

**TOWN OF WATERTOWN  
Rescheduled Regular Meeting  
Municipal Building  
February 20, 2020**

Members Present: Joel R. Bartlett, Supervisor  
David D. Prosser, Councilman  
Timothy McAtee, Councilman  
Joanne McClusky, Councilwoman

Members Absent: Paul V. Desormo, Councilman

**MOTION #23-2020**

WHEREAS, the Town of Watertown Planning Board over the past months has undertaken a review of the Town Comprehensive Plan with the assistance of the Tug Hill Commission and has made several modification and revisions to the Comprehensive Plan Dated January 7, 2020: and

WHEREAS, following several public hearings on the proposed modifications, where the public was encouraged to offer comments and suggestions for consideration. The revised and updated Comprehensive Plan was presented to the Town of Watertown Council for consideration for adoption; and

THEREFORE BE IT RESOLVED, following a review of the proposed modifications to the Comprehensive Plan dated January 7, 2020 and following a public hearing thereon dated January 9<sup>th</sup>, 2020, the Town Council of the Town of Watertown hereby adopts the several revisions and clarification to the Town of Watertown Comprehensive Plan effective February 20, 2020.

A motion to adopt the foregoing resolution was made by Supervisor Bartlett, second by Councilman Prosser, and upon a roll call vote of the Board was duly adopted as follows:

Supervisor:	Joel Bartlett	Yes
Councilman:	Paul Desormo	Absent
Councilman:	David Prosser	Yes
Councilman:	Timothy McAtee	Yes
Councilwoman:	Joanne McClusky	Yes

Supervisor Bartlett thanked the Planning Board and the Tug Hill Commission for all the work they put into preparing the plan.

DRAFT – FOR DISCUSSION PURPOSES ONLY (01/07/20)

# **Town of Watertown**

## Comprehensive Plan

Revised January 07, 2020

## **Acknowledgements**

*The Watertown Comprehensive Plan was completed by the Watertown Comprehensive Plan Committee, which was appointed by the Town Board and made up of representatives from the Town Board, Planning Board, Zoning Board of Appeals and the community at large.*

*The Town of Watertown would like to offer special thanks to the following staff at the NYS Tug Hill Commission for their key role in assistance in completing the original Comprehensive Plan: **Philip Street**, Planning Director, **Jean Waterbury**, Senior Planner, and **Matthew Johnson**, Senior Planner. **Philip Street**, **Matthew Johnson**, and **Alaina Mallette**, Planner, provided technical assistance and updated the 2019 revised Comprehensive Plan in collaboration with the Watertown Comprehensive Plan Committee.*

*The Comprehensive Plan Committee would like to thank the following key people that met with the committee to discuss issues related to the comp plan:*

***Don Alexander**, Executive Director, Jefferson County Industrial Development Agency  
**David Zembiec**, Deputy Director, Jefferson County Industrial Development Agency*

***Linda Garrett**, Executive Director, Tug Hill Tomorrow Land Trust*

***John Maguire, Jr.**, Highway Superintendent, Town of Watertown Highway Department*

***Jim Lawrence, Jr.**, Highway Superintendent, Jefferson County Highway Department*

***Scott Docteur**, Regional Planning and Program Manager, Region 7 NYS Department of Transportation*

***David Powell**, Region 7 NYS Department of Transportation*

***Augusta Withington**, Municipal Consultant, Fourth Coast Inc.*

***Rob Campany**, Municipal Consultant, Fourth Coast Inc.*

***Mike Bourcy**, Senior Planner, Jefferson County Department of Planning*

***Jay Matteson**, Ag Coordinator, Jefferson County Ag Coordinator*

### **Town of Watertown**

#### **2014**

***Joel Bartlett**, Town Supervisor  
**Stephen Rich**, Town Councilman  
**Paul Desormo**, Town Councilman  
**David Prosser**, Town Councilman  
**Edward Smith**, Town Councilwomen  
**Catherine Rich**, Town Clerk*

#### **2019**

***Joel Bartlett**, Town Supervisor  
**Paul Desormo**, Town Councilman  
**David Prosser**, Town Councilman  
**Timothy McAtee**, Town Councilman  
**Joanne McClusky**, Town Councilwomen  
**Pamela Desormo**, Town Clerk*

## INTRODUCTION

### Purpose of the Plan

The purpose of the plan is to provide guidance for the physical development of the town for the future. It prepares for potential residential and commercial development that the town may face as the growth of the Watertown/ Fort Drum area continues to expand. The plan is intended to provide a framework for land development and land subdivision controls. It will also help assure that the growth of the area will be in concert with plans for infrastructure and road development and will not negatively impact natural resources and rural character. Finally, it is hoped that other governments (state, county, and other local governments) will find the plan useful in shaping their future development activities. It is the purpose of this plan to create a vision for the community's future that is a shared vision of the citizens of Town of Watertown.

### Community Input

Input from town residents was gathered for this plan by a community survey, a visioning exercise, and 2 public hearings. The survey was mailed to 500 property owners in August of 2012. 174 surveys were returned for a 34.8% response rate. The visioning exercise, called a SWOT (Strengths, Weaknesses, Opportunities, and Threats) was held on November 4, 2013, and attended by 6 town officials and residents. Lastly, public hearings were held on several occasions in the fall of 2012.

### Previous Plan

This plan is an update to the previous plan, adopted July 10, 2014.

### Periodic Review and Update of the Plan

It is the recommendation of the Plan Committee that this plan be reviewed and updated every five years by the Town Board and others, as designated by the Town Board. A periodic review will refresh the Board's perspective on the longer range issues affecting Watertown, and help to reinforce the link between day-to-day development decisions and longer range town policies. In addition, a periodic update will keep the plan current with the ever-changing conditions of the town without the need for large-scale planning efforts.

### The Organization of This Document

This document is organized into the following parts:

#### **Part I. Community Profile**

This section presents a compilation of relevant facts about demographics and indicators of the town based on U.S. Census and other data.

#### **Part II. Plan Elements and Strategies**

This section presents a discussion of community issues and strategies that reflect the needs and desires of the community. It was developed based upon public meetings, a SWOT exercise, and the community survey.

**Part III. Land Use Plan and Policies**

This section includes policies which guide development in the town and form the framework for its land use regulations and are intended to inform the decisions of the planning board and zoning board of appeals. All development projects in the town should conform to these policies.

*Appendix A. Maps*

*Appendix B. SWOT Exercise Summary*

*Appendix C. Survey Results Summary*

*Appendix D. Open Space Protection Techniques*

*Appendix E. Roles of Various Town Boards*

*Appendix F. New York State Department of State Local Roads Listing*

**PART I. COMMUNITY PROFILE**

**HISTORY<sup>1,2,3,4</sup>**

The following history of the Town of Watertown, New York, describes early development and expansion to include the City of Watertown and surrounding towns. The land now known as the Town of Watertown was part of an enormous tract of land, comprising most of present day upstate New York, that was ceded to the State of New York by the Iroquois after the revolutionary war. The portion of this territory north of the Salmon River and west of the Adirondack mountains, a tract of approximately four million acres, was purchased from the state in 1791 by Alexander Macomb and several associates. This tract became known as the Macomb tract or Macomb’s purchase. The portion of the Macomb tract bounded by the Black River to the north and east was then sold and eventually came to be known as the Boylston Tract after its one time owner, Thomas Boylston. The Town of Watertown was originally comprised of Towns One, Two, and Three of the Black River Tract.

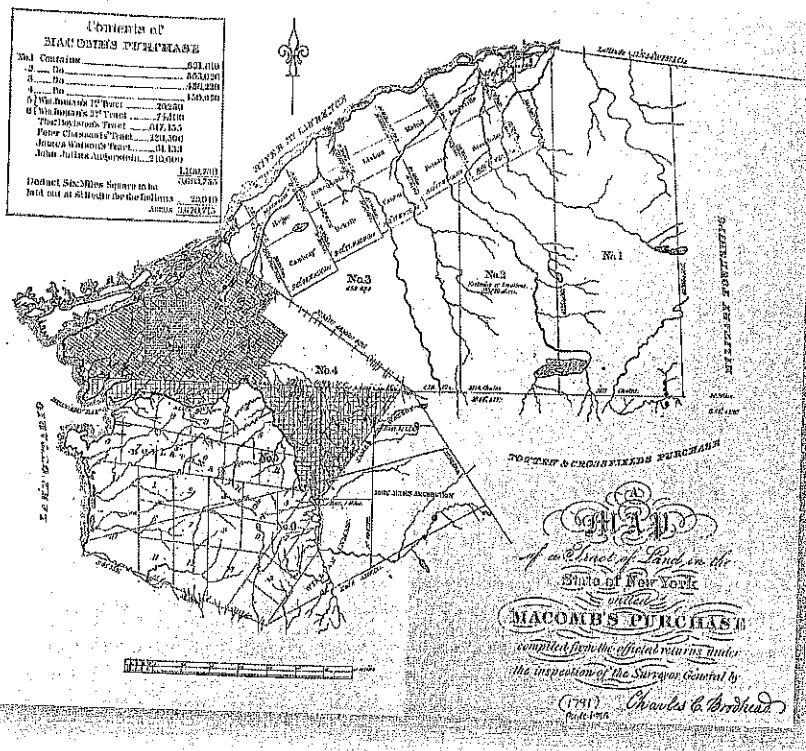


Figure 1. Contents of Macomb's Purchase (1791)

1 Hough, F. B. (1976). A History of Jefferson County in the State of New York from the Earliest Period to the Present Time, 2<sup>nd</sup> Ed. Ovid, New York: W.E. Morrison & Co.  
 2 Town of Watertown Historical Society (2003). Town of Watertown Early History. *Journey from 1800 & Beyond*, 9 (3).  
 3 Jefferson County Historical Society  
 4 Arendt, R. et al. (1994). Rural by Design: Maintaining Small Town Character. Chicago, IL: American Planning Association

The Boylston Tract was notable for its natural resources, which were expected to bring great prosperity to the region. In a general statute dated April 7, 1801, Watertown is described by “the extraordinary amount and convenience of its water power, for which it will compare favorably with any place in the state.” In fact, the first mills in the area were saw and corn mills on Sandy Creek owned by John Burr and his son Theodore Burr who settled in the area in 1802. The mills brought prosperity and more settlers to the area. The hamlet of Burrville is named in their honor.

The early surveys described the soil and timber of the town as “excellent” quality, which promoted successful agriculture and farming in the area. The forest was considered the “long pasture” where cows grazed over long ranges in the summertime. The forest was prime for other uses such as foraging for medicinal plants, “berrying” for a variety of fruits and berries, and hunting for wild game. The 1801 general statute stated that the “Woods was the rule, clearings the exceptions.”

Planning began in 1796 when the Town of Watertown was surveyed by Benjamin Wright into 52 lots, each between 450 and 625 acres. Settlement in the town began in March of 1800. The next year, in 1801, Joseph Crary subdivided the town, further. The towns of Rutland and Hounsfield were separated from the Town of Watertown in 1802 and 1806, respectively. The planning history between the City of Watertown and the Town of Watertown are interlaced until 1852 when the city, a village at the time, was founded.

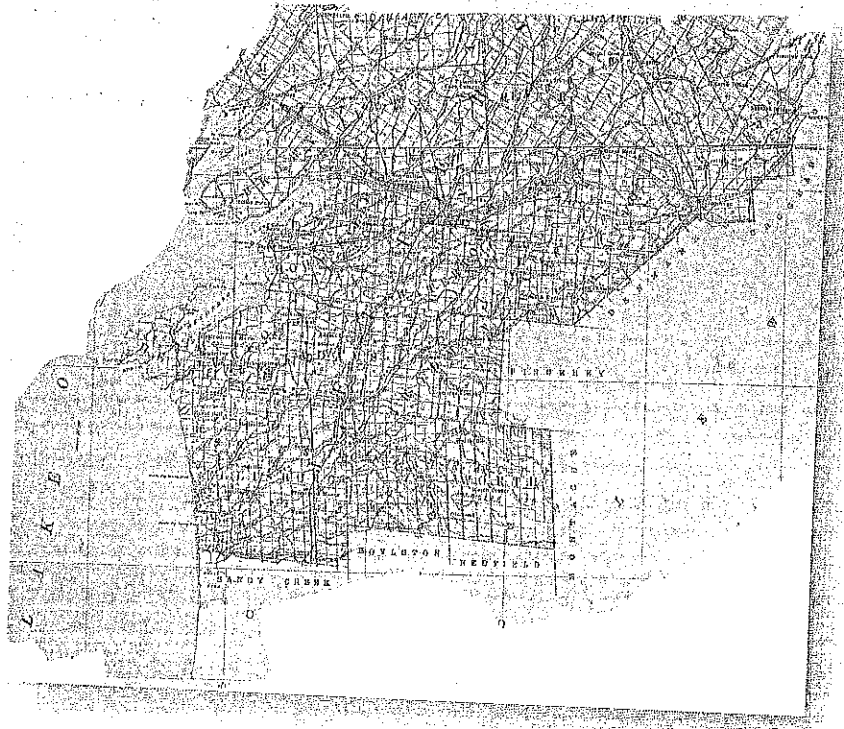


Figure 2. Eleven Towns of the Black River Tract (1853 Atlas)

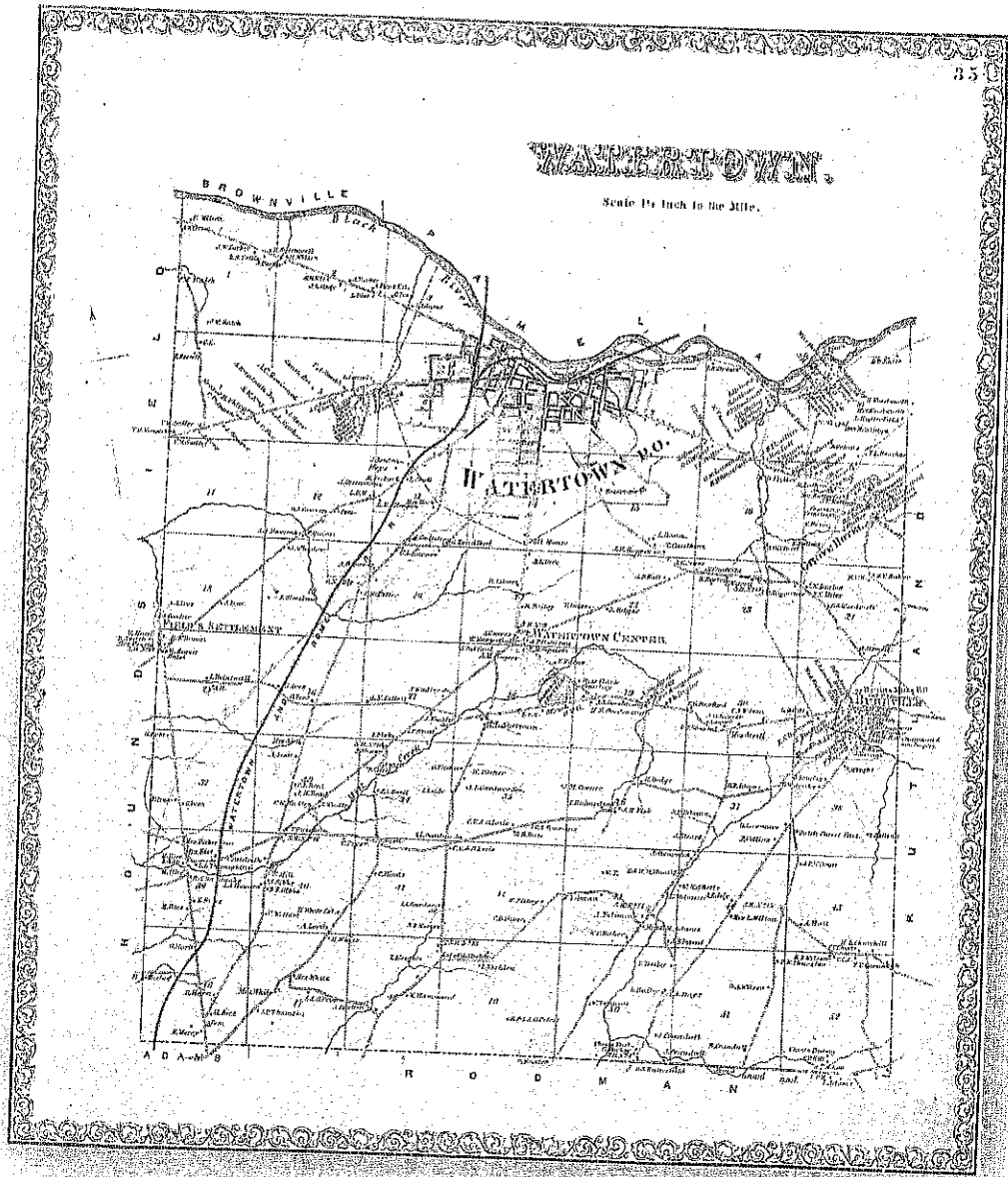


Figure 3. Town of Watertown (1864 Atlas)

Over the first half of the 19<sup>th</sup> century, many rural towns and villages in New York State were developed with a rectilinear street pattern, which can be seen around the public square in Watertown at the time. Firefighting and water services, bridges, public property, and sanitary regulations were a high priority for town commissioners. The population was growing and there was a greater demand for these public services. One public property that was established in 1853 that we still enjoy today is the Brookside Cemetery. This property was originally 55.41 acres and was purchased from the Rogers family. Today, thanks to eight new acquisitions between 1860 and 1912, it contains 161 acres and is managed by the Watertown Cemetery Association.



Figure 4. Plan for the Brookside Cemetery (1864 Atlas)

Over the course of the 20<sup>th</sup> century, conscious planning of rectilinear streets became less important as commuter car culture began to develop and zoning became a substitute for planning in many communities. The concept was to create separate and homogenous zoning districts (see Appendix A). Today, however, mixed use zoning and traditional gridiron street development are coming back into fashion.

In the 1920s, the town boards were in charge of passing comprehensive plans, while planning boards dealt with subdivisions and the boards of appeals reviewed interpretations of the laws, variances, special exceptions and permits for conditional uses. Today, those roles have shifted

slightly and planning boards now review site plans and special permits in addition to the subdivisions. The Town of Watertown's Planning Board reviews site plans and subdivisions like the Pyramid Company of Watertown's final plat for the Salmon Run Mall resubdivision shown below. Local laws like the Town of Watertown's Zoning and Subdivision of Land Laws regulate the use of land, assure that lots are sized appropriately, and allow for review of proposed changes to the land, among other things.

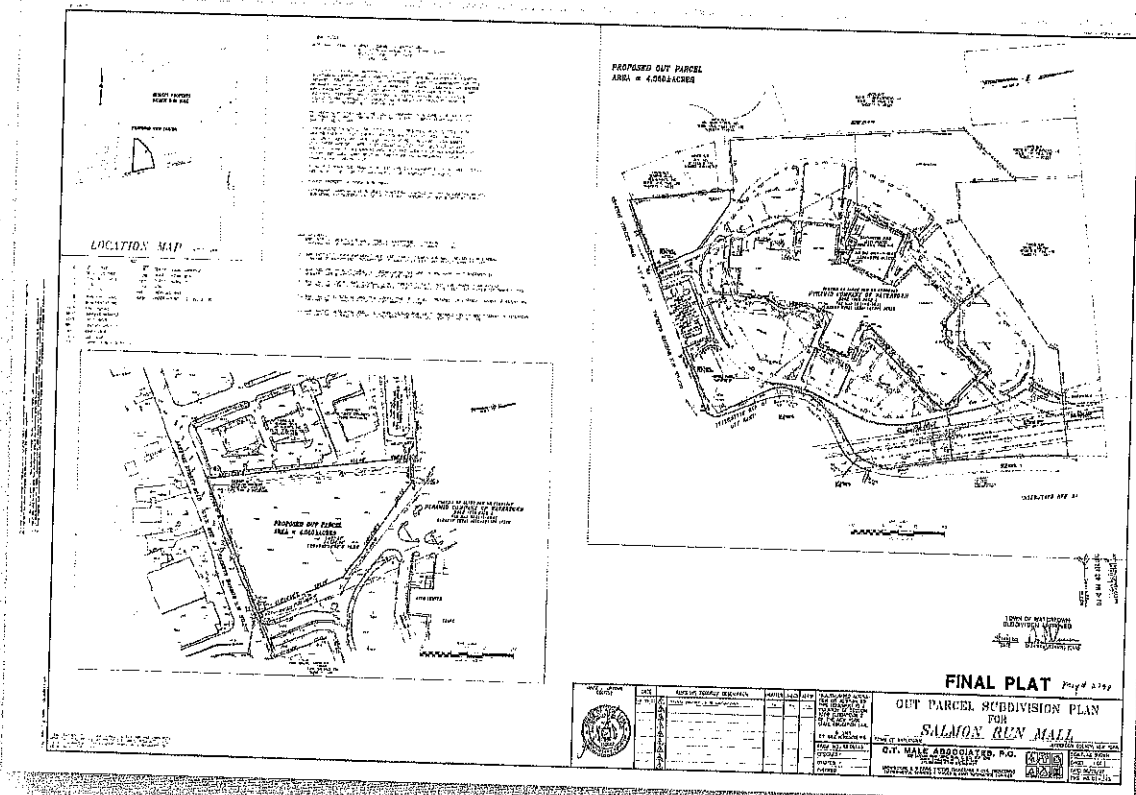


Figure 5. Final Plat for Out Parcel Subdivision Plan (2001)

This comprehensive plan serves as a legal foundation for discretionary decisions that the local boards make as well as coordinates land use regulatory activities. It also provides an opportunity for documenting a shared vision for the future of the town and informs others of the town's desires.

### GENERAL

The Town of Watertown is composed of 36.1 square miles of land in central Jefferson County. The town contains the hamlets of Burrville and Watertown Center. Neighboring municipalities include Rutland, Rodman, Adams, Hounsfield, Pamelia, the Village of Glen Park, and the City of Watertown.

DEMOGRAPHICS

The Town of Watertown’s population shrank very slightly between 2000 and 2010 and is estimated to have grown 6.2% between 2010 and 2017. Jefferson County experienced a 4% increase in population during the 00s and New York State grew by 2.1%. It is estimated that growth has since slowed down in the county while New York State continued to grow at about 2% per decade.

**Table 1**  
**Population Change 2000-2010 and 2010-2017 by State, County, and Town**

	2000	2010	Percent Change 2000-2010	2017	Percent Change 2010-2017
Town of Watertown	4,482	4,470	-0.3	4,746	+6.2
Jefferson County	111,738	116,229	+4.0	116,567	+0.3
New York State	18,976,457	19,378,102	+2.1	19,798,228	+2.2

Source: US Census Bureau and 2013-2017 American Community Survey 5-Year Estimates

The number of households (a household includes all the people who occupy a housing unit) is estimated to have slightly increased in the town from 2000 to 2017, as has the average household size. Meanwhile, the number of households in Jefferson County and NYS are estimated to have decreased between 2010 and 2017 after experiencing an increase between 2000 and 2010. However, average household size has increased slightly in the county and the state since 2010.

Median household income in the Town of Watertown grew very slightly from 2011-2017. Not only is the town’s 2017 median household income of \$77,264 higher than Jefferson County’s and New York State’s, but also experienced approximately 2% more growth than that seen in the county or state.

**Table 2**  
**Household Population by State, County, and Town; 2000, 2010, and 2017**

	# of Households 2000	Average Household Size 2000	# of Households 2010	Average Household Size 2010	# of Households 2017	Average Household Size 2017
Town of Watertown	1,407	2.57	1,533	2.55	1,558	2.65
Jefferson County	40,068	2.58	43,451	2.53	43,206	2.54
New York State	7,056,860	2.61	7,317,755	2.57	7,302,710	2.63

Source: US Census Bureau and 2013-2017 American Community Survey 5-Year Estimates

Table 3

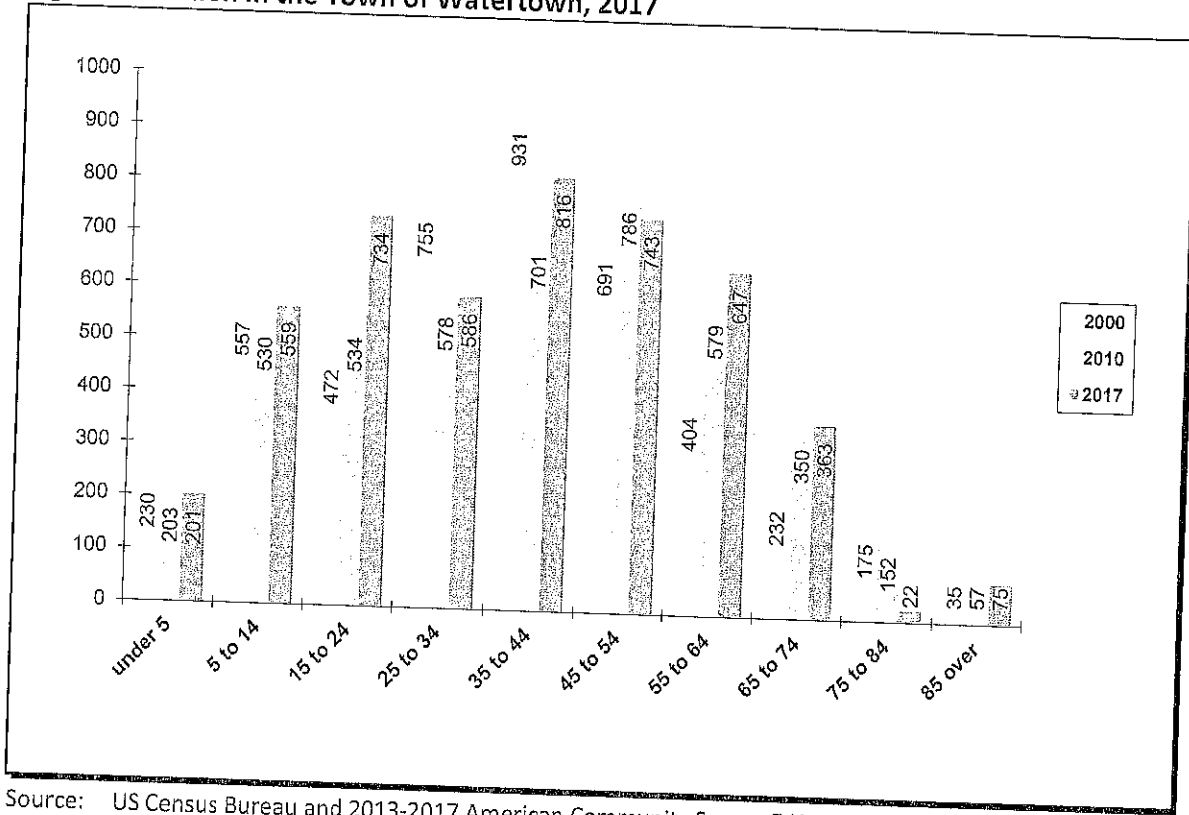
Median Household Income (MHI) by State, County, and Town; 2011 and 2017

	MHI 2011	MHI 2017	Percent Change 2011-2017
Town of Watertown	75,936	77,264	+1.7
Jefferson County	50,238	50,322	+0.2
New York State	62,800	62,765	-0.1

Source: 2007-2011 and 2013-2017 American Community Survey 5-Year Estimates, all data in 2017 dollars

Figure 4

Age Distribution in the Town of Watertown, 2017



Source: US Census Bureau and 2013-2017 American Community Survey 5-Year Estimates

The median age in the town increased slightly from 37.3 in 2000 to 43.3 in 2010, mirroring a trend that was seen nationwide at the time. However, the median age in the town is estimated to have dropped to 38.8 in 2017. As of 2017, the median age in Jefferson County is estimated to be 31.9, and 39.0 in New York State. Children under 5 years old and residents ages 75 to 84 decreased in both time periods, 2000 to 2010 and 2010 to 2017. People ages 45 to 54 had increased between 2000 and 2010 but have since decreased. Population ages 5 to 14, 25 to 34, and 35 to 44 saw a

decrease between 2000 and 2010, but have experienced a positive shift since 2010, according to the estimates. Lastly, population ages 15 to 24, 55 to 64, 65 to 74, and over 85 increased in both time periods, 2000 to 2010 and 2010 to 2017.

**HOUSING**

The Town of Watertown saw a net increase of 155 housing units between 2000 and 2010, and it is estimated that 79 housing units were added between 2010 and 2017. The pace of housing development appears to have slowed from 15.5 houses per year between 2000 and 2010 to an estimated 11.3 houses per year between 2010 and 2017.

In 2010, about 76.1% (n=1242) of all housing units were single family dwellings, 17.6% (n=287) were mobile homes, 2.9% (n=48) were in two family dwellings and 3.4% (n=55) percent were in multi-family dwellings. By 2017, it is estimated that about 77% (n=1336) of all housing units were single family dwellings, 11.6% (n=202) were mobile homes, 6.1% (n=106) were in two family dwellings and 5.3% (n=92) percent were in multi-family dwellings. Overall, between 2010 and 2017, there was an estimated increase in single, two-family, and multi-family homes while the number of mobile homes decreased.

The housing stock in the Town of Watertown tends to be newer than that in Jefferson County as and New York State as a whole. This reflects the building activity that took place between 1960 and 2009 when over 140 units were built per decade. The greatest rate of development occurred in the 1980s with 317 built units.

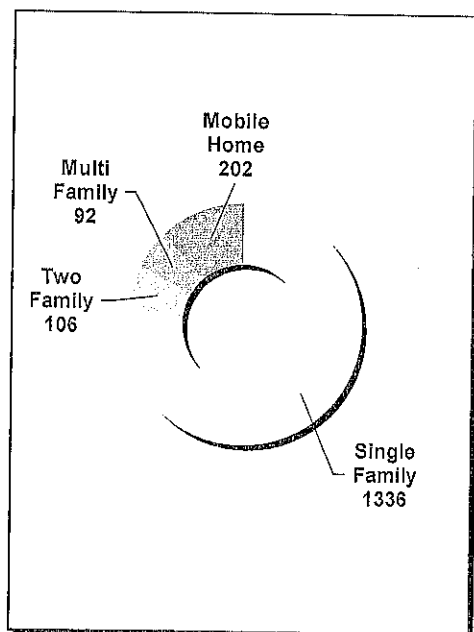
A rough measure of housing affordability is obtained by dividing median housing value by median household income. A score of 2 or lower is considered an indicator of affordability. In 2010 and in 2017, the housing affordability scores were above 2 in the Town of Watertown, Jefferson County, and New York State. However, in 2017, the Town of Watertown is more affordable than the county or state at 2.4 compared to 3.0 and 4.7, respectively.

**Table 5  
Total Housing Stock/Units by State, County, and Town; 2000, 2010, and 2017**

	Housing Units 2000	Housing Units 2010	Percent Change 2000-2010	Housing Units 2017	Percent Change 2010-2017
Watertown	1,502	1,657	+10.3	1,736	+4.8
Jefferson County	54,070	57,966	+7.2	59,547	+2.7
New York State	7,679,307	8,108,103	+5.6	8,255,911	+1.8

Source: US Census Bureau and 2013-2017 American Community Survey 5-Year Estimates

**Figure 6**  
**Dwelling Units by Type of Structure in the Town of Watertown and Age in the Town, County, and State**



	Town of Watertown	Jefferson County	NYS
<b>Total housing units</b>	<b>1,736</b>	<b>59,547</b>	<b>8,255,911</b>
Built 2014 or later	17	428	30,059
Built 2010 to 2013	117	1,776	106,773
Built 2000 to 2009	212	6,421	537,449
Built 1990 to 1999	148	6,159	506,962
Built 1980 to 1989	317	8,120	629,885
Built 1970 to 1979	191	6,549	823,748
Built 1960 to 1969	189	3,934	1,034,330
Built 1950 to 1959	132	3,757	1,224,735
Built 1940 to 1949	110	2,240	697,185
Built 1939 or earlier	303	20,163	2,664,785

Source: 2013-2017 American Community Survey 5-Year Estimates

**Table 7**  
**Housing Affordability by State, County, and Town; 2010 and 2017**

	2010 Median Value for All Owner-Occupied Units*	2010 Median Household Income*	2010 Affordability Score	2017 Median Value for All Owner-Occupied Units**	2017 Median Household Income**	2017 Affordability Score
Watertown	144,200	66,331	2.17	187,500	77,264	2.4
Jefferson County	116,800	43,410	2.69	149,300	50,322	3.0
New York State	303,900	55,603	5.47	293,000	62,765	4.7

Source: US Census Bureau and 2017 American Community Survey 5-Year Estimates

\* In 2010 dollars

\*\* In 2017 Inflation-Adjusted Dollars

### EMPLOYMENT CHARACTERISTICS

Town of Watertown residents are employed in a diverse group of fields. The top three in 2010 were education, retail trade, and public administration, which as of 2017 remain the top three industries by occupation. However, there appear to be less people in these three fields than in 2010.

The most job growth was seen in the following industries: professional, scientific, management, administration, waste management; transportation, warehousing, utilities; construction; and agriculture, forestry, fishing, hunting, and mining. Meanwhile, the arts, financing, wholesale trade and other non-public administrative services grew at a slower rate. In 2010 and 2017, there were no jobs in the information sector. The greatest job losses were in retail trade, manufacturing, and public administration.

**Table 8**  
**Employment by Industry in Town of Watertown, 2010 and 2017**

Industry	2010		2017		% change
	#	%	#	%	
Educational, health, social services	539	26.9%	520	25.6%	-4%
Retail trade	399	19.9%	226	11.1%	-43%
Public administration	294	14.6%	208	10.2%	-29%
Professional, scientific, management, admin., waste management	92	4.6%	177	8.7%	92%
Transportation, warehousing, utilities	42	2.1%	172	8.5%	310%
Construction	128	6.4%	162	8.0%	27%
Arts, entertainment, recreation, accommodation, food services	127	6.3%	152	7.5%	20%
Finance, insurance, real estate, rental and leasing	98	4.9%	141	6.9%	44%
Other services (except public administration)	115	5.7%	135	6.6%	17%
Agriculture, forestry, fishing, hunting, mining	12	0.6%	64	3.1%	433%
Manufacturing	161	8%	61	3.0%	-62%
Wholesale trade	0	0%	15	0.7%	1500%
Information	0	0%	0	0%	0%
TOTAL	2007		2033		

Source: US Census Bureau (percentage total includes rounding error) and 2017 American Community Survey 5-Year Estimates

**EDUCATION**

Town residents are well educated according to census data. The Town of Watertown has a proportion of high school graduates similar to Jefferson County and New York State. The proportion of residents with bachelor's degrees is in line with that of the County but lower than state percentages. There were 3% more residents with a high school diploma and 6.2% more with a bachelor's degree in 2017 compared to 2010.

**Table 9**  
**Educational Attainment (25 years and older) by State, County, and Town; 2010 and 2017**

	2010		2017	
	% High School Diploma	% Bachelors Degree	% High School Diploma	% Bachelors Degree
Watertown	85.5	20.9	88.5	27.1
Jefferson County	87.8	20.2	90.3	21.4
NYS	84.4	32.1	86.1	35.3

Source: US Census Bureau

EMERGENCY SERVICES

Ambulance service is provided by a private not-for-profit company funded primarily by billing. Fire protection is provided through a town-wide district that is a separate taxing jurisdiction. Three fire stations are located throughout the town: Town Fire Department, 22825 County Route 67; Town Fire Department, 22819 County Route 202; and Town Fire Department Burrville Station, 25239 County Route 67.

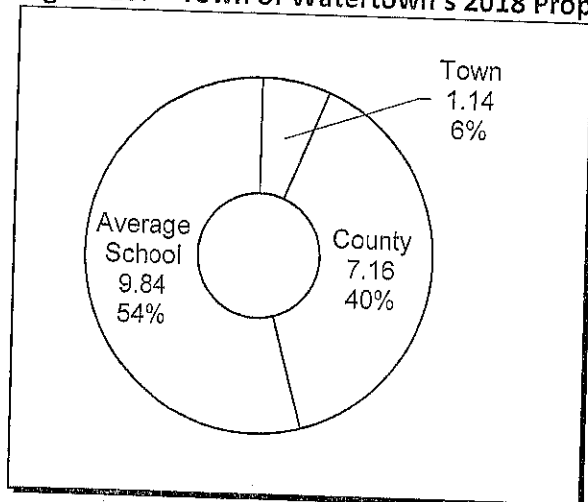
TOWN BUILDINGS

The Town of Watertown Courthouse and the Town of Watertown offices are currently seated just south of the city near Dry Hill on shared property along with the Town of Watertown Fire Department. The Town Municipal Building is located at 22867 County Route 67 and the Town Highway Department at 22851 County Route 67.

PROPERTY TAXES

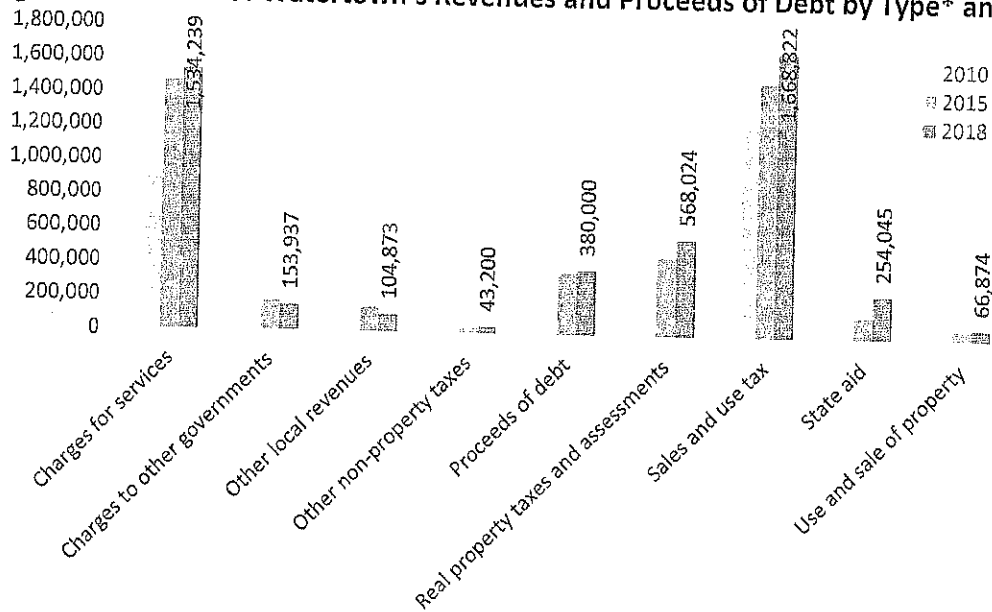
In 2018 town property owners paid \$17.27 to \$19.38 per \$1,000 assessed value in property taxes, depending on the school district. The median total tax rate for all of Jefferson County towns was \$19.46 per \$1,000 assessed value.

**Figure 10. Town of Watertown's 2018 Property Tax Breakdown per \$1,000 Assessed Value**



Source: NYS Comptroller's Office Real Property Tax Levies, Taxable Full Value and Full Value Tax Rates

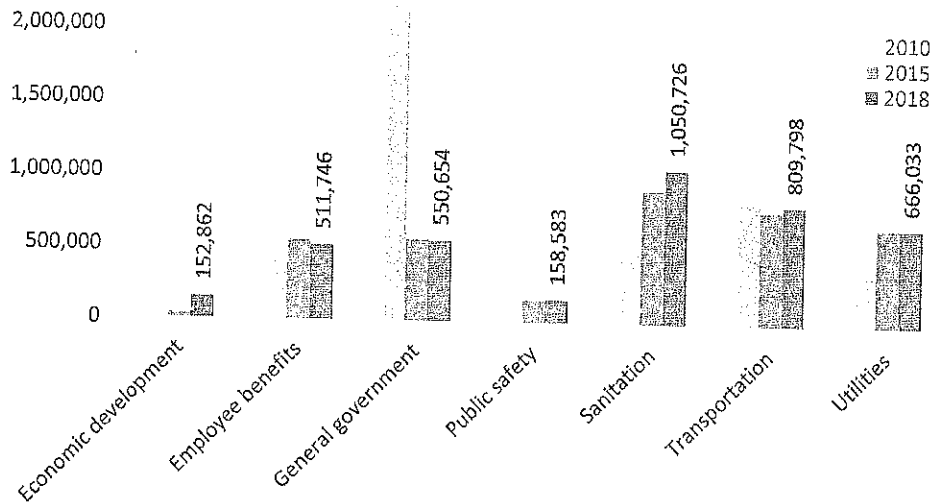
**Figure 11. Town of Watertown’s Revenues and Proceeds of Debt by Type\* and Year**



Source: NYS Comptroller’s Office Open Book New York

\*Revenues under \$10,100 not shown in chart: Federal aid and other real property tax items.

**Figure 12. Town of Watertown’s Expenditures by Type\* and Year**



Source: NYS Comptroller’s Office Open Book New York

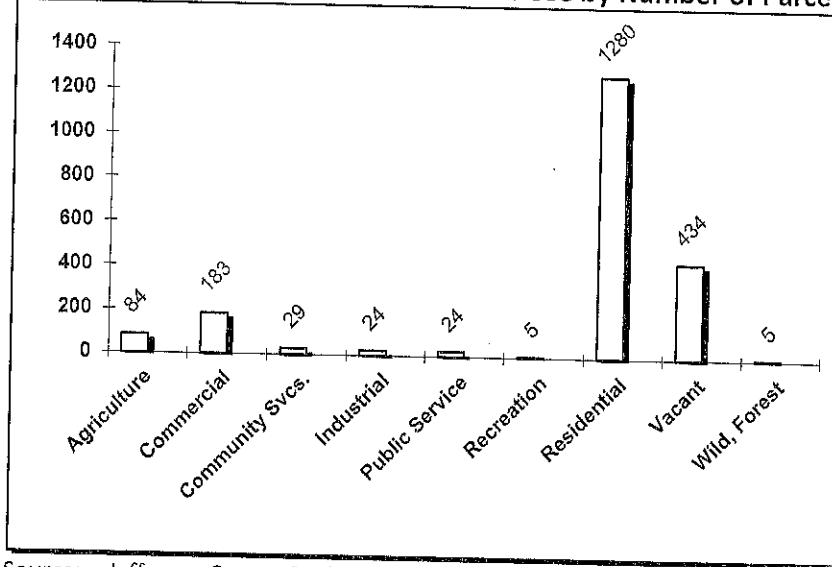
\*Expenditures under \$6,500 not shown in chart: Community services, culture and recreation, education, health, and social services.

LAND USE (See definitions on page 16)

The majority (62%) of the 2,068 tax parcels in the town were assessed as residential in 2017. The next largest categories were vacant lands (21%) and commercial (9%). However, agriculture covers the greatest portion of the Town of Watertown with a total 7,554.87 acres, or

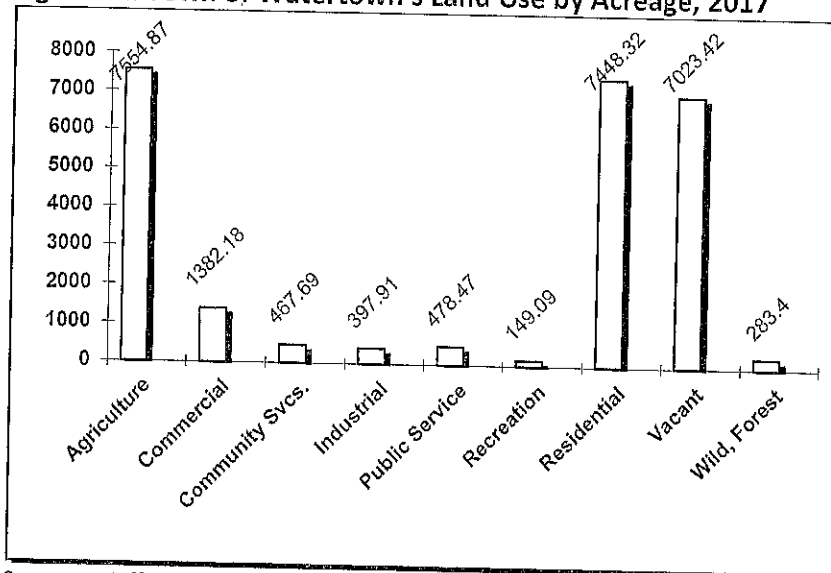
30%. Residential (30%) and vacant parcels (28%) cover 7,448.32 and 7,023.42 acres, respectively. The remaining 12.5% of land is commercial, public and community services, industrial, forest, and recreation.

**Figure 13. Town of Watertown’s Land Use by Number of Parcels, 2017**



Source: Jefferson County Real Property

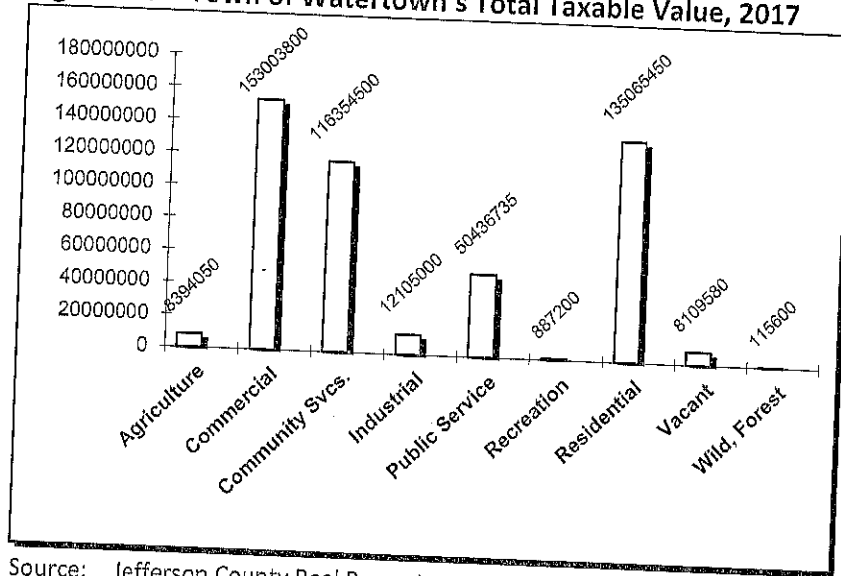
**Figure 14. Town of Watertown’s Land Use by Acreage, 2017**



Source: Jefferson County Real Property

When total assessed value is broken down by property class, 32% of the value is in commercial parcels. Next were residential (28%) and community services (24%). 31% of the town’s assessed value is tax exempt, most of this value being in state owned property.

Figure 15. Town of Watertown’s Total Taxable Value, 2017



Source: Jefferson County Real Property

#### DEFINITIONS

**Agricultural** – property used for the production of crops or livestock

**Residential** – property used for human habitation. Living accommodations such as hotels, motels, and apartments are in the Commercial category

**Vacant** – property that is not in use, is in temporary use, or lacks permanent improvement

**Commercial** – property used for the sale of goods and/or services

**Recreation** – property used by groups for recreation, amusement, or entertainment

**Community Services** – property used for the well-being of the community

**Industrial** – property used for the production and fabrication of durable and nondurable man-made goods

**Public Services** – property used to provide services to the general public

**Forest** – reforested lands, preserves, and private hunting and fishing clubs

Source: NYS Office of Real Property Services

DRAFT – FOR DISCUSSION PURPOSES ONLY (01/07/20)

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## PART II. GOALS AND STRATEGIES

This section of the comprehensive plan presents issues and strategies that address five topical areas – infrastructure and utilities, economic development, open space and agriculture, recreation and historic resources, and transportation. These strategies are the result of the planning process and are based on the community survey, public visioning meetings, and meetings with experts in each topic. It is intended that responsibility for pursuing these strategies will be that of various town groups, including the town board, the planning board, ad hoc committees and community volunteers. ***It is highly recommended that the Town prioritize each strategy, decide how each strategy will be implemented, and determine which element of Town government will be responsible.***

### INFRASTRUCTURE AND UTILITIES

Public infrastructure and utilities add greatly to residents' health and quality of life and are probably the town's biggest asset in regard to economic development and job creation. These assets should be maintained and improved at every possible chance. Care, however, must be taken to extend infrastructure only to areas where future development makes sense.

#### Public Water

Portions of the town are served with public water supply that originates in the Black River and is treated by the City of Watertown facility on Huntington Street. The town purchases the water and supplies it to five districts. A private water district serves the Lattiere tract just south of the city boundary. Water quality is good in these districts with no shortages. The town would like to eventually extend district #4 southward to serve the Pheasant Run and Deer Run subdivisions. A new district to serve the northeastern portion of the town (to the east of the City of Watertown) is also a goal.

#### Public Sewer

Portions of the town are served by public sewer. Waste is treated by the City of Watertown plant behind the Jefferson County Fairgrounds. Effluent is eventually released into the Black River. Capacity of the city plant is presently 16 million gallons per day. A long-term goal of the town is to establish a small waste treatment facility on town owned property in the Jefferson County Industrial Park that could treat waste from development taking place along Route 3 (outer Arsenal Street) and Route 12F (outer Coffeen Street). The town has a sewer treatment plant that services the Lettiere tract area.

#### Natural Gas

Areas of the town immediately adjacent to the City of Watertown have access to natural gas supplied by National Grid. These locations are attractive to development as they offer the advantage of lower heating costs. The town would like to see this resource available to more residents and businesses.

#### Alternative Energy

Private alternative energy systems such as photovoltaic (PV) solar power systems and small-scale

wind energy systems are gaining popularity in the region. The use of these will likely continue to grow as the technology becomes more affordable and with currently available tax incentives. The town should continue to evaluate its zoning and other development regulations to make sure that these systems are regulated properly.

#### Municipal Buildings

The town maintains two buildings, a municipal office/court building and a highway garage. Both are located on Brookside Drive in the hamlet of Watertown Center. The 4,500 square foot municipal building was built in 1972 and houses the town court as well as offices of the supervisor, town clerk, codes officer and justices. The approximately 12,600 square foot highway garage was built in 1951. There is potential for adding PV solar panels these buildings as has been done in several nearby towns. Doing this would save operating costs and serve as an example to town residents on the benefits of this newer technology. The town should also consider increasing efficiency through updating its street lighting to LED (and LEED) technology.

**GOAL: PLAN AND PROVIDE FOR A VARIETY OF WATER, WASTEWATER, AND UTILITY SERVICES THAT SERVE THE COMMUNITY AND ALLOW FOR GROWTH WHILE PROTECTING NATURAL RESOURCES.**

1. Pursue future participation in the Joint Infrastructure Management Initiative (JIMI) project to digitally map all infrastructure.
2. Pursue formation of new water district to serve residents in the northeast corner of the town.
3. Extend water district #4 out Route 11 to the Adams town line and up Cagwin Road to include Pheasant Run and Deer Run.
4. Extend sewer lines where appropriate.
5. Explore development of a sewage treatment facility in Industrial Park for development out NYS Route 12F and NYS Route 3.
6. Work with National Grid to extend natural gas service to more town residents.
7. Pursue funding for installation of renewable energy equipment at town facilities.
8. Educate residents on benefits of renewable energy and conservation measures.
9. Evaluate and possibly amend zoning law to better promote, accommodate, and regulate renewable energy systems.
10. Cooperate with other Municipal Separate Storm Sewer System (MS4) impacted communities on program implementation, and continue to monitor, evaluate, authorize and inspect all developments in the town that fall under these regulations.
11. Convert street lighting to LED.

## **ECONOMIC DEVELOPMENT**

A commercial base is critical to the town because it provides jobs for local residents and keeps property taxes low. Because business only thrives in a stable environment, the existence of rational land use controls helps convince potential investors that their environment will be protected. Such controls can also help channel commercial development to locations where the proper infrastructure is in place to service it. The Town of Watertown has a fine tradition of using zoning and subdivision controls to the economic benefit of the community.

### Commercial Development

The town currently has a large amount of retail businesses, including major national chains such as Walmart, Target and Kohls located immediately west of the City near Interstate 81. This area includes the Salmon Run Mall, opened in the mid-1980s, which is a major retail center for the North Country region and attracts Canadian shoppers. Immediately south of the city are several large automobile dealerships along Route 11. Other businesses are scattered throughout these areas. While these businesses are doing quite well currently, two threats exist which diminish their potential. These are the rise of internet shopping and the continuing development of the Destiny USA mega mall in Syracuse which draws shoppers away from Watertown. The town needs to continue to encourage desirable business through updating and improving local regulations and zoning.

### Light Manufacturing

The town has a healthy light manufacturing base, mostly located in the Jefferson County Industrial Park in a Neighborhood Commercial zone just to the west of the City along Fisher Road. The town would like to see this area continue to develop with new enterprises locating along Route 12F (outer Coffeen Street).

### **GOAL: IMPROVE THE ECONOMIC ENVIRONMENT TO CREATE JOBS AND IMPROVE THE TAX BASE.**

1. Continue to evaluate town policies relating to permitting and protecting commercial development (zoning, site plan review, SEQR).
2. Work to capture I-81 traffic and Destiny USA traffic and market the town as a “Great Place to Live and Work.”
3. Educate residents (through forums, etc.) about development issues and PILOTs.
4. Work to encourage development of industrial and light manufacturing in Industrial Park off NYS Route 12F. Encourage expansion of Industrial Park along north and south sides of NYS Route 12F to the town line.
5. Protect existing retail development by advocating for tax on internet sales.
6. Protect existing commercial development and promote further retail development, including free standing and outlet malls.

## **OPEN SPACE, AGRICULTURE, AND RURAL CHARACTER**

Agriculture is important to the economy of both Watertown and Jefferson County. It is important not just for the farm jobs that are maintained/created, but also for the agri-businesses which supports farm operations. The Town of Watertown is home to prime agricultural lands, most of which are still in production. This natural resource is an important and valuable economic asset, which must be managed wisely.

Agriculture is important for non-economic reasons as well. The culture of the region is somewhat agriculturally oriented. Agriculture is responsible for the rural atmosphere that residents feel is important. This atmosphere is largely defined by rural landscapes composed of open space, farm fields and pastures, farm buildings and outbuildings.

While development pressures in the rural residential areas away from the City of Watertown are presently low, this could change, and the town should be prepared. The NYS agricultural district program provides a start for the preservation of this resource. Agricultural lands in the town are included in Jefferson County Agricultural District Southeast #1 and Southwest #3. Appendix D lists several additional tools the town can use to conserve these lands, such as conservation easements. Zoning approaches include cluster development and controlling subdivision of large agricultural parcels.

Care needs to be taken to ensure the maintenance of prime agricultural lands, and encourage land intensive development, such as solar farms, on less desirable agricultural lands. Unique co-sharing of lands, such as grazing or shade-tolerant agriculture should be promoted.

### **GOAL: MAINTAIN THE RURAL, OPEN SPACE CHARACTER OF THE TOWN.**

- 1. Educate residents on the value of conservation easements.**
- 2. Consider zoning for open space preservation where appropriate.**
- 3. Continue efforts to protect agricultural land through zoning and conservation easements.**

## **RECREATION AND HISTORIC RESOURCES**

### Historic Resources

A town's historic sites and structures provide a visible link to its past. Historic resources contribute greatly to Watertown's sense of place and identity and provide clues as to how early residents lived and worked. As these resources are demolished, abandoned or allowed to deteriorate, this identity is slowly chipped away. Historic preservation makes sense economically as it boosts tourism in communities. This is witnessed locally in villages such as Sackets Harbor and Cape Vincent. The Town of Watertown has a historical society which owns and maintains a one room schoolhouse museum located next to the town municipal building on Brookside Drive. The town should seek to create an inventory of other historic properties in the community.

### Recreation

By virtue of its geographic relationship with the City of Watertown, the town has relatively few recreation facilities. The town does own and maintain tennis and basketball courts adjacent to the town municipal building complex in Watertown Center. Various recreation facilities are being developed ancillary to new apartment and housing complexes in the town, as required through site plan review. A long term goal of the town is the creation of an indoor recreation/convention facility that would serve the Watertown/Fort Drum region.

Potential may exist for increasing the use of the North Branch of Sandy Creek by canoers and kayakers. There is currently no convenient public launch site with parking along the Creek. The town should seek to work with NYSDEC or other entities to create such an area. Regarding walking and hiking trails, the town has begun requiring the development of them intertwined with new development taking place in the Neighborhood Commercial zoning district to the west of the City of Watertown. In cases of high-density residential development proposals, recreational facilities are required through the site plan review process.

A private sector recreation asset worthy of mention is the Dry Hill ski area. Developed in the mid-1950s along the on northern ridge of Dry Hill near Watertown Center, the ski area attracts visitors from the region as well as Canada. Another recreation asset in the town is the Watertown Sportsman's Club. The town should assist, whenever possible, the expanded role of these facilities.

**GOAL: PROTECT AND PROMOTE THE COMMUNITY'S VALUABLE RECREATIONAL AND HISTORIC RESOURCES TO PROVIDE ACTIVITIES FOR RESIDENTS, PRESERVE THE CHARACTER OF THE TOWN AND PROMOTE TOURISM.**

1. Support the town historical society's applications for funding to improve maintenance on the one room schoolhouse.
2. Inventory historic resources.
3. Utilize existing standards in the Neighborhood Commercial zoning district where

applicable. Continue efforts with developers to create walking and hiking trails along County Route 202 and other areas in town where appropriate.

4. Pursue partnerships for development of a multipurpose recreation/convention facility.
5. Work to develop a parking area for canoeing/kayaking access along Sandy Creek.
6. Increase the utilization and seasonal use of the Dry Hill Ski facility.

## **TRANSPORTATION**

The provision of a safe and efficient and well-maintained transportation network is of utmost importance to the town's economy and is the primary mission of most town governments. This network must provide not only for automobiles, but also for bicyclists and pedestrians. Like public infrastructure, it is important that the town create a detailed inventory of roads and highways. An official map is the best way to do this.

Speeding and safe intersections are concerns in certain areas of the town. The town government should work closely with County and State police to improve these situations.

All general use airports in the United States have surfaces established in relation to the airport and each runway end that impact runway approach, takeoffs, and flyover patterns. These surfaces are called Part 77 imaginary surfaces and they define volumes of airspace invisible to the human eye. In the Town of Watertown, there are Part 77 Imaginary Surfaces for both the Watertown International Airport and the Wheeler-Sack Army Airfield, which can impact public health, safety, and welfare for people in closest proximity to the airports and their respective flights and training activities.

### State roads

Due to its location immediately adjacent to the City of Watertown, the town is bisected by several state highways (as well as Interstate 81 and US Route 11). State roads include Route 3, Route 12, Route 12E, Route 12F, Route 126, and Route 232.

### County Roads

Jefferson County highways in the Town of Watertown are itemized in Appendix F. Total mileage of County highway in the town is approximately 26.71 miles.

### Town roads

Town roads are itemized in Appendix F. The town contains approximately 37.38 miles of town-maintained roads.

### Railroad

The CSX rail line route runs through the western edge of the town. This system is of great economic benefit to the town and should be promoted and protected.

### Watertown International Airport and the Wheeler-Sack Army Airfield

The northwestern and northeastern quadrants of the town overlap with runway approach, takeoffs, and flyover patterns illustrated by the airport Part 77 imaginary surfaces and airport impact areas for both the Watertown International Airport and the Wheeler-Sack Army Airfield, which can cause issues for noise sensitive land uses. Future development review must consider structure height and land use compatibility, among other things, so that airport function is not impeded.

**GOAL: PROVIDE A ROBUST AND WELL-MAINTAINED TRANSPORTATION NETWORK THAT ACCOMODATES AUTOMOBILES, BICYCLISTS, AND PEDESTRIANS.**

1. Develop an official road/highway map.
2. Work with county and state officials to reduce speeding problems on town roads in high density residential areas (e.g. Outer Ives Street).
3. Work with agricultural community to address problem of road deterioration caused by large equipment.
4. Promote railroad infrastructure in the town.
5. Encourage privately maintained sidewalks and walkways in residential and commercial development through zoning for new development and retrofitting of existing development.
6. Create an airport zoning overlay district, which will maintain recommended structure height limits within the Part 77 imaginary surface areas and consider zoning district amendments for land use, density, and project compatibility within the airport impact zone areas.
7. Develop a capital reserve fund for major equipment and maintenance purposes.

### PART III. LAND USE AND DEVELOPMENT

This section of the comprehensive plan includes policies which form the framework for the town's land use and subdivision regulations and are intended to guide the decisions of the planning board and zoning board of appeals. All development projects in the town should conform to these standards to the extent possible.

#### ENVIRONMENTALLY SENSITIVE AREAS

There are areas in the Town of Watertown which have a limited suitability or are inherently unsuitable for development. There are other areas in which development should be avoided due to the valuable natural character of the area. A character which would be lost or damaged if disturbed. Areas which are either unsuitable or fragile include steep slopes, wetlands, and stream corridors. See the Development Constraints map in Appendix x for the locations of these features.

#### Steep Slopes

**Character:** These are areas which have greater than ten percent slope, which means that there is a vertical rise of ten feet for each 100 feet of horizontal distance.

**Location.** Steep slopes are located throughout the town but are most prevalent in the eastern and southeastern portions, especially along Dry Hill and along the Sandy Creek valley.

**Consequences of Development:** Slopes of less than ten percent are generally considered slight constraints on development. Slopes of between ten and 15 percent are generally considered moderate constraints on development. Slopes of greater than 15 percent are considered severe constraints on development. The development of slopes is not recommended for several reasons. There are some environmental concerns, such as erosion and stream sedimentation. It is also more expensive for communities to service development on steep slopes with roads, water lines, and sewerage facilities.

#### Wetlands

**Character:** Wetlands are transitional areas between terrestrial and aquatic environments where the water table (the level of groundwater) is at or near the ground surface or the land is covered by shallow water. These areas often act as groundwater recharge areas, areas for filtering and cleaning water, and as significant wildlife habitat.

**Location:** DEC wetlands are scattered throughout the town. Large wetland areas include Beaver Meadows between State Route 3 and County Route 63, a large area between Ives Street Road and Route 11, and areas just north and south of State Street east of the City of Watertown boundary.

**Consequences of Development:** Wetlands are generally considered a restriction to development. Development can lead to loss of valuable and irreplaceable wildlife habitat. Wetlands are particularly important as they are usually groundwater, which is exposed on the surface of the ground, and vulnerable to pollution. Development of these areas is expensive, as landfill is usually needed, and flood protection is often necessary.

### **Stream Corridors**

**Character:** Stream corridors may act as important fish and wildlife habitats. They may also be important for their significance as drainage conduits. Many have relatively steep slopes.

**Location.** The town is drained by several creeks including Mill Creek, Freeman Creek, the North Branch of Sandy Creek and Stony Creek. The Black River forms the town's northern border. FEMA flood hazard areas are located in the northeast portion of the town.

**Consequences of Development:** Stream corridors must be developed very carefully so as not to destroy their natural characteristics and contributions as habitats and drainage areas. Improper development can lead to erosion of the stream banks, resulting in siltation of the stream and the loss of stabilizing soil. Water quality can be impaired, and the recreational use of the stream degraded. The aesthetic qualities of the stream may likewise be destroyed by improper development.

### **CHARACTER AREAS**

Development and land use in the Town of Watertown is in large part a function of its relationship to the City of Watertown. The town has a great deal of development around the edges of the city that is not seen in more rural towns, such as the highway commercial areas along NYS Route 3 and US Route 11, the manufacturing areas west of I-81, and suburban residential subdivisions such as the Lettiere tract. However, as one travels to the south and east in the town, development (or lack thereof) takes on the feel of a more rural Tug Hill town. The goal in planning for the Town of Watertown is to provide for the rational growth of the City of Watertown and to preserve the scenic, rural, natural resource dependent lands outside the City.

### **RURAL AND LOW DENSITY RESIDENTIAL (R1 AND R2 ZONING DISTRICTS)**

#### *Location/General Description*

Low density rural residential and agricultural areas generally make up the southern half of the town with the exception of the Route 11 and Route 232 corridors. These areas are served by county and town roads (and small stretches of state roads) and are characterized by farmlands, woodlands, and vacant lands interspersed by single family dwellings. There are a few instances of more concentrated dwellings such as Deer Run Rd. and Pheasant Run, but for the most part, residential development is scattered in nature. These areas are not served by public water or sewer.

Challenges to agriculture in this part of the town are the intrusion of nonfarm uses into traditional agricultural areas and the parcelization of the farms into smaller lots. There has been recent pressure to locate solar farms on agricultural lands, and these nonfarm uses should avoid prime agricultural soils. Multiple uses of these properties, such as grazing and shade-tolerant agriculture should be encouraged.

Nonfarm uses mixed into agricultural areas can be a problem, particularly when they are residential in nature. Agriculture is an industry. It involves many activities which may impact residential living such as irregular hours of operation, the use of heavy machinery, the spraying of chemicals, the spreading of manure, and unpleasant noise, lights, and smells. Urban and suburban residents often move to rural areas and may not be aware of these aspects of rural life.

The loss of farmlands to development so far has been characterized mainly by small, incremental development decisions being made by farmers to subdivide small parcels over long periods of time. The acreage of vacant agricultural land is minimal as this land has mostly reverted to succession growth. Some of the agricultural lands have changed hands from small family farms to large "factory" farms and crop farming.

Most of the existing and new residential buildings in the rural portions of the town are single-family detached dwellings. The single-family dwelling pattern has historically predominated, usually at very low densities, on isolated tracts of land, scattered throughout the town. Houses are usually located on lots that were former farmlands that have been subdivided. Residential development has been forced to locate where there is the availability of well water, and soil suitability for on-site sewage disposal. Existing constraints created by these factors have necessitated very low-density construction, as on-site sewage disposal systems require at least 20,000 square feet (and often more area) for proper functioning.

There are several forms that residential developments can take, depending on the economics of the development and the goals to be achieved. Larger scale single-family subdivision developments in rural areas are usually of three patterns. They can be linear along existing roads, they can cover entire tracts of land, or they can be in a clustered configuration. Linear roadside subdivisions have a negative effect on the function of major roads, by allowing an excessive number of entrances which endanger traffic flows. While the preservation of open space may be a desirable goal, a pattern of open space locked-up behind a row of houses along the road is often an undesirable pattern. It places new housing construction on display, not the unique landforms, vistas, vegetation, and agricultural activities which form the character of the town. The linear pattern may ultimately detract from the preservation of the rural character and quality of life which makes the Town of Watertown a unique place to live.

Conventional subdivisions completely consume all land of the parent parcel. Open space is dispersed in small pieces (in the form of yards) to individual homeowners. While giving each landowner a small piece of private property, conventional subdivision does not reserve enough open space to meet many important community objectives. Larger conventional subdivisions can also cause traffic problems because they typically have only one or two points of access to the main road they lie along.

Cluster subdivisions are a viable alternative to conventional types and are discussed in detail in Appendix D.

The zoning law provides two districts to guide development in these parts of the town:

**R-1** – To provide a lower density area for single-family dwellings and agriculture, and some more intensive uses which need more space such as nursing homes and membership clubs. These areas are without water and sewer utilities.

**R-2** – To provide an area for exclusive lower density single-family residential uses and agricultural activities. These areas are without water and sewer utilities.

### Policies

The density of development should be lower than that of zoning districts adjacent to the city.

Land subdivisions should preserve large lots of agricultural and wooded open space whenever possible.

Cul de sacs should be avoided, except when they are necessary for the protection of environmental features.

Trees, vegetation and other landscape features such as stone fences should be retained as much as possible on development sites. Uses should be appropriately landscaped so as to fit into the rural setting.

Signs should be limited and placed so as to minimize impacts on naturally aesthetic views.

Nonfarm intrusions into prime agricultural areas should be minimized, thus minimizing conflicts with existing agricultural operations and preserving highly productive farmlands.

Residential lots should be large enough to ensure that sewage, which is disposed of on-site can safely percolate, and that wells will not overdraw groundwater supplies.

Lot frontages should be wide enough for adequate spacing of driveways.

Nonresidential development can be allowed in certain parts of the rural town. Standards for minimum frontage, screening, building size and bulk, impervious surfaces, lighting, noise, odor, signs, on-site circulation, parking and loading, access, drainage and erosion control should be used to ensure that the impacts of development are controlled.

Home occupation and business policies should be developed for the R-1 and R-2 districts to protect adjacent residential uses from the negative impacts of on-site parking, traffic, signs, noise, lighting, etc.

## **HIGHER DENSITY RESIDENTIAL (R3, R4, R6 ZONING DISTRICTS)**

### *Location/General Description*

Closer to the City of Watertown, there are several pockets of higher density residential development on smaller lots that are more urban in character. These areas include County Route 60, the Latierre Tract and parts of Ives Street Road, parts of Watertown Center, and the Weaver Road, Darmouth Road, Shepard Street and State Street neighborhood (just east of the City).

Lots are typically small, ranging from around 10,000 square feet to 20,000 square feet with frontages ranging from approximately 40 ft. to 160 ft. Buildings on many of these streets are typically two to three stories and are located relatively close to the street. Duplexes are occasionally present here. Buildings are closer to the street in these areas which creates a more “urban” feel than in the more outlying parts of the town.

Two mobile home parks are located in the Town of Watertown, one along County Route 60 in the northwest and one off of Route 11 in the southwest.

Most of these areas are served by public sewer and water and some feature sidewalks, curbs and street trees. Infill development should be encouraged here (where there is municipal infrastructure) as well as new development (where soil and other environmental conditions permit).

The zoning law provides three districts to guide development in these parts of the town:

**R-3** – To provide a higher density area for single-family dwellings and agriculture, some of which is supported by water and/or sewer utilities.

**R-4** – To provide an area for higher density single-family and two-family residences, mobile homes, and agriculture.

**R-6** – To provide areas with utilities for more intensive residential living arrangements such as mobile home parks and multi-family dwellings.

### Policies

**Smaller lots should be allowed in areas serviced by public water, sewer, sidewalks, etc.**

**Development patterns should take their cue from street layout, not from lot lines.**

**Future streets should be laid out in a connected pattern that provides for efficient pedestrian and auto traffic flow. Cul de sacs should be discouraged unless absolutely necessary to preserve environmental features.**

**Buildings should respect a maximum setback or “build-to” line.**

**Sidewalks and street trees should be required.**

**Multi-family dwellings require parking to the rear, adequate space, screening, bulk control, sidewalks and street orientation. Accessory apartments and multi-family dwellings should**

not be glaringly out of character with single-family dwellings.

High density residential areas should, ideally, be located outside key areas close to the runway ends identified by the Federal Aviation Administration recommended Airport Impact Zone 4 and Airport Impact Zone 6.

## **BUSINESS AND MIXED USE (B, NC ZONING DISTRICTS)**

### *Location/General Description*

Some areas along major highways should be designated for automobile-oriented uses which are inappropriate in other parts of the town. These uses include large product retail facilities for boats, mobile homes, cars, etc.; car washes; fast-food establishments; drive-through businesses; service stations; motels; and other like businesses. These types of businesses require a commercial strip location. Impacts of this type of development can managed by continued site plan review and proper sign controls, access management techniques, pedestrian friendly design, and the appropriate screening of unattractive features.

Several of these areas exist in the town, the most prominent being the Route 11 corridor, also known as Outer Washington Street, just south of the City of Watertown. This strip has developed into car dealership center for the Jefferson, Lewis, and northern Oswego County region. Other areas of predominantly highway commercial development include Route 12 between State Street and Gotham Street, Route 12 in Burrville, and Cady Road in the southwestern corner of the town.

An area with very mixed use is developing immediately to the west of the City along outer Arsenal Street, the newly constructed County Route 202, State Route 12F and County Routes 200 and 196. This area is home to commercial strip development as well as multi-family housing/garden apartments and an industrial park. A special planning document was created by the Planning Board to provide guidance for future development in this area – see Appendix D.

The zoning law provides two districts to guide development in these parts of the town:

**B** – To provide for a mixed-use residential, retail wholesale business and agricultural area, and light manufacturing on a case-by-case basis.

**NC** – To provide for neighborhood commercial type development interspersed with a mix of residential types of a high-density nature.

### Policies

**Quantity of parking spaces should meet standards necessary for commercial development.**

**Parking areas should mostly be located to the rear or side of buildings, where possible.**

**Front yard parking (when necessary) should have a vegetative buffer.**

**Consideration should continue to be given to setbacks and proper building alignments and orientations.**

Building scale, form and materials (i.e. roof pitch, materials and colors) should be consistent with the neighborhood.

Uses shall comply with drainage controls.

Access controls should be maintained, including shared access where possible.

Buffering and screening of side and rear yards shall be provided adjacent to residences and residential areas.

Signs should conform to established standards.

Multi-family dwellings require parking to the rear, adequate space, screening, bulk control, sidewalks and street orientation. Accessory apartments and multi-family dwellings should be in character with single-family dwellings.

The zoning law should be updated on a continuing basis to allow for desirable land uses in these districts.

#### **MANUFACTURING and NATURAL RESOURCE EXTRACTION (M, NP ZONING DISTRICTS)**

##### *Location/General Description*

Heavy industrial and manufacturing uses require access to major transportation routes, such as railroads and/or important highways. In the past, such areas were also located along rivers and streams, with water being used to power mills and other operations. Flat topography, availability of utilities, soil bearing characteristics and compatible land uses are also important considerations. A manufacturing area is located in the southwestern portion of the town along State Route 232 and Rices Road.

Natural resource extraction operations are vital to the local economy, providing sources of gravel, etc. for a wide range of construction uses. Several such operations are located in the town, including along Ives Street Road, Cook Road, Overlook Drive, and Marzano Drive.

The zoning law provides two districts to guide development in these parts of the town:

**M** – To provide a mixed-use area for all uses, including those which are generally incompatible with residential uses.

**NP** – To provide exclusive areas for natural products extraction.

##### Policies

Uses should be buffered and screened from residential areas.

Uses should comply with drainage controls, including MS-4 regulations.

Lighting controls needed to protect nearby residences

Building setbacks should be minimized to prevent waste of valuable land.

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APPENDIX A – Maps

1. Aerial View
2. Road Network
3. Digital Elevation Model
4. Population
5. Land Use
6. Agricultural Districts
7. Publicly Owned Lands
8. School Districts
9. Development Constraints
10. Public Water and Sewer Districts
11. Zoning Map
12. Outdoor Wood-Burning Furnace Overlay

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## Strengths-Weaknesses-Opportunities-Threats (SWOT) Exercise

Monday, November 4, 2013 – Watertown Municipal Building – 5:30 p.m.

In attendance: Tom Boxberger (PB & Comp Plan Committee Member), Mike Dulmage (ZBA & Comp Plan Committee Member), Jon Grant (Zoning Officer), David Prosser (Councilman), Catherine Rich (Clerk), Jim Smith (PB & Comp Plan Committee Member).

Sessions Facilitated by: Phil Street, Matt Johnson and Jean Waterbury from NYS Tug Hill Commission

### STRENGTHS

- Proximity to City of Watertown (economically/shared services/shopping opportunities/employment center)
- County Route 202 recently built and properly planned for growth and development
- Good relationship between TB and PB
- No town taxes
- Availability of two school districts in the town
- Ability to live in the country but send kids to city schools
- Availability of natural gas in certain areas of town
- Close proximity to lake/river/mountains/Tug Hill for recreational opportunities
- Works well with developers
- Dry Hill Ski Center attracts people from all over North Country and Canada
- Good, clean living
- Good transportation system
- Railroad and interstate highway running thru town
- Major medical facilities in town or in close proximity
- Burrville Cider Mill
- No designated snowmobile or ATV trails in town
- Niche markets for ag industry, ie wineries, farmers markets in the North Country
- Part of Tug Hill Commission region and service area
- Industrial Park off Coffeen Street
- New fire hall in NW corner of town

### WEAKNESSES

- Dependent on City of Watertown for services
- Development pressure of urban sprawl
- No town taxes encourages sprawl
- Desire to live in the country and use up green space
- Lack of ground water for development
- Areas lacking natural gas
- Inability to provide services ahead of development, ie. water and sewer
- Need for public water in Hunting Heights area (NE corner of town)
- Future uncertain for large employers in the area like Fort Drum and Dry Hill Prison

### OPPORTUNITIES

- Fort Drum
- Lots of recreational opportunities within 30 minutes, ie. fishing, hunting, skiing, hiking, biking
- Visitors and investors from Canada
- Doctors as well as patients from Canada
- Development of sewer and water system in town
- Local farmers getting into the business of growing own food and feed and selling locally grown products
- Niche markets for agriculture
- Health care industry and the town expanding medical complex
- Aging population and Fort Drum population's need for medical services
- Medical facilities find Watertown attractive
- MS4 designation – new urbanized area status
- Close proximity of railroad/Interstate 81/St. Lawrence Seaway
- New opportunities for railroad expansion
- “Developer friendly” town
- North Country designated as “medically underserved area” and doctors that relocate here able to get federal assistance

### THREATS

- Uncertainty about Fort Drum and prison's future
- City of Watertown annexation
- Town and City relationship not good
- Unplanned and uncontrolled development
- Development pressures on farmland
- Dependence on federal/state programs
- Destiny USA in Syracuse – has already affected Salmon Run Mall
- MS4 designation – new urbanized area status

**Watertown Daily Time’s headlines in five years as suggested by those attending SWOT Exercise:**

- “Town of Watertown Continues to Have No Town Taxes”
- “Town of Watertown Builds New Water/Sewer Plant”
- “Town of Watertown’s Route 202 Development Completed...All Available Land In Neighborhood Commercial Zone Occupied with Businesses, Tourist Center, and Housing Units”
- “Town of Watertown Receives Award As Best Town In New York State”
- “Town of Watertown Continues Economic Expansion...and No New Property Tax”
- “Town of Watertown Welcomes Large Convention Center to Town”

APPENDIX C

# Community Survey Results 2012

500 surveys mailed out in August and 174 surveys returned in September for a return rate of 35%

Dear Watertown Resident,

The Town Board and Planning Board of the Town of Watertown have recently started to update the Comprehensive Plan for the Town. The current plan was adopted in the 1970's and is in need of updating in order to reflect the vision for the Town as we proceed further into the century. The Plan should reflect the vision for the Town today and for the foreseeable future.

The Comp Plan provides the legal foundation for local laws and land use regulations and can act as a tool to promote the desired image of the Town to residents and developers alike, as well as providing strategies for implementation of the master view of the Town for future growth.

This questionnaire is an important tool to help provide YOUR input and guidance in this process. Please complete and return it to the Town of Watertown Municipal Office in person or by mail by September 5, 2012.

We appreciate your assistance with this project. If you would like to be a part of the committee to work on this important job, please submit your name at the end of this survey and we will contact you. We expect the time required will be one or two meetings a month for the next one and a half to two years.

Sincerely,

*Jim Smith, Tom Boxberger, Pam Desorme,  
Randy Vaas, Terry MacAdam*

Watertown Planning Board

## Community Characteristics

### 1. What are your reasons for choosing to live in the Town of Watertown? (mark with 'X' all that apply)

70.9%	<i>rural atmosphere</i>	18.9%	<i>affordable land</i>
52.6%	<i>tax rate</i>	17.7%	<i>schools</i>
49.7%	<i>distance to work</i>	14.3%	<i>affordable housing</i>
41.1%	<i>quality of life</i>	12.0%	<i>recreational opportunities</i>
33.7%	<i>low crime rate</i>	12.0%	<i>sense of community</i>
26.9%	<i>distance to loved ones</i>	6.9%	<i>agricultural opportunities</i>
18.3%	<i>grew up in the town</i>		

### 2. Are you a: (mark with 'X' only one response)

91.4%	<i>homeowner</i>
4.6%	<i>business owner</i>
2.3%	<i>not a resident, but own property in town</i>
1.1%	<i>not a resident, but a business owner in town</i>

## Town Character

### 3. Should the Town be concerned with protecting open space? 82.3% *yes* 13.7% *no*

### 3.a If you answered 'yes' to question 3, why should open space be protected? (mark with 'X' all that apply)

60.6%	<i>to help maintain rural character</i>
53.1%	<i>to protect environmentally sensitive areas</i>
45.7%	<i>to protect agricultural lands</i>
44.0%	<i>to protect scenic views</i>

### 4. From the following list, what characteristics do you like or dislike about the Town of Watertown? (mark 'X' next to the response that best describes your feeling)

	<i>Like</i>	<i>Dislike</i>	<i>No Opinion</i>
rural atmosphere	90.9%	0.6%	4.6%
small population	74.3%	0.0%	14.9%
town tax rate	78.3%	4.0%	9.1%
farmland	60.6%	0.6%	25.7%
presence of businesses in town	59.4%	6.3%	24.0%
presence of light industry in town	50.3%	10.9%	28.0%
absence of public sewer	14.3%	37.7%	33.7%
absence of public water	13.7%	44.0%	26.9%

## Residential Development

### 5. The Town of Watertown is unique in that it surrounds the City of Watertown on three sides creating pressure for development. What type of future development is the most important to encourage in this area? (mark with 'X' all that apply)

61.1%	<i>rural residential - large lots</i>
16.0%	<i>rural residential - subdivisions of 1/2 acre or smaller lots</i>
40.6%	<i>mixed residential business</i>
34.9%	<i>business</i>
33.1%	<i>light manufacturing</i>
21.1%	<i>large commercial/retail</i>

### 6. Which type of housing development should be ENCOURAGED in the Town? (mark with 'X' all that apply)

92.0%	<i>single family homes</i>
24.6%	<i>modular homes</i>
24.0%	<i>townhouses/condominiums</i>
14.9%	<i>tract or housing developments</i>
10.3%	<i>multi-family homes</i>
8.0%	<i>apartments</i>
8.0%	<i>single family homes converted to apartments</i>
6.3%	<i>mobile homes</i>

**7. Which type of housing development should be DISCOURAGED in the Town?** (mark with 'X' all that apply)

- 57.7% *mobile homes*
- 48.6% *apartments*
- 42.9% *single family homes converted to apartments*
- 38.9% *tract or housing developments*
- 34.3% *multi-family homes*
- 30.9% *townhouses/condominiums*
- 16.6% *modular homes*
- 3.4% *single family homes*

**Further Comments**

12. Please use the following space to make any further comments you may have on the future of Watertown.  
See attached for written comments

13. If you are interested in helping with the Comprehensive Plan and being on the Comp Plan Committee, please contact the town at 782-8248 or submit your name here.

See attached for written comments

**Commercial Development**

**8. Which types of commercial development should be ENCOURAGED in the Town?** (mark with 'X' all that apply)

- 65.1% *family style restaurant*
- 56.0% *grocery store*
- 52.0% *professional office*
- 51.4% *agriculture*
- 49.7% *garden center*
- 41.1% *home based business*
- 40.0% *light manufacturing*
- 29.7% *gas station/garage*
- 28.0% *strip mall*
- 25.1% *movie theater*
- 24.6% *supercenter*
- 22.9% *car wash*
- 22.3% *large business*
- 22.3% *fast food restaurant*
- 9.7% *bar*
- 8.6% *casino*

**9. Which types of commercial development should be DISCOURAGED in the Town?** (mark with 'X' all that apply)

- 73.1% *casino*
- 70.3% *bar*
- 46.3% *supercenter*
- 41.1% *strip mall*
- 36.0% *large business*
- 32.0% *fast food restaurant*
- 21.7% *gas station/garage*
- 17.7% *light manufacturing*
- 20.6% *movie theater*
- 12.0% *car wash*
- 10.3% *garden center*
- 9.1% *grocery store*
- 8.6% *home based business*
- 6.9% *professional office*
- 5.1% *family style restaurant*
- 5.1% *agriculture*

**10. Where should new commercial development be located in the Town?** (mark 'X' next to the response that best describes how you feel)

- 43.4% *All commercial development should be concentrated in a few areas along major highways.*
- 38.9% *Small commercial development should be spread throughout the community while larger commercial development should be concentrated in few areas.*
- 8.0% *All commercial development, regardless of size, should be spread throughout the community.*

**Public Services**

**11. How would you rate the following in the Town of Watertown?** (mark 'X' next to the response that best describes your rating)

	<i>Good</i>	<i>Satisfactory</i>	<i>Poor</i>	<i>No Opinion</i>
fire protection	65.7%	22.9%	1.1%	6.9%
snow removal	63.4%	30.3%	0.6%	1.7%
ambulance service	54.9%	22.3%	2.9%	16.6%
municipal buildings	54.3%	26.9%	2.3%	10.9%
schools	53.7%	21.7%	4.6%	16.6%
road maintenance	47.4%	40.6%	5.1%	1.1%
government administration	39.4%	36.6%	4.0%	14.9%
code enforcement	34.3%	29.1%	7.4%	23.4%
dog control	27.4%	27.4%	6.3%	34.3%

*Survey Comments*

**Q#12**

**Water/Sewer**

- Water and sewer should be expanded. (3 comments like this)
- Make water a priority throughout town! (3 comments like this)
- Town water and sewer at my location would be a godsend!
- We would VERY MUCH like to have public water provided to residences on RT 155 (Dry Hill Road).
- Public water would be a plus and have a positive impact on development. Natural gas for home heating would also be a plus in some areas.
- It would be great to have city water on County Route 65 (Ives Street) extended beyond the last fire hydrant! Heard it was a possibility but no more word on it.
- Public water stops on outer Washington Street by the old Davidson building and I think they should bring it out to the end of the town line where it meets the Adams town line. I for one would be willing to pay for water that is of good quality.
- NO water/sewage services/fire hydrants in Deer Run/Partridge Road area yet fire taxes are paid.
- Public water and sewer lines need to be extended due to encroachment of homes and businesses.
- The lack of an expanded water district in the town is discouraging. So much money spent on Arsenal Street and very little one mile from the town barn.
- Most of us are on wells, some years we have to haul. It would be nice to have an option to have water.
- Would be nice to have public water. Our well runs dry every summer.
- Water and sewer should be provided to all residents, not just some.
- Would be really nice to have public water available to all of town at a reasonable rate.
- As a property owner on Shepard Street, I am frustrated by promises of establishing a water district that have yet to materialize. Basic infrastructure initiatives like this should be a priority. It spurs and lends to development and provides residents with a reliable source of water.

**Development**

- Keep major retail development along NYS Route 3 and County Route 202.
- We need commercial business. People have to work!!! Where it's placed should be applied as to the benefit or negative effect on town.
- NO WINDMILLS
- Don't mind further expanse along Arsenal/Coffeen streets, but feel around Washington Street enough has been done.
- The town has some areas of natural resources that remain undeveloped. It would be wise to zone these areas for natural resource development rather than for residential development therefore preventing future conflict.
- Would love to have a Wegman's grocery store. (2 comments like this)
- If a new building is built, there should be no tax breaks, i.e. motels, malls, etc.
- Would like to encourage the development of a conference center/arena/large enough for events/concerts. Jefferson County is in need of a conference center/arena/dome or something. It can be used for concerts and indoor games. People drive to Toronto, Ottawa, Buffalo, Syracuse and Albany to see concerts and such. People will drive to Watertown. Our population is growing and this could be a huge source of income.
- Build a 10,000 seat venue for concerts and Broadway style shows and conventions.
- It is problematic to move into an area of single family homes when those homes are then converted to apartment building. It changes the character of the residential area, especially when sewer and water are already issues. This should not be allowed.
- The planning board has done an excellent job at bringing businesses to concentrated areas and utilizing this income for residential tax breaks. Love the farms, hate the liquid manure smell!
- We encourage development on major arteries (Arsenal, Washington, Outer State, Outer Gotham) but want to keep secondary more residential. We think there has been a good balance in the town so far. Another industrial park would be good.
- South Washington Street/Rte 11 area needs a grocery store and a department type store. Enough car dealerships.
- Not in favor of small building lots in the Town of Watertown.
- Promote the Watertown area for new businesses from other areas and startups. Promote tourism.
- Growth is good. Keep businesses in business areas. This keeps our children and homes SAFE! Keep trailers and income housing to a minimum so as not to drive down our home values. We live in a prime area! Great place to live.

**Recreation**

- More effort to invest in recreational areas, small sign, walking access along Black River. More biking trails.
- Would love to see some ATV trails developed to be able to access other areas open to ATV's, for example, a corridor trail of some type.
- More playgrounds or recreational facilities for children and families that aren't costly to use.

### Transfer Station

- With the various hours people work these days, the dump should have more accessible days and hours of operation.
- There needs to be a modification of the hours for the landfill. Nine to five, four times a week is inappropriate, especially since only one day is on the weekend. No hours on Sunday is absurd! We suggest either bring back Sunday OR offer two evening per week till 8 p.m. for those that work six days a week until 5 p.m. Thanks!

### Taxes

- Taxes are paid to Town of Watertown and school district South Jefferson, not to Town of Watertown.
- We are seasonal residents and pay A LOT for school taxes. Our kids went to school in Florida...never had a child in school here. Should be a break for families with no school children.
- I would like to see lower taxes. With all the businesses being built our taxes should be a lot lower.
- Living in the Town of Watertown for the last 6 years has been a pleasure. Great tax relief plus close to the City of Watertown.

### Other

- I don't understand why the town council caters to the TW Ambulance Service. Guilfoyle Ambulance Service submitted a bid of \$30,000 per year. I am NOT happy with TW Ambulance Service.
- Ambulance service is getting too expensive. Voting location could be located on west side. Government seems to be less responsive to resident concerns than to larger projects.
- We do a lousy job of enforcing town codes regarding junk, debris and unsightly material on properties.
- **STOP** regulating landowners' personal property! Not so many regulations. Building Code books should be free. More housing for college students. Lower rent for people. More jobs, jobs, jobs. More bus services for everyone. Less waste to tax payer's money. Also stop plowing friends of road superintendent's driveways for free. Stop giving away sand to individual businesses and plowing their drive ways.
- Your board does a great JOB.
- The planning board has done a very good job up to this point.
- Excellent town supervisor! Glad we have a strong leader in Mr. Bartlett.
- Excellent town supervisor and board! Keep taxes down!!
- As to public services in question 11 above, we have not used them much. I suppose change is inevitable but should be carefully considered.
- This comprehensive survey pretty much covers the issues I am concerned about addressing.
- The Town of Watertown is a pleasantly balanced community. You can go from a quiet rural setting to the middle of city life in a matter of minutes. You can enjoy the country, yet can take advantage of all the city has to offer. Being transplanted from Long Island it is a refreshing environment where if you do happen to miss it, you need only drive down Arsenal Street on a Friday evening to know why you moved to this area in the first place.
- We moved into the town about 14 years ago because we like the rural atmosphere for families, yet the close proximity to the city. Would like it to stay that way.
- I think as a landscape business owner (A Cut Above) that Watertown could look 100% better with professional help or all current DPW maintained landscape. I would do like Hilton Head and sub out sections to different companies. Would be cheaper for the town and great advertisement for the local landscapers.
- Need street lamps on Route 11 and in Deer Run/Partridge Road...visibility is horrible in winter!
- I live just outside City of Watertown on Coffeen Street and don't have any complaint.
- Need more entertainment for children to keep them off the street.
- I have no comments, but I like to live due to peace of mind.
- Arsenal Street Road should have sidewalks on both sides of road to the school. We feel there should be "light" at the school and at Floral Drive.
- I would very much like to see pipes installed for drainage as promised by the town board and highway superintendent, along the side of Woodside Drive and between Woodside and Hillside Drives along Sunset Ridge to accommodate the water flow and make lawn maintenance a little easier.
- Speed control on Ives Street Road/slow down. Dog control license and rabies shots. Keep single family homes. Nice place to live.
- Would just like to see the town and our surrounding areas to maintain its integrity and scenic views. Remain the "country side" of Watertown and not fall into a big development of homes and businesses.

Growth Management Tools

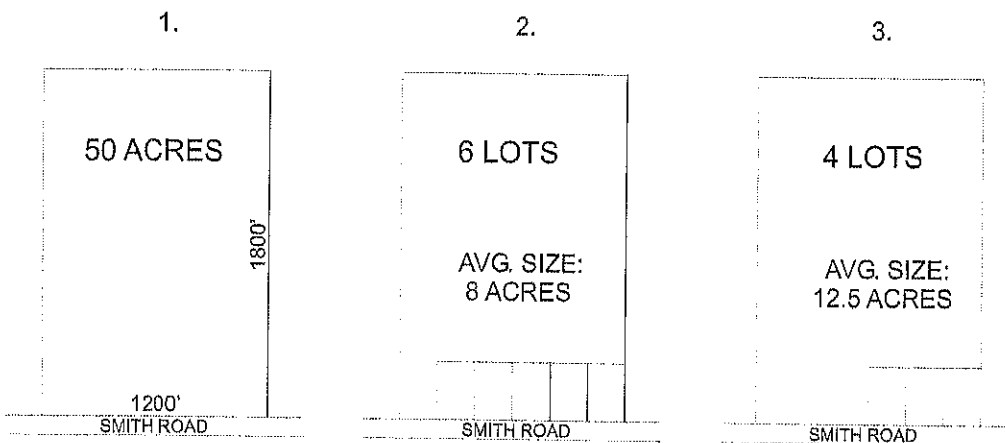
**A. Clustering**

The general concept behind clustering is that density is separated from lot size. In this way, the same number of homes are allowed but there is more flexibility in where the homes are located. Currently, the Town regulates density by having a minimum lot size for each zoning district. The minimum lot size in a particular zoning district, for example, might be 1 acre. Under this regulation, each home must be placed in the middle of a one acre “box”. Another way to express this density is that a person can build 1 dwelling unit (du) per acre – so on 10 acres a person can build 10 homes. However, by expressing the density in this way, the person is no longer confined to dividing the land into one-acre lots. Smaller lots, as the capacity of the land can support, could be clustered on a portion of the site while the remainder remains open. In this way, the entire site is not divided into building lots and the homes can be sited in the most suitable locations.

There are many options for the remaining open lands derived from clustering. In all cases the open land should be restricted from any further development in some way. One method is through a conservation easement, held by the Town, a land trust, or both. There are several options in terms of ownership of the open land under easement. For example, if the original parcel was owned by a farmer, the farmer could retain ownership of the remaining lands. In this case the farmer would continue to farm the land and would retain all the rights of ownership (including the right to transfer title) except the property’s development rights, which would already have been used. Or the large remaining open parcel could be sold for a large “estate” farm (as one of the housing units allowed based on the original lot count). In both cases, the open space would be managed by a private land owner.

Clustering can be included in the Town’s land use regulations as an option or as a requirement. As an option, it is often ignored by developers who are unfamiliar with the concept and therefore are reluctant to try it. This is true even though they can often save money due to shorter road and infrastructure lengths. As a mandate, the Town could simply regulate density in terms of dwelling units per acre, as described above, and require some minimum percentage of open space for any subdivision. The minimum percentage of open space should be significant – at least 50% to make a real impact in terms of protecting resources and rural character. It is important to reiterate that the overall allowed density with clustering would not exceed what is possible with a conventional subdivision.

*One technique to maintain lower density (a form of cluster subdivision) is a minimum lot frontage to lot depth ratio of 1:3. For example when a lot that is 1200’ by 1800’ (#1 below) is subdivided, typically 6 new lots can be created, leaving a “flag lot” with 200’ of frontage (assuming there is a 200’ minimum frontage requirement) (#2 below). With a 1:3 minimum frontage to depth ratio requirement, one of the newly created lots would be required to have a road frontage of at least 600’ (1800 divided by 3). The remainder of the lots would be allowed to have smaller frontages of 200’. The original lot would yield 4 new lots rather than 6 (#3 below).*



## **B. Conservation Development**

The conservation development is a resource-based process for subdivision design. The Town should consider the design of conservation developments instead of conventional subdivisions. The conservation design approach is quite simple and involves collaboration between the Planning Board and the applicant at the earliest state of design – the concept or sketch plan phase. To determine the yield, or possible lot count for a site, subtract the lands which contain severe constraints to development (defined in the subdivision regulations – wetlands, floodplains, very steep slopes, etc.). The maximum number of housing units would be based on the number of acres remaining and the maximum allowable density in the zoning district (for example, 1 du/acre).

Once the number of housing units is established, the design process can begin. Start by identifying the resources present on the site (agriculture land, historic or scenic views, significant tree stands, etc.). Illustrated residential design guidelines, described below, could assist in this process. Once the analysis of resources is done, it is possible to identify lands where development is most appropriate. Locate the homes in these development areas, design road alignments to connect these homes, and then draw the lot lines. Because the area and bulk regulations used for conventional subdivisions are not applicable, the process is creative and not driven strictly by regulations. Randall G. Arendt, in his book *Conservation Design for Subdivisions: A Practical Guide to Creating Open Space Networks* (1996), provides excellent guidance in the use of this approach to subdivision design.

The important aspect of the conservation development is that it is an opportunity for a Planning Board to become involved very early on in the site development process. Under standard subdivision and site plan review procedures, a Planning Board or Zoning Board is in a reactionary mode and must wait for a concept plan to be presented. Under a conservation development procedure, the Planning Board is involved in the process of identifying developable and undevelopable land before sketches and concept plans are laid out. The process works well for standard subdivisions as well as cluster developments.

## **C. Conservation Easements**

One way for the Town to protect scenic resources, open farmlands, and other resources of value to the community would be to encourage the use of conservation easements to protect open land. A conservation easement is a voluntary legal agreement between the landowner and the Town, or a third party such as a land trust, to protect land from development by permanently restricting the use and development of the property, thereby preserving its natural or manmade features. The legally binding agreement is filed in the Office of the Jefferson County Clerk in the same manner as a deed. The landowner retains ownership of the land, and all of the rights of ownership except the ability to develop the land. The specific restrictions are detailed in the easement agreement.

A landowner can choose to donate a conservation easement on all or part of his/her land. There are often income and estate tax benefits for the landowner associated with the donation of a conservation easement. As part of land development proposals, conservation easements can also be used to permanently protect open space set aside as part of a conservation (clustered) subdivision.

There are additional uses of conservation easements that can be promoted by the Town. The Town could consider taking a more pro-active approach to keeping specific parcels of land undeveloped. These are further described in the following three sections.

## **D. Purchase of Development Rights (PDR) Program**

The community can take an active role in protecting open space and farmland using conservation easements. The development value of specific parcels of land can be purchased by the Town or a land trust. Conservation easements are the legally binding document that ensures that once the development rights are purchased, the land remains undeveloped in perpetuity (although the land may or may not remain in production agriculture). If the development rights are purchased, the process is called Purchase of Development Rights (PDR). The cost of PDR depends on the specific parcel. It is calculated by determining the current appraised value of the

property and its appraised value as open or agricultural land without development potential. The difference between these two numbers is the value of the development rights.

Generally speaking, PDR programs are regarded as being fair to landowners because the landowners are compensated directly for their contribution to something the public desires. In other words the community must “put its money where its mouth is.” The land remains on the tax rolls and is taxed at an assessed value that reflects its restricted use. These programs are also popular with residents because they achieve permanent land protection.

In order to implement a PDR program, the Town would need to make a commitment to funding this activity. Initially, this may seem to be a very large expense – and it is. However, through careful analysis, some communities have found that their investment will actually cost less in the long term than it would cost to provide services for new residences that might instead be built on that land. Communities have paid for these programs in various ways including bonding for the money to spread the cost over a period of years. There are also sources of state and federal grant funding available to assist communities in permanently protecting farmland and open space in this manner.

A Purchase of Development Rights program requires up-front planning to implement. Communities with well-defined programs have a higher likelihood of receiving grants due to their competitive nature. The return on this investment in planning can be substantial in terms of both the community’s fiscal situation and community character.

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APPENDIX E

**Roles and Responsibilities of Various Boards**

<b>Board</b>	<b>Proposed Responsibilities</b>
Town Board	<ul style="list-style-type: none"><li>➤ amendments/rezonings</li><li>➤ comp plan adoption</li></ul>
Planning Board	<ul style="list-style-type: none"><li>➤ special permits</li><li>➤ site plan review</li><li>➤ comp plan update recommendations</li><li>➤ subdivisions</li><li>➤ sign approvals</li></ul>
Zoning Board of Appeals	<ul style="list-style-type: none"><li>➤ interpretations/variances</li></ul>

DRAFT – FOR DISCUSSION PURPOSES ONLY (01/07/20)

APPENDIX F

**New York State Department of Transportation: Local Roads Listing**

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