could all develop cooperative tourism packages.			

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	<ul style="list-style-type: none"> ii. Develop more guide services, package tours, and other tourism support service venues including "bed and breakfasts," walking and biking trail guides, outdoor and historic interpreters. Capitalize on the natural, agricultural, cultural, and historic tourism resources. iii. Develop more packages with existing retail services in Willsboro (i.e. a Holiday Passport Program) through promotional coupons that get residents and visitors into businesses, farms, and amenities. Create retail packages that cater to the growing market of older travelers. Provide packages to the regional tourism promotional agencies and to Lakes to Locks. iv. Encourage the development of overnight lodging facilities. 			
4D.	Protect and support other organizations working to protect natural land, farms, clean water, open space, scenic vistas, and hiking/cross-country ski trails.	WTB, WRTC, WEDTC, CNB, STAKE		S
4E.	Encourage development of a private campground where infrastructure already exists.	WDC, WTB, WRTC, WPB		M
4F.	Join marketing campaigns that are currently underway in the region. Tap into their programming and collaborate with their programs in order to draw visitors to the area.	WTB, WDC, WRTC, LCBT, CATS, CVHN, ROOST, ARTC		M
	i. Willsboro's high quality environmental habitat and expansive open space, agricultural landscape, water features and public access to both land and water make it an ideal market location as a high quality nature tourism destination. One niche market is "Birders". The Lake Champlain Birding Trail is a highway-based trail approximately 300 miles in length which connects 88 birding sites along or near Lake Champlain in Vermont and New York into a cohesive and marketable unit. A high quality full color map and guide identifies birding sites throughout the Lake Champlain Basin and provides information about the sites. Actively work with groups such as the Lake Champlain Birding organization and Champlain Area Trails to increase nature tourism and provide the tourism amenities and infrastructure needed in the Town to make visitors comfortable and welcome, will			

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Chapter Three: Our Vital Marketplaces, Economy, and Community Amenities**

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	<p>help Willsboro in the long run.</p> <p>ii. Willsboro's contribution to Essex County in the form of tax revenues supports the Essex County Lake Placid Visitors Bureau (now called Regional Office of Sustainable Tourism). The Bureau has a destination master plan for the county that can be reviewed at: http://essextourismplan.com/. The office also underwrites a regional website: LakeChamplainRegion.com. This site was established to serve the region and businesses are listed on the site for free. The office also publishes and provides to visitors an "Activities Guide," a comprehensive 4x9 resource intended to provide information on all activities in Essex County. The Bureau uses public relations and social networking media to interact with a growing online list of ambassadors and potential visitors. For market segments such as heritage and bass fishing, the Lake Champlain Region typically takes the lead and the Town of Willsboro can take a more active role in this marketing effort.</p> <p>iii. The Adirondack Regional Tourism Committee is another mechanism through which all Adirondack Counties cooperatively market, pool resources, develop collateral materials, and come to consensus on what niches and markets work for the region. How well Willsboro makes its presence and message known compared to other Adirondack communities depends upon whether its voice is heard.</p> <p>iv. Initiate efforts to raise Willsboro's presence and listing of amenities on the County's radar screen as part of the regional "experience." Messaging is market driven and marketing is intended to drive traffic to the regional sites (i.e. Lake Placid) and educate the visitor about all the region's experiences.</p>			
5.	Promote the innovative and creative economy by expanding opportunities to experience arts, culture, and healthy lifestyles.			
5A.	Conduct an arts and culture inventory and gap analysis, and determine if any arts "anchors" exist.	ACNA, WRENN	17,24	S
5B.	Encourage the coordinated scheduling, development, and location of diverse cultural events and activities that coincide with businesses and restaurant's open hours. Arts and cultural	ECC, WRENN, WEBMSTR		M

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	events are multiple spending generators, creating ripple effects in the community. Services such as babysitters, transportation, meals, lodging and after-event refreshments all circulate money in the local economy. According to the Arts and Economic Prosperity III: The Economic Impact of Nonprofit Arts and Cultural Organizations and Their Audiences, "When a community attracts cultural tourists, it harnesses even greater economic rewards. Nonlocal audiences spend twice as much as their local counterparts (\$40.19 vs. \$19.53)". ⁴²			
5C.	Package and promote Willsboro as an arts and culture destination to take advantage of a visitor niche that "spends more (\$623 vs. \$457) and stays longer (5.2 nights vs. 3.4 nights) than other kinds of travelers". ⁴²	WRENN		M
5D.	Evaluate commercial structures for upper story loft development and adaptive reuse as high end art studio lofts, subject to building code limitations. Studios co-located with retail and gallery space are tourist magnets and can provide two-story retail uses downtown.	WRENN	1, 4, 19	M
5E.	Consider zoning changes that include allowable uses for second floor mixed uses, promoting residential and commercial mixed use in the commercial district either as allowed uses or secondary uses.	WCPSC, WPB, WZBA, WCEO, APA	24	S

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5F.	Conduct Human and Social Capital survey of the Willsboro area. Human capital means the skills, knowledge and qualities that citizens possess that produce economic value to the community. ⁴³ A similar concept, Social capital, refers to the connections within and between social contacts and networks that can produce value to community projects. ⁴⁴ According to Ivan Light, "...the value of social capital lies precisely in its conversion into other desirable resources." ⁴⁵ This ability for all forms of capital; financial, physical, human, cultural and social, to convert to one another is exactly why Willsboro needs to take a beginning inventory.	KC, WRENN		S
5G.	Once the inventory is completed, create a Human and Social Capital network that uses periodic community conversations to implement the innovative and creative economy aspects (and other brainstormed ideas) of the Comprehensive Plan.	KC, WRENN		M
5H.	Use a blog option off the Willsboro website as a forum for the exchange of ideas. In Vermont these are called Front Porch Networks.	WEBMSTR		S
5I.	Sponsor week-end socials, entrepreneur investment clubs, or retreats for part-time and newer residents to explore investment and business opportunities in Willsboro. Let entrepreneurs know that support exists locally (financing, technical assistance, back office support, etc.) to enable them to capitalize upon new business ventures that utilize new and emerging technologies to compete globally. Work to bridge the gap between Willsboro's native residents and more recent arrivals. Consider developing a Jaycee's club for young people.	KC, BO		M

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5J.	Continue to improve all aspects of Willsboro's web presence, including links to other regional web sites.	WEBMSTR		S
5K.	Provide support, such as financial incentives, subsidized space and workrooms, and back office space. Encourage and market local product and service development, such as products that are locally made or grown and locally authored books.	WDC, PML, ECIDA, ESD	8, 9, 14, 17, 19, 20	M
6.	Revitalize Willsboro's Marketplaces			
6A.	Involve the expanding number of retirees looking for volunteer opportunities in the development of a renaissance committee. The committee would have the responsibilities outlined below:	WRENN, PML, WBC, WTB, BRASS	1	S
	<ul style="list-style-type: none"> i. Support and expand the frequency of craft fairs and farmers' markets, including Adirondack Harvest's annual festivals. As part of annual fairs and in order to bring people downtown, consider locating outdoor vendor stalls and food vendors along the central business street (Yes, Route 22). ii. Involve the Willsboro Beautification Committee in the discussions of how to revitalize the community as they are sponsors of several important activities including a plant swap, Town wide flower planters, and general maintenance of the community's aesthetics. iii. Institute a main street revitalization program, including site-enhancing window dressing downtown to add to the ambience and liveliness of the Town. iv. Coordinate bi-annual Town clean-up projects. 			
6B.	Determine whether there is local interest in instituting and directing a Hamlet/ Main Street Revitalization Program.	WTB, WDC, STAKE, CCE	1, 4, 16, 19, 22,24	S
	<ul style="list-style-type: none"> i. Hold a community forum to consider the mechanics of how to improve the downtown area and whether government and citizens or private individuals wish to provide oversight to achieve changes in the business district. ii. Re-evaluate the Town of Willsboro Hamlet Area Revitalization Plan.⁴⁰ The Hamlet Plan is a detailed source for a wide variety of initiatives to improve the Hamlet area. There are projects and sketch plans, 			

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	<p>some that were completed and others that were not. The plan is a very worthwhile starting point for community dialogue and is posted on the Town Website.</p> <p>iii. Consider a proactive approach in the adaptive reuse of the former IGA building and develop a specific plan to increase business occupancy downtown for commerce, cultural amenities, and/or employment. Efforts should establish one or more major or prominent consumer draws (anchor businesses) for the Hamlet.</p> <p>iv. Recognize that purchases keep local businesses open and operating.</p> <p>v. Institute a buy local campaign so that when \$100 is spent at an independent, local retailer, \$68 remains in the community. When compared, that same \$100 spent at a chain store keeps only \$43 in the community.²⁰</p>			
7.	Promote a mix of affordable and mixed-market rate housing that serves all local income and age groups through coordinated public decision-making and planning.			
7A.	<p>Support Stonebrook Properties efforts to adaptively reuse the circa 1927 historic former Willsboro school (scheduled to be placed onto the National Register of Historic Places). The 97 unit senior assisted living housing project will target low to moderate income seniors (giving preference to local Willsboro residents and former students). Two phases are planned: Phase 1 proposes an assisted living community and Phase 2 multiple dwellings on the former school athletic field. The project will enhance community housing, is expected to create 28 new full time jobs in the Willsboro community, and will be a catalyst for the revitalization of other small businesses in the downtown area.</p>	WTB, HAPECO, STAKE, STONEBR		S

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7B.	Keep property taxes at a reasonable level.	WTB, WCS, WTA, WFD, ECBoS, ECRPTS		S
7C.	Work with Housing Assistance Program of Essex County to identify ongoing local housing needs and provide housing services.	HAPECO, WTB	4,24	M
7D.	Focus the development of affordable community housing in new compact neighborhoods within the Hamlet.	WTB, HAPECO, WPB, WCEO	24	M
8.	Celebrate, preserve, protect, maintain, and restore culturally and historically significant properties and structures, including stone fences and dirt roads.			
8A.	Promote a Town-wide policy that demolition of existing <u>Historic</u> structures in good condition, should be the option of last resort. Compelling reasons for demolition, such as to improve compliance with building codes, improve energy efficiency, and to improve on-site wastewater systems should be considered.	WTB, WCPSC, WPB, WCEO, WPWD	24	S
	<ul style="list-style-type: none"> i. For example, <u>Historic 1920s and 1950s era</u> Willsboro Point camps and neighborhoods are disappearing as tear downs and substantial rehabilitations convert small scale neighborhoods to modern suburban architectural styles. ii. Encourage the upkeep and repair of existing building stock to avoid deferred maintenance that may lead to demolition. iii. Consider maintaining 3-season, quiet unpaved roads. Surfaced and widened roads generally result in neighborhood transition (and in unsafe driving speeds). Willsboro Point's neighborhood character with the exception of Buena Vista and the presence of ancient (dirt) roads were a significant oversight in the AARCH Historic Reconnaissance Analysis. "In an increasingly homogenized world, communities that preserve their one-of-a-kind businesses and distinctive character have an economic advantage."³⁹ 			

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8B.	Protect and preserve the unpaved roads and stone walls in the Town.	WPWD, WTB, STAKE, WHS	24	S
8C.	Publicize and utilize the Reconnaissance Level Survey ⁴¹ of Historic Resources prepared by Adirondack Architectural Heritage, Keeseville, New York and use the document to identify and preserve important historic structures and properties.	WHS, WTB		S
8D.	Complete work on the Adsit Cabin restoration.	WHS, WTB	1	S
8E.	Support efforts to restore the 1810 Grist Mill which is a critical historic industrial structure linked to the main street and riverfront revitalization efforts.	WHS, WRENN	24	L
8F.	Support efforts to establish the Old Elm Stonehouse Research Center.	WTB, PO, WHS, WDC		L
8G.	Complete rehabilitation on the Willsboro Heritage Society building.	WTB, WHS	1	S
8H.	Establish two Willsboro National Register Historic Districts. One potential historic district is contemplated from the corner of the Middle and Essex Roads on the South to the top of the north hill on Route 22 (Cornerstone property). A second district, the Ligonier Point National Register Historic District nomination is underway.	PO, WTB, WHS		L
8I.	Encourage development of a Farm Museum and agricultural interpretive center at the Cornell Farm. The interpretive facility will add to the cultural interpretive sites for community and heritage tourism along the Scenic Byway. Link the 1812	WHS, WTB, CU, 1812	1, 10, 17, 20	M

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	Homestead's agricultural interpretative program to the Farm Museum.			
8J.	Complete the restoration of the Gatehouse at Noblewood.	WHS, WTB	1	L
8K.	Expand and improve coordination of festivals and local events, such as the BRASS Historic Ramble, Old Time Folk Craft Fair to showcase local heritage, traditions and customs. Add activities that blend recreational, cultural, and historic themes.	BRASS, PML, WRENN, WRTC		S
8L.	Assist the Champlain Valley Film Society, Inc. (CVFS) to expand its screening schedule.	CVFS, WRENN		S
8M.	Continue to collaborate with the Champlain Valley Heritage Network (CVHN) and the Lakes to Locks Scenic Byways Program to improve interpretation and management of heritage and museum sites, including the Willsboro's Visitor Center.	WRTC, WRENN, LCBP, CVHN, LtoL	10, 17	L
8N.	Evaluate the feasibility of creating a Town-wide historic rehabilitation planning and assistance program and establishing a revolving loan fund	WHS	1, 4, 22,24	L
9.	Promote the development of indoor and outdoor recreational facilities that advance a healthy lifestyle. Develop recreational assets for residents and visitors, particularly those that promote increased physical activity and programs in an effort to fight obesity.			
9A.	Develop a trail plan that links together key facilities and joins other regional trail systems.	CATS, LtoL, WRTC, PO, ANC, WYC, WTB	1, 2, 3, 10, 11,24	L
	<ul style="list-style-type: none"> i. Consider public input while working with Champlain Area Trails and other organizations. ii. The Essex/Clinton Two-County Waterfront Plan, the 2001 Hamlet Plan, organizations such as Champlain Area Trails, and citizen input indicates that trail development is an area of community interest. Multiple trail ideas have been suggested including: 			

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	<ul style="list-style-type: none"> ➤ Willsboro Hamlet walking trail and guide from Veteran's Memorial Park along Boquet River, Route 22, past Heritage Center and back to park. ➤ Big Woods (Gilliland) Trail along the Boquet River from the fish Hatchery (below the Dam) to Noblewood Park. ➤ Willsboro Point hiking trail system, especially at an area known as "High Point Woods." ➤ Walking routes from Willsboro to adjacent towns as part of the Central Champlain Valley Trail System (shared with the Towns of Essex, Chesterfield, Westport, Lewis, and Elizabethtown). ➤ Trail system to connect the Hamlet with the 1812 Homestead. ➤ Trails to link the park system in the community from Big Woods to the Town Park on the Essex Road. ➤ Trails in the Long Pond Watershed that showcase the area's large unfragmented forest and that go to mountain summits for beautiful views. <p>iii. Consult previous plans, such as the 2001 Hamlet Revitalization Plan, that make reference to the development of this trail system.</p> <p>iv. Engage in further community discussions to bring old ideas forward.</p>			
9B.	Popular interest indicates that a first phase should be directed at a multi-use river walk trail between the Hamlet of Willsboro and Noblewood Park.	CATS, WRTC, ANC, PO, WTB, WYC	1, 2, 3, 10, 11,24	M
9C.	Work with private owners and Champlain Area Trails to develop public access hiking trails.	CATS, WRTC, ANC, PO, WTB, WYC	1, 2, 3, 10, 11	L
	i. Work with the Nature Conservancy or future owners and Champlain Area Trails to develop the trail system in Big Woods and an extended trail system at Noblewood (see section below about facility inventory and development).			

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	<ul style="list-style-type: none"> ii. Move forward BRASS' work to develop a Boquet River Boating Guide for the river between the Hamlet of Willsboro and Noblewood. iii. Prepare an historic guide to Willsboro. 			
9D.	Create a series of self-guided interpretive brochures.	BRASS, WHS, WRENN, WRTC, WTB, CATS	24	M
9E.	Advertise local trails by working with vendors, sponsors of published maps, and local/regional tourism agencies to include public trail locations in their publications.	WRTC, ROOST, CATS		M
10.	Brand Willsboro as a desirable place for people of all ages and lifestyles to live and work by encouraging the development of new and innovative recreational opportunities and venues, including adventure sports and structured activities to engage people, especially young people, in their preferred lifestyle.			
10A.	Diversify year round recreational opportunities by creating day and overnight opportunities including more tourist cabin rentals, ice skating, cross-country skiing, snow sledding, ice fishing, river rafting, kayaking, and canoeing options.	WRTC, WYC, BRASS, WDC, WTB	1, 10, 11	M
10B.	Support the efforts of Poko-MacCready Outdoor Education Center and 1812 Homestead's efforts to expand and publicize its year-round, outdoor education and cultural programming.	ACAP, WRTC, WYC		S
	<ul style="list-style-type: none"> i. Continue to provide financial support for After School Programming to link Pok-O-MacCready Outdoor Education Center with Willsboro Central School so that Willsboro's children can benefit from supervised environmental education, rock climbing, field games, and teambuilding activities. ii. Encourage the Crux Climbing Center to host and publicize community events, climbing events, clinics, and outdoor adventure on rock and ice. 			

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10C.	Assess the use of the recreational/community facilities and programs. Include Noblewood, Foley Park, Big Woods, Visitors Center, Joe Rivers Road Snowmobile Park, Willsboro Central School and Willsboro Boat Launching Site to determine use and demand for recreational facilities, services and programs.	WYC, WRTC, ROOST, WCS, ANC, NYSDEC	18,24	S
	<ul style="list-style-type: none"> i. Identify year-round, especially off-season recreation options. ii. Study Noblewood beach utilization patterns. iii. Evaluate demand and programming for the Willsboro Youth Commission's six week summer program for Willsboro-Essex Youth at Noblewood. iv. Determine the feasibility of creating a Town beach where there is afternoon sun. Sites to consider include Willsboro Bay, Willsboro Point, and Farrell Property. v. Identify ways to use Willsboro Central School as one of the Town's public, year-round, day and evening, recreational facilities. vi. Identify potential space for an exercise complex including an indoor pool and year-round open exercise room for group classes. vii. Evaluate financial mechanisms to share services among Town and School, capitalize costs, and share maintenance costs. 			
10D.	Study the feasibility of establishing a Town-operated mooring field/anchorage area in Willsboro Bay. Boaters would pay a fee to pick up a mooring. This would help manage congestion and water quality and raise recreational revenue for the Town. Also establish a pump-out monitoring plan for Willsboro Bay boaters.	WTB, WBM, IBM, WRTC	24	S
10E.	Make improvements at Foley Park. Spruce up the facility.	WTB, WYC, WRTC	1	L
	<ul style="list-style-type: none"> i. Install a rope tow at the sledding hill. ii. Improve and maintain good ice on the ice-skating rink, for example: At the ice rink, paint the asphalt white to reflect the sun's heat (it now absorbs the heat which melts 			

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	the ice below the surface creating air bubbles and poor ice conditions). Build a fence on top of the boards behind the goal to keep pucks from going outside the rink. iii. Develop skating opportunities, including hockey tournaments, community skates, and school programs.			
10F.	Support participation by Willsboro Youth Commission and Willsboro Central School in the Whiteface Ski Program and the Mt. Van Hoevenburg cross-country ski program.	WTB, WYC, WRTC, WCS		S
10G.	Construct a warming hut at Joe Rivers Road Snowmobile Park.	SC, WRTC, WFG		M
10H.	Develop an outdoor education and recreation plan-of-action for the Big Woods Park held by the Nature Conservancy.	CATS, BRASS, ANC, WCS, POKO, WRTC, WHS, WTB		S
	i. Protect the sensitive archeological and historic resources associated with indigenous and Revolutionary War encampment events associated with the site. ii. Consider trail development, waterfront access, and community recreation needs			
10I.	Continue with plans to develop the Town's Essex Road Recreation Park on a portion of 40.25 acres owned on State Route 22 (Essex Road). The Essex Road Ball Field Committee will oversee plans that call for a series of multi-age, all-season recreation facilities. Trail systems (including fitness trails), baseball/softball fields, tennis courts, playground, and rugby or soccer fields will be built with consideration to the environmental constraints on the site.	ERPC, WTB, WRTC, CATS	1, 2	S

Chapter Four:
Recommendations for our
Natural Systems, Built Environment and Land Use



Figure 26: View from Rattlesnake Mountain²¹

Strategic Priorities, Implementation Goals & Objectives



Figure 27: Aerial View of Willsboro Point and the Town of Willsboro⁵⁹

In this chapter, **strategic priorities, implementation goals and objectives** are outlined. Strategic priorities, goals, and objectives were formulated to address the existing conditions, issues, and themes and are based upon the comments received from the 587 workshop and survey responses.

Strategic Priorities describe major areas of focus for the future of Willsboro. Strategic Priorities are implemented through the recommendations described in the Implementation Goals and Objectives.

Implementation Goals and Objectives describe recommended activities that are needed to achieve the Strategic Priorities.

Chapter Four: Natural Systems, Built Environment and Land Use, includes twelve recommended Implementation Goals and Objectives. Potential agencies and organizations that might steward the recommendations are identified by acronyms. An acronym key is provided in [Appendix 2](#). Representative funding sources for the Implementation Goals and Objectives are also provided. A numerical key for these funding sources is provided in [Appendix 3](#). Estimated time frames for each goal and objective is provided.

**Strategic Priorities:
Natural Systems, Built Environment and Land Use**

In the future, land use actions will help support:

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

Any proposed changes to the land use laws of the Town of Willsboro, now and in the future should be consistent with content and spirit of the Comprehensive Plan.

**Recommended Implementation Goals and Objectives for
Chapter Four: Our Natural Systems, Built Environment, and Land Use**

Recommended Implementation Goals and Objectives for Chapter Four: Our Natural Systems, Built Environment, and Land Use "ORG" = Tasked Organizations, "FUND" = Representative Funding Sources, "TERM" = Length of Project: (S)hort (< 2 years), (M)edium (2-5 years), (L)ong (>5 years)				
GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
11.	Practice Smart Growth* principles, using caution in land use decisions to maintain Willsboro's rural charm, natural beauty and small town character. *Smart Growth is a concept in general use today that promotes compact development that focuses growth where neighborhoods, settlements, and public services exist. It encourages recycling of existing buildings while conserving countryside and protection of natural resources for this and the next generation to enjoy. Smart Growth also supports affordable housing and the use of fair and representative community participation activities to help achieve better communities.			
11A.	Adopt, as an overall policy direction, the following actions:	TB,WPB, SC, WZBA, WCEO, CV		S
	i. Update the Comprehensive Plan, land use laws and permitting process in a manner that is supportive of good planning. Willsboro's land use laws should be understandable, easy to interpret, up to date and relevant to current and future public interests and concerns. ii. Foster effective communication and coordination among members of the Town Board, Planning Board, and Zoning Board of Appeals. iii. Update land use laws to reflect the high priority residents place on the protection of significant environmental resources (such as water, farm fields, forests, soils, natural scenery and wildlife) which attract new residents and visitors to Willsboro. iv. Balance and blend economic vitality with environmental viability. Land use permit decisions should emphasize Willsboro's natural resources, water quality, the long term future of the Town and the quality of life for citizens and neighbors. v. Use long term solutions to short term issues that consider the economy, the environment, and societal conditions.			

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
	<p>vi. Promote land use activities that complement residential and other land use patterns. Promote neighborhood-based development that is sensitive to surrounding conditions and similar in scale (relative size) with adjoining land uses. Consider alternative densities if public service demand cannot be met or if development causes negative impacts to the environment.</p> <p>vii. Determine the build-out capacity of the Town under the APA Land Use and Development Plan. If lower densities in specific districts are adopted by the Town, obtain APA approval (including Map Amendment[s]) to transfer development rights to other districts.</p> <p>viii. Expand opportunities to train volunteer citizen planners and Town staff.</p> <p>ix. Encourage citizens to help with planning activities (such as updates to the Comprehensive Plan, zoning and subdivision laws, and individual project reviews). Evaluate appointments to the Planning and Zoning Boards to assure that a well-balanced, representative mix of interests are appointed.</p> <p>x. Update the Comprehensive Plan at least once every three to five years. Citizens should request that the Town Board update the plan and laws.</p> <p>xi. Conduct periodic reconciliation and report progress on the planning program to the public.</p> <p>xii. Evaluate the consistency of the land use laws to the Comprehensive Plan.</p> <p>xiii. Institute the routine use of planning tools, such as scientific data and GIS mapping, in order to make ecological-based planning decisions.</p> <p>xiv. Consider conducting inter-municipal planning with Essex, Lewis and Chesterfield. With the Town of Essex, plan for agricultural uses and housing development on the southern boundary. Work with the Town of Chesterfield to discourage or prohibit housing development on the cliffs along Willsboro Bay on the northwest boundary.</p> <p>xv. Support the New York State Right to Farm Law and the State's 480A Forest Protection Program. Encourage forest practices to comply with best management practices and to be FSA certified (including the Forest Stewardship Council, Sustainable Forestry Initiative, American Tree Farm System, Programme for the Endorsement of Forest Certification Schemes).</p> <p>xvi. Maintain a formal procedure of documenting and archiving how, why and when the Town Board, the Planning Board and Zoning Board update the zoning map and the land use laws. The rationale and</p>			

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
	<p>record for the decisions (i.e. the findings and conclusions) should be carefully kept as historical records for later boards to study and understand.</p> <p>xvii. Continue to participate in regional efforts, including the implementation of the Essex and Clinton Counties Waterfront Plan and preparation and implementation of the Boquet River Watershed Management Plan.</p>			
12.	Foster the development of vibrant central business and industrial districts through changes to Willsboro's land use laws, including, but not limited to:			
12A.	Evaluate the existing commercial and industrial zoning districts to determine their adequacy to provide for a diverse mix of allowable uses, increased building infill and density.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
12B.	Provide development incentives in order to develop existing building stock and concentrate development within the Adirondack Park Agency Hamlet and Industrial zones. For example, consider density bonuses for filling in vacant lots and parcels, recycling existing buildings and properties.	WTB, WPB, SC, WZBA, WCEO, CV		S
12C.	Review and update the Zoning Ordinance as needed to manage both desirable and undesirable land uses.	WTB, WPB, SC, WCEO	24	S
13.	Protect the health of land and water resources and the residents of Willsboro, through significant changes to Willsboro's Zoning Ordinance, Subdivision Regulations and Sanitary Code, including, but not limited to:			
13A.	Evaluate the individual and cumulative potential for unfavorable impacts upon natural and cultural resources, and the potential for the public burden in providing facilities and services, such as infrastructure in project design and review, especially for single family residential projects and neighborhoods.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
13B.	Update the existing Town on-site wastewater disposal regulations in order to: (1) improve administrative and site planning	WTB, WPB, SC, WZBA, WCEO, CV	24	S

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
	procedures; (2) allow for compliance and enforcement for both residential and commercial uses; (3) incorporate and expand NYS Department of Health Regulations (75-a establishes minimum requirements). Evaluate the potential to incorporate the on-site wastewater disposal regulations in the zoning ordinance.			
13C.	Consider rezoning portions of Willsboro Point to mitigate negative environmental impacts to significant natural habitats and communities caused by the increasing and cumulative land development. Using current scientific knowledge and the Willsboro GIS database (see Suitability Land Series Maps), create lower density zoning or overlay districts, especially in areas with NYS Natural Heritage Trust (NYSDEC) designated rare plant, animal and forest habitats (critical habitat and unique natural communities), poor soils for development, prime agricultural soils, wetlands and significant aquifers. In developing new or overlay lower density zoning districts, consider the overall environmental, historic and open space value of the land.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
13D.	Update sign regulations to address the economic and scenic goals of the community. These include, but are not limited to:	WTB, WPB, SC, WZBA, WCEO, CV	24	S
	<ul style="list-style-type: none"> i. Limit the number and size of signs. ii. Use signs as appropriate to the character of the area. iii. Consider the distance that signs are set back from travel corridors. iv. Avoid signs containing moving parts or flashing lights 			
13E.	Conduct an environmental review (suitable to the scale of project impact) for all zoning and subdivision permit applications. Use an environmental assessment checklist, based on best available	WTB, WPB, SC, WZBA, WCEO, CV		S

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	scientific data. Include information about existing and potential conditions, including single and cumulative environmental impacts and fiscal burden to the Town. (Cumulative impacts can result from individually minor, but collectively significant, actions taking place in the past, present, and the reasonably foreseeable future. Examples include growth-inducing decisions, changes in neighborhood structure or public service demand, storm water and other water quality impacts, growth rate, and effects on natural systems. ⁴⁶			
13F.	Address citizen concerns that the character and environmental conditions of Willsboro's neighborhoods are dramatically changing due to the demolition and conversion (or substantial renovation) of smaller, seasonal dwellings to larger, year-round dwellings:	WTB, WPB, SC, WZBA, WCEO, CV	24	S
	<ul style="list-style-type: none"> i. Incorporate neighborhood character standards and criteria into the Site Plan Review process, including for example, size compatibility, visibility, lighting, exterior materials, and orientation. Consider the historic and neighborhood impact of conversions and the change of neighborhood character in scale, type and income affordability. Consider each parcel in the context of the neighborhood. ii. Review and update zoning districts to accommodate changes in use and non-conforming substandard-sized lots. iii. Update policies and procedures for addressing the demolition and conversion, or substantial renovation of seasonal properties to year round properties. Define "tear-downs" of seasonal residential properties and "conversions" to year-round property. iv. Consider the cumulative environmental impacts of conversions, particularly in concentrated areas along shorelines. v. Evaluate the need for an expanded centralized or decentralized Town-owned wastewater treatment 			

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
	<p>system.</p> <p>vi. Appoint a citizen "think tank" to brainstorm incentives and collaborative processes to encourage owners to also meet environmental standards.</p> <p>vii. Evaluate the feasibility of replacing the NYS DOH Part 75a approach for sizing of an onsite wastewater system (using the number of bedrooms) with a more accurate representation of dwelling demand for wastewater treatment. For example, establishing a sizing system based upon the square footage of the building footprint.</p> <p>viii. Avoid the use of fill to create elevated sites. Building heights should be made to original, natural contours of the site. Town regulatory language should be consistent with APA language for building heights.</p>			
13G.	Evaluate existing zoning definitions of, and district classifications for mobile, modular, and manufactured home. Develop zoning language that addresses the conversion of mobile homes to stick-built homes, especially in mobile home parks. NYS Building codes define mobile homes as those before 1976, any after falls under manufactured home. Consider changing to align with building code definitions.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
13H.	Define and determine allowable and accessory use status for facilities that generate electricity, including turbine generators, solar panels and other alternative or renewable energy equipment. Consider placement and configuration, including percent coverage, height limitations and exceptions or allowances. Evaluate consistency with the Adirondack Park Agency Rules and Regulations and the Energy Conservation Construction Code of New York State (ECCCNYS) as they change from time to time.	WTB, WPB, SC, WZBA, WCEO, CV		S

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
13I.	Review and consider eliminating the provision in the zoning ordinance at Section 3.24 (1995) that allows for a subdivision of two or more lots, even if the second lot is only two-thirds of the size needed for a legal subdivision. Evaluate the Adirondack Park Agency's policy on similar situations. The Agency applies Overall Intensity Guidelines and the Agency uses average lot sizes.	WTB, WPB, SC, WZBA, WCEO, CV		S
13J.	Adopt Site Plan Review Regulations as part of the Zoning Law.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
	<ul style="list-style-type: none"> i. Review individual site plans to ensure compliance with all appropriate land development regulations and consistency with the Comprehensive Plan. The site plan review process recognizes that certain types of development and uses, even though generally suitable for a particular zoning district, require careful consideration for specified design and environmental elements. Without such consideration, the health, safety and general welfare of the public may be adversely affected. Single family residential projects that involve parcels with environmentally sensitive features or impact the neighborhood should be included in site plan review. ii. Design an administration process that promotes good environmental design, efficient land use, building and site layout. Guidelines should address, at a minimum, the use of native vegetation, buffers and corridors along waterways and between land uses, protection for wetlands and various habitats used by wildlife for travel, restrictions on tree and shrubbery cutting, encouraging replanting, maximum lot coverage of impervious surfaces, maximum expansion for pre-existing buildings (including height and/or square footage), use of building materials, colors, and architectural design, parking, flood zones, boat ramps, and retaining walls. 			
13K.	Evaluate accessory building zoning definitions, allowable uses and yard location that exist in various zoning districts. For example, determine whether improved criteria are needed through site plan review to place accessory structures, including "granny flats" on building lots. Definitions will need to be in keeping with APA	WTB, WPB, SC, WZBA, WCEO, CV		S

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	ACT & Regulations. APA will consider a "granny flat" an accessory apartment and a dwelling unit.			
13L.	Evaluate the definitions, treatment and guidelines for customary home occupations (in-home businesses) Devise new and revised standards, including parking, traffic, and consistency with neighborhood character.	WTB, WPB, SC, WZBA, WCEO, CV		S
13M.	Replace the existing zoning map (an artistic rendering) with a digitized GIS map. Base zoning district boundaries on a parcel or metes and bounds description. Work with the APA to ensure consistency between the Town Zoning Map and the APA Map. APA land use areas are based on regional boundaries, Town zoning districts are not restricted by this and can be parcel based. However the overall intensity guidelines must be reasonably adhered to.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
13N.	Review, revise, clarify and refine all definitions found in the Town Land Use laws. Ensure that definitions in each law are consistent with each other, APA Regulations and NYS Zoning Law and Practice. Examples include, but are not limited to: Certificate of Zoning Compliance (new term), Certificate of Occupancy under NYS Building Codes, building floor or "story" and accessory buildings.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
13O	Design standards and regulations for identified types of locally undesirable land uses (LULU) or controversial land uses. These may include , but are not limited to adult clubs, helio and air-ports, tattoo parlors, medical marijuana and pawn shops. Incorporate zoning language that protects the public interest and incorporates	WTB, WPB, WCEO		S

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	constitutional, federal and state pre-emptions to regulate controversial uses.			
14.	Revise Willsboro's land use administrative process to be more understandable, accessible to the public, reflect the public interests and concerns expressed during the comprehensive planning process.			
14A.	Continue improving the Town Zoning and Codes Website. Provide "fillable" electronic forms, examples, and other helpful materials that interpret the land use laws for use in project design and review. Include "what if" scenarios. Signed documents should still be required.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
14B.	Re-determine what constitutes a complete permit, variance or subdivision application. Determine whether "pencil sketches" included in an application constitute a complete application. A complete application that is subject to public review (Freedom of Information Act), Planning or Zoning Board action, public notification procedures and hearings should not be amended without appropriate public notice. Similarly, a complete or approved application should not be amended without appropriate public notice of an amended document and re-evaluation of the need for public hearing.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
14C.	Establish a clear policy on sequential or repeated variance requests.	WTB, WPB, SC, WZBA, WCEO, CV		S
14D.	Re-evaluate public notification and hearing policies and procedures and evaluate the APA regulations on public notice. Define clearly what is meant by "property owners within 500 feet of a proposed project." Provide applicant and status information on the Town Website about Planning and Zoning Board actions on permit, variance case or subdivision cases.	WTB, WPB, SC, WZBA, WCEO, CV		S

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14E.	Utilize independent validation (through consultation, hiring of staff or other resources) of environmental or scientific data provided by developers or project agents. Procedures for the applicant to pay for an independent study should be put in place.	WTB, WPB, SC, WZBA, WCEO, CV		S
14F.	Expand, improve and clarify the existing language in the land use laws regarding enforcement policies, responsibilities and procedures. Consider the use of performance bonds in addition to punitive fines. Implement an educational program about the consequences to neighbors and the community as a whole from non-compliance. Fines should be set at levels that create realistic deterrents, punitive considerations and represent values that reflect more than a cost of doing business.	WTB, WPB, SC, WZBA, WCEO, CV		S
14G.	Prepare, adopt and periodically update specific, comprehensive and clear set of bylaws for the Zoning Board of Appeals, Planning Board and land use staff. Develop a written set of administrative standards, procedures and guidelines for permitting and variances. Prepare easy to follow checklists and instructions. These materials should be available for permit granting, and for variances and denials.	WTB, WPB, SC, WZBA, WCEO, CV		S
14H.	Reconcile the new comprehensive plan recommendations to the land use laws and administrative procedures.	WTB, WPB, SC, WZBA, WCEO, CV		S

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15.	Encourage farming and sustainable forestry as important to the local economy, by protecting them through land use laws and conservation actions enacted by government and non-government agencies. Support, stabilize and protect farming by preventing the conversion of productive farmland to housing and commercial development. Willsboro values its farmland and forests as a permanent and important land use. Identify areas in Willsboro that are best suited for agriculture and the production of commodities for local and regional consumption. Correspondingly, identify areas of Willsboro that are more appropriate for development and commercial or residential growth.			
15A.	Identify and reclassify active and potential agricultural lands, designated Agricultural Districts, prime agricultural soils, and farmland of statewide importance within zoning districts in order to protect viable agricultural lands. Consider the use of an Agriculture Overlay Zoning District to preserve agricultural lands and provide incentives for clustered development. (An overlay district is used to establish alternative land development requirements within a specific area requiring special attention. The overlay is usually superimposed over existing zoning districts. Mapped boundaries are established and the requirements for the area are spelled out in the land use laws. Requirements either substitute for, or are in addition to the underlying regulations.)	WTB, WPB, SC, WZBA, WCEO, CV		S
15B.	Protect unfragmented and interior forest areas from development, including subdivision and road construction.	WTB, WPB, SC, WZBA, WCEO, CV		S
15C.	Identify ways to improve the clustering regulations and consider conservation design as the primary form of subdivision development.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
	<ul style="list-style-type: none"> i. Arrange development to retain the most available land for agricultural and open space needs. ii. Provide a development density bonus as part of the subdivision regulations when large areas 			

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	classified as prime agricultural soils or similar classifications (farmland of statewide importance, prime agricultural soils if drained) are excluded from development and preserved for agriculture as part of a subdivision process. For example, a density bonus can allow a Planning Board to approve an increased percentage of the maximum number of dwelling units allowed in the cluster development [i.e. up to 25%]. Density bonuses can be tied to the provision of affordable housing or the protection of open space. ⁴⁷			
15D.	Ensure Town ordinances do not discourage normal farming practices and allow for farm-based businesses in accordance with New York State Law. NYS "Right to farm law" supersedes many local, and even state regulations. If specific town laws hinder farming activities, those regulations should be reevaluated or exempt for farm activities.	WTB, WPB, SC, WZBA, WCEO, CV, NYSDAM, ECFB, CCE		S
15E.	Provide legal definitions associated with agriculture and agribusiness operations in the land use laws.	WTB, WPB, SC, WZBA, WCEO, CV		S
	<ul style="list-style-type: none"> i. Consult (initially, then periodically) with the Agriculture and Markets regulations to conform legal definitions to those required within Agricultural Districts in NYS. ii. Prepare a clear schedule of uses/special uses that identify what and where these uses are permitted. iii. Clearly delineate the permissible service and support business locations for agriculture. 			
15F.	Protect farmland from conflicting non-farm development by encouraging residential development or commercial development in areas away from farming operations. For example, encourage growth and development in or near the Hamlet where public water and wastewater systems are located.	WTB, WPB, SC, WZBA, WCEO, CV		S
15G.	Consider the societal and environmental impacts between agricultural and residential uses.	WTB, WPB, SC, WZBA, WCEO, CV		S

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	i. Require buffer strips as part of non-agricultural development in or near existing farms. ii. Determine, in consultation with NYS Department of Agriculture and Markets, and Cooperative Extension of Essex County, the extent of Town jurisdiction to regulate the setback from property lines of new farm buildings and permanent intensively used facilities for animal raising and care (not pastures). iii. Prevent the loss of prime agricultural soils and farmland of Statewide Importance by keeping any new building towards hedgerows and roadsides. iv. Avoid mixing large residential lots with cropland in order to prevent the loss of the remaining land for agricultural production. v. Encourage and support agricultural practices that reduce soil erosion and water quality impacts, including the use of federal and state programs that compensate farmers for establishing and maintaining vegetative buffers along streams and drainages.			
15H.	Recognize the presence of an Agricultural District and comply with Article 25-AA of the Agriculture and Markets Law. ⁴⁸	WTB, WPB, SC, WZBA, WCEO, CV		S
	i. Allow for agricultural uses, farm structures, practices and farm operations in the land use laws, unless it can be demonstrated that public health and safety are threatened. This includes permitted accessory structures that supplement income for farm operations. ii. Conduct an evaluation of the Town's land use laws to determine and reconcile conflicts between the documents and Article 25-AA. For example, the construction of "on-farm buildings" and range of agricultural land uses should utilize the site plan review model for agricultural purposes established			

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	by the Department of Agriculture and Markets. iii. Follow the required protocol of the New York State Agricultural District Law ((as it changes from time to time) including: preparing the Agricultural Data Statement, notifying adjacent owners of farmland about applications for special use permits, site plan approvals, use variances, or subdivision approvals under local review, and evaluating the possible impacts of the proposed project so that the review board decision does not contradict the goals of the Agricultural Districts Law. iv. Be aware of the fact that the Commissioner of Agriculture and Markets is an arbiter of cases determining whether land use located within an agricultural district is agricultural in nature in order to protect farmers in the event a local planning decision disallows a farm-related use under a local zoning ordinance. v. Review and follow the notice of action provisions relating to public expenditures and zoning actions within Agricultural Districts that result in a change of use (from agricultural use). These notices require zoning actions to be referred to the Essex County Farmland Projection Board, then to NYS Department of Agriculture and Markets.			
15I.	Participate in the New York State's Farmland Protection Program by holding or co-holding state and federal funded agricultural conservation easements.	WTB, CVCP, ANC	21	M
16.	Protect and preserve Willsboro's soils through education, incentives and site planning.			
16A.	Educate and provide Soil Series and Soil Suitability GIS-based maps to the public, including applicants, contractors and engineers. Utilize professional soil scientists as needed.	WTB, WPB, SC, WZBA, WCEO, CV, RC&D, NRCS		S
16B.	Prevent soil erosion and the potential for earth slippage through project and site design regulations and review. Also, consider storm water controls to address these issues.	WTB, WPB, SC, WZBA, WCEO, CV		S
	i. Maintain existing natural features such as slope, soil texture and structure. ii. Minimize removal of vegetative cover and rapidly re-vegetate cleared areas.			

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 Chapter Four: Our Natural Systems, Built Environment, and Land Use
 "ORG" = Tasked Organizations, "FUND" = Representative Funding Sources,
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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
	iii. Employ and maintain erosion control devices and measures to promptly stabilize slopes and surfaces and to control runoff. Remove such devices when the project is complete.			
16C.	Minimize alterations to existing topography.	WTB, WPB, SC, WZBA, WCEO, CV		S
	i. Minimize excavation and site grading. ii. Use the existing slopes of the site to the project's design advantage. iii. Avoid development activities on steep slopes, ridgelines, and mountainsides, where environmental damage and/or altered views could result.			
17.	Protect, maintain, and improve water quality in Lake Champlain, Long and Highlands Forge Lake, the Boquet River and their respective watersheds through careful design, compliance, site planning, and implementation of the Boquet River Watershed Management Plan. Raise public awareness of the various requirements of NYS DEC, APA and other agencies and why compliance is important.			
17A.	Avoid deliberate seepage of noxious substances into water bodies and aquifers.	WTB, WPB, SC, WZBA, WCEO, CV		S
17B.	Minimize channel or water disturbance, alterations or damming.	WTB, WPB, SC, WZBA, WCEO, CV		S
17C.	Retain natural existing surface water drainage, runoff patterns and flow characteristics by minimizing alterations to them. Adopt storm water management regulations throughout the town and integrate with the town land use laws.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
17D.	Preserve and protect floodplains so that they can maintain their storage capacity of water during flood events and seasonal high water. Avoid the placement of buildings in flood plains, which will result in dangers to life, safety and property if subjected to flooding. Avoid the use of fill to create elevated sites. Re-evaluate	WTB, WPB, SC, WZBA, WCEO, CV	24	S

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
	FEMA flood zones in conjunction with the updated land use laws and NYS Building Codes to redefine the mean high water mark (perhaps to 104' above sea level) and "flood zone."			
17E.	Protect and prevent contamination of ground water. Avoid covering aquifer recharge areas with impervious surfaces. (See Community Profile Atlas for Maps documenting Willsboro Water Resources.)	WTB, WPB, SC, WZBA, WCEO, CV	24	S
17F.	Maintain or enhance the natural physical, biological and aesthetic characteristics of the shoreline of all lakes, ponds, rivers and streams. Minimize construction or development of any kind near or on the shoreline. Avoid physical changes of the shoreline. Retain natural vegetation to screen buildings.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
17G.	Preserve and protect naturally occurring wetlands. Avoid filling or development in or near permanent or seasonal wetlands. Use buffers to segregate uses. Evaluate whether Willsboro needs greater protection than that provided by the NYS Freshwater Wetland's Act.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
17H.	Preserve naturally-occurring shoreline vegetation and maintain buffer strips of natural vegetation bordering water bodies.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
17I.	Continue to review development projects and protect the Boquet River. Include more protection for its tributaries. Review current laws and consider expansion with Town legislation to protect tributaries that are not covered under the New York State Wild Scenic and Recreational Rivers System.	WTB, WPB, SC, WZBA, WCEO, CV		S
17J.	Evaluate through a risk assessment, whether there is any threat to public health associated with boat pollution (oil and gas, bilge,	WTB, CV		S

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
	wastes) near the Town of Willsboro water supply and to water consumers in Long Pond.			
17K.	Design and construct storm water drainage systems in order to maintain natural drainage patterns and minimize storm water runoff problems. Incorporate storm water management regulations as part of the land use laws for the Town and incorporate storm water criteria into the site plan review process.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
17L.	Locate, design and construct water supply systems to provide an adequate supply of potable water while maintaining existing water usage patterns and protecting aquifers. Work with New York State and local health standards to design, locate, construct and maintain water supply systems.	WTB, WPB, SC, WZBA, WCEO, CV		S
17M.	Promote Low Impact Development through site planning.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
	<ul style="list-style-type: none"> i. Locate and construct buildings to minimize impact on existing natural and public resources. ii. Blend buildings with existing topography and their surroundings. iii. Avoid steep slopes and ridgelines, and minimize grade alterations. iv. Avoid development on sites where building will cause excessive environmental impacts. 			
17N.	Manage roads to minimize erosion and impact on water quality. Find alternatives to ditching along highways. Use hydro-seeders to cover bare soil. Practice best management practices for managing back roads (and primary roads).	WTB	24	S

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
18.	<p>Safeguard and prevent unique natural communities from being lost through updated land use laws that include site plan review.</p> <p>Identify and map unique communities, raise public awareness of them and share why their protection is important so that zoning can factor natural communities considerations into project review.</p>			
18A.	Preserve unique natural features (such as waterfalls and interesting geological formations) and their surroundings by avoiding changes to their natural condition and providing for their continuing protection.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
18B.	Protect natural aquatic plant and animal communities, including high quality natural communities. Preserve rare, endangered and common native aquatic plant and animal species. Preserve terrestrial animal communities and species by protecting key wildlife habitats and breeding sites, such as deer wintering yards, bird nesting areas, and important vegetation transition areas, including corridors.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
	<ul style="list-style-type: none"> i. Preserve key spawning areas, nursery grounds, food sources and food source areas. ii. Preserve habitats of rare, endangered, and common native plant and animal species. iii. Maintain adjacent vegetated areas as habitats and buffer zones. iv. Minimize shoreline alterations such as beach construction and the placement of docks, rafts, boat launching facilities and breakwaters as these destroy plant and animal habitat. v. Avoid contamination of water bodies with toxic materials and excess nutrients. 			
18C.	Preserve or quickly restore terrestrial vegetation after construction. Avoid over stripping vegetation for a project footprint and clearing vegetation where damage will result to remaining vegetation.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
18D.	Protect natural terrestrial plant communities by preserving rare, endangered, and common native terrestrial plant species. Locate	WTB, WPB, SC, WZBA, WCEO, CV	24	S

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
	development and other intensive human activities in a way that protects the location and habitats of rare and endangered plant species.			
18E.	Protect productive forests by using recognized, best management practices in forestry and appropriate development planning. For example, use the "New York State Forestry Best Management Practices for Water Quality - BMP Field Guide (35)", and its successor publication. Endorse the use of Forest Management and Harvest Plans prepared by an accredited professional forester.	WTB, WPB, SC, WZBA, WCEO, CVCP, ANC, CV	24	M
18F.	Preserve terrestrial animal communities and species by protecting key wildlife habitats and breeding sites, such as deer wintering yards, bird nesting areas, and important vegetation transition areas, including corridors.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
	<ul style="list-style-type: none"> i. Maintain wildlife diversity by maintaining a diverse habitat mix. ii. Preserve rare and endangered terrestrial wildlife species. iii. Locate development and other intensive human activities to protect the location and habitats of terrestrial wildlife species, especially those that are rare and endangered. 			
18G.	Revise land use laws to limit modification of critical habitats including the placement of utilities in migratory paths, corridors. These include areas containing endangered or threatened species designated by New York State's Natural Heritage Program, Fish and Wildlife agencies.	TB, WPB, SC, WZBA, WCEO, CV	24	S
18H.	Support local and regional efforts to address existing and future invasive species, included, but not limited to the efforts to address Milfoil in Long Pond, Cormorant and Zebra Mussels in Lake Champlain and other water and land-based species.	WTB, LPA, LCC, LCBP	24	M

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
18I.	Work with the New York State Department of Environmental Conservation to address the public health concerns of Lyme Disease associated with overpopulation of deer on Willsboro Point.	WTB, DEC, ECPH		S
18J.	Conserve high quality and representative examples of the Willsboro's natural communities and preserve habitat for threatened species, species of special concern, and 'species of greatest conservation need' as noted in the Comprehensive Wildlife Conservation Strategy for New York State.	WTB, WPB, SC, WZBA, WCEO, CVCP, CV	21,24	M
19.	Provide for the storage, collection, transportation and disposal of solid waste in a manner which will minimize air, water and visual pollution while maintaining the public health and preventing hazards to wildlife and is within the jurisdiction of Willsboro.			
19A.	Adequately screen disposal areas and locate them if possible, on cement pads. If that is not practical, use deep, moderately permeable, well-drained soils and locate at sufficient distances from water bodies to prevent contamination. Avoid locating disposal areas on steep slopes.	WTB, WPB, SC, WZBA, WCEO, CV		S
19B.	Utilize the NYS Property Maintenance Law and the Essex County Rubbish and Trash Law to improve cleanup of properties if voluntary compliance efforts are unsuccessful.	WTB, WPB, SC, WZBA, WCEO, CV		S
20.	Support NYS DEC and Cornell Cooperative Extension's efforts to promote the responsible use of pesticides, herbicides and other biocides in order to protect nature and public health.			
20A.	Apply pesticides according to their label and utilize NYS Department of Environmental Conservation laws to protect water resources. Train highway, parks and recreation staff in the proper use of pesticides and herbicides. Engage certified applicators.	WTB, WPB, SC, WZBA, WCEO, CV		S

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
	Encourage citizens to comply with manufacturers' instructions and applicable government regulations regarding type, quantity and techniques of application of pesticides, herbicides and other biocides.			
21.	Maintain scenic vistas and conserve open space in order to preserve critical environmental areas, protect Willsboro's natural beauty, enhance quality of life, and promote economic growth.			
21A.	Discourage developments on ridges, ridge sides, and ridge tops. Avoid the negative impacts of structure and lights.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
21B.	Protect and preserve open space and forestlands that provides important scenic vistas (See Scenic Resources Map), particularly those viewed from roadsides, water bodies and mountaintop trails.	WTB, WPB, SC, WZBA, WCEO, CVCP, CV	24	M
	i. Devise ways to conserve land, including prioritized identification and acquisition of special areas (see #ii). ii. Consider development setbacks and screening for new construction to preserve and protect the following key landscapes and vistas: ➤ Lake Champlain shorelines and wetlands ➤ Middle Road Scenic Vistas ➤ Willsboro Bay and the Cliffs ➤ Willsboro Point byways ➤ Boquet River corridor ➤ Long Pond Watershed ➤ Reber Valley iii. Address the protection of waterfronts and shorelines by conducting a further analysis of shoreline development and hardening. Review setbacks, sea walls, vegetation removal.			
21C.	Determine, and consider acting on issues associated with keeping specific view sheds or vistas open, including protection of scenic vistas, minimizing visibility of buildings and site development with vegetative screening, and incorporating open space maintenance as part of site plan review.	WTB, WPB, SC, WZBA, WCEO, CVCP, CV	21,24	S

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
21D.	Maintain the open space character of a building project site, adjacent land, and surrounding areas.	WTB, WPB, SC, WZBA, WCEO, CV	24	S
	<ul style="list-style-type: none"> i. Concentrate development on each parcel, incorporating a reasonable percentage of open space into each project. ii. Cluster development to avoid fragmenting open parcels of land. iii. Avoid new intensive development in open space areas and intact forests. iv. Minimize development activities which would make a big difference in the open space character of adjoining and nearby land uses. v. Design and construct development that is located near open spaces to minimize its visual impact in these open space areas 			
21E.	Support financial incentives, such as preferential property taxation, purchase of development rights, transfer of development rights and donation of conservation easements to protect farmland and forests. Enforce tax abatement penalties for farmland conversion to non-farm uses in order to maintain the integrity of the agricultural value exemption and forest uses under the forest protection programs.	WTB, WPB, SC, WZBA, WCEO, CVCP, CV		M
21F.	Consider development of a Local Waterfront Revitalization Program (LWRP) for the Town's waterfront area in order to guide the beneficial use, revitalization and protection of waterfront resources. DOS encourages waterfront communities to plan and implement Local Waterfront Revitalization Programs (LWRP). An LWRP is a locally prepared, land and water use plan and strategy for a community's natural, public, working, or developed waterfront through which critical issues are addressed. The Local Waterfront Revitalization Program also contains the organizational structure, local laws, projects, and ongoing partnerships that	WTB,WPB, NYSDOS	24	M

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
	implement the community's vision for its waterfront. Once approved by the New York Secretary of State, the Local Waterfront Revitalization Program serves to coordinate State actions needed to assist the community in achieving its vision.			
22.	Using the NYS Energy Conservation Construction Code as a basis for standards, establish energy efficient development standards and guidelines for buildings, roads and utilities that promote low impact development.			
22A.	Encourage conservation, green energy building techniques and promote renewable energy sources and solutions. Design buildings to their highest energy efficiency levels in consultation with the Energy Conservation Construction Code of New York State.	WTB, WPB, SC, WZBA, WCEO, CV		S
22B.	Locate, design, construct and maintain utilities to efficiently accomplish project objectives while preserving natural and public resources. Minimize visual impacts of utilities on surroundings by maintaining vegetation and utilizing existing topography or locating structures underground whenever possible.	WTB, WPB, SC, WZBA, WCEO, CV		S

Chapter Five:
Recommendations for our
Public Facilities, Infrastructure, Transportation and Community Services



Figure 28: View of Southbound Access to Willsboro via the Adirondack Northway²¹

Strategic Priorities, Implementation Goals & Objectives



Figure 29: Willsboro Town Hall²¹

In this chapter, **strategic priorities, implementation goals and objectives** are outlined. Strategic priorities, goals, and objectives were formulated to address the existing conditions, issues, and themes and are based upon the comments received from the 587 workshop and survey responses.

Strategic Priorities describe major areas of focus for the future of Willsboro. Strategic Priorities are implemented through the recommendations described in the Implementation Goals and Objectives.

Implementation Goals and Objectives describe recommended activities that are needed to achieve the Strategic Priorities.

Chapter Five: Public Facilities, Infrastructure, Transportation and Community Services includes five recommended Implementation Goals and Objectives. Potential agencies and organizations that might steward the recommendations are identified by acronyms. An acronym key is provided in [Appendix 2](#). Representative funding sources for the Implementation Goals and Objectives are also provided. A numerical key for these funding sources is provided in [Appendix 3](#). Estimated time frames for each goal and objective is provided.

**Strategic Priorities:
Public Facilities, Infrastructure, Transportation and Community Services**

Willsboro’s diverse community will support and sustain, in cooperation with state and local agencies:

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

Willsboro’s four-season business district will:

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

Willsboro’s land use and natural resource programs will promote:

- *Green communities technology including energy efficiency and local alternative energy development.*
- *The critical importance and protection of water quality, soils, biodiversity and wildlife habitat when planning building projects and development.*

**Recommended Implementation Goals and Objectives for
Chapter Five: Public Facilities, Infrastructure, Transportation and Community Services**

Recommended Implementation Goals and Objectives for Chapter Five: Public Facilities, Infrastructure, Transportation and Community Services <small>"ORG" = Tasked Organizations, "FUND" = Representative Funding Sources, "TERM" = Length of Project: (S)hort (< 2 years), (M)edium (2-5 years), (L)ong (>5 years)</small>				
GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
23.	Comprehensively Improve Infrastructure.			
23A.	Adopt fiscal policies that:	WTB		S
	<ul style="list-style-type: none"> i. Promote timely maintenance and avoid deferred maintenance. ii. Research and access the resources and new ideas that can be brought to a project by the faculty and staff, such as architects, landscape architects, social scientists, and engineers, associated with universities. iii. Explore alternative technologies to bring new ideas and approaches to existing problems. iv. Encourage shared facilities and services to control costs. 			
23B.	Adopt fiscal policies and procedures that implement life-cycle cost methods to match expected life with debt service for all capital improvements.	WTB		S
	<ul style="list-style-type: none"> i. Use life-cycle costing to evaluate capital investments. In this way, ongoing maintenance expenses, energy efficiency and equipment obsolescence are considered in the design and planning stages of capital projects. ii. Life-cycle, cost approaches create taxpayer-friendly economic scenarios that support long term financial answers to short and long term problems. 			
23C.	Implement "state of the art" improvements to the Wastewater Treatment System that prolong the system's useful life beyond projected debt service, and match capacity to serve future demand for the Town.	WTB, BRASS	1, 4, 5, 7	M
	<ul style="list-style-type: none"> i. Conserve tax dollars and treated water by investing in individual connection water metering, particularly within the Willsboro Sewer District. 			

**Recommended Implementation Goals and Objectives for
Chapter Five: Public Facilities, Infrastructure, Transportation and Community Services**

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
	<ul style="list-style-type: none"> ii. Develop a public education program that links wastewater management to water consumption, conservation, storm water and water quality. Coordinate with the implementation of the Boquet River Watershed Management Plan. iii. Carefully evaluate green technology and alternative treatment options, including new best practices, before investing in standard engineering design for capital improvements to the wastewater system. iv. Continue to develop the "pilot constructed wetland project" to provide additional phosphorous reduction from effluent, meet more stringent Department of Environmental Conservation guidelines and to meet the TMDL (total maximum daily load) guidelines for Lake Champlain.⁵⁰ v. Study and prepare recommendations to address the wet weather loading concerns associated with flow monitoring, infiltration and inflow. vi. Expand the sewer district to include adjacent properties to the Willsboro Commerce Park project that may have on-site wastewater problems and might benefit from inclusion in the expanded sewer district. Include the Fire Department, Town Hall, Senior Housing and Health Center. 			
23D.	Implement "state of the art" improvements to the Drinking Water System that prolong the system's useful life beyond projected debt service, and match capacity to serve future demand for the Town.	WTB	1,4,5,7	M
	<ul style="list-style-type: none"> vii. Make improvements to the water system to accommodate backwash treatment system. viii. Make improvements to the distribution system as funding permits. ix. Repair and replace inoperable fire hydrants. x. Establish a cross connection control program.^{32,51} xi. Adopt a Town-wide water conservation program xii. Consider studying the feasibility of developing a groundwater source for drinking water for the Willsboro Water District. xiii. Address fire protection and seasonal availability of water through the Willsboro Bay Water Company (in the lower Bay area) to expedite public water service if the Town is given the authority to act by the residents of the neighborhood. 			

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
23E.	Develop an enforcement program that specifies regular and periodic on-site inspections for private, on-site wastewater systems.	WTB, WCEO		M
23F.	Conduct a Town-wide storm water assessment as part of a storm water management plan. Coordinate with the Boquet River Watershed Management Plan.	WTB, WCEO, CWICNY, RC&D, BRASS	24	M
	<ul style="list-style-type: none"> i. Based upon the plan recommendations, prepare and implement a capital improvements program for storm water improvements. ii. Design storm water systems to align with hazard mitigation projects for seasonal flooding and any planned design of parks, trails and greenways (Green Infrastructure). The Champlain Watershed Improvement Coalition of New York recommends a 35-foot vegetative buffer around all rivers and tributaries. iii. Implement a public education and outreach program stressing the maintenance of private storm water systems, control of erosion and sources of storm water and runoff. 			
23G.	Implement the Buena Vista Park Storm Water Run-off Mitigation Project to alleviate recurring property damage from high run-off flows.	WTB, WCEO, CWICNY, RC&D,		M
24.	Establish "Complete Streets" and Improved Transportation Systems.			
24A.	Evaluate New York State's short and long term capital plans for the remaining five miles of Route 22 that requires significant improvements. Implement aggressive advocacy effort to compel NYSDOT to prioritize the remaining five miles of road improvements to a highest priority rating.	WTB, Legislators		S
24B.	Advocate for year-round ferry service in Essex.	STAKE		S
24C.	Annually review the Essex County Updated Bridges and Roads Survey to monitor repairs and improvements for Willsboro.	WTB, WPWD		S

**Recommended Implementation Goals and Objectives for
Chapter Five: Public Facilities, Infrastructure, Transportation and Community Services**

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
24D.	Determine the county's plans for the Morehouse Bridge which has been rated as structurally deficient.	WTB		S
24E.	Adopt a "Complete Streets" approach to Willsboro's roadways. Complete Streets considers the safety of all users and promotes the idea that roads ought to be for everyone. Users include all ages, motorist or bicyclist, walker or wheelchair user, bus rider, equestrian or farmer.	WTB, WPWD, WHS, ECDPW ESD, NYSDOT, WRC	1,4,10,1 1, 22,24	M
	<ul style="list-style-type: none"> i. Wherever possible, and appropriate, install signage that alerts motorists to the presence of other users, speed bumps, speed enforcement, sidewalks, bike lanes and trails, wide shoulders, crosswalks, raised crosswalks, audible pedestrian signals, and sidewalk bulb-outs, etc. ii. Consider the need to protect and preserve "dirt" roads that contribute to the rural and historic landscape. Educate highway personnel in order to adequately construct dirt roads to minimize sedimentation. Survey all stakeholders, including residents and users to obtain citizen input prior to making decisions to pave unpaved roads. Maintain narrow road widths in residential areas in order to reduce traffic speed and therefore improve safety for pedestrian and bicycle use. iii. Provide bike lanes, sidewalks, and cross-walks wherever feasible. iv. Design and construct roads and streets to provide safe access for all users including pedestrians, bicyclists and equestrians. Minimize impacts to the environment during design and construction. 			
24F.	Institute regular capital planning for sidewalk repair, replacement and expansion so that pedestrians can safely walk and bicyclists can ride Between such places as Noble wood Park, downtown and the boat launch.	WTB, WPWD		M
24G.	Establish a multi-modal hub at the new Commerce Park. Include a passenger rail depot, and park and ride facility.	WTB, ECIDA,		L

**Recommended Implementation Goals and Objectives for
Chapter Five: Public Facilities, Infrastructure, Transportation and Community Services**

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
25.	Establish a globally connected, high- tech communication system and energy-efficient utilities.			
25A.	Support regional efforts to establish a world class Broadband communications system that supports affordable, abundant, secure Broadband services for all North Country users, creates new markets for retail telecom service providers, enables expanded cell phone coverage and offers a choice of competitive retail services to end users. Work with Cablecom and others to improve communications infrastructure, such as Broadband and mobile cell service. Improved communications can expand opportunities for telecommuting for property owners with remote business connections.	WTECH, WTB		L
25B.	To reduce Town energy costs and to darken skies, evaluate the cost/benefit of replacing lighting district and single pole fixtures with synchronized motion-detector, high energy efficient equipment.	WTB		M
25C.	Identify any unlit areas of the Town experiencing safety problems.	WTB		S
26.	Recognize and Mitigate Natural and Human Hazards.			
26A.	Use natural materials; consider scale and texture appropriate and sensitive to the natural resource involved as a general Town policy when implementing hazard mitigation measures.	WTB, APA, WPB		L
26B.	Appoint a working group to study the environmental, societal and economic impacts (including aesthetics) of removing or repairing the Willsboro Dam.	WTB		S

**Recommended Implementation Goals and Objectives for
Chapter Five: Public Facilities, Infrastructure, Transportation and Community Services**

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GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
26C.	Continue the phased Boquet riverbank stabilization to avoid toxic pollution from the 12 acres of Georgia Pacific black ash adjacent to the bank.	WTB, NRCS, BRASS, RC&D, CWICKNY		L
26D.	Implement three bank stabilization/erosion prevention projects:	WTB, NRCS, BRASS, RC&D, CWICNY		L
	<ul style="list-style-type: none"> i. Install a 150' cribbing structure along the McAuliffe Rd, off Sunset Drive by the Morehouse Bridge or re-route portion of McAuliffe Road at least 100 feet away from the Boquet River. ii. Install a 150' cribbing structure for erosion prevention near the fish ladder in the Hamlet. iii. Install a 150' farmland restoration and stabilization project on Sunset Drive near the Reber bridge. 			
26E.	Identify culverts that need to be replaced because they block fish migration on the river and its tributaries. Develop a plan to replace them with new ones that do not impede aquatic species movement (BRASS Culvert Assessment Project).	WTB, ECDPW, NYS DOT, NRCS, BRASS, RC&D, CWICNY, USFWS	24	L
26F.	Reconcile the Essex County Hazard Mitigation Plan with the Town plan.	WTB, ECAMO		S
27.	Maximize the use of shared buildings and services.			
27A.	Develop indoor and outdoor public space for better use by citizens and visitors.	WTB, WRC, WCS		L
	<ul style="list-style-type: none"> i. Determine the presence, absence and condition of such things as park furniture, artwork, lighting, bike racks, refuse containers, access to restrooms, landscaping, and condition of walkways, trails and paths, parking. ii. Promote Willsboro's indoor and outdoor facilities, including Willsboro Central School, as available for public gatherings, cultural functions, and other uses. iii. Whenever a public building suitably situated needs a new roof (and the one on the town hall is approaching 30 years), one that incorporated PV panels should be considered. 			

**Recommended Implementation Goals and Objectives for
Chapter Five: Public Facilities, Infrastructure, Transportation and Community Services**

"ORG" = Tasked Organizations, "FUND" = Representative Funding Sources,

"TERM" = Length of Project: (S)hort (< 2 years), (M)edium (2-5 years), (L)ong (>5 years)

GOAL #	GOAL/OBJECTIVE	ORG	FUND	TERM
	<ul style="list-style-type: none"> iv. Set aside public space for a community garden. v. Set aside an area (perhaps the basement of the town hall) where people could donate their usable, but no longer used items such as dishes that would be available to fire/flood victims for immediate acquisition. 			
27B.	Work with Willsboro Central School and the Town of Essex to evaluate a shared highway vehicle facility and maintenance staff. Vehicle facility consolidation could result in savings to the taxpayer and should be considered.	TB, WCS	18	L
27C.	Encourage the Willsboro Fire District to work with Essex and Lewis on a shared service plan.	WTB, WFD, EFD, LFD,	18	S
27D.	Work with the Essex Transfer Station to improve the recycling alternatives available to residential users. Institute a toxics disposal service for residents at least twice per year.	WTB, ECBoS,		M
27E.	Improve the stability, funding and range of services for Willsboro's community health care center (currently Smith House Health Care Center). Study the feasibility of establishing a health care taxing district to supplement funding of the local health center. Work with area health care providers to develop a range of health services to meet any identified needs cited in the MAPP Study. ⁵²	SHHCC, ECH, WTB		S

Chapter Six: Next Steps

Plan Implementation and Governance

Not one individual, board, or committee can take sole responsibility for implementing this plan. Instead, a network of existing and newly appointed town committees and self-selecting, grass-roots think-tanks sharing responsibility with the various Town boards, existing organizations, and agencies is envisioned. In this way, civic-minded citizens can participate on local committees and follow through on the plan. Citizen involvement and continued volunteer momentum are the necessary actions that make the next steps happen. A listing of the existing committees and organizations, and proposed new committees and think-tanks and their acronyms are described in [Appendix 2](#).

The Comprehensive Plan provides a general recipe for keeping what is best about Willsboro in place; all the best of small town rural life, lifestyle and population diversity, a budding art and culture scene, informal gathering places such as the diner and the Post Office. The Plan also recommends actions to showcase Willsboro's setting; mountain vistas and striking shorelines, four seasons (plus mud season), a quaint community with great people. A plan – this plan -- proposes recommendations for Willsboro to create a place that is memorable to children, so when they grow up and consider where they wish to live, they will want to come home – and they can. The recommendations included throughout the Plan require citizen action for follow-through for the community vision to be realized.

Willsboro is growing its social and human capital networks (people and organizations). The networks are composed of newcomers, natives, long-timers and full and part-time residents that call Willsboro home. Interest in community affairs, as evidenced by the level of participation when meetings were held, was encouraging. Residents dialogued, demonstrated commitment and enthusiasm towards the topics and issues discussed. Maintaining the momentum of citizens will make the next steps happen. While the Comprehensive Land Use Plan Steering Committee acted as the Comprehensive Plan steward, every member of the community must ask themselves:

- Who steps up to act as the Plan Implementers?
- Who steps up to act as the cheerleaders?
- Who steps up to act as the monitors and periodically review progress and alignment with goals?

Appendix 1: How the Comprehensive Plan was Developed

Customary planning practice involves the professional consultant or government planning agency (or both) defining the problem and solution then “handing it over” to the local citizen steering committee. Studies have shown that this procedure does not result in motivation of, or follow-through by stakeholders.^{54,55} Citizens are more involved in comprehensive planning when they decide what the local issues are and how they want to approach, learn, and tackle land use planning in their community.

An engaged, enthusiastic, and active citizenry participated in the development of the Town of Willsboro Comprehensive Land Use Action Plan. From the onset, the Town Board encouraged participation of all interested groups in the community and invited them to the table throughout the planning process. A Comprehensive Land Use Plan Steering Committee (Steering Committee) was formed from these interest groups and served as leaders for the process, facilitated by a professional planner who provided advice,

guidance, direction, and writing services. Together they listened to experts and citizens, collected studies, and reviewed data. Members inventoried and analyzed existing conditions, surveyed and interviewed citizens, evaluated future trends, mapped and studied natural and community resources, and ultimately made the recommendations included in this plan.

Citizens participated extensively throughout the planning process and public meetings were well attended. Community members contributed thoughtful comments and suggestions, providing continual input. They were very committed to the vision and goals of the process which is crucial to any planning process. Scholarly and professional literature suggests that successful community efforts at “follow-through” are built upon a committed, enthusiastic, motivated, and engaged citizenry.¹⁷ It is hoped that the citizens will monitor and help implement the plan to turn “words” into actions.

The Steps in the Planning Process

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

<i>Comprehensive Plan Process</i>	
❖	<i>Community Inventory</i>
❖	<i>Citizen Survey</i>
❖	<i>Public Concerns and Issues</i>
❖	<i>Existing Conditions, Studies & Reports</i>
❖	<i>Community Visions</i>
❖	<i>Analysis and Evaluation</i>
❖	<i>Recommendations</i>

Table 1: Comprehensive Plan Process

After polling prospective members for confirmation of their interest in being appointed, the Organizing Committee developed its recommended list of citizen and agency appointees. A final community meeting was held in February 2009 to recruit further possible members for the Comprehensive Land Use Plan Steering Committee and focus groups. The Willsboro Comprehensive Land Use Plan Steering Committee was appointed by the Town Board in March 2009 and held its first organizational meeting in April 2009. An organizational structure that included citizens and agencies in a tiered structure was utilized. Seventeen stakeholders who were citizens of Willsboro comprised the original Citizens Advisory Committee. Twenty-one stakeholders who represented agencies and organizations

with jurisdictional oversight comprised the Agency Partners Advisory Committee. The agency partners included State representatives and local organizations such as the Essex County Planning Office, Willsboro Central School, Development Corporation, and the Boquet River Association. Several local citizens also represented the agencies. The Comprehensive Land Use Plan Steering Committee elected its own Co-Chairs, choosing to use a long time resident and a newcomer to the area to fairly represent the two interests leading the committee.

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

Comprehensive Land Use Plan Steering Committee did not dominate the content (and become their own “interest” group), public meetings and workshops, invitations to the public and listserv to attend meetings and work sessions, and posting of draft documents on the website were used for the purposes of hearing alternative viewpoints, moving in new directions, continually recruiting new voices, and obtaining feedback. When citizens who were not on the Comprehensive Land Use Plan Steering Committee attended meetings, they were invited to the table and given full opportunity to engage in the discussion and the decision making. The volunteers serving on the Town of Willsboro Comprehensive Land Use Plan Steering Committee determined the scope and substance of what they wished to know (and why) about land use, community development, and natural resources in the Town and region as they moved through the planning process. The Comprehensive Plan is constructed by the Comprehensive Land Use Plan Steering Committee based upon an understanding of citizen preferences, historical information, existing conditions, and future trends. Scientific, social and economic data and public input provided a strong foundation for Committee analysis. The following eleven (11) methods were used to bring public input, scientific, economic and cultural information and a new Geographic Information System (GIS) to Willsboro’s planning process:

1. Ongoing public input from formal and informal citizen participation (listservs, emails, etc.)
2. Two August, 2009 Community Listening Sessions (339 comments received.)
3. Community Survey March-May, 2010 (1,296 anecdotal comments received.)
4. Roundtable Discussions with 11 Subject-Matter Experts: September, 2009 - January, 2010.
5. Development of Existing Plans, Projects, and Initiatives Inventory comprised of 85 entries.
6. In-Depth reading list review of ten important planning studies.
7. Community-based field work, research and development of a “state of the art” Geographic Information System (100+ Maps). Inventory and analysis of scientific and economic resources as a basis for the Comprehensive Plan and the Community Profile and Atlas.
8. Four Visioning Community Sessions (Winter/Spring 2010) and development of the Vision Statement (341 comments received.)
9. Four Community Work sessions (June, 2010) with GIS Maps to develop Environment and Land Use Recommendations.
10. One Show and Tell Community Meeting (July, 2010) (190 comments received.)
11. August, 2010 - January, 2011 cyclic redrafts of Comprehensive Plan text.

Highlights from the Planning Process that Helped Inform the Comprehensive Plan

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

August, 2009 Community Listening Sessions

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



Figure 30: Citizens participate in one of the seven community workshops.⁵⁶

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

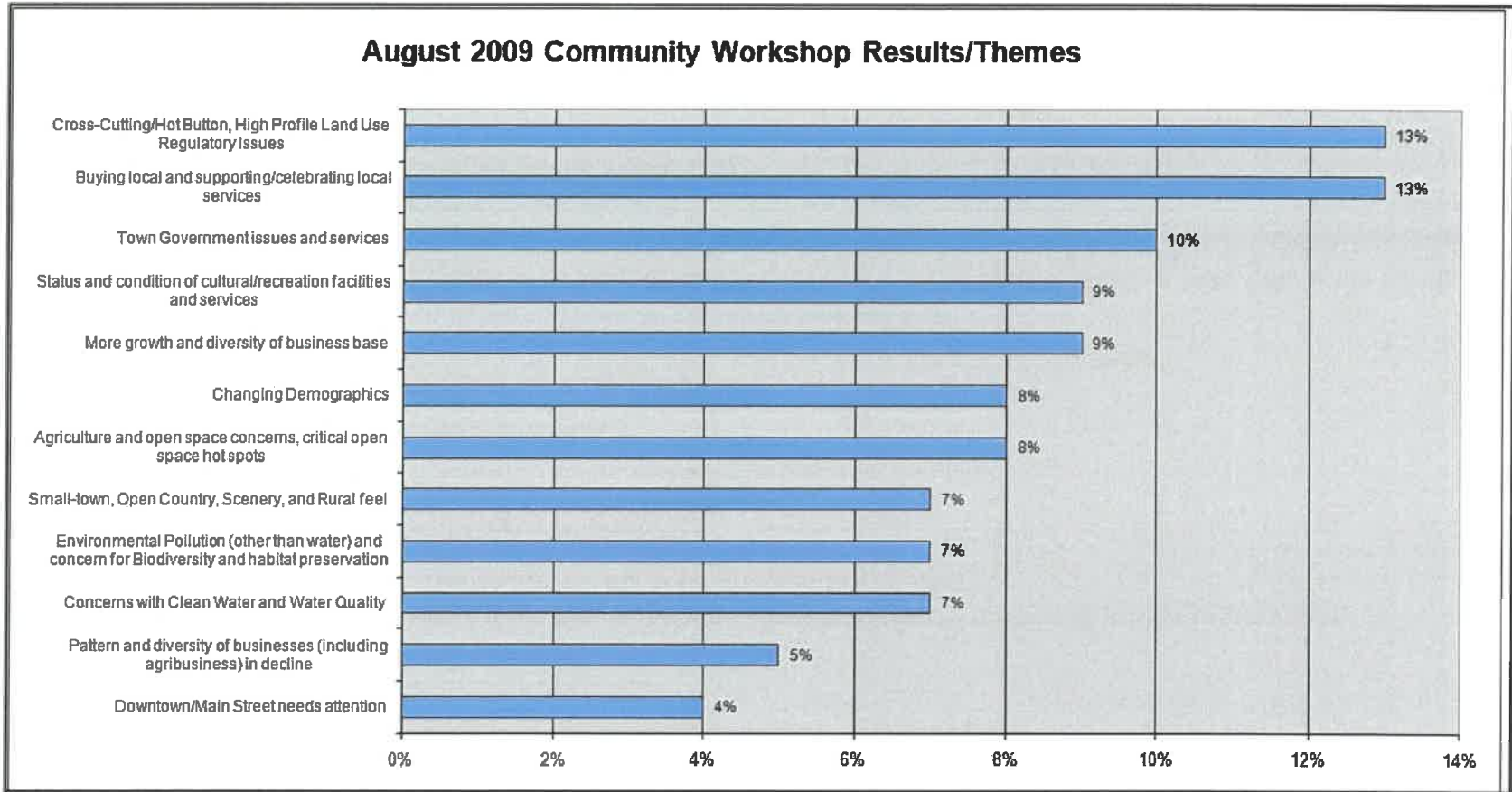


Figure 31: August 2009 Community Workshop Results and Themes

These 12 themes, with an accompanying example of an attendee's comment, follow:

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

Community Survey

1,900 residents and property owners were notified by postcard in February, 2010, and asked to complete the *Willsboro Community Survey*. Three hundred-thirty residents responded, an effective response rate of 17%. The response rate of 17% as a sample of the 1,900 survey population is considered to be acceptable for generalizing to the population and is “statistically significant.” A copy of the full survey results can be found at http://www.townofwillsboro.com/uploads/6/0/9/7/6097445/community_survey_final_report_8_9_10.pdf. The full data sets include tables and charts summarizing the 33 survey questions and the citizen comment data files. Citizen comments are unedited and presented in the format they were received for each of the questions that provided space for citizen comments.

More than 52% of the respondents lived in Willsboro for over 20 years. Thirty-two percent (32.4%) reside in Willsboro between 29 and 52 weeks. Almost 24% reside between 16 and 28 weeks and 30.8% reside 5-15 weeks. Thirteen percent of respondents indicated that they resided less than four weeks. Many of the seasonal respondents stated they started coming to Willsboro as youth and retained their family property. The majority of all respondents owned land or a single family home. These properties are primarily zoned as residential and are in moderate or low intensity land use areas as defined by the Adirondack Park Agency (APA) classifications. Two age ranges (35-44 and 65-74) dominated the households of the respondents. Whether they were employed or retired, the majority of respondents were moderately to highly skilled and trained members of the workforce. Almost 75% of respondents have a college degree. Occupations ranged from unskilled to highly skilled positions requiring technical or graduate education.

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

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

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

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

Three options received more than a 70% response rate, "Require grouping of residential and/or commercial structures to preserve open space and agricultural land" gained a 77% response rate. This was followed by "Require developers to include outdoor recreational space as part of their plans" at 75%. "Limit new development to areas with existing or planned roads, water and sewer" received a 70% aggregate rating.

Question 6: Are there any properties, scenic vistas, or shorelines within the community that you feel the Comprehensive Land Use Plan Steering Committee should recommend be protected or preserved for natural, open space, farmland purposes or as cultural resources?

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

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

This question had 16 options and the ranking is provided:

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

The lowest rankings of the 16 options were in the last two answer options. "Promote public shoreline access" received 67% and "reduce light pollution/promote night skies" received 65%. These categories also had the highest number of "disagree/strongly disagree" respondents than the remaining 14 categories of 18 and 15% respectively. "Promote public shoreline access" received neutral responses of 18% and "reduce light pollution/promote night skies" received 20%. In addition to the lower rankings on the public shoreline access

and light pollution options, one other answer option demonstrated less clear positive support by respondents and more tension in responses. "Protect ridgelines" received 50 neutral responses and 12 "don't know/unsure" responses comprising 19% of the responses. While 73% of the citizens responded favorably to this option, it received the third lowest ranking of all the alternatives.

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

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

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

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

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

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

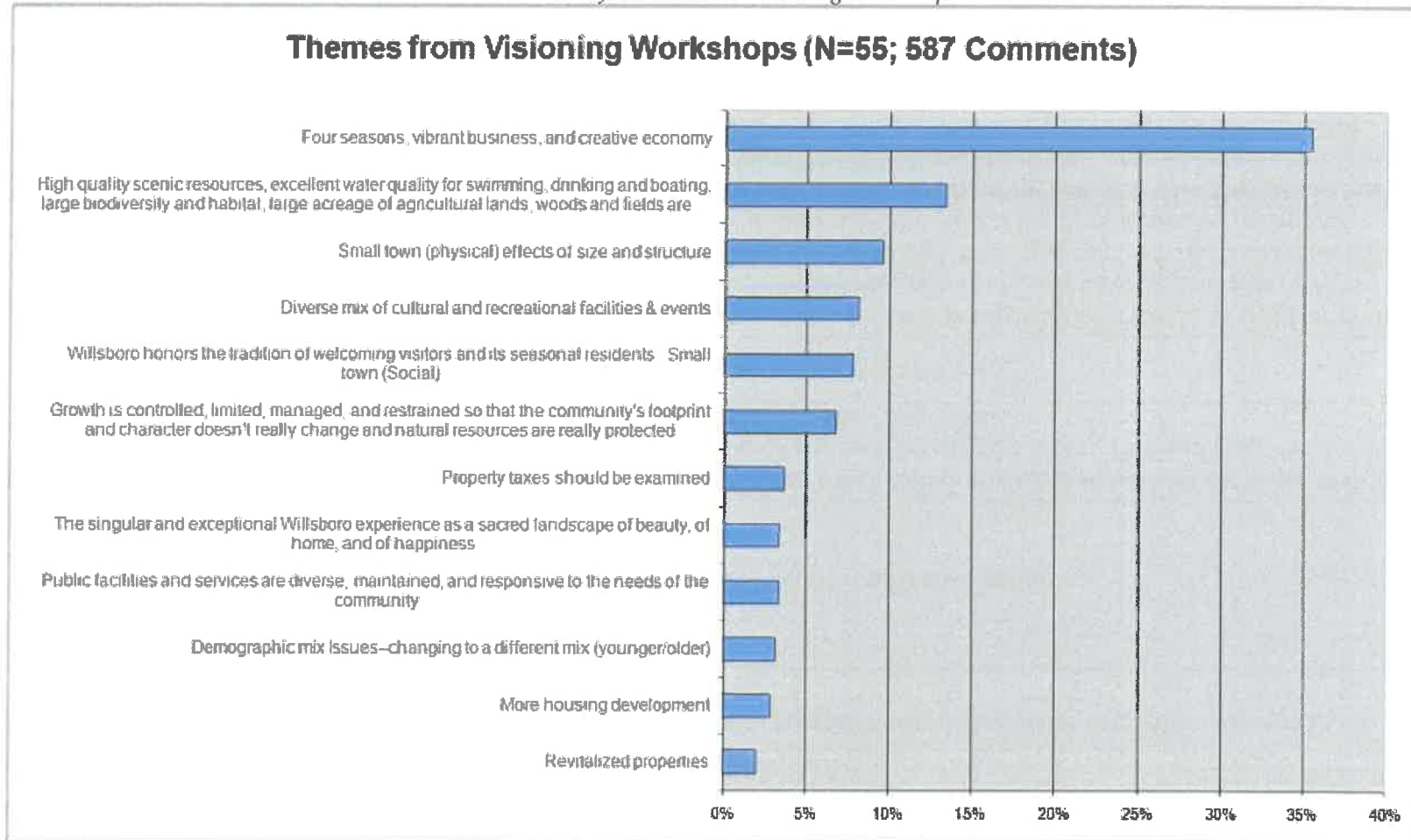
Visioning Workshops

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



Figure 32: Citizens participate in one of the seven community workshops.⁵⁶

Table 2: Themes from the 2010 Visioning Workshops



An example of citizen comments tied to these themes is shown in Table 3:

Table 3: Visioning Workshops; Generative Themes and Representative Comments

Generative Theme	Representative Comment
The singular and exceptional Willsboro experience as a sacred landscape of beauty, of home and of happiness	<i>"A safe, clean community where my children & grandchildren can continue to enjoy the water and serenity of the environment during the summer months."</i>
Willsboro honors the tradition of welcoming visitors and its seasonal residents; small town (Social)	<i>Our relationship with the Town of Essex, isolated to the NE corner of Essex County, keep a close relationship-necessary, fire and rescue. Churches serve populations together, organizations important for the future to be able to physically and economically;</i>
Four season, vibrant business and creative economy	<i>"A thriving downtown area with shops, restaurants, art galleries, parks, parking etc."</i>
Diverse mix of cultural and recreational facilities & events	<i>"The same beautiful town with perhaps more entertainment for all ages."</i>
High quality scenic resources, excellent water quality for swimming, drinking, and boating, large biodiversity and habitat, large acreage of agricultural lands, woods and fields are maintained	<i>"A green oasis in a turbulent world!"</i>
Demographic mix issues-changing to a different mix (younger/older)	<i>"If there is less jobs available and opportunities we are going to see a reduction in our younger age population. This is already the case for all communities in the "Blue Line."</i>
Small town (physical) effects of size and structure	<i>"Keep the rural feel of Willsboro."</i>
Revitalized properties	<i>"The overall looks of the town are very important. Without an effort to keep the town looking good no one will want to come here and live. I would hope the Noblewood property would be better utilized and that we would encourage more businesses to come to our community. Preserve what historic buildings we have left. Horrible that we lost the old firehouse, first school, and town hall. History is important, a new use for the grist mill and community working together with other communities."</i>

Generative Theme	Representative Comment
Public facilities and services are diverse, maintained, and responsive to the needs of the community;	<i>"Sewer and water for all!"</i>
Property Taxes should be examined	<i>"As I see it, over the long term, property taxes are driving out many current residents and may limit future residential growth. The ability to fund local services, particularly the school, is becoming very limited."</i>
Growth is controlled, limited, managed, and restrained so that the community's footprint and character doesn't really change and natural resources are really protected.	<i>"Limiting development especially on the Willsboro point. Also, keeping to a building height on the bay and lake shoreline."</i>
Less Regulation	<i>"You people should not be getting into telling us what to do with our land... protecting this and that.....noble, yes, but we already have enough people telling us what we can and can't do. Another self-appointed group of people creating more layers of government is NOT what we need."</i>
More Housing Development	<i>"I'd like to see affordable housing."</i>

Development of Land Use Recommendations

Citizen Input

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

A sampling of the kinds of comments attributed to the theme is provided in Table 4. Seven hundred five (705) citizen comments were compiled from 453 citizens. The 705 comments represent 40% of the 1,784 comments analyzed for this purpose. The coding process was reviewed and verified by the Comprehensive Land Use Plan Steering Committee.

Table 4: Land Use and Built Environment Theme; Sample Citizen Comments

<p>Sample Compilation of Citizen Anecdotal Comments (All Comments are Quotes)</p> <p>Regulatory Issues, Strategies & Recommendations</p> <p>Natural Systems and Built Environment</p> <p>Selection from Community Survey. Questions 1 & 3:</p> <p>1. What are your reasons for living in Willsboro?</p> <p>3. In your opinion, how does Willsboro compare as a place to live to how it was five years ago?</p> <ul style="list-style-type: none"> • <i>APA Regs providing protections to environment & small town character</i> • <i>Lack of commercialism, large corporations</i> • <i>We are summer residents who enjoy the beauty of the area.</i> • <i>LAKE/BOATING/RECREATION/QUIET/PEACEFUL</i> • <i>Low cost of housing</i> • <i>People staying out of our business.....VERY important!!</i> • <i>Clean water and air</i> • <i>Family summered here for 3 generations, beauty and peace of this place</i> • <i>Ability to Farm</i> • <i>Plan to build a vacation home in future</i> • <i>Overdevelopment on Willsboro Point, seasonal congestion, loss of farmland and open space is ruining the values and quality of life that make the essential character and charm of Willsboro special.</i> • <i>Fewer services and oversized development of the bay affecting water quality, natural resources (trees, wildlife) and aesthetics.</i> • <i>Regs have not been enforced to ensure appropriate and legally conforming development, especially along the shoreline. Variances have been freely given out for inappropriate development with great negative environmental impact that is irreversible. Taxes have risen dramatically, especially on the county level, making it extremely difficult for many people to stay in their homes.</i> • <i>Development on Willsboro Point is changing the character of neighborhoods in a negative over-sized, year-round way.</i> • <i>Losing its rural character</i> • <i>(1) Taxes have skyrocketed; (2) Local businesses (e.g. Country IGA) can't afford to stay open; (3) No control over water quality and excess traffic at/near the boat launch site</i> • <i>McMansions being built/ destruction of natural shoreline/ stripping land of all vegetation/ open spaces violated</i> • <i>Like some of the changes made, but not happy with many more people buying plots to clear and build new houses.</i> • <i>It appears the infrastructure of the roads, schools, senior housing, and parks is in better condition. Several existing residential properties have been improved, and the overall quality of newer residential construction appears good.</i>
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Scientific, Cultural, Economic and Community-based Information

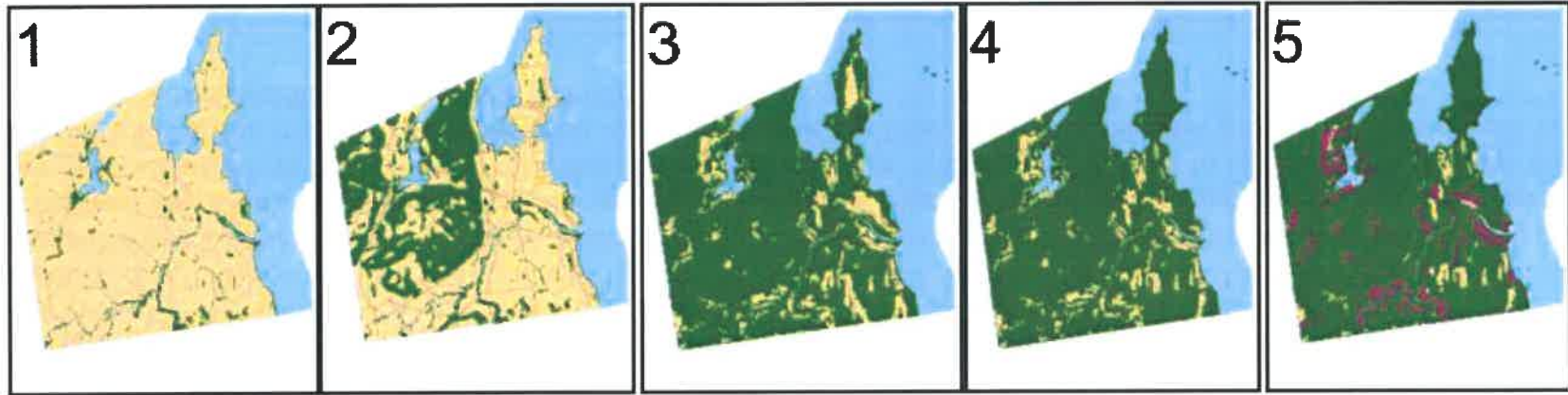
In addition to the citizen comments associated with the environment, built systems, or development issues in Willsboro the scientific, cultural, economic, and community-based information that comprised the data base layers for the 100-plus GIS maps were used to create analysis maps (See Community Profile and Atlas). Analysis maps were based upon: data requests from the Comprehensive Land Use Plan Steering Committee, themes from the August 2009 Listening Sessions, Visioning Workshops, Community Survey, and the Compilation of Citizen Anecdotal Comments referred to above. The Comprehensive Land Use Plan Steering Committee determined the outline of issues, strategies, and recommendations included in the draft Comprehensive Plan after considering all the data-- scientific, economic, and community-based. It is important to remember that the scale and accuracy of the GIS maps presented in the Comprehensive Plan are intended for comprehensive, town-wide planning. The GIS maps are not intended to be used at the parcel-level.

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

Land Suitability Analysis Series

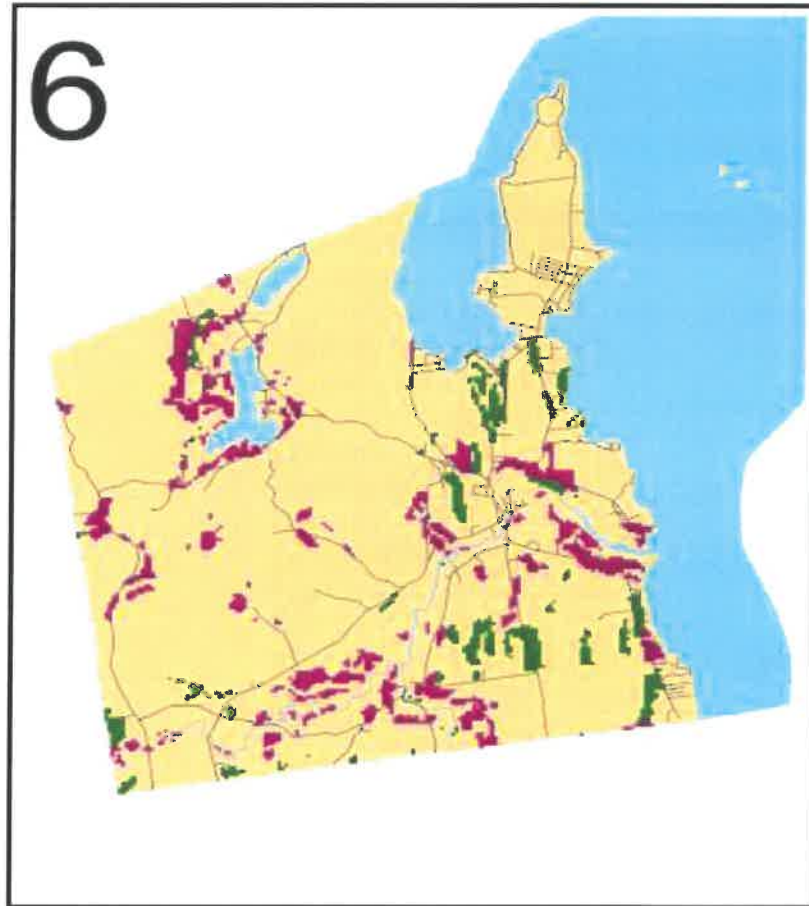
The Land Suitability Analysis Series represents one way scientific data was analyzed. This is a sequence of maps best viewed in the steps that it took to make it (full size copies can be found in the Community Profile and Atlas). The scientific data collected was layered together in groups to create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

Figure 33: Land Suitability for Development Analysis Series






Legend Color	Map 1	Map 2	Map 3	Map 4	Map 5
Green	Designated Wetlands, FEMA Flood Areas, Known Shoreline Hardening	All data on Maps 1 plus: Slope and Landslide Risk. Slope is > 8%	All data on Maps 1-2 Plus: Poor Septic Rating	All data on Maps 1-3 Plus: Significant Ecological Communities	All Data on maps 1-4
Beige	No designated Wetlands, FEMA Flood Areas, or Known Shoreline Hardening	All data on Maps 1 plus: No Slope and Landslide Risk. Slope is < 8%	All data on Maps 1-2 Plus: Good Septic Rating	All data on Maps 1-3 Plus: No Significant Ecological Communities	All Data on maps 1-4
Purple	N/A	N/A	N/A	N/A	Prime agricultural Soils and Soils of statewide importance

Figure 34: Land Suitability for Development Final Analysis



LEGEND FOR MAP 6:

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

Appendix 2: Tasked Organizations and Potential Partners for Implementation of Comprehensive Land Use Plan

Table 5: Tasked Organizations and Potential Partners for Implementation of Comprehensive Land Use Plan

Name	Acronym
1812 Homestead	1812
Adirondack Broadband Initiative	ABI
Adirondack Community Action Program	ACAP
Adirondack Council	AC
Adirondack Farmers Market	AFM
Adirondack Harvest	AH
Adirondack Nature Conservancy	ANC
Adirondack North Country Association	ANCA
Adirondack Park Agency	APA
Adirondack Regional Tourism Committee	ARTC
All Stakeholders	STAKE
Arts Council for the Northern Adirondacks	ACNA
Banks	Banks
Beautification Committee	WBC
Bed and Breakfast Association	B&B
Booster Club	BC
Boquet River Association	BRASS
Business Owners	BO
Cablecom	CC
Champlain Area Trails	CATS
Champlain National Bank	CNB
Champlain Valley Conservation Partnership	CVCP
Champlain Valley Film Society	CVFS
Champlain Valley Heritage Network(CVHN)	CVHN
Champlain Watershed Improvement Coalition of New York	CWICNY
Citizen Volunteers	CV
Consumers	CONS
Cornell Cooperative Extension	CCE
Cornell Cooperative Extension	ECCCE

Name	Acronym
Cornell University Farm Willsboro	CU
Elizabethtown Community Hospital	ECH
Empire State Development	ESD
Essex Community Calendar	ECC
Essex County	EC
Essex County Board of Supervisors	ECBoS
Essex County Community Resources Department	ECCRD
Essex County Department of Public Works	ECPWD
Essex County Emergency Management Office	ECEMO
Essex County Farm Bureau	ECFB
Essex County Industrial Development Agency	ECIDA
Essex County Planning Board	ECPB
Essex County Public Health	ECPH
Essex County Real Property Tax Office	ECRPTS
Essex Road Park Committee	ERPC
Housing Assistance Program at Essex County, Inc.	HAPECO
Indian Bay Marina	IBM
Kiwanis	KC
Kiwanis Key Club	KKC
Lake Champlain Basin Program	LCBP
Lake Champlain Committee	LCC
Lakes to Locks	LtoL
Legislative Delegation	Legislators
Local Farmers	FARM
Long Pond Association	LPA
Natural Resource Conservation Service	NRCS
North Country Chamber of Commerce	NCCHAMB
NYS Department of Environmental Conservation	NYSDEC
NYS Department of State	NYSDOS
NYS Department of Transportation	NYSDOT
Paine Memorial Library	PML
Poko-MacCready Camps	POKO
Property Owners	PO
Regional Office of Sustainable Tourism	ROOST

Name	Acronym
Resource Conservation and Development District	RC&D
Smith House Board of Directors	SHHCC
Snowmobile Clubs	SC
Stonebrook Properties Technology Council	STONEBR
Town of Essex	TE
U.S. Fish and Wildlife Service	USFWS
Willsboro Bay Marina	WBM
Willsboro Central School	WCS
Willsboro Central School Parent/Teachers Assoc.	WCSPTA
Willsboro Code Enforcement Officer	WCEO
Willsboro Comprehensive Plan Steering Committee	WCPSC
Willsboro Development Corporation	WDC
Willsboro Economic Development and Tourism Committees	WEDTC
Willsboro Fire District	WFD
Willsboro Fish and Game Club	WFG
Willsboro Heritage Society	WHS
Willsboro Planning Board	WPB
Willsboro Property Owner's Association	WPOA
Willsboro Public Works Department	WPWD
Willsboro Recreation and Tourism Committee	WRTC
Willsboro Renaissance Committee	WRENN
Willsboro Sewer Committee	WSC
Willsboro Technology Committee	WTECH
Willsboro Town Assessor	WTA
Willsboro Town Board	WTB
Willsboro Town Webmaster	WEBMSTR
Willsboro Youth Commission	WYC
Willsboro Zoning Board of Appeals	WZBA

The Implementation and Action Plan is provided in Chapters 3, 4 and 5. The 27 recommendations and their subparts are listed, time frames for implementation are identified, agencies and organizations that can steward the recommendations are noted, and possible sources of funding are suggested. Reference numbers are provided for Representative Funding

Source(s) and are cross referenced in [Appendix 2](#). “Tasked Organizations and Potential Partners” are listed and acronyms for the participating organizations and committees are used.

Appendix 3: Grant Resources

Grant resources change dramatically in the current economic climate based upon budget appropriations, state and federal economic conditions (and policy) and investment conditions in the private sector. **A representative sampling of some funding resources is provided.** The best way to capitalize on grant resources is to conduct project-specific grant research at the time a project is on the drawing board. *The Grant Professionals Association recommends consultation with a professional grant writer in order to develop grant applications.*

General Reference Resources:

Federal Resources: www.Grants.gov

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

Private Foundations: www.foundationcenter.org

State and Federal Congressional Delegation grant contacts

The listing provided below is cross-referenced using reference numbers to the [Implementation and Action Plan](#) included in Chapters 3, 4 and 5.

Funding Resources

Please note: The Consolidated Funding Application (CFA) is not a funding source. Rather, it is the administrative process through which communities can access multiple State funding sources. Communities submitting CFAs must still identify specific funding programs as part of the CFA application process. A list of funding sources and eligible activities for each can be found at: <http://regionalcouncils.ny.gov/assets/documents/2012-Available-CFA-Resources.pdf>

Table 6: Representative Funding Sources for the Implementation and Action Plan.

Reference #	Acronym	Name	Source	General or Primary Purpose
1	NYCFA	New York Consolidated Funding Application	http://nyworks.ny.gov Empire State Development <ul style="list-style-type: none"> • Regional Council Capital Fund • Excelsior Jobs Tax Credits • Empire State Economic Development Fund • Urban and Community Development Program • Regional Tourism Marketing Grant Initiative (I LOVE NEW YORK Fund) • Environmental Investment Fund Homes and Community Renewal <ul style="list-style-type: none"> • Community Development Block Grant (CDBG) Funding • New York Main Street Program • Urban Initiatives Program • Rural Assistance Revitalization Projects Office of Parks, Recreation and Historic Preservation <ul style="list-style-type: none"> • Municipal Parks, Historic Preservation, and Heritage Area Projects New York State Council on the Arts <ul style="list-style-type: none"> • New York State Council on the Arts Grant Program 	<ul style="list-style-type: none"> • Affordable Housing • Community and Waterfront Revitalization • Direct Assistance to Businesses • Energy and Environmental Improvements • Low-Cost Financing • Parks, Historic Preservation and Heritage Areas • Public/Municipal infrastructure projects • Sustainability Planning Assistance • Transportation Infrastructure • Workforce Development

Reference #	Acronym	Name	Source	General or Primary Purpose
			<p>Agriculture and Markets</p> <ul style="list-style-type: none"> • Agriculture Development Program <p>Department of State</p> <ul style="list-style-type: none"> • Local Waterfront Revitalization <p>Canal Corporation</p> <ul style="list-style-type: none"> • Canalway Grants Program <p>Environmental Facilities Corporation</p> <ul style="list-style-type: none"> • Green Innovation Grant Program <p>Department of Environmental Conservation</p> <ul style="list-style-type: none"> • Clean Water State Revolving Fund Engineering Planning Grant Program <p>Energy Research and Development Authority</p> <ul style="list-style-type: none"> • Energy Efficiency and Renewable Energy Projects and Programs • Regional Economic Development and Greenhouse Gas Reduction Program <p>New York Power Authority</p> <ul style="list-style-type: none"> • ReCharge New York <p>Department of Labor</p> <ul style="list-style-type: none"> • Workforce Investment Act-related training and workforce development activities 	
2	P&TNY	Parks and Trails, New York	Parks & Trails New York Capacity Building Grants	Grants of up to \$3,000 will strengthen not-for-profit organizations that are working to build and protect parks and trails in communities across the state.
3	NYDEC-UF	NYS Department of Environmental Conservation	Urban and Community Forestry Program	<ul style="list-style-type: none"> • Tree inventories and management plans; • Tree planting and maintenance • Green infrastructure projects

Reference #	Acronym	Name	Source	General or Primary Purpose
				including green roofs and rain gardens. Additionally, \$1,000 Quick Start Arbor Day grants with no match requirement will be available to help communities generate support for a tree program with an Arbor Day celebration.
4	NYS CDBG	NYS Office of Community Renewal	U.S. Department of Housing and Urban Development, Community Development Block Grant Program–Small Cities Program	<ul style="list-style-type: none"> • Housing • Public Facilities • Economic Development
5	DOC-PF and EDA	US DOC-Economic Development Administration	U.S. Department of Commerce, Public Facilities and Economic Development Grants	<ul style="list-style-type: none"> • Public Facilities • Infrastructure • Business Development • Climate Change
6	USDA-RD-CF	USDA	U.S. Department of Agriculture, Community Facility Loans	Community Facilities
7	USDA-RD-WW	USDA	U.S. Department of Agriculture, Water and Waste Water Disposal Loans and Grants	Water and Wastewater Systems
8	USDA-Food	USDA	Community Food Project Competitive Grants	Food and Agriculture
9	RBEG		U.S. Department of Agriculture, Rural Business Enterprise Grants	Business Development
10	USDOT-Byways	US Department of Transportation	Transportation Enhancement Program Scenic Byways Program	Transportation-related tourism development, interpretation and marketing
11	TIGER	US. Department of Transportation	Transportation Investment Generating Economic Recovery, Discretionary Grant Program (TIGER)	Improve energy efficiency and make significant investments in expanding transportation connections and choices for communities across the Nation.
12	FRED	Foundation for Rural Education & Development	Scholarships to rural America's most accomplished and intelligent students. http://www.fred.org/scholarships.html	Scholarships
13	LCLGRP	Lake Champlain Lake George Regional Planning Board &	Intermediary Relending Program Revolving Loan Program	Business Development

Reference #	Acronym	Name	Source	General or Primary Purpose
		Development Corporation		
14	NCA	North Country Alliance	North Country Alliance Local Development Corporation: North Country Alliance Regional Revolving Loan Trust Program	Business Development
15	ECIDA	Essex County IDA	Essex County Industrial Development Agency Industrial Revenue Bond Pool ECDA "One Stop" Financing Program	Business Development
16	USEPA-BF	Environmental Protection Agency	Brownfields Program	Planning and Development of Brownfield areas. Local governments redevelop abandoned, idled, or underutilized real property, including industrial and commercial facilities, where expansion or redevelopment is complicated by the presence or potential presence of environmental contamination
17	LCBP	Lake Champlain Basin Program	Lake Champlain Basin Programs	<ul style="list-style-type: none"> • Education • Interpretation • Water Quality
18	DOS-LGE	NY Department of State	The Department of State, through its Local Government Efficiency Grant (LGE) program,	Local Government Reform and Efficiency
19	ESD-WLNY	NY Empire State Development & NYS Urban Council	We Live NY (WLNY) Livable Communities Capacity Grant Program	Engage young professionals in urban revitalization activities and encourage partnerships between downtown and young professional organizations. Grant awards will be made to assist young professional organizations in developing and implementing programs or activities that will have a significant impact on the quality of life and the revitalization of the state's downtown cores.
20	NE-SARE	NE SARE at University of Vermont	Northeast SARE Sustainable Community Grants	Direct connections between community revitalization and farming. Projects must address specific key issues such as farm finance, marketing, land use, water use,

Reference #	Acronym	Name	Source	General or Primary Purpose
				enterprise development, value-added product development, or other delineated topic areas.
21	TLPF	Open Space Institute	The Trans border Land Protection Fund offers grants and loans for projects that will enhance the protection of the Northern Appalachian/ Acadian eco-region of the eastern United States and southern Canada. (View the eco-region map). This Fund is an initiative of the Open Space Conservancy, the land acquisition affiliate of the Open Space Institute (OSI).	The Fund supports projects that integrate the protection of the eco-region along the international border and gives preference to areas identified by Two Countries, One Forest (Deux Pays, Une Fort) as important for conservation action. The Fund supports land transactions that increase awareness of and support for conservation and accelerate collaborative action among public and nonprofit agencies
22	HUD-SC	US Department of Housing and Urban Development	Sustainable Communities Grant Program	<ul style="list-style-type: none"> • Planning • Sustainable Community Development
23	USDA-BF	USDA	Department of Agriculture Resource Development and Education for Beginning Farmers and Ranchers Supported	The Beginning Farmer and Rancher Development Program provides support for activities to enhance food security by providing beginning farmer and rancher producers and their families in the U.S. and its territories with the knowledge, skills, and tools needed to make informed decisions for their operations, and enhance their sustainability. Other goals include enhanced sustainability of resources and consistent availability of inputs for biofuel production. Proposed partnerships and collaborations that are led by or include non-governmental organizations and community-based organizations with expertise in new agricultural producer training and outreach will be given priority in funding. Inclusion of beginning and/or non-

Reference #	Acronym	Name	Source	General or Primary Purpose
				beginning farmers and ranchers as part of the collaborative group is strongly encouraged.
24	NYSDOS-LWRP	New York State Department of State, Local Waterfront Revitalization Program	NYS Environmental Protection Fund	The Department of State provides funding through the Environmental Protection Fund for projects that: enhance public access to waterways and state lands, promote sustainable economic development, protect and improve water quality, and revitalize hamlets and downtowns. The EPF LWRP provides funding to eligible communities activities including planning, design, feasibility studies, and construction projects related to the development or implementation of Local Waterfront Revitalization Programs.

Appendix 4: Glossary

[A](#) [B](#) [C](#) [D](#) [E](#) [F](#) [G](#) [H](#) [I](#) [J](#) [K](#) [L](#) [M](#) [N](#) [O](#) [P](#) [Q](#) [R](#) [S](#) [T](#) [U](#) [V](#) [W](#) [X](#) [Y](#) [Z](#)

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

[A](#)

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

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

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

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

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

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

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

Density Guidelines and Land Use Classifications for the APA Land Use and Development Plan

Source: State of New York, Adirondack Park Agency, 2010 & Residents' Committee to Protect the Adirondacks, 2001

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

The classification of a particular area depends on such factors as existing land use and population growth patterns; physical limitations related to soils, slopes and elevations; unique features such as gorges and waterfalls; biological considerations; public considerations. The intended purpose of the classification system is to channel growth into the areas where it can best be supported and to minimize the spread of development in areas less suited to sustain such growth (Ruzow Holland, 2010).

B

Brand: one having a well-known and usually highly regarded or marketable name or purpose (www.merriam-webster.com).

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

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

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

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

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

C

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

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

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

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

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

Class A and B Regional Projects (Adirondack Park Agency Act): Class A Regional Projects are " . . . first-order ranking of project uses and intensities of regional significance in scale and scope that require a permit from the Adirondack Park Agency." Class B Regional Projects are, " regional projects of second order of importance in consequence and scope to the region. Commercial, industrial, recreational and other land uses may be classified as either Class A or Class B." Examples include: " residential subdivisions of any size in Resource Management zoning districts are considered Class A. Subdivisions of the five remaining zoning classifications are considered Class A regional projects when their size ranges from 20 or more lots (Rural Use), 35 lots (Low Intensity), 75 or more lots (Moderate Intensities) or 100 or more lots (Hamlet) (Ruzow Holland, 2010). Please see the APA Act and Regulations for additional information.

Complete Streets: A national program and NYS Policy that promotes street rights-of-way designed and operated to enable safe, attractive and comfortable access and travel for all users. Pedestrians, bicyclist, motorists and transit riders of all ages and abilities are able to safely and comfortable move along and across a complete street.

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

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

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

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

D

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

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

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

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

E

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

Essex County Industrial Development Agency (IDA): The Essex County IDA is the agency for economic development services. “IDA acts as a coordinating agency for a variety of corporate financing and incentive programs offered by local, regional, state and federal agencies”(http://essexcountyida.com/about/mission.html).

F

Farm or Farm Operations: "Farm operation" means the land and on-farm buildings, equipment, manure processing and handling facilities, and practices which contribute to the production, preparation and marketing of crops, livestock and livestock products as a commercial enterprise, including a “commercial horse boarding operation” as defined in

subdivision thirteen [of this section] and “timber processing” as defined in subdivision fourteen [of this section] and “compost, mulch or other biomass crops” as defined in subdivision sixteen [of this section]. [For the purposes of this section,] such farm operation shall also include the production, management and harvesting of “farm woodland”, as defined in subdivision three [of this section]. Such farm operation may consist of one or more parcels of owned or rented land, which parcels may be contiguous or noncontiguous to each other.

Such farm operation may consist of one or more parcels of owned or rented land, which parcels may be contiguous or noncontiguous to each other...” (NYS Agriculture and Marketing Law 25-AA, Section 301, Definitions, #11).

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

G

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

Generative Theme: A concept of identifying “thematic problems” developed by Paolo Freire. Data collected, synthesized and analyzed to reveal patterns or themes in the subject area. Coding is used to refine the themes.

Geographic Information System: An interactive computer program capable of assembling, storing, analyzing and displaying information which has been identified by location. At its most basic level, a GIS application can be a computerized map (www.geodirectory.ie/Glossary.aspx).

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

H

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

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

Hub: Center of commerce and activity.

I

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

Infiltration & Inflow: Infiltration is the downward moving or seeping of water from the surface to the groundwater, usually measured by inches per hour. The term inflow refers to water that is not waste water and that enters the sewer systems. Such water could come from roof leaders, cellar drains, Yard drains, drains from springs, cross connections between storm sewers, catch basins and other means (Davidson & Dolnick, 2004).

Infrastructure: “Public water and sewer service, road construction or improvement, mass transit, pedestrian and bicycle paths, electric, gas and communications utilities, and other public improvements that are needed to support intensive development of land. The term ‘infrastructure” is sometimes used more broadly to mean all of the services that are necessary to serve development, such as parks, schools, police, firefighting, libraries, and other municipal services. Even more than zoning, the location of public infrastructure determines where growth will occur. In areas served by infrastructure, land use laws are especially important to assure that growth benefits the community. Large-scale

commercial, office and industrial uses normally need direct access to major roads and usually require public water and sewer” (Russell, 2009).

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

L

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

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

Legal Foundation: An action supported by the law. A grounding or basis for a regulatory or policy act based upon the law.

Life Cycle Costing: An accounting and costing approach that focuses on all costs along the value chain that will be generated throughout the entire life of a product (www.mcgrawhill.ca/college/garrison5/student/olc/5mag_gloss_12.html).

Light and Heavy Industry: Light Industry consists of “research and development activities, compounding, processing, packaging, storage, assembly, treatment of finished or semi-finished products from previously prepared materials, conducted all within an enclosed building.” Temporary storage of such products may be outdoors while awaiting shipping. Heavy Industry consist of manufacturing or enterprises that may “pose significant risks” because of the use of

“explosives, radioactive materials, poisons, pesticides, herbicides” and/or other hazardous materials (Davidson & Dolnick, 2004).

Likert Scale: A type of survey question where respondents are asked to rate the level at which they agree or disagree with a statement. For instance, on a scale from one to five, a user can strongly disagree or strongly agree with a statement (www.d.umn.edu/itss/support/Training/Online/webdesign/glossary/1.html).

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

M

Metes and Bounds: Territorial limits of property expressed by measuring distances and angles from designated landmarks and in relation to adjoining properties (Encyclopedia of American Law, <http://www.answers.com/topic/metes-and-bounds>).

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

Multi Modal Transportation: “The availability of multiple transportation options designed to work safely and efficiently within a system or corridor, e.g., streetcar, bus, automobile, bicycle, walking” (Northeast Side Comprehensive Plan, July 21, 2009).

N

Natural Communities: An ecological term referring to recurring assemblages of plants and animals found in particular physical environments. Three characteristics distinguish natural communities: 1) plant species composition, 2) vegetation structure (e.g., forest, shrub land, or marsh), and 3) a specific combination of physical conditions (e.g., water, light, nutrient levels, and climate). Each natural community type occurs in specific settings in the landscape, such as wind-exposed rocky summits at high elevations, or muddy coastal river shores flooded daily by tides. Natural community

types vary with changes in physical settings, resulting in predictable patterns across the landscape(<http://www.nhdf.org/about-forests-and-lands/bureaus/natural-heritage-bureau/>).

O

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

P

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

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

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

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

S

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

Silviculture: A branch of forestry dealing with the development and care of forests ([www.merriam-webster](http://www.merriam-webster.com)).

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

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

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

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

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

T

Transite Pipe: "Transite originated as trade name that The Johns-Manville Corporation created for a line of asbestos-cement products, including boards and pipes. In time it became something of a generic term for other companies' similar asbestos-cement products, and later an even more generic term for a hard, fireproof composite material, fiber cement boards, typically using in wall construction. The use of asbestos to manufacture transite was phased out in the 1980s. Previously transite was made of cement, with varying amounts (12-50%) of asbestos fiber to provide tensile strength (similar to the steel in reinforced concrete), and other materials. ... uses included roof drain piping, water piping, sanitary sewer drain piping, and HVAC ducts. Because cutting, breaking, and machining asbestos-containing transite releases carcinogenic asbestos fibers into the air, its use has fallen out of favor. The transite that is produced today is made without asbestos. Transite HT, and Transite 1000 are currently available fiber cement boards that contain no asbestos. Instead they contain crystalline silica which has been classified by The International Agency for Research on Cancer (IARC) as being carcinogenic to humans (Class 1). Crystalline silica is also known to cause Silicosis, a non-cancerous lung disease. Demolition of older buildings containing transite materials, particularly siding made from transite requires special precautions and disposal techniques to protect workers and the public."

Two-Tiered System of Land Use (Adirondack Park Agency Act): A phrase in reference to the Adirondack Park Agency Land use laws. In addition to the regional land use plan, The APA Act established a voluntary second tier local planning program (APA Approved Local Planning Program). This partnership established by the Adirondack Park Agency Act is

referred to as a two-tiered system where authority rests in the APA and delegation of specific land use authority is granted to local governments (Ruzow Holland, 2010).

U

Useful Life: The normal operating life of an asset in terms of usefulness to the owner (<https://www.dpas.dod.mil/me/general/glossary.html>). The period of time during which an asset will have economic value and be usable (www.leasingcanada.com/glossary.htm).

V

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

W

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

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

Willsboro Development Corporation (WDC): A local development corporation under the laws of the State of New York with a mission to encourage commerce opportunities in Willsboro. WDC supplies business resources and facilitates economic programs in Willsboro. These include physical space, economic incentives (www.willsborony.com).

Z

Zoning: A local law or ordinance containing rules and procedures regulating land uses and the approval of development. Zoning does not control building construction (which is regulated by the State Building Code). Euclidian zoning based upon the 1926 New York City Zoning Ordinance divides a municipality into separate districts, prescribing minimum lot sizes, permitted uses, and required setbacks. Newer forms of zoning include Forms Based Codes, and New Urbanism and Smart Growth Principles, and overlay districts. A zoning ordinance may incorporate many of the other tools listed in this glossary, such as site plan review, special permits, overlay zones, planned unit development, traditional neighborhood development, transfer of development rights and clustering (Russell, October 2009, Ruzow Holland, 2010).

Appendix 5: Community Profile and Atlas

The Community Profile and Atlas is comprised of the following four Chapters and four appendices which can be found at <http://www.townofwillsboro.com/comprehensive-plan.html> under Comprehensive Plan Appendices. Upon request, a hard copy or disc can be obtained from the Town Offices located at 5 Farrell Road, Willsboro, New York.

Comprehensive Plan Appendices:

Chapter 1 - Community Profile & Atlas

Chapter 2 - Community Profile & Atlas

Chapter 3 - Community Profile & Atlas

Chapter 4 - Community Profile & Atlas

Appendix A Community Survey Final Report

Appendix B Plans and Initiatives Final Inventory

Appendix C Existing Plan Inventory

Appendix D Community Visioning Report

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