

**Joint Town/Village of Clayton  
Comprehensive Plan  
2016**



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## Executive Summary

### Comprehensive Plan

The “Joint Town/Village of Clayton Comprehensive Plan” represents a shared community vision of what is desired regarding the future development of the Town and Village of Clayton. The Plan serves as a road map with respect to future sustainable development, integrating economic, environmental, cultural, recreational, and physical attributes that will preserve the opportunities for succeeding generations. All policies and strategies noted herein are based on the premise that it is imperative we preserve the “small town character” of this picturesque river community.

The Comprehensive Plan is not a law or a recipe of regulations. It is a guiding document that must be referenced when deliberating future planning and zoning decisions. Zoning adoption and amendments are required to be made in accordance with the Comprehensive Plan.

It is important to note that the creation of the Comprehensive Plan was a collaborative effort on the part of Town and Village representatives. Public participation was integral to the process for writing this document. It represents the culmination of this shared experience.

### Clayton Vision Statement

Clayton is a vibrant small town waterfront community. The residents of Clayton enjoy a quality of life and a very friendly community that welcomes all new residents and visitors to their safe, caring and diverse village and town.

The Village of Clayton retains its charming small town atmosphere, relishing its strong ties to the St. Lawrence River, upon which it relies for its tourist trade. Tourism has been important to the Village and Town for well over a hundred years as visitors arrive to partake of its opportunities for boating and fishing, its many museums, its quality restaurants, its burgeoning craft beverage industry, or just to enjoy its outstanding scenery and sunsets.

Clayton values its history and the architectural relevance of its downtown business section. Retail buildings are well maintained and attractive to residents and visitors alike. The downtown area is very pedestrian friendly, particularly its new Riverwalk, and sidewalks are well maintained and accessible to all.

The Town of Clayton recognizes the importance of its agricultural heritage and farming’s contributions to open space preservation. It also recognizes the importance of wetlands, forests and shorelines in protecting the natural ecosystems we value so much.

Clayton’s community churches are a part of the fabric of everyday life and we are proud of the strong association with the Thousand Islands Central School District and the quality education it provides for our students.

The Clayton Community strives to ensure that local residents and visitors alike benefit from future growth and development. Future development in the Town and Village will only occur in designated areas and will be compatible with nearby land uses and consistent with existing architectural styles.

## Historic and Cultural Resources

Clayton’s historic heritage is a precursor to the current character of our thriving community. The historical “footprint” has provided the framework for Clayton’s current attractiveness and economic viability. This chapter outlines several strategies for preserving historical resources, properties, and structures. It is important that future zoning amendments mitigate potential impact that would be detrimental to the historic character of the Town and Village of Clayton.

The cultural history of the Town/ Village of Clayton and the Hamlet of Depauville has resulted in many celebrated resources enjoyed by residents and visitors alike. Many of these local attractions are important to the economic sustainability of the Clayton community.

## Demographic Trends

Demographic trends are often indicators for future development. Such components as resident population, age group fluctuation, and family households are examined relative to the Town and Village of Clayton. The study of demography will assist future planners in addressing such areas as transportation, housing, recreation, and health care needs for Clayton residents. Demographic data are important indicators of future societal needs.

### Historic/Cultural Resource Goal:

1. *Preserve and promote Clayton’s historic heritage as an integral part of the Town and Village culture, character, attractiveness and economic future.*

### Historic/Cultural Resource Objectives:

1. Support and assist in the preservation of historic resources, properties and structures within the Town and Village.
2. Preserve important historic/cultural resources and improve the basis for initiatives and informed decision-making relative to the preservation of historic buildings, structures, objects and sites.

### Historic/Cultural Resource Strategies:

1. To the extent possible, encourage the re-use of historic buildings.
2. Consider the character of historic buildings to mitigate potential impacts that may occur as part of the SEQR review process.
3. Consider zoning amendments to emulate historic building types and community character protection where applicable.
4. Consider the need for an historic overlay zone to include properties within the historic district in the Village.
5. Support efforts of the community to identify homes, structures, and sites for listing on the State and Federal Register.
6. Consider requiring underground utility placement within the historic district.

## Housing

Housing ages, types, and locations affect every community's social, economic, and physical character. Therefore, it is important that Clayton not only protect established neighborhoods but also prepare for future housing needs. Accessibility and walkability are often enhanced by compatible mixed land uses in specific districts to reduce automobile dependence. A variety of housing types should meet the needs of year-round, seasonal, workforce, and elderly residents. This chapter examines total housing units, year round occupancy status, residency patterns, and residential land use in the Town and Village.

### **Economic Development Goals:**

1. Foster economic development that capitalizes on rural and urban character.
2. Use a balanced approach to increase jobs and employment opportunities while fostering residential development to maintain a vibrant local economy while preserving neighborhoods.
3. Foster economic development to help retain the area's young adults by expanding employment opportunities.

### **Economic Development Objectives:**

1. Build on community character to expand economic development opportunities.
2. Expand the tourism based economy in a sustainable way that balances growth and preserves the natural environment and quality of life for residents and visitors.
3. Support economic development that will expand the tourism season to shoulder seasons as well as year round opportunities for residents and visitors.
4. Consider marketing the Village, Hamlet, and Town as a residential destination to expand development opportunities.

□

### **Housing Goals:**

1. *Maintain safe housing for residents.*
2. *Continue to broaden housing opportunity, types, and choices for future residents.*

### **Housing Objectives:**

1. Protect the character of a variety of residential neighborhoods to maintain quality of life, aesthetics, and property value.
2. Provide a range of housing types to meet the needs of year round, seasonal, workforce, retiree, and elderly to allow residents and families to flourish in their desired community over the course of a lifetime as their housing needs may change.
3. Maintain mixed land uses or add density to increase walkability while protecting quality of life within neighborhoods.

### **Housing Strategies:**

1. Consider increased density near waterfront amenities and/or where services are available.
2. Promote accessible, workforce, and elderly housing accommodations.
3. Develop live-near-your-work options for permanent and seasonal workers.
4. Consider accessory dwelling units.
5. Weigh compatible mixed uses in appropriate areas.
6. Update zoning laws to encourage the preservation and enhancement of existing character.

## **Economic Trends and Development**

Economic development encompasses every aspect of the Comprehensive Plan. An in-depth analysis of business patterns based on Census Bureau criteria is presented for the Clayton Zip Code Area. The number of businesses in the 13624 zip code increased by 23% from 2003 to 2013. Included in this analysis are business types, business payroll, employee patterns, and household income. Resident employment by industry is graphically depicted for both the Town and Village of Clayton. Part of this breakout of data includes employee commuting trends.

An important segment of this chapter includes an analysis of Town and Village of Clayton assessed values as defined by each land use category. The majority of the assessed value both in the Town and Village is in the Residential Category. The chapter closes with some information about educational attainment, a tourism-based economy and local economic priorities.

### **Natural Resources**

Natural resources and landforms have a direct impact on how a community is developed. Therefore, it is important for Clayton to preserve open space, farmland, natural features, and critical environmental areas that provide for scenic quality, rural character, and recreational opportunities. This can be accomplished by designating scenic area protection zones, encouraging green infrastructure, and promoting the upgrading and reuse of existing properties. This chapter provides a review of our physical characteristics inclusive of the St. Lawrence River and the Chaumont River Corridor. Additionally, river area species and plants, scenic resources, and migratory patterns are examined in detail.

#### **Natural Resources Goals:**

- 1. Preserve and enhance open space, farmland, natural beauty, and critical environmental areas that provide scenic quality, help define rural character, waterfront community character, and recreational opportunities.*
- 2. Encourage green infrastructure to preserve water quality, air quality, and increase community resiliency to storm events.*

#### **Natural Resource Objectives:**

1. Designate scenic protection zones in appropriate areas.
2. Define character areas to enable priorities to be addressed by implementation steps.
3. Encourage green infrastructure at the site and neighborhood level.
4. Promote infill development by preserving, upgrading and reusing existing properties.
5. Protect important wildlife habitat, as well as threatened, endangered, and species of concern.

#### **Natural Resource Strategies:**

- 1. Designate priority farmland and critical environmental areas.**
- 2. Consider green infrastructure needs within areas sensitive to flooding.**
- 3. Examine open space and farmland protection needs in appropriate areas.**

## Transportation

Communities such as Clayton face a number of challenges providing accessibility, the transportation connection between the community and its needs and livability. Improving public health is directly linked to encouraging active transportation with safe and attractive pedestrian and bicycle facilities. At the same time, we need to maintain our major highways as links to outside markets and to sustain our economic viability. Transportation and land use must be coordinated to ensure a rational use of land and a viable transportation network that continues to serve the community and region.

Walkability is an important aspect of any transportation program. Maintaining and creating a vibrant walkable and accessible Village that links parks, public spaces, and local attractions enhances the Village experience. The Riverwalk is an excellent example of improving walkability whereby residents and visitors can enjoy scenic views of the St. Lawrence River. The Town, outside the Village, is studying ways to connect Village walkways to trails providing additional recreational opportunities.

Establishing a workable parking plan that provides economic, social, and environmental benefits is important to the continuing growth of both our local and tourist-based economy. Such areas as street configuration, alternate modes of transport, and a plan for peak demand are necessary elements of a proposed parking plan.

### Transportation Goals:

1. Examine emergency vehicle access feasibility along roads including seasonal roads, recommending solutions to maintain adequate access to such areas to ensure public safety.
2. Establish zoning laws or guidelines that encourage or cause the main vehicular entry points to reflect the Town's rural character and the Village's more urban character.

### Transportation Strategies/Actions:

1. Maintain Arterial highway traffic flow by promoting interconnected projects between parking areas, promote shared access, limit the number of access points along traffic arteries, and follow NYS DOT standards for driveway accesses. These steps should limit adding an excessive number of conflict points, cut-down on congestion, and maintain traffic safety.

### Walkability Goals:

1. *Maintain and create a vibrant, walkable and accessible village/hamlet that is a community and visitor focal point.*
2. *Provide/foster pedestrian connections among commercial, residential, and institutional areas to allow enhanced access and alleviate vehicular street/highway traffic congestion.*

### Walkability Objectives:

1. Improve the physical condition of the pedestrian walkways.
2. Increase pedestrian access and connectivity within parking areas and between projects.
3. Strive to develop walkways linking parks, public spaces, and location attractions.
4. Provide connections among commercial projects.
5. Assure walkways and building entrances are accessible to all types of users.
6. Develop a Town-wide pedestrian/bicycle trail plan.

**Public Parking Goal:**

1. *Establish a workable parking management plan that provides the Village/Hamlet with economic, social, and environmental benefits.*

**Public Parking Objectives:**

1. **Encourage the use of alternative modes of transport**
2. **Plan parking facilities to serve multiple users.**
3. **Plan for peak demand**
4. **Analyze street layout and configuration**

**Community Facilities**

Planning for needs related to community facilities is an important aspect of the Comprehensive Plan. Maintaining facilities to meet the demands of residents and visitors, serves to enhance the quality of life. This chapter provides an overview of the existing public facilities, public recreation areas, and services available in the Town and Village of Clayton. Also presented are several challenges noted in such areas as public access to the river, expanding year round recreational activities, and continued expansion of trails connecting the Village to the Town outside the Village.

**Public Input**

It is important to have a current plan in place to determine whether recently proposed projects are consistent with the updated vision held by the residents of the Clayton community. The genesis for formulating a revised Comprehensive Plan is public input. To that end, the committee conducted an on-line survey resulting in both qualitative and quantitative responses to a host of well-screened pertinent questions. A point by point analysis appears in this chapter. Additionally noted in this chapter are the comments gleaned from a public meeting. The goal was to gather as much public input from a variety of participants that would provide guidance for the content of this document.

**Community Facilities Goals:**

1. Pursue funding sources for public utilities and parks projects consistent with community priorities.
2. Pursue funding sources to allow overhead utilities to be put underground in key areas.

**Recreational Goals:**

1. Continue to educate the public about year round recreation opportunities in the Town and Village, including winter activities and resources.
2. Explore and promote the many ecotourism based recreation opportunities in the Town and Village to increase awareness for enhancing tourism levels and to expand recreational benefits to residents.

**Recreational Objectives:**

1. Consider facility options and explore needed recreational facilities to expand year round activities.
2. Expand and maintain public access to the St. Lawrence River waterfront.

**Recreational Strategies/Actions:**

1. Enhance and maintain boat access facilities and dockage as use levels may warrant.
2. Continue the expansion of trails to include the Riverwalk as they are valuable community assets that enhance quality of life for residents and visitors.
3. Consider the expansion of pedestrian and bikeway recreation trails that will tie into existing pedestrian systems.
4. Continue the development of the Riverwalk and explore means of connecting the pathway to pedestrian/bicycle routes into the countryside. (Particularly, the Thousand Island Land Trust is seeking funds to convert a portion of the Sissy Danforth Rivergate Trail into a pedestrian walkway/bikeway which would connect to the Riverwalk system. The project would still allow snowmobile use in the winter months.)

## Renewable/Alternative Energy

Renewable energy sources such as solar, geothermal and particularly wind have become prominent areas of interest. Such energy systems can have regional, community, and neighborhood impacts. Therefore, local governments need to review their land use planning tools to regulate proposed renewable energy projects in a manner that reflects community values and planning. The need for regulation is critical, in that such areas as noise, visual impact, health, safety, agriculture, tourism, property values, economics and a host of environmental issues must be addressed when locating such renewable/alternative facilities. This chapter as well as the Land Use Considerations Chapter examines the areas noted above, indicating the community's priorities.

### **Land Use/Character Objective related to renewable energy:**

7. Develop appropriate standards to ensure future commercial and non-residential development is in keeping with applicable rural or urban character.

### **Land Use/Character Strategy related to renewable energy:**

4. Recognize the multitude of factors when considering renewable energy facility placement, concluding that for some types such as large scale solar and commercial wind energy conversion systems there may be very few areas in the Town that are suitable or compatible.

### **Housing Goal related to renewable energy:**

2. *Maintain safe housing for residents.*

### **Housing Objective related to renewable energy:**

3. Protect the character of a variety of residential neighborhoods to maintain quality of life, aesthetics, and property value.

### **Housing Strategy related to renewable energy:**

6. Update zoning laws to encourage the preservation and enhancement of existing character.

### **Natural Resource Goal related to renewable energy:**

1. *Preserve and enhance open space, farmland, natural beauty, and critical environmental areas that provide scenic quality, help define rural character, waterfront community character, and recreational opportunities.*

### **Natural Resource Objective related to renewable energy:**

5. Protect important wildlife habitat, as well as threatened, endangered, and species of concern.

### **Natural Resource Strategy related to renewable energy**

1. Designate priority farmland and critical environmental areas.

### **Land Use Goals related to renewable energy:**

4. *Consider compatible renewable energy systems in appropriate locations identified by the community.*
6. *Preserve the scenic character of community gateways and corridors along NYS Route 12E, and NYS Route 12 throughout the Town of Clayton.*

### **Land Use/Character Objectives related to renewable energy:**

3. Encourage the preservation of natural features and open space.
4. Discourage the placement of land uses that are incompatible with the surrounding development, natural features, and/or archeological resources.
5. Preserve the quality and natural state of environmentally sensitive areas, including surface waters, groundwater, wetlands, forested land, and wildlife habitat and migration corridor and stopover sites.
6. Protect Clayton's residents from development that would degrade environmental quality, aesthetics, natural appearance, or character of the community.

## Agriculture

Agriculture is an integral part of the Town of Clayton in that it is recognized as essential to the Town's future. A recent resurgence for the desire to consume locally sourced foods and the increased interest in wineries, distilleries, and micro-breweries have placed additional importance on agriculture in the Clayton community. It is important to recognize that Clayton's agricultural lands are the single largest form of protection of the Town's "open spaces". The guidelines in this document promote agricultural-friendly land use policies. Facilitating businesses that develop and/or sell value added farm products will enhance local agricultural viability. This chapter clearly outlines the importance of agriculture and its relationship to the local economy.

### Agricultural Objectives:

3. Promote and encourage future agricultural developments and trends to continually revitalize and expand the Town Ag Economy.
4. Promote and encourage increasing the percentage of the locally produced foods in people's diets to a level of 25%. Historically, (decades ago) people's diets were almost exclusively derived from the area. Also, dollars spent on local foods stay within the community, and is one of the best ways to have a healthier diet, support local agricultural entrepreneurs, and protect local open spaces.
5. Promote and encourage marketing of produce and products from Clayton, promoting the farmers market and other local outlets. Explore establishing a label/logo for Clayton produce and products.
6. Consider farm-friendly zoning definitions and processes consistent with ag and markets law.
7. Consider allowing solar energy facilities for on-site energy production for farm use to increase agricultural product viability.
8. Foster businesses that develop or sell value added farm products to enhance local agricultural viability.

### Agricultural Goals:

1. *Reduce the negative impacts non-farm development has on critical farm areas, especially related to farmland fragmentation, traffic, and conversion in the Town of Clayton.*
2. *Permit, protect and encourage the continued use of rural areas for agricultural activities.*
3. *Revitalize, encourage, and protect agriculture activities as they function as farm businesses.*
4. *Recognize New York State, the County, and the Town as a "right to farm" priority area.*
5. *Research and implement policies for the protection of agricultural lands from unreasonable development pressures and property tax pressures due to increasing values.*
6. *Recognize the value the community gains through these policies, an added indirect benefit from agricultural lands, as agricultural properties have one of the lowest cost ratio of town services vs. taxes paid.*
7. *Promote and encourage all current forms of agricultural activities in Clayton; our working dairy/beef farms, vineyards, grain or hops producers, large and small market farms, backyard and community gardens.*
8. *Promote and encourage sustainable agricultural practices and/or organic practices. Promote and encourage "holistic" sustainable approaches to both small and commercial agricultural operations.*

### Agricultural Objectives:

1. Recognize Clayton's agricultural lands are also the single largest form of protection of the town's "open spaces", and Town Policy should reflect this vital relationship and contribution when developing proactive agricultural friendly land use policies.
2. Promote and encourage agricultural production and small to mid-size agricultural processing businesses to locate in the Town. Promote agricultural based entities that can utilize current and future local agricultural production. These would include: wineries, microbreweries, distilleries, small cheese producers as well as other types of small-scale agricultural processors.

## Land Use/Character

The Land Use/Character Chapter describes the land use, land cover, and using the two illustrates the character throughout the Town, Village, and Hamlet. It is used to determine which areas comprise the community's rural and urban form which allows a dialogue regarding future development to be framed and be placed in the proper context.

## Land Use Development Considerations

This final chapter of the "Joint Town and Village of Clayton Comprehensive Plan" is perhaps the most critical piece in that it notes a high correlation between land use intensity and the future character of the Clayton community. Potential residential, commercial, and other types of development decisions directly affect local community characteristics that we have all come to know and appreciate. Said development should be explored in the context that is compatible with hamlet, village and town character. It is incumbent on community leaders to encourage managed growth of the Village and Town via good planning and development standards meant to be compatible with rural or urban character respectively. This chapter depicts the sum total of all previous chapter topics in that current land use and character holistically impacts appropriate future development.

## Land Use/Character Goals:

1. *Foster future land uses in a manner and arrangement that will preserve agricultural and natural features along with rural character that make Clayton an attractive and hospitable place to live, work, and visit.*
2. *Encourage sound commercial and related development that is small/medium in scale and compatible with hamlet, village, and town character.*
3. *Provide for residential development in a manner that results in both housing and neighborhoods that are safe, healthy, and attractive, while providing a wide choice and supply of dwelling units.*
4. *Consider compatible renewable energy systems in appropriate locations identified by the community.*
5. *Foster walkable areas with physical and visual access to and along the waterfront for public use.*
6. *Preserve the scenic character of community gateways and corridors along NYS Route 12E, and NYS Route 12 throughout the Town of Clayton.*

## Land Use/Character Objectives:

1. Initiate provisions to accommodate future residential, commercial, and other types of development in appropriate locations.
2. Encourage the preservation of agricultural lands and existing farming operations.
3. Encourage the preservation of natural features and open space.
4. Discourage the placement of land uses that are incompatible with the surrounding development, natural features and/or archeological resources.
5. Preserve the quality and natural state of environmentally sensitive areas, including surface waters, groundwater, wetlands, forested land, and wildlife habitat and migration corridor and stopover sites.
6. Protect Clayton's residents from development that would degrade environmental quality, aesthetics, natural appearance, or character of the community.
7. Develop appropriate standards to ensure future commercial and non-residential development is in keeping with applicable rural or urban character.
8. Direct more intensive types of future development into areas where public facilities and services can be economically provided in the future, as needed.

**Land Use/Character Strategies:**

1. Encourage beautification efforts in commercial areas through amenities such as lighting, signage, and landscaping.
2. Direct future industrial development to locate in areas suitable for light industrial growth.
3. Ensure that necessary public services and facilities are available to support future development.
4. Recognize the multitude of factors when considering renewable energy facility placement, acknowledging that for some types such as large scale solar and commercial wind energy conversion systems there are very few areas in the Town that may be suitable.
5. Encourage managed growth of the Village and Town through good planning and appropriate development standards.
6. Strengthen and direct development toward existing communities and encourage waterfront revitalization.
7. Take advantage of compact community design that enhances, preserves, and provides access to waterfront resources.

## Strategic Framework

### Plan Purpose

NYS Town and Village Law requires that all zoning amendments be in accordance with a comprehensive plan. The current Joint Town/Village of Clayton Comprehensive Plan was adopted in 2000. The Town and Village Boards established a Comprehensive Plan Committee to update the Plan.

The comprehensive plan process creates a vision for the future development of your community. The Plan is not a law or regulation but a guidebook for orderly growth. It is the reference document upon which land use regulations will be based.

A very important part of developing a comprehensive plan is the process itself. It is the community discussion that goes into developing the goals and strategies. This is an excellent opportunity for all the year round and seasonal residents and landowners to voice an opinion on how Clayton has developed and how they would like to see development occur in the future.

A successful comprehensive plan will provide the direction to manage future growth by establishing guidelines to governmental leaders, private enterprise, and individuals so that Clayton, Town and Village, land use decisions are sound, practical, and consistent.



**WHERE THE TRADITION  
CONTINUES!**

### Clayton Vision Statement

Clayton is a vibrant small town waterfront community. The residents of Clayton enjoy a quality of life and a very friendly community that welcomes all new residents and visitors to their safe, caring and diverse village and town.

The Village of Clayton retains its charming small town atmosphere, relishing its strong ties to the St. Lawrence River, upon which it relies for its tourist trade. Tourism has been important to the Village and Town for well over a hundred years as visitors arrive to partake of its opportunities for boating and fishing, its many museums, its quality restaurants, its burgeoning craft beverage industry, or just to enjoy its outstanding scenery and sunsets.

Clayton values its history and the architectural relevance of its downtown business section. Retail buildings are well maintained and attractive to residents and visitors alike. The downtown area is very pedestrian friendly, particularly its new Riverwalk, and sidewalks are well maintained and accessible to all.

The Town of Clayton recognizes the importance of its agricultural heritage and farming's contributions to open space preservation. It also recognizes the importance of wetlands, forests and shorelines in protecting the natural ecosystems we value so much.

Clayton's community churches are a part of the fabric of everyday life and we are proud of the strong association with the Thousand Islands Central School District and the quality education it provides for our students.

The Clayton Community strives to ensure that local residents and visitors alike benefit from future growth and development. Future development in the Town and Village will only occur in designated areas and will be compatible with nearby land uses and consistent with existing architectural styles.

## Plan Process

In 2014, The Town of Clayton and the Village of Clayton Boards determined that it was time to update their Joint Comprehensive Plan. The boards appointed a committee to complete the process. They began meeting in November of that year.

NYS Town and Village Law authorizes municipal boards to adopt and update comprehensive plans and sets the process to be completed before approval. NYS Law does not have specific requirements for the content of a plan. The comprehensive plan is individually made for the community, by the community.

Probably the most important part of the comprehensive plan process is the public input. This is a plan to guide future development in the Village and Town. The plan will only be as good as the support it has from the residents of Clayton.

The Committee decided that an online survey would be the best way to collect the most information from the greatest number of the residents and landowners.

Also, a brainstorming exercise was conducted, identifying the community's assets, challenges, vision, underutilized assets, and strategies.

Next, after the survey was tallied, a chapter by chapter draft inventory was initiated, the bulk of which was utilized at a public meeting to further gauge public sentiment and garner input.

The last piece in the planning process was the Committee public hearing, which involved a brief summary of the planning process, selected overview of the plan contents, and input or comments received from the public attendees.

Thereafter the Committee considered the comments to edit, adjust, or confirm segments of the plan and considered referring the Final Draft to the respective

### **NYS Town/Village Law – Comprehensive Plan Content:**

- ✓ *General statements of goals, objectives, principles, policies, and standards upon which proposals for the immediate and long range enhancement, growth and development of the town/village are based.*
- ✓ *Consideration of the regional needs and the official plans of other governmental units and agencies within the region.*
- ✓ *The existing and proposed location and intensity of land uses.*
- ✓ *Consideration of agricultural uses, historic and cultural resources, coastal and natural resources and sensitive environmental areas.*
- ✓ *Consideration of population, demographics, and socio-economic trends and future projections.*
- ✓ *The location and types of transportation facilities.*
- ✓ *Existing and proposed general location of public and private utilities and infrastructure.*
- ✓ *Existing housing resources and future housing needs, including affordable housing.*
- ✓ *The present and future general location of educational and cultural facilities, historic sites, health facilities, and facilities for emergency services.*
- ✓ *Existing and proposed recreational facilities and parkland.*
- ✓ *The present and potential future general location of commercial and industrial facilities.*
- ✓ *Specific policies and strategies for improving the local economy in coordination with other plan topics.*
- ✓ *Proposed measures, programs, devices, and instruments to implement the goals and objectives of the various topics within the comprehensive plan*
- ✓ *All or part of the plan of another public agency.*
- ✓ *Any and all other items which are consistent with the orderly growth and development of the town/village.*

Village Board of Trustees and Town Board for their consideration and eventual adoption after they conduct their own public hearings as required.

## History - Introduction

The Town of Clayton was organized from the Town of Orleans and Lyme by an act of State Legislature on April 27, 1833. At the suggestion of the Postmaster, Mr. Angel, a Whig himself, the name was chosen in honor of John M. Clayton, United States Senator from Delaware and a prominent Whig, a fitting political selection since most of the voters in the area were Whigs themselves.

The Village of Clayton was incorporated on April 17, 1872 by a vote of the citizens, as provided in an act passed by the State Legislature, April 20, 1870. The vote stood 140 for and 51 against the assumption of corporate honors.

The first known name given to the area around the present day village was Weteringhera-Guentere, an Indian term for “Fallen Fort”, referring to an ancient fort on the banks of French Creek. In the early 1820’s the area around French Creek Bay was being settled by the French. In 1823 the Post Office and the Village were called Cornelia. In 1831 they were both changed to Clayton. By 1835 the Village consisted of 93 buildings and 426 people.

The other major settlement in the Town is the Hamlet of Depauville, originally called Catfish Falls. At the head of the Chaumont River, it was formerly named after the 25-foot vertical waterfall there. The squatters that inhabited this area were often called ‘Catfish People,’ marking their settlement from the clearing of trees. Merchant Francis Depau purchased several lots in Penet Square including Catfish Falls, later renaming it Depauville after himself. Settled in 1816, the Chaumont River was utilized as a navigable waterway for transportation of timber, goods and people. Catfish Falls was also an excellent source of water power to operate a saw mill and grist mill.

Due to its favorable positioning on the St. Lawrence River and an ample supply of lumber, the first major industry in Clayton was timber. Trees were lashed together to form rafts and then sent down the River to Montreal and surrounding areas. There, the logs were cut into usable lumber. Depauville also had a

### Historic/Cultural Resource Goal:

1. *Preserve and promote Clayton’s historic heritage as an integral part of the Town and Village culture, character, attractiveness and economic future.*

### Historic/Cultural Resource Objectives:

1. Support and assist in the preservation of historic resources, properties and structures within the Town and Village.
2. Preserve important historic/cultural resources and improve the basis for initiatives and informed decision-making relative to the preservation of historic buildings, structures, objects and sites.

### Historic/Cultural Resource Strategies:

1. To the extent possible, encourage the re-use of historic buildings.
2. Consider the character of historic buildings to mitigate potential impacts that may occur as part of the SEQR review process.
3. Consider zoning amendments to emulate historic building types and community character protection where applicable.
4. Consider the need for an historic overlay zone to include properties within the historic district in the Village.
5. Support efforts of the community to identify homes, structures, and sites for listing on the State and Federal Register.
6. Consider requiring underground utility placement within the historic district.

substantial lumber industry. The local economy was dominated by this industry until the railroad made its way to the North Country in the 1870’s.

Clayton’s dominant location and supply of timber became a natural fit for boat/ship building and repairs until the 1880’s when the ship building industry moved to the metro areas of Chicago, Detroit and other Great Lakes cities. Small boat building still carried on, notably the St. Lawrence River skiff and other small crafts used in the 1000

Islands. The small boat manufacturing, repair and rebuild businesses are still evident today as witnessed at the Antique Boat Museum and other wooden boat restorers. The classic St. Lawrence River skiff was built here up until WWI. The skiff manufacturing site later became the George Hawn Knitting Mill producing sweatshirts and bathing suits. The business became known as the Johnstown Knitting Mill and relocated to Graves Street. The last manufacturing use of the Graves Street building was the manufacturing of tents. The building has since been bought by a local engineering firm. There has been a resurgence of the boat trade and repair in the last fifty years to accommodate an increase in recreational boating.

Schooners manufactured locally, sailed the St. Lawrence and the Great Lakes. They also were periodically overhauled, repaired, and sometimes enlarged to carry more goods to and from various ports. Tradesmen with many skills were drawn to the area to build and maintain all boats on the River.

In 1873, the railroad was brought to Clayton and with it came people seeking time away from the city life. As a result, hotels, restaurants, boat liveries, fishing guides and tourist related services began to flourish and a new industry was born, tourism. Grindstone, Picton, Bluff, Murray and other smaller islands began to become settled by local residents and tourists. Luxury hotels were built to accommodate this influx of vacationers: The Windsor, The Walton, The Riverview, The Hubbard House, The Frontenac on Round Island, The Clayton Hotel and the Herald House. The Clayton Hotel is now O'Briens and the Herald House is the TI Inn. All of the other old hotels have either burned or were torn down. The influx of people during this period brought money and increased the local seasonal economy. The small boat trade and repair business quickly became lucrative for many entrepreneurs.

This period of growth lasted until the advent of the car as a family vehicle. Dependable roads and inexpensive auto ownership allowed more tourists to explore as it became easier to travel wherever you wanted vs. where the train would take you.

By 1920 automobile prevalence caused Carl Frink to invent and manufacture Frink Sno Plows in Clayton. This industry continued to be a major employer for 80 years (with 200 workers at its height) until its closing in 2000.

Staebler & Baker Printing Co. came to Clayton from Canada in the 1940's to print graph paper for distribution in the USA. This company employed a large workforce for many years and was later called Graphic Controls until it closed in 1994.

The Skinner Spoon Co manufactured world class fishing lures in Clayton from 1880 until 1962 when the business closed and its patents were sold. These lures were award winning and very popular in fishing circles.

The Town has a history of mining that includes granite quarries on Picton and Grindstone Islands that were active in the late 1800's. High quality granite from Grindstone and Picton Islands was widely used for paving blocks and prominent buildings such as the New York State Capitol Building. There are a number of active sand and gravel operations located on County Route 4, Crystal Springs Road.

Agriculture was also a very important industry in the Town producing hay for urban stables and milk for cheese. The number of active farms has been steadily decreasing, a trend that is occurring nationwide.

Not unlike other communities, Clayton has undergone many social and economic changes. Today, Clayton remains a reflection of its past. Small shops, restaurants, marinas, museums and cultural destinations, as well as a host of recreational opportunities are available to local residents and visitors.

## Cultural History

Upon researching the cultural history of the Town, it is apparent that its residents were determined to be a community of distinction.

Civic Club - In 1880, a group of ladies decided that Clayton needed more cultural opportunities, including a library. This ladies group formed the Civic Club with about 15 to 20 members. Twenty four years later in 1904, there was a representative from New York State Dept. of Libraries staying at the Hubbard House. Several of these ladies requested a meeting with said official, and as a result, managed to raise \$200.00 matched by New York State. The first library was organized in the Village, under the Provisional Charter dated June 27, 1904.

Opera House - It has served as an important hub for cultural and community events for over a century and is a fine example of the vaudeville theaters which sprang up throughout the United States in the early 1900s. The initial Opera House in Clayton was in the main part of the first St. Mary's Catholic Church built in 1842. St. Mary's was in the process of building a new church, so Father Brice sold the old wooden frame church to Will Delaney in 1892. Mr. Delaney moved the old frame to Mary St. (across from what is now the Antique Boat Museum.) Many social gatherings took place in this building up through 1896. Some of the productions that took place in this building were "Lily Bell" and "The Culprit Fay and Tony the Convict," both in 1894.

Records indicate that around 1890, the residents felt there was a need for an amusement hall and a place to conduct town business. After much discussion, pros and cons, the decision was made to go forward with plans for a building that would be used as a Town Hall, Community Center and Opera House. The site for the new building was the abandoned Johnson Shipbuilding Co. on the corner of Merrick St. and Water St. (now Riverside Dr.) The cornerstone was laid in August 1903 and the building completed in 1904.

Now a National Registered Historic Place, the Opera House is a stately four-story brick structure overlooking the St. Lawrence River.

This description of the Opera House was found in the newsletter "On The St. Lawrence," dated July 29, 1904. "A capacity of 1200. Fine acoustic properties.

An ideal assembly hall for conventions. The Opera House can add an aura of respectability to theater and vaudeville productions."

The Opera House was in constant use and residents were delighted to have this venue in their community. The search for entertainment began almost immediately and in January 1904, a Quartet and an Elocutionist performed. The first big dance held in the new Opera House was a Fireman's Ball on February 20<sup>th</sup>, 1904, with music provided by Whittier & Lapatra's Orchestra.

In 1905, Mae Irwin and her troupe presented a play "Mrs. Black is Back". Miss Irwin was one of the favorite performers in the Opera House for many years. Miss Irwin eventually bought property in the Thousand Islands.

During the 1980's, there were several theater groups that performed during the summer season. In 1991, the formation of a Summer Theater Committee managed and promoted the Opera House activities. In 1994 the Performing Arts Fund initiated a master plan to renovate the Town Hall/Opera House. The Performing Arts Center, re-opened with an inaugural concert on July 29, 2002. In 2003, the Thousand Islands Performing Arts Fund (TIPAF) and the Town of Clayton contractually agreed upon the renovation and revival of the Opera House. TIPAF raised \$3,275,000 for the 2007 renovation of the facility and now manages its ongoing operations.

The Opera House continues to be an important part of the community and showcases the Community Band, which proudly performs several shows here throughout the year. All band members and the conductor are volunteers and are dedicated to sharing their love of music with the community.

The Town of Clayton (its offices on the lower level) owns the building, has dedicated it in perpetuity as a performance and community center, and is responsible for the maintenance, repair and utilities costs of the facility.

The revived and renovated Clayton Opera House is the year-round performance center for the region

and is used for a wide range of cultural, educational, social and community events.

Clayton Library - Talk about perfect timing! The 1904 Opera House/Town Hall, began housing the library. By 1926, the Library, housed in the Town Hall since 1904, made the decision to incorporate and proceeded to apply for a “Certification of Incorporation” from New York State which they received on November 19<sup>th</sup>, 1926. This was done so the Civic Club could own property. The Library was then moved from the Town Hall to the Civic Club (now the Eagle Shop) and continued to house the Library at that location until 1947. Property became available on John Street and the Civic Club purchased the property and operated out of a Quonset Hut until 1951.

A donation of \$45,000 was made by Mr. and Mrs. George Hawn in 1952, to begin the construction of a building to house the library’s collection. There have been several additions to the building through the years, thanks to the generosity of major donors, village residents and the Village. Library services have been upgraded to include wireless internet service as well as children and adult programs. Through the efforts of those fine ladies of the Civic Club long ago, their vision became a reality!

Thousand Island Museum - In 1963, members of the community worked to preserve the heritage of the St. Lawrence River and formed the Thousand Island Museum and made its home in the Town Hall (Opera House). The Museum received its Charter in 1964 from the New York State Board of Regents.

Visitors to The Thousand Islands Museum were invited to “Relive River Life” with a look at a one room school, NYC railroad, Clayton Volunteer Fire Department, Native American room, Muskie and Decoy room, Village Square and history of Clayton pictorial wall.

In 2001 the Museum moved to 312 James Street to accommodate the renovations being made at the Opera House.

There is a modern gallery of permanent and rotating exhibits on the first floor along with a research library. The second floor houses older decoys, a room dedicated to Sam Denny (French Creek’s multi-talented fishing guide, carver of famed duck decoys, painter, and musician), a display by the local diving club and the Muskie Hall of Fame. The library, includes documents, clippings, scrapbooks, photos, maps, books and printed local histories along with a display honoring local servicemen and women. It is a valuable resource for students, professionals, historians and scholars.

The Museum sponsors many community events such as: the Festival of Trees and Craft Show; annual Shore Dinner; Hashing Over History; Historic Boat Tours; and Saturday programs with topics from vintage quilts to decoy carvers and wildlife painters.

Last, but not least, is the fact the Museum is proud to own the registered trademark of the beautiful St. Lawrence Tartan. Designed by Mrs. Helene Cobb, of Clayton, woven in Scotland, the greens are for the cedars along the shore, the blues are for the St. Lawrence River, and the reds represent the sunset over the islands. The Tartan won a gold medal at the San Francisco Exposition in 1962. The St. Lawrence Tartan fabric is available at the Museum.

Thousand Islands Arts Center - In 1965 another one of Clayton’s treasures was initially housed in the Town Hall. The Board of Directors of the Thousand Islands Museum decided that a Craft School would add a new dimension to the ever widening scope of activities.

Volunteers converted the balcony of the Opera House into classrooms, then set about finding teachers proficient in basic crafts, i.e. pottery, weaving, painting, early American decorating and enameling. By spring of 1966, an impressive roster of instructors had been engaged. The Craft school expanded to the basement of the Town Hall and the Train Depot on Riverside Dr. was rented for art classes.

The programming expanded and the Craft School purchased property on John St. in 1970. The school

continued to expand and grow in opportunities offered to students and was renamed The Thousand Islands Art Center, Home of Hand Weaving. The museum has been well attended by students from all over the U.S., and Canada and many other countries.

The Antique Boat Museum - In 1967, the Board of Directors of the Thousand Islands Museum was asked to consider having a boat division for registering antique wooden boats. The Board of Trustees of the Museum decided they needed an official sponsor, thus the Antique Boat Auxiliary of the Thousand Islands Museum was born and became the official sponsor of the Annual Boat Show for many years. It is now known as the Antique Boat Museum. The museum has evolved into a world class collection of antique boats and related memorabilia.

The Museum is the premier freshwater nautical museum in North America. Located at 750 Mary Street, the museum galleries overflow with over 300 unique and beautifully-preserved boats and thousands of recreational boating artifacts. The 4.5 acre campus comes alive with boat rides, skiff rowing, special boat shows, and a wide variety of educational programming for all ages. The museum is seasonal to the public, opening in May and closing in October with administrative offices open year round.

In the 50 years since its founding, the museum has built up a substantial waterfront campus. In five short decades the Antique Boat Museum moved the annual operating budget to \$1.2 million dollars, built a staff team of 10 full-time year round professionals, developed a 4.5 acre waterfront campus with seven buildings providing a total of 29,000 square feet of exhibit space, 33,000 square feet of public programming, collections storage, archives, library and administration space, and obtained two off-site storage facilities. Membership in 2016 was just shy of 1,500 supporters, and the museum welcomed nearly 30,000 visitors between May and October.

The Museum transformed from a small town institution into a globally recognized museum with the most extensive and diverse public collections of

mid-19<sup>th</sup> to mid-20<sup>th</sup> century freshwater boats, engines, and archival materials in North America. The galleries and collection inspire educational programming that provides extraordinary opportunities for students, members, volunteers, and all who visit.

## Depauville Cultural History

Another one of the North Country's treasures is the Hamlet of Depauville, seven miles from Clayton on Route 12 heading in a southerly direction. This small community began to settle in the early 1800's and became a self-sufficient, populated and thriving community.

Many organizations were formed in this community: Depauville Masonic Order; Order of the Eastern Star; Independent Order of Odd Fellows; Rebekah Lodge; Drama Clubs; Scout Groups; and a Glee Club. Many of the organizations may no longer be active, however, the community has retained its warmth and togetherness.

Churches were built and still thrive today. The Old Stone Church lays claim to being one of the oldest churches in Jefferson County.

Many public-spirited residents were interested in having a free public library in the Hamlet. In 1954 it was decided to use the Depauville Town Hall as a temporary library. The library was granted its first provisional charter in October 1955 and moved to the red brick schoolhouse on Caroline Street in 1984. The Library is an integral part of the hamlet and surrounding area.

### Historic Sites

There are a number of sites on the National Register within the Village of Clayton, primarily within the Clayton Historic District along portions of James St and Riverside Drive within the downtown area (on the map) and listed in Table 1.

The Clayton Historic District incorporated 30 buildings and was officially listed on the National Register of Historic Places in 1985. Twelve years later, its boundaries were increased to include 6 more buildings. Among these sites, there are Italianate, Romanesque, late Victorian, late 19<sup>th</sup> and early 20<sup>th</sup> Century Revival examples of architecture.

The **Captain Simon Johnston House**, also known as the Kemp House, was built in 1880-1882 and is a 2½-story frame Italianate style residence. The main façade features an engaged central tower extending one story above a low pitch hipped roof. It was listed on the National Register of Historic Places in 1982.

**Fairview Manor**, also known as Longue Vue Manor and Our Lady of Fairview, was built in 1937 as a summer retreat for Carl Zimmerman.

Fairview Manor is an intact interpretation of a European castle or manor house with a distinctive eclectic French influence. It was listed on the National Register in 2007. It is now the St. Lawrence Spirits home and Conference Center.

**Grindstone Island Upper Schoolhouse**, is a one-room school building, 1½ story three bay by one bay, frame building on a granite foundation built in 1885. Added to the National Register in 2012, the building includes a vestibule and small teacher’s apartment. Also on the property is a contributing well pump. It operated until 1989, making it the last public one-room school in operation in New York State.

While the district/sites were nominated and officially listed on the National Register, many other older homes and buildings throughout the Village and

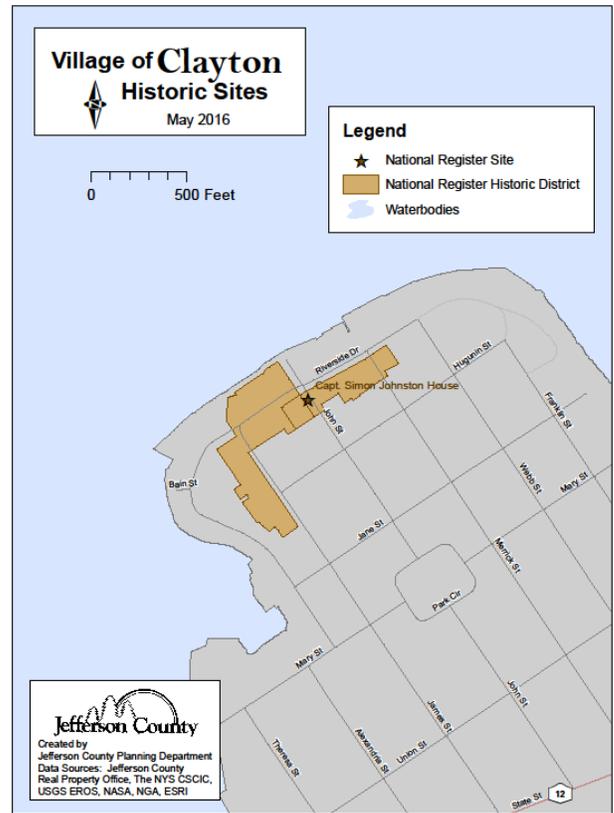


Table 1. Town and Village of Clayton National Register Historic Sites and Districts

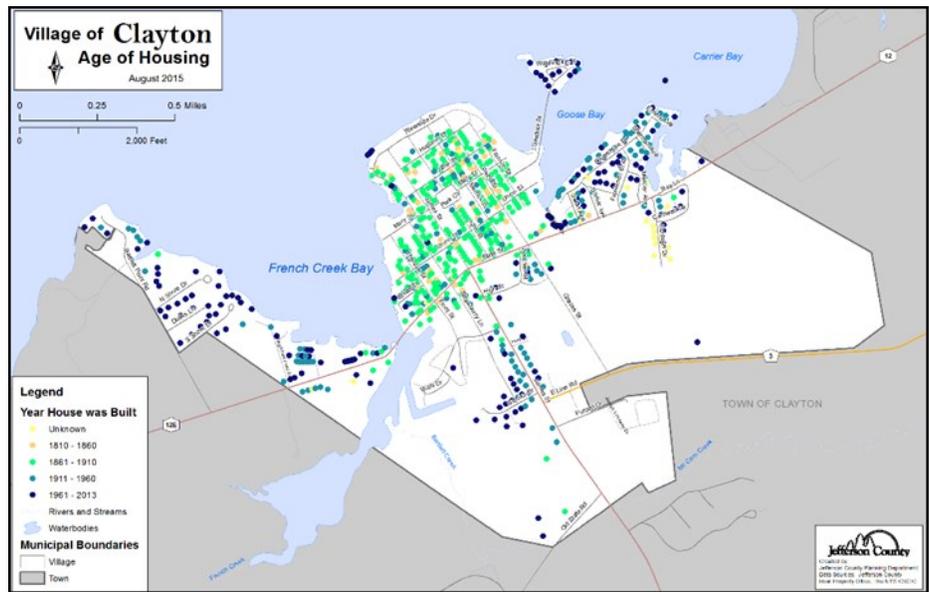
Site/District Name	Address
Johnston, Capt. Simon, House	507 Riverside Dr.
Clayton Historic District	203--215 & 200--326 James St., 500--544 & 507--537 Riverside Dr.
Clayton Historic District (Boundary Increase)	335, 403, 409, 413, 419, and 435 Riverside Dr.
Swarthout Site-	Address Restricted
Fairview Manor	38289 NY 12-E
Grindstone Island Upper Schoolhouse	41591 Cross Island Rd.

Source: National Park Service - Federal listings: National Register of Historic Places listed properties

portions of the Town should also be considered historic and part of the area’s cherished heritage. Many, if not all, of these buildings reflect eras of architecture and building styles from any number of time periods. The following includes Village and Town Age of Housing maps based on Real Property Assessment data.

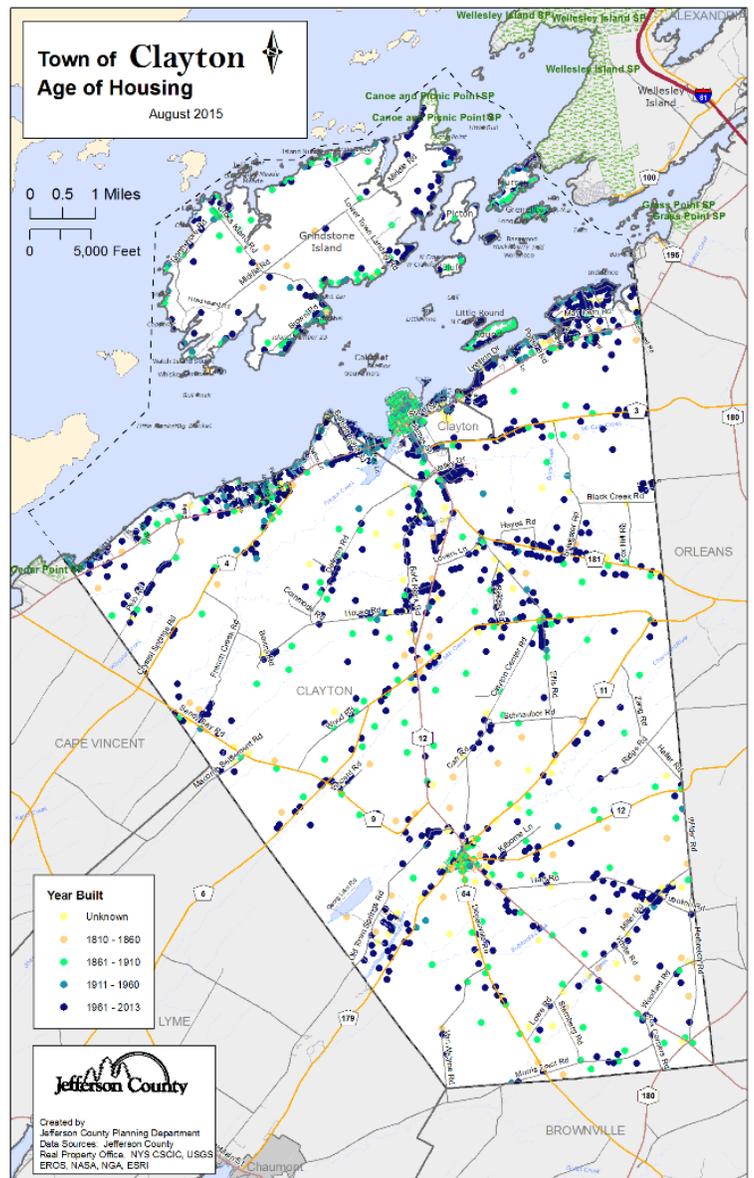
### Village Age of Housing

According to assessment data, the Village of Clayton has a few houses built between 1810 and 1860, however, it has a much higher concentration of houses built between 1860 and 1910. As illustrated by the Village map they are concentrated in the downtown and surrounding neighborhoods. Many homes built after 1910 extend out from the downtown/center of the Village, as do those built after 1961.



### Town Age of Housing

The Town has clusters of older homes in Depauville, within the Village itself, and others scattered where earlier settlement occurred. Grindstone and several other islands include a number of older homes as well.



## Archeological Resources

The New York State Office of Parks, Recreation, and Historic Preservation website allows you to view areas of the State for archeologically sensitive areas.

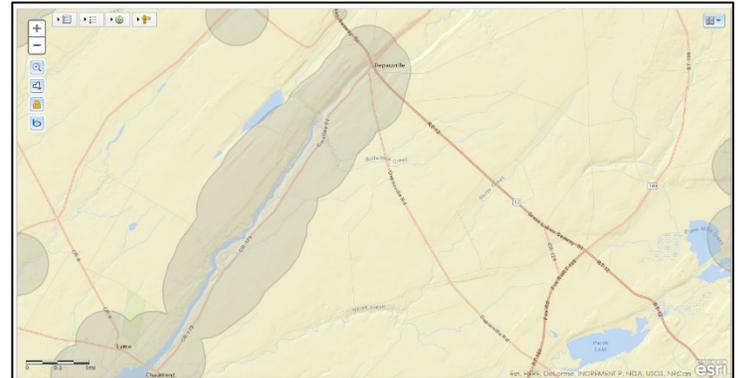
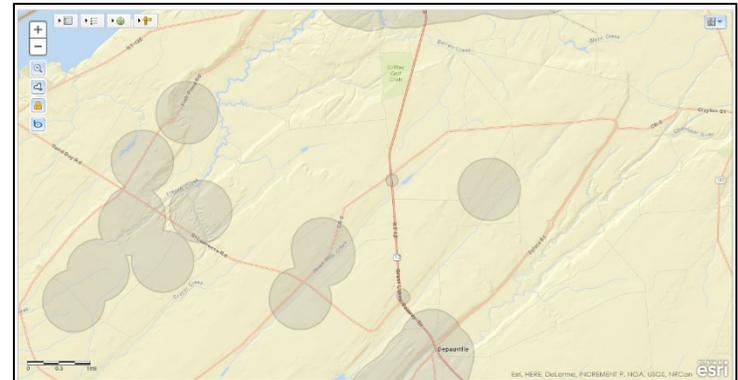
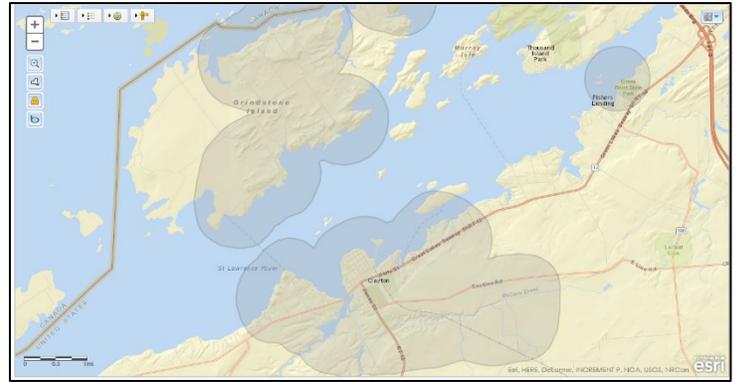
The three maps to the right show potential archeologically sensitive areas within the Town and Village. Each map is a print screen image from the map viewer, as one zooms-in and then pans around the Town to view the general areas of archaeological sensitivity identified.

The exact locations are not displayed on this website since they are protected from disclosure by Section 304 (16 USC 4702-3) of the National Historic Preservation Act of 1966 and Section 427.8 of the implementing regulations for the State Historic Preservation Act of 1980. This information can only be accessed at the State Historic Preservation Office (SHPO) in accordance with the SHPO's Policy on Access to Files, Data, and Information. This information is used to provide recommendations to state and federal agencies on the need for further archeological surveys before projects may begin.

## Churches and Social Organizations

Clayton boasts a number of churches and religious institutions that shape the community and their hundreds of members:

- ❖ Clayton United Methodist Church
- ❖ River Community Church
- ❖ Christ Episcopal Church
- ❖ Grindstone Methodist Church
- ❖ Depauville Methodist Church
- ❖ St. Mary's Roman Catholic Church
- ❖ New Life Christian Church



The Town and Village of Clayton also boast of a variety of social organizations based in the community.

- Clayton Rotary Club
- The American Legion
- Knights of Columbus
- The Clayton Lions Club
- Clayton/Depauville Masons
- Thousand Island Young Leaders Organization (TIYLO)

### Demographic Trends Introduction

As Clayton considers its future, one of the steps in the process is to understand some of its demographic trends. This chapter examines trends to gain an understanding of possible future needs, providing a foundation for subsequent components of the Plan.

### Resident Population

According to the US Census Bureau, the population within the Town and Village of Clayton combined grew by 28% from 1980 to 2010. The Village increased by 9%. The Town outside the Village increased 28% from 1980 to 2010. While both Figure 1 and Table 1 show population from 1890 to 2010, the remaining Census charts and tables correspond to more recent decades 1980, 1990, 2000, and 2010. This is to maintain consistency throughout the chapter.

Historically, there have been a number of driving forces behind the population growth. Sometimes national or world events can drive population. World Wars, the enhancement of major transportation systems such as the railroad, paved roads, interstate highway system, or other technology such as the mechanization of farming can lead to population increases or a decline depending on how the change manifests within the local area. Other important local growth drivers have been employers such as Skinner Spoon Co (1890 to 1962), Frink Sno Plows (1920 to 2000), Staebler & Baker Printing Co. (1940 to 1994) and the establishment of the 801 housing in 1987. Community quality of life, recreation, tourism, and the influx of seasonal residents continue to be major economic drivers in the Village, Town, and region.

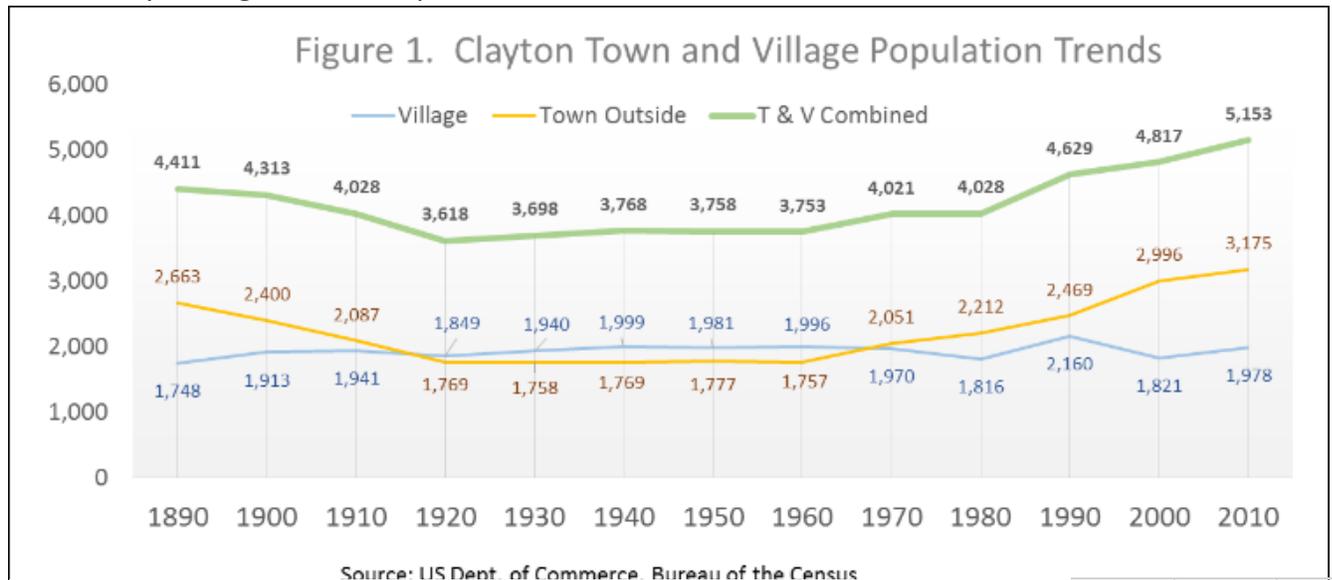


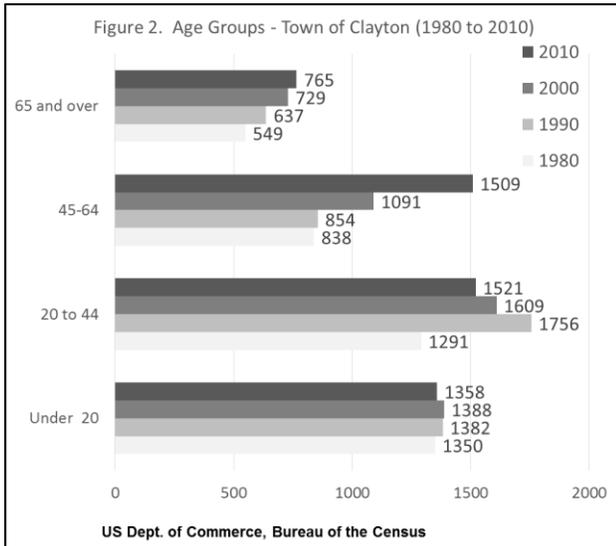
Table 2. Clayton Town and Village Population Trends

	1890	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010	% Change 1890 - 2010	% Change 1920 - 2010	% Change 1980 - 2010
Village	1,748	1,913	1,941	1,849	1,940	1,999	1,981	1,996	1,970	1,816	2,160	1,821	1,978	13%	7%	9%
Depauville CDP												512	577			
Town Outside	2,663	2,400	2,087	1,769	1,758	1,769	1,777	1,757	2,051	2,212	2,469	2,996	3,175	19%	79%	44%
T & V Combined	4,411	4,313	4,028	3,618	3,698	3,768	3,758	3,753	4,021	4,028	4,629	4,817	5,153	17%	42%	28%
County	68,806	76,748	80,382	82,200	83,574	84,003	85,521	87,835	88,508	88,151	110,943	111,738	116,229	69%	41%	32%

One of the important indicators of future community growth is the breakdown of age groups over time. When those individuals of reproductive age dominate in number, growth is more likely. Conversely, as the population ages, growth rates can be expected to decline. Factors include birth and death rates, as well as migration patterns.

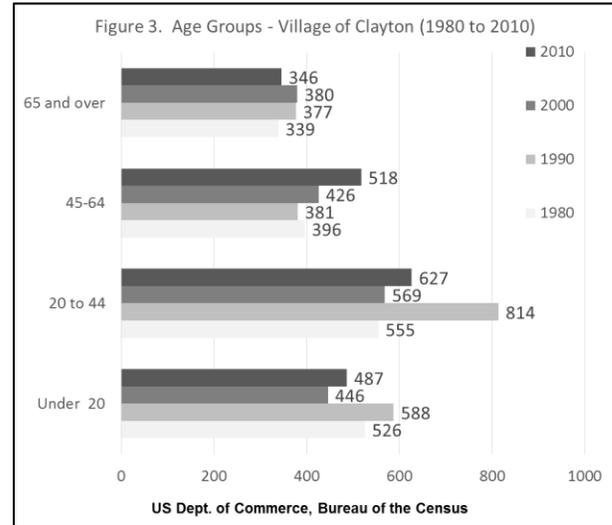
### Age Groups

Consistent with National trends, Figure 2 illustrates a portion of population shift Town-wide has been those within younger age groups decreasing. Alternatively, the older two age groups have increased significantly since 1980, while national trends show a growing increase in higher age groups of the population as well.



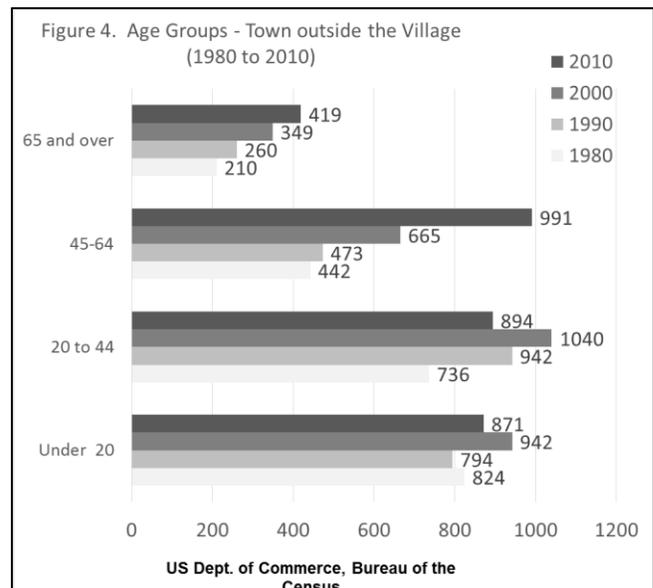
Within the Village of Clayton (Figure 3), however, the younger age groups have declined somewhat and the 45-64 age group has increased, but the oldest age group only increased slightly from 1980 to 2000.

For those living in the Town outside of the Village, those over 44 increased dramatically



from 1980 to 2010. The younger segments increased until 2000. This could be attributed to the previously high numbers in younger age groups simply aging in place, resulting in higher numbers in the 45 – 64 year old segment by 2010. Also, it could be attributed to people “coming back” or “settling permanently” in the Town after a time away or after years of seasonal visits.

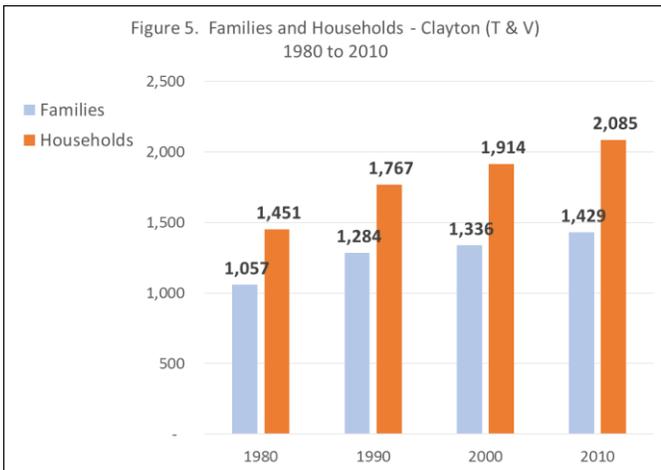
Figure 4 demonstrates both the 45-64 age group and those 65 and over increased by 124% and 99.5% respectively from 1980 to 2010. Therefore, those residing in the Town outside of the Village by increasing steadily



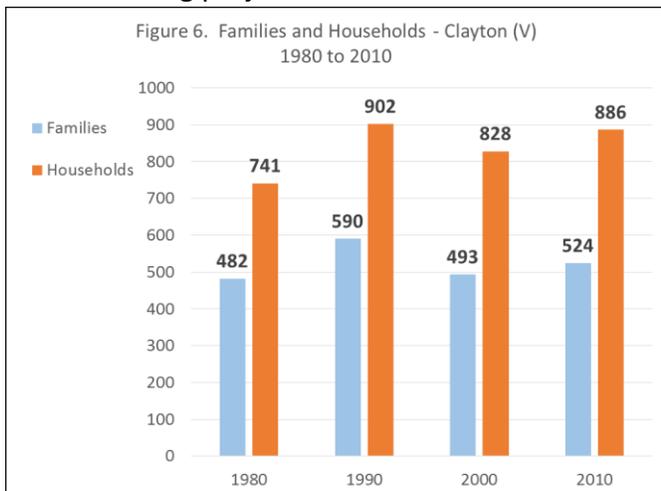
overall, have followed the national trend of more individuals approaching retirement age.

### Families and Households

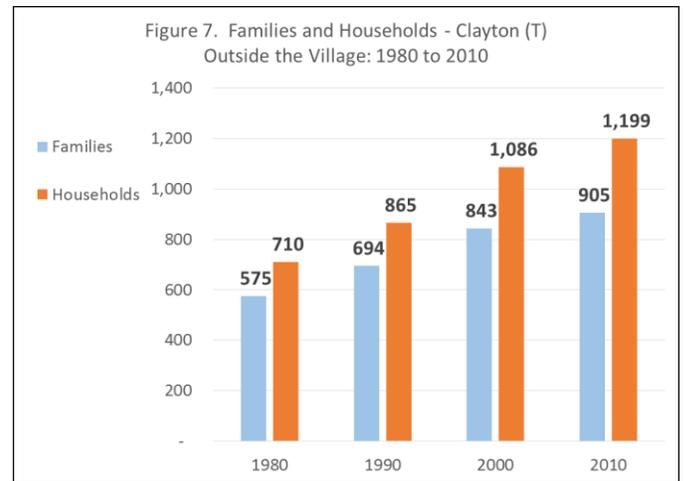
A family is defined by the US Census Bureau as a group of two or more people related by birth, marriage, or adoption and residing together. A household is defined as all people who occupy a housing unit (related or unrelated).



According to the US Census Bureau, the number of households Town-wide increased steadily from 1980 to 2010 (Figure 5), increasing by 44%. While the number of families also increased, its rate was 35%. A portion of the spike in households and families is attributable to the opening of the 801 housing project in the late 1980's.



Within the Village of Clayton, the number of families increased overall by 9% from 1980 to 2010, but fluctuated from decade to decade as Figure 6 indicates. The number of households also varied, experiencing an increase of 20% overall during the same time period.

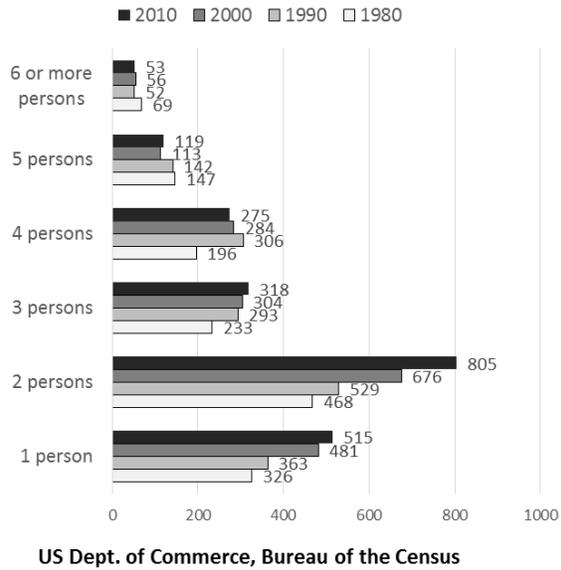


Conversely, areas of the Town outside the Village experienced a 69% increase in the number of households from 1980 to 2010, and a 57% increase in the number of families (Figure 7). The increases in the number of families and households outpaced the 44% increase in population outside the Village illustrated earlier in the Chapter. This would seem to indicate a decrease in the number of persons per household.

### Household Size

Household size trends can be used to understand demographic changes that may not correspond as one would expect. Clayton's household sizes have declined from 1980 to 2010. The largest households declined, while the smaller households increased. In both the Town and Village, the number of one, two, and three person

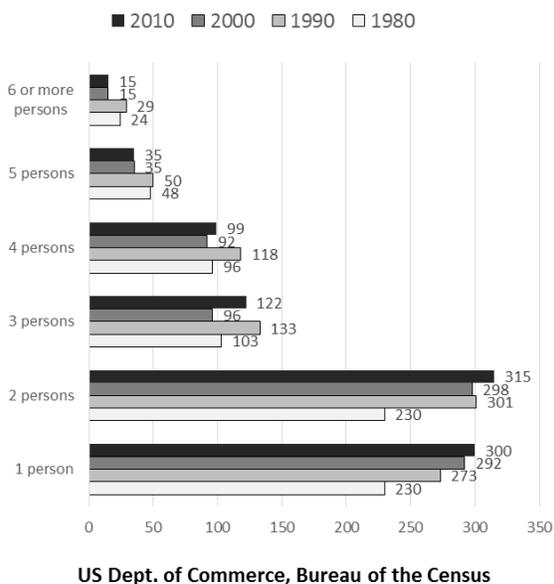
Figure 8. Household Size - Clayton (T & V)  
1980 to 2010



households has increased by 58%, 72%, and 36% respectively, while the number of 4 person, 5 person, and 6 or more households decreased by 10% (since 1990), 19%, and 23% respectively, as illustrated by Figure 8.

Within the Village, the number of 1, 2, and 3 person households also increased from 1980 to 2010, by 30%, 37%, and 18% respectively.

Figure 9. Household Size - Clayton (Village)  
1980 to 2010



Similar to the Town-wide trend, the number of 5 person and 6 or more person households decreased by 27% and 38% respectively.

Figure 10. Household Size - Clayton  
(Town outside the Village)  
1980 to 2010

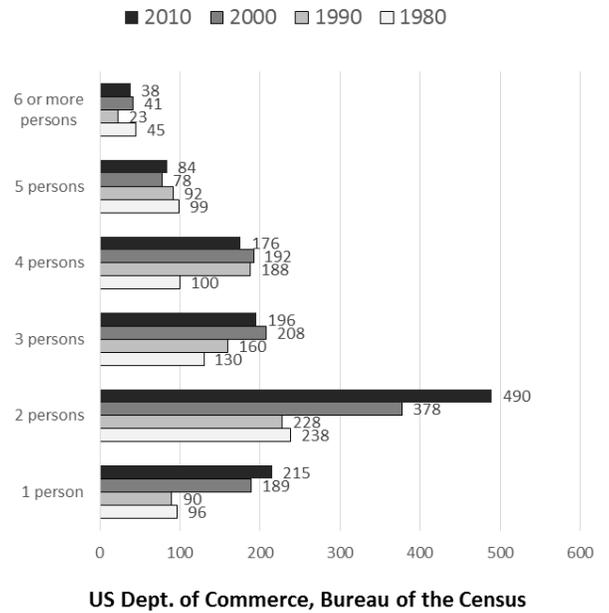


Figure 10 illustrates household sizes in the Town outside the Village. Households with 1 person and those with 2 persons increased substantially; 124% and 106% respectively from 1980 to 2010. Similarly, 3 person and 4 person households increased by 51% and 76% respectively. However, 5 person and 6 or more person households decreased by 15% and 16% respectively outside the Village during the time period.

## Housing Introduction

Housing ages, types, and locations affect every community's social, economic, and physical character. Residential neighborhoods are often one of the keys people consider when they decide where to settle. The Town has a diverse set of older, middle-aged, and newer residential neighborhoods within the Village, Hamlet, and in several areas out in the Town. Future development should enhance quality of life by maintaining compatibility and following complementary patterns while increasing accessibility and walkability.

### Housing Goals:

1. *Maintain safe housing for residents.*
2. *Continue to broaden housing opportunity, types, and choices for future residents.*

### Housing Objectives:

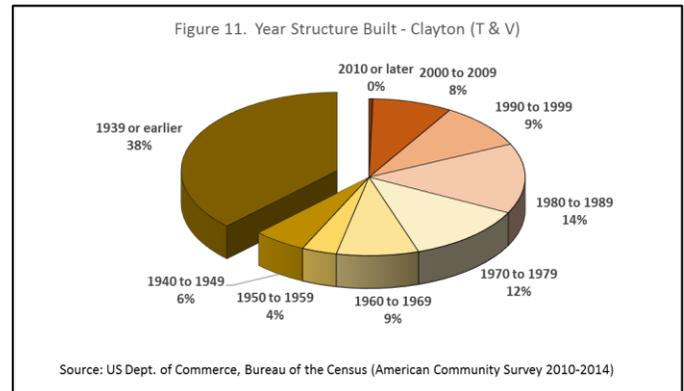
1. Protect the character of a variety of residential neighborhoods to maintain quality of life, aesthetics, and property value.
2. Provide a range of housing types to meet the needs of year round, seasonal, workforce, retiree, and elderly to allow residents and families to flourish in their desired community over the course of a lifetime as their housing needs may change.
3. Maintain mixed land uses or add density to increase walkability while protecting quality of life within neighborhoods.

### Housing Strategies:

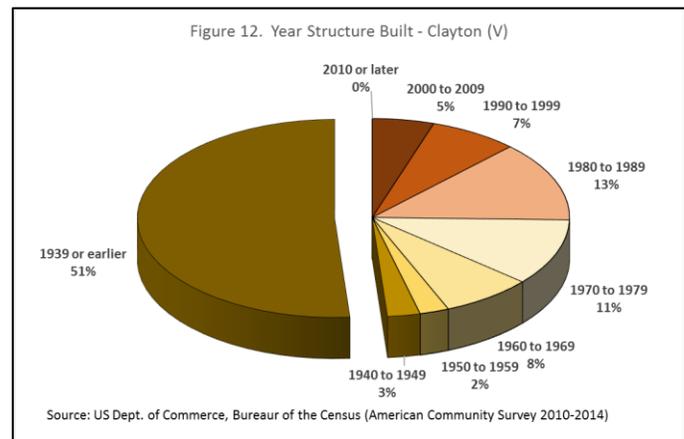
1. Consider increased density near waterfront amenities and/or where services are available.
2. Promote accessible, workforce, and elderly housing accommodations.
3. Develop live-near-your-work options for permanent and seasonal workers.
4. Consider accessory dwelling units.
5. Weigh compatible mixed uses in appropriate areas.
6. Update zoning laws to encourage the preservation and enhancement of existing character.

## Age of Housing

A number of Clayton's housing units were built quite some time ago as Figure 11 demonstrates. The largest percentage were built in 1939 or earlier, reflecting that town-wide, 38% of the current housing units existed by then.

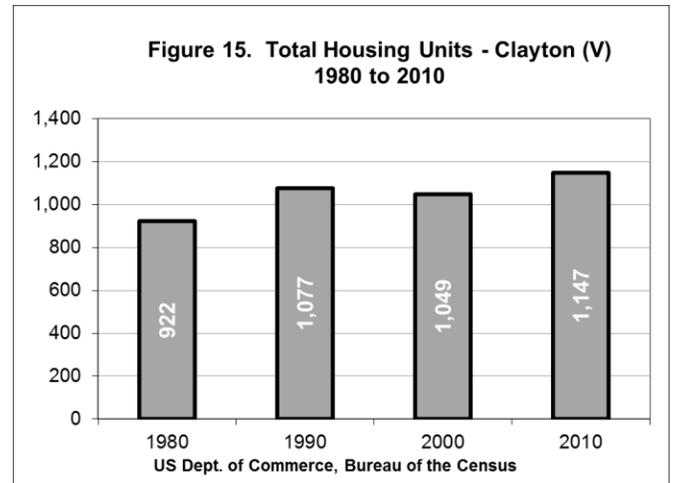
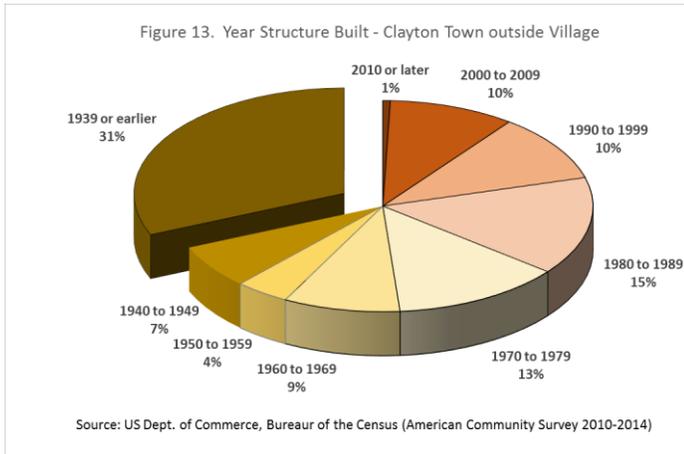


Within just the Village of Clayton illustrated by Figure 12, an even greater percentage of housing units were constructed by 1939 or earlier. More than half, or 51% of housing units were built in 1939 or prior in the Village. This reinforces the historic nature of a significant portion of the Village's housing stock.



As expected, the age of housing units outside of the Village are not as old, as a larger portion of the residential growth in that area occurred more recently. However, there are still 31% of the housing units outside of the Village constructed prior to 1940 as Figure 13 illustrates. Also, 10% were

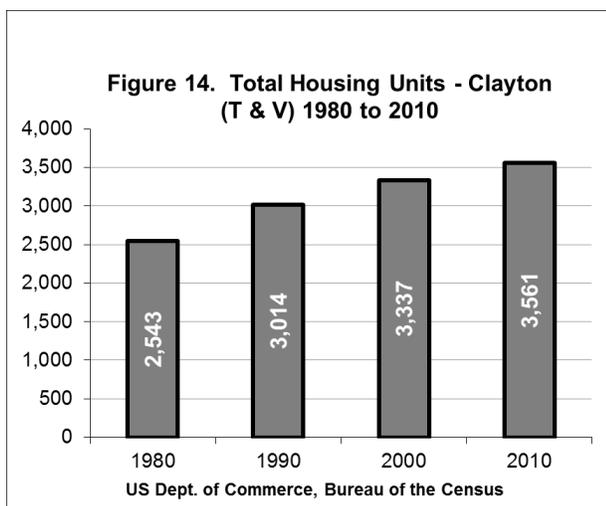
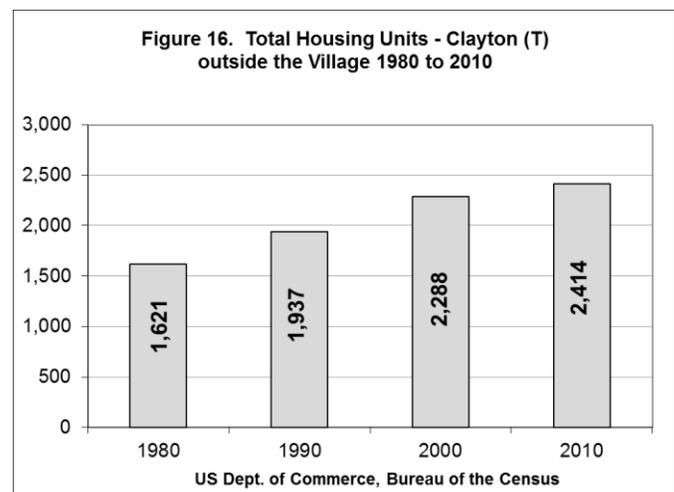
built between 2000 and 2009, and another 10% were built between 1990 and 1999. With the 15% built during the decade of 1980 to 1989, that's a total of 35% of the units constructed between 1980 and 2009.



The number of housing units outside the Village (Figure 16) went up by 793 units, a 49% increase from 1980 to 2010. The total number reflects increases in seasonal units by 31%, and a year round unit increase of 70%.

### Total Housing Units

According to the Census Bureau, the number of housing units within the Town gained 1,018 units from 1980 to 2010, a 40% increase (Figure 14). This total includes seasonal and year round units, both of which increased, as Figure 1 illustrates.



In the Village of Clayton, housing units increased by 225 units, up 24% during the time period shown by Figure 15.

### Housing Unit Status

Housing unit status Town-wide varies, but the largest segment of housing types are year-round, which made up 62.8% of units in 2010. Seasonal made up 35.6% of units, while vacant comprised 1.6%. Figure 17 demonstrates the number of units for each type from 1980 to 2010 in both the Town and Village. A seasonal housing unit is

intended for occupancy only during certain seasons of the year.

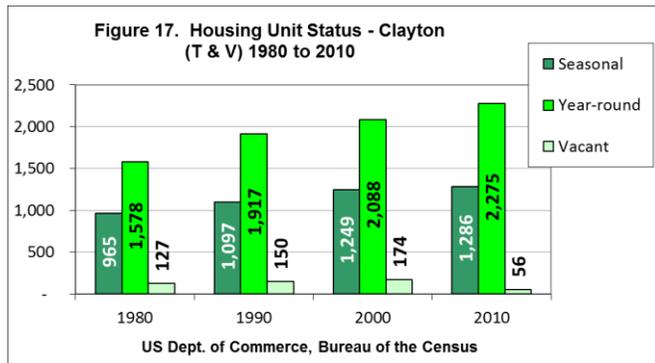


Table 3 indicates the percent change for each housing type Town-wide. Year-round units increased by 44%, while seasonal units increased by 33%. Vacant units, however, decreased by 56% during the time period.

Town of Clayton	1980	1990	2000	2010	1980-2010 % change
Seasonal	965	1,097	1,249	1,286	33%
Year-round	1,578	1,917	2,088	2,275	44%
Vacant	127	150	174	56	-56%
Total	2,670	3,164	3,511	3,617	35%

Within the Village, the proportion of year-round units are higher with 84.1% of units in 2010. Seasonal units comprised 13.9% of units, while 2% of the units were vacant for the most recent census. Figure 18, illustrates Housing Unit Status trends within the Village from 1980 to 2010.

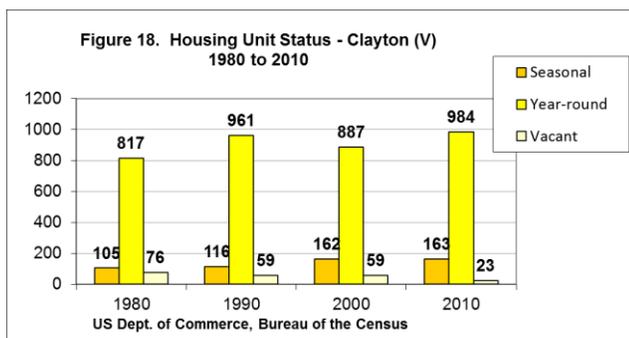


Table 4 indicates the percent change for each housing type within the Village of Clayton. While seasonal units increased at the highest rate of 55% for the time period, year-round homes, which increased by 20%,

still make up a significant portion of the housing within the Village.

Village of Clayton	1980	1990	2000	2010	1980-2010 % change
Seasonal	105	116	162	163	55%
Year-round	817	961	887	984	20%
Vacant	76	59	59	23	-70%
Total	998	1,136	1,108	1,170	17%

Figure 19 illustrates the trends in housing types from 1980 to 2010 for the areas in the Town outside the Village. Year-round units comprised 52.8% of the total in 2010, seasonal units comprised 45.9%, while 1.3% of the units were vacant in 2010.

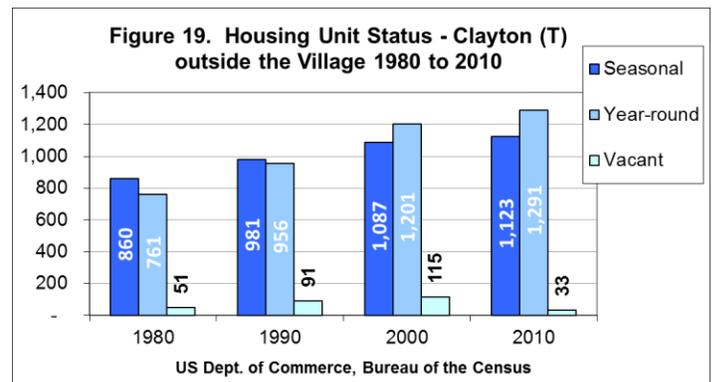


Table 5 demonstrates the individual trends for seasonal, year round and vacant units for the Town outside the Village. While year-round units increased by 70% outside the Village from 1980 to 2010, seasonal homes increased by 31%. Again, vacant units dropped by 35% during the time period.

Town outside Village	1980	1990	2000	2010	1980-2010 % change
Seasonal	860	981	1,087	1,123	31%
Year-round	761	956	1,201	1,291	70%
Vacant	51	91	115	33	-35%
Total	1,672	2,028	2,403	2,447	46%

### Year Round Occupancy Status

Occupancy trends can influence a number of community needs. A housing unit is occupied if a person or persons is living in it at the time of the Census interview or if the occupants are only temporarily absent, such as during a vacation. Vacant units are unoccupied, or used by persons who have a usual residence elsewhere.

**Table 6. YEAR ROUND OCCUPANCY STATUS - Town of Clayton (T & V)**

Status	1980	1990	2000	2010	% change
Owner Occupied	1,107	1,240	1,399	1,477	33.4%
Renter Occupied	344	527	515	608	76.7%
Vacant	127	150	102	134	5.5%

Source: US Dept. of Commerce, Bureau of the Census

Table 6 indicates the percent change for each year round occupancy type for the Town of Clayton. While owner occupied units increased by 33.4% equating to an increase of 370 units, the number of renter occupied units increased by 76.7%, which equated to an increase of 264 units.

Figure 20 illustrates the Town and Village number of owner occupied and rental units from 1980 to 2010.

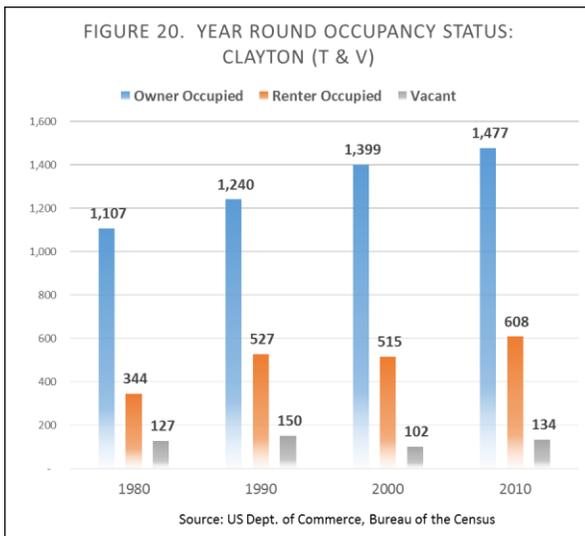


Figure 21 illustrates Village trends. While year round owner occupied units decreased by 76 units from 1980 to 2010, renter occupied units increased by 221 units. A large portion of the rental unit increase (100 units) is attributable to the 801 housing project opening in the late 1987.

With both the decline in owner occupied and the increase of renter occupied, some homes may have been converted to rental status.

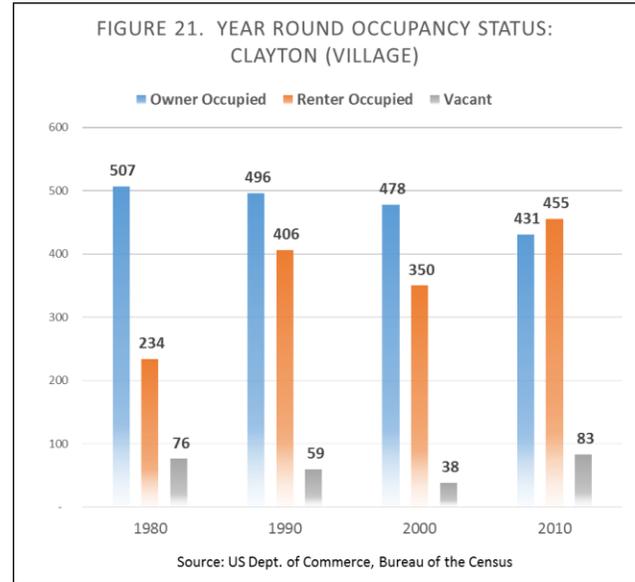


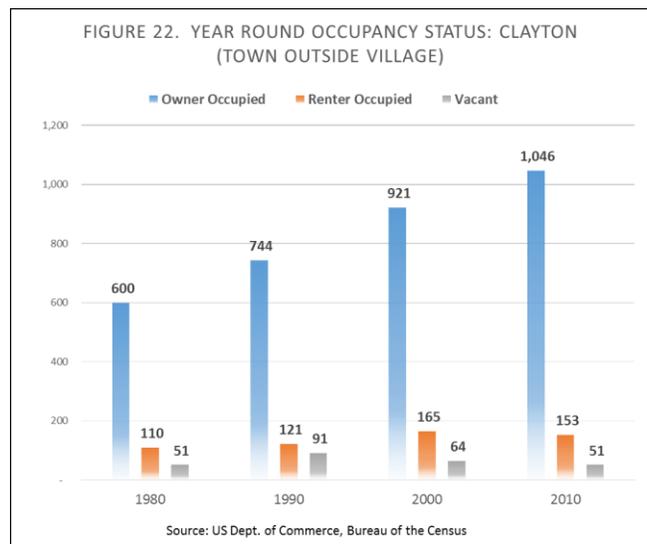
Table 7 also indicates that the year round owner occupied units declined by 15%, while the renter occupied units increased by 94.4% in the Village during the time period.

**Table 7. YEAR ROUND OCCUPANCY STATUS - Village Clayton**

Status	1980	1990	2000	2010	% change
Owner Occupied	507	496	478	431	-15.0%
Renter Occupied	234	406	350	455	94.4%
Vacant	76	59	38	83	9.2%

Source: US Dept. of Commerce, Bureau of the Census

Figure 22 illustrates year round occupancy in the Town outside the Village. From glancing at the chart, it's clear that owner occupied units have increased each decade since 1980, while the



number of rental units and vacant units have stayed relatively consistent.

**Table 8. YEAR ROUND OCCUPANCY STATUS - Town Outside Village**

Status	1980	1990	2000	2010	% change
Owner Occupied	600	744	921	1,046	74.3%
Renter Occupied	110	121	165	153	39.1%
Vacant	51	91	64	51	0.0%

Source: US Dept. of Commerce, Bureau of the Census

Table 8 indicates owner occupied increased by 74.3% during the time period, while renter occupied units increased 39.1%. From 1980 to 2010, this had led to the number of owner occupied units comprising about 85% of the housing units out in the Town.

### Housing Unit Type

Examining the actual housing unit types over the past 30 years gives a better indication of housing change in Clayton. Housing unit numbers include year round, seasonal, and vacant units according to the Census Bureau. As expected, single family units make up the majority of housing unit types town-wide, increasing steadily from 1980 to 2010 as shown in Figure 23.

but started with a significantly smaller number than single family units in 1980.

**Table 9. UNITS IN STRUCTURE - Clayton (T & V)**

UNIT TYPE	1980	1990	2000	2010-2014	% change
Single family	1,122	1,775	2,402	2,728	143%
Duplex	144	127	176	178	24%
Multi-family	165	308	265	241	46%
Mobile home	129	562	532	382	196%
Other - boat, rv, van, etc.		242	16		
<b>Total</b>	<b>1,560</b>	<b>3,014</b>	<b>3,391</b>	<b>3,529</b>	<b>126%</b>

Source: US Dept. of Commerce, Bureau of the Census & American Community Survey

Figure 24 demonstrates that within the Village, single family still makes up the majority of unit types. However, duplex and multi-family units were increasing proportionally. Some of the decline in single family, could be due to some of the larger homes being converted to multi-family.

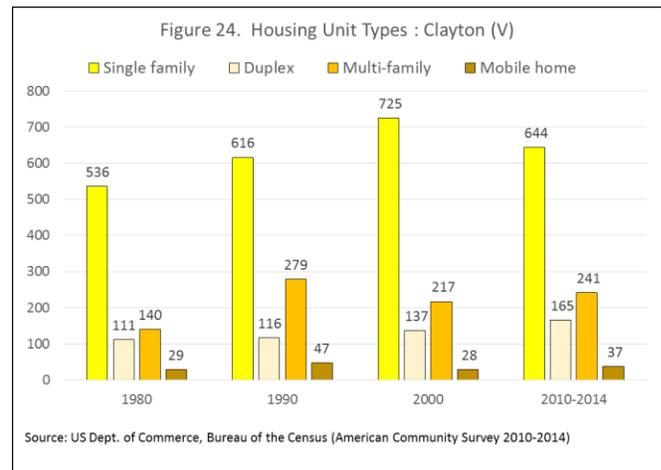


Table 10 shows multi-family units increased by 72%, duplexes increased by 49%, while single family homes increased by 20% from 1980 to 2010. Such increases have occurred while the overall number of units increased by only 33%. It would seem that some conversion of units has been occurring.

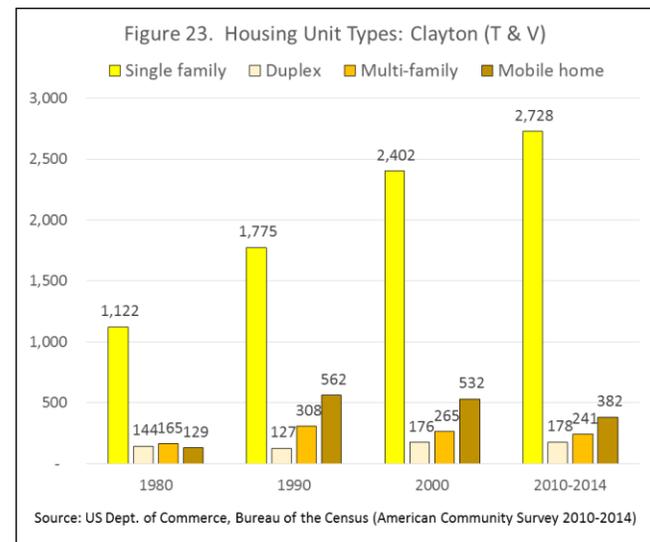


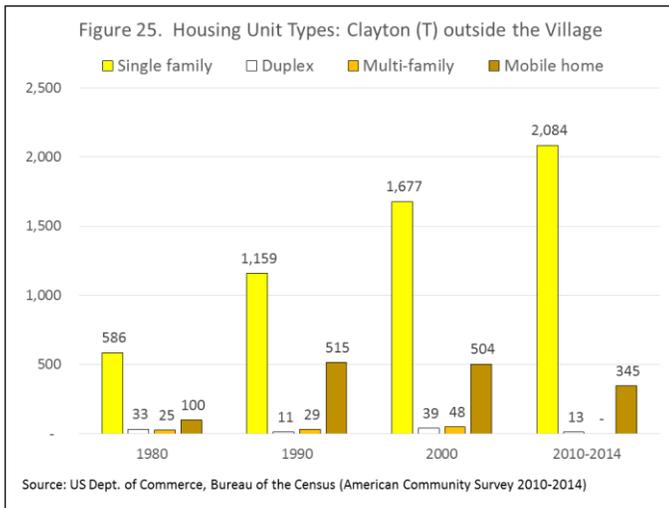
Table 9 indicates that single family units increased by 143% from 1980 to 2010 town-wide, while multi-family units increased by 46%. Mobile home units increased by 196%,

**Table 10. UNITS IN STRUCTURE - Clayton (V)**

UNIT TYPE	1980	1990	2,000	2010-2014	% change
Single family	536	616	725	644	20%
Duplex	111	116	137	165	49%
Multi-family	140	279	217	241	72%
Mobile home	29	47	28	37	28%
Other - boat, rv, van, etc.		19			
<b>Total</b>	<b>816</b>	<b>1,077</b>	<b>1,107</b>	<b>1,087</b>	<b>33%</b>

Source: US Dept. of Commerce, Bureau of the Census & American Community Survey

Figure 25 indicates the housing unit types in the Town outside the Village. One can see from the bar chart, that the number of single family units increased by nearly 1,500 units during the time period. This equated to an increase of a very high rate of 256% from 1980 to 2010 according to Table 11.



While the overall number of units also increased at a high rate of 228%, some unit types decreased: duplexes decreased by 61%, while multi-family homes appear to have been all but eliminated from outside the Village. While mobile homes increased between 1980 and 2010, they actually dropped in number from a high of 515 in 1990 to 345 in 2010.

UNIT TYPE	1980	1990	2,000	2010-2014	% change
Single family	586	1,159	1,677	2,084	256%
Duplex	33	11	39	13	-61%
Multi-family	25	29	48	-	-100%
Mobile home	100	515	504	345	245%
Other - boat, rv, van, etc.		223	16	-	
<b>Total</b>	<b>744</b>	<b>1,937</b>	<b>2,284</b>	<b>2,442</b>	<b>228%</b>

Source: US Dept. of Commerce, Bureau of the Census & American Community Survey

### Residency Patterns

How often households move into or out of the area is another indicator of community, employment levels, or other trends. The Census Bureau as part of the American Community Survey asks residents what year their given household moved into its current

unit. Such information can be used to understand long or short term residency trends, gauge the number of long term residents, or those who've lived here a while, or realize that there may be quite a few newcomers that may have needs that longer term residents, who are more familiar with the area, may not have.

Figure 26 illustrates that out of the 2,027 households, 35% in the Town and Village had moved into their unit between the year 2000 and 2009. The newest residents, those who had moved in 2010 or later, comprised second highest number at 23% of households.

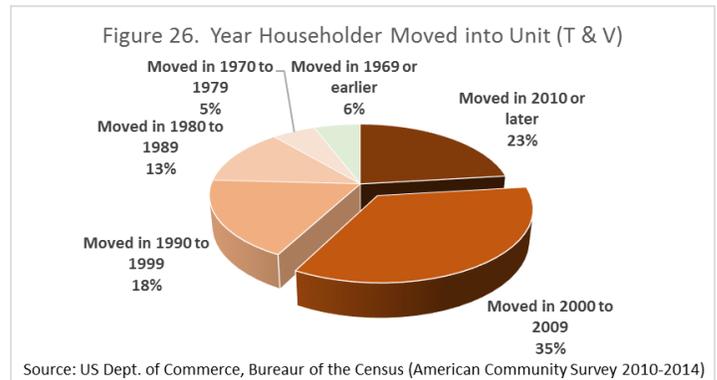
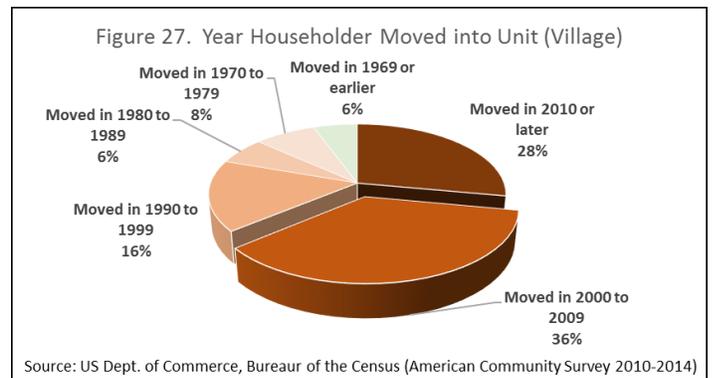


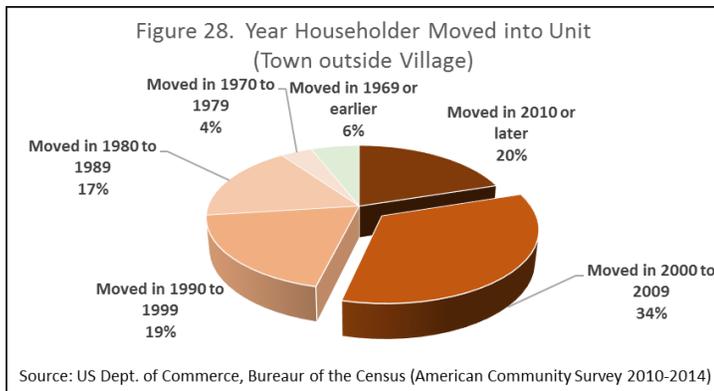
Figure 27 similarly illustrates that of the 795 households within the Village, the highest percentage of households had moved in between the years of 2000 to 2009 at 36% of the total.



For those 1,232 households in the Town outside the Village, Figure 28 illustrates the

percentages within each category. As expected, those who Moved in between 2000 and 2009 made up the most households and the second highest group was in the Moved in 2010 or later category, with 20%.

The above information indicates that there are enough households (469 Townwide, 222 in the Village, and 247 outside the Village) that appear to be newcomers, or at least have recently moved into their residences, that the Town or Village or both should consider providing information about the community to such new residents or newly located residents to help them assimilate to their new community.



### American Community Survey

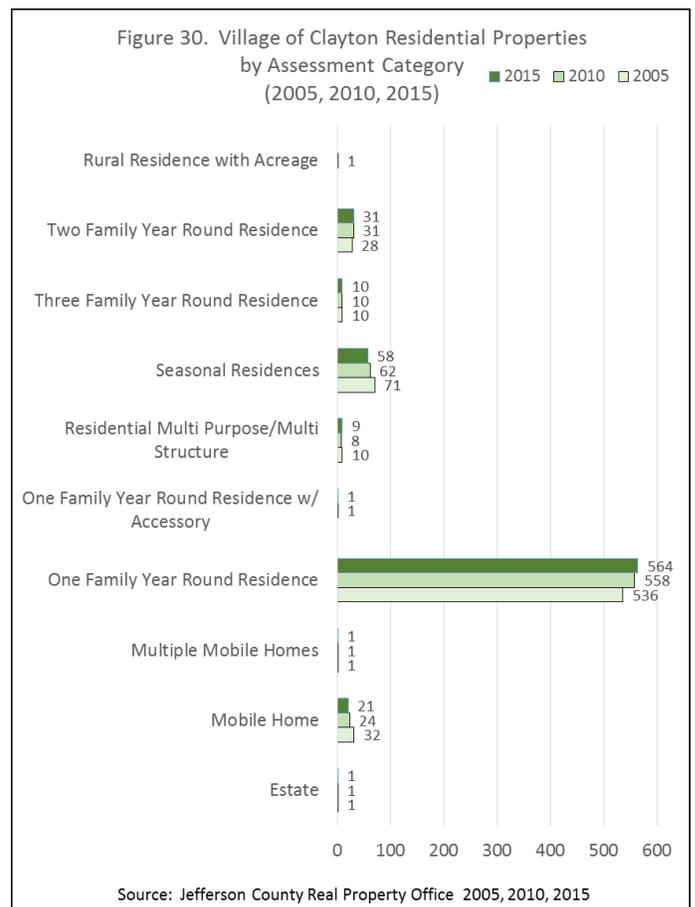
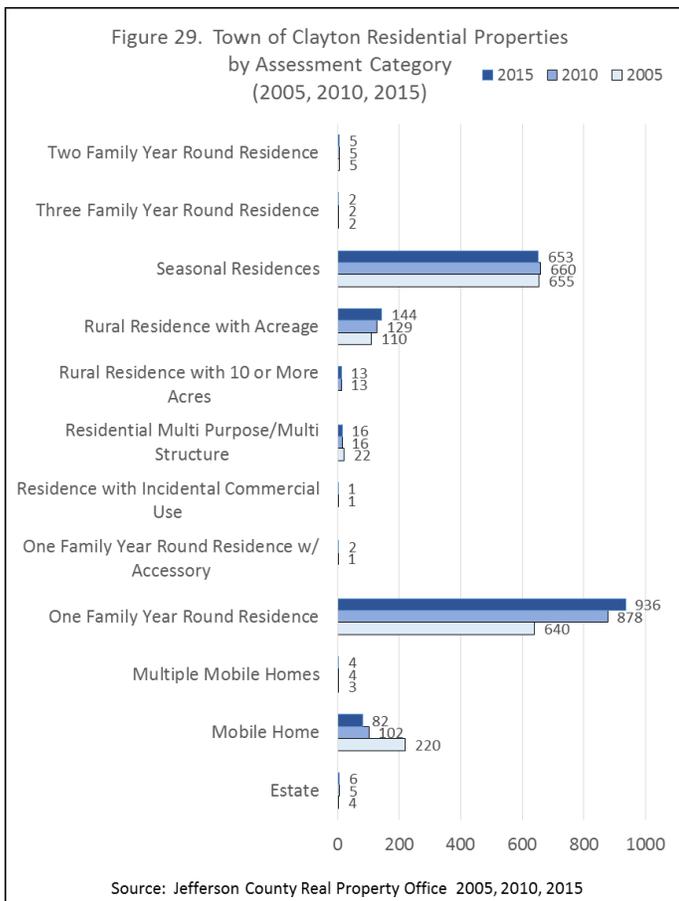
The Census Bureau historically tracked housing and selected demographic data as part of the decennial Census. As of the 2010 Census, some statistics such as housing unit types, year structure built, and year householder moved into unit are now gathered as part of the American Community Survey, which is performed on a more frequent basis, to a smaller sample size of the population. Therefore, previously collected data may not be as comparable to the new estimates collected through the American Community Survey (ACS).

### Residential Land Use

Summary of residential assessment data in the Town and Village reveals several trends. Assessment data was used to examine the number of properties for each residential category in the Town, and then within the Village.

In the Town outside the Village, illustrated by Figure 29, the number of properties assessed as one family year round residence comprised the most in one category by 2015. They increased from 640 to 936 properties from 2005 to 2015. Seasonal residences are the second most numerous, with 653 in 2015. Other trends evident include a decreasing number of mobile homes, and increasing number of rural residences with acreage.

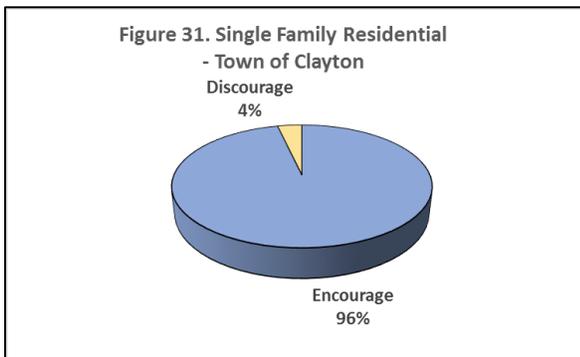
A breakdown of residential properties within the Village are illustrated by Figure 30. Similar to the Town, one family year round residential properties were the most numerous. Seasonal properties decreased from 2005 to 2015, as did mobile home properties. However, two family year round properties increased slightly from 2005 to 2015. One note is that the former 801 multi-family project on Lonsway Drive were not assessed as residential so their 100 units of multi-family do not appear within the residential property graph.



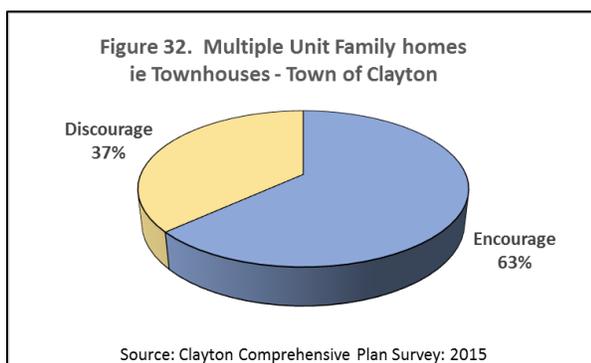
### Survey Results - Housing

The Comprehensive Plan Committee developed an online survey to ask residents, business owners, and other participants about their preferences for various land use types within the Town and Village. The following information was compiled based on the 230 completed surveys received using charts to summarize the collective responses for each question. The survey questions included here indicated their preferences to encourage or discourage single family residential, multi-family residential, affordable housing, and senior/assisted living uses within the Town and Village.

**Single Family Residential – Town** Respondents to the survey indicated an overwhelming preference to encourage single family residential in the town with 96% of the responses (Figure 31).

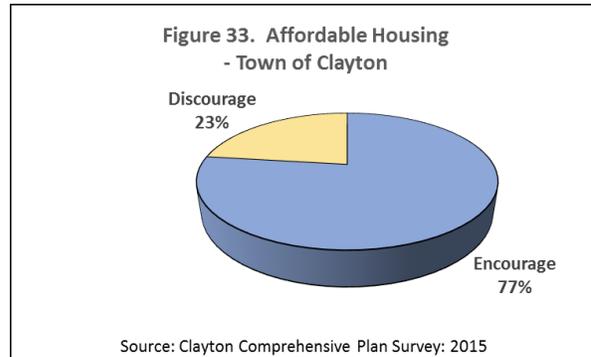


**Multi-Family Residential – Town** While many respondents indicated a preference to encourage multiple unit family homes, the

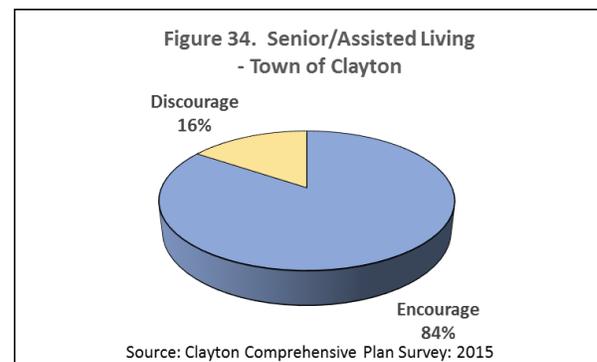


rate was lower with 63% of respondents (Figure 32).

**Affordable Housing – Town** A majority (77%) indicated a preference for encouraging affordable housing (Figure 33).

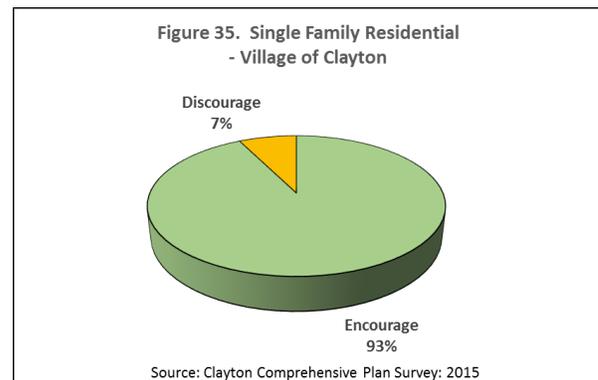


**Senior/Assisted Living – Town** Similarly, a large number of respondents (84%) wanted to encourage senior/assisted living in the Town as Figure 34 illustrates.

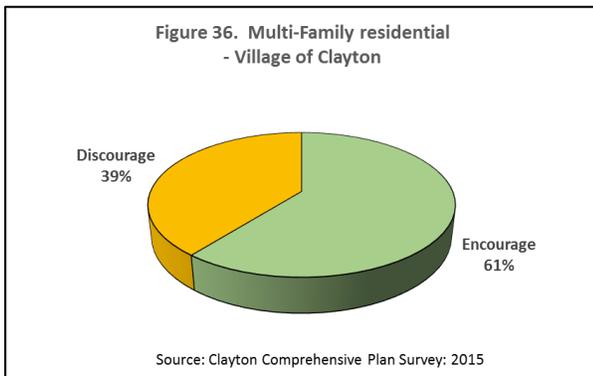


### Single Family Residential – Village

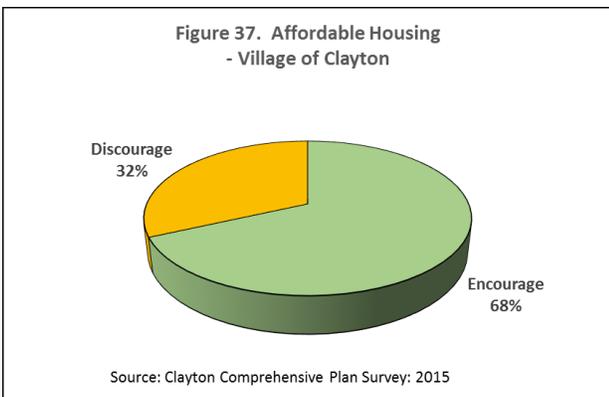
Respondents felt single family residential should be encouraged in the Village as well with 93% of responses (Figure 35).



**Multi-Family Residential – Village** More than half (61%) of the respondents indicated multi-family residential should be encouraged in the Village (Figure 36).

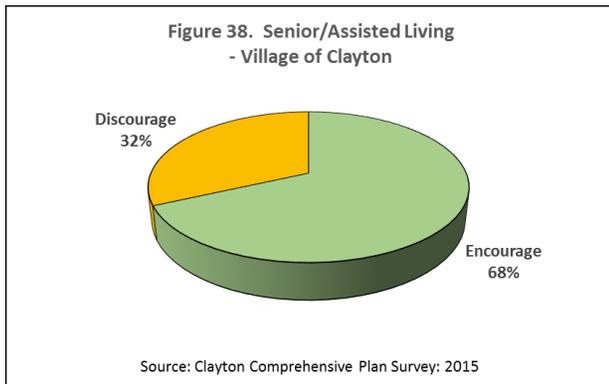


**Affordable Housing – Village** By comparison as Figure 37 shows, a slightly higher percentage of the respondents felt that affordable housing should be encouraged in



the Village at 68%.

**Senior/Assisted Living - Village** The same percentage of respondents felt that senior/assisted living should be encouraged in the Village at 68%, as Figure 38 illustrates.



The portion of the above survey results indicate a preference level for residential development in the Town and Village for certain types. However, one may note that some of the housing questions in the survey indicate some respondents may not fully understand the type in each question. For example, affordable housing is considered to be affordable if the home or unit plus the utility costs are less than 30% of a household’s income. An accessory dwelling unit is a room or set of rooms that has been designed or configured to be used as a separate dwelling unit. Also known as in-law apartments, they can offset the cost of owning a home and allow a more affordable housing option for those who can’t afford to purchase or rent a home or apartment. Seasonal workers often use these types of units during the summer, etc.

### Housing Assistance Programs

There are a variety of programs available to assist eligible Clayton residents with costs associated with housing needs.

#### Clayton Improvement Association:

Both the Town and Village of Clayton fall within the service area of the Clayton Improvement Association (CIA), a local non-profit housing agency located in the Village of Clayton. Residents who are income eligible may apply to the CIA for funds to assist them with their housing needs. While availability and types of funding may change from year to year, the CIA may be able to help with first time homebuyer funds, as well as owner occupied rehabilitation funds. The CIA is funded in part by New York State’s Homes & Community Renewal (NYS HCR), Rural Preservation Program (RPP). Through the state-funded program, the CIA

serves a 10 Town service region in Northern Jefferson County: Alexandria, Antwerp, Cape Vincent, Clayton, LeRay, Orleans, Pamela, Philadelphia, Theresa, and Wilna.

Each year, the CIA applies for housing assistance grants from state and federal funding sources. Their website lists current grant awards that continue to assist homeowners with improvements located in Northern Jefferson County (the CIA's 10 Town Service Area).

#### **Owner occupied housing rehabilitation:**

During the span between 2007 and 2015 Jefferson County received Community Development Block Grant (CDBG) awards of \$6,000,000 to assist homeowners in rehabilitating their homes. Over that time, the funds have assisted 197 homeowners in Jefferson County with making necessary improvements to their homes. The program is administered by Neighbors of Watertown, and is available to income eligible homeowners. Improvements such as roofing, plumbing, structural, electrical, window and door repairs are typically performed in order to alleviate health and safety concerns.

#### **North Country HOME Consortium:**

In 1993, the Counties of Lewis, Jefferson and St. Lawrence, along with 94 of the 115 municipalities within these Counties, organized a housing consortium known as the North Country HOME Consortium. This collaborative effort began in order to access housing funds from the U.S. Department of Housing and Urban Development (HUD). Since its creation, the Consortium, which includes Clayton, has received in excess of \$26.7 million. These funds have assisted

more than 1,775 county residents throughout the region.

The HOME Consortium is awarded an annual allocation of funds to benefit housing units occupied by low and moderate income families. The funds are used for owner-occupied rehabilitation, first time homebuyer assistance, and rental rehabilitation. Local non-profit housing agencies and some larger municipalities apply directly to the Consortium to access these funds.

#### **Rental Assistance:**

Residents who are in need of rental assistance can contact Lewis County Opportunities in Watertown. They can provide rental subsidies in Jefferson County through the HUD Section 8 voucher program. The subsidies provide the means for low income families, the elderly and disabled to obtain decent, safe, affordable housing. Direct payments are made to participating landlords on behalf of qualified households and applicants must meet specific income eligibility guidelines.

#### **Homebuyer Education Program:**

Neighbors of Watertown offers a homebuyer education course that provides important knowledge to families buying a home. The program does not have income limits and serves families from both Jefferson and Lewis Counties. Classes are normally held once a month on Saturdays, but the schedule varies with the demand for the program. Topics covered in each class include: understanding the process, developing a budget, different types of mortgage and what you can afford, predatory lending to watch out for, selecting

your home, what to expect at closing as well as many other aspects of the home buying process.

### Conclusion

Safe, affordable, and accessible housing is very important to maintain quality of life for residents. The Town and Village of Clayton feel this is a priority in the future as the community grows and changes. Housing needs may change, but the need to protect, maintain and enhance neighborhood character will continue.

The next chapter, Economic Development, examines additional Census data and trends such as:

- ✓ business types,
- ✓ number of businesses,
- ✓ employment,
- ✓ payroll,
- ✓ household income,
- ✓ resident occupations,
- ✓ resident employment by industry,
- ✓ labor force,
- ✓ commuting trends including place of work,
- ✓ travel time to work,
- ✓ time leaving to go to work, and
- ✓ educational attainment.

The chapter also includes assessed property values by assessment category and a breakdown of residential properties by assessment category for 2015 (from the Jefferson County Real Property Services Office), in the Town of Clayton as well as within the Village.

## Economic Trends and Development Introduction

Economic development is an important goal of this Comprehensive Plan. Economic development involves every facet of the community: parks and trails, new and renovated housing, technology infrastructure, labor supply, and leadership. The Town and its partners must continue to nurture many of these facets in order to maintain existing businesses, sustain a steady workforce, and foster new economic ventures.

Select chapters of this plan have outlined the priorities for maintaining Clayton's transportation network, enhancing recreational opportunities, improving public facilities, supporting a reliable and expanding infrastructure system, preserving natural resources, developing land appropriately in a way that will preserve and enhance the distinct visual character of the Town and Village.

All of these pieces fit together to lead to a vibrant, enduring local economy. This chapter outlines several recent economic statistics and trends related to economic vitality: number of businesses, payroll, employees, business types, household income, resident occupations, employment by industry, and local labor force trends.

Clayton's riverfront and island areas provide a key component in one of the town's major industries, namely a seasonal tourism based economy. The Thousand Islands region has attracted visitors since great hotels and summer homes began to be built in the latter part of the nineteenth century. As described in the

Community Facilities Chapter, the area offers plentiful options for sightseeing, lodging, dining, boating and other water related activities for residents and visitors. There are several hospitality and service businesses in the Town and Village trends.

### Economic Development Goals:

1. Foster economic development that capitalizes on rural and urban character.
2. Use a balanced approach to increase jobs and employment opportunities while fostering residential development to maintain a vibrant local economy while preserving neighborhoods.
3. Foster economic development to help retain the area's young adults by expanding employment opportunities.

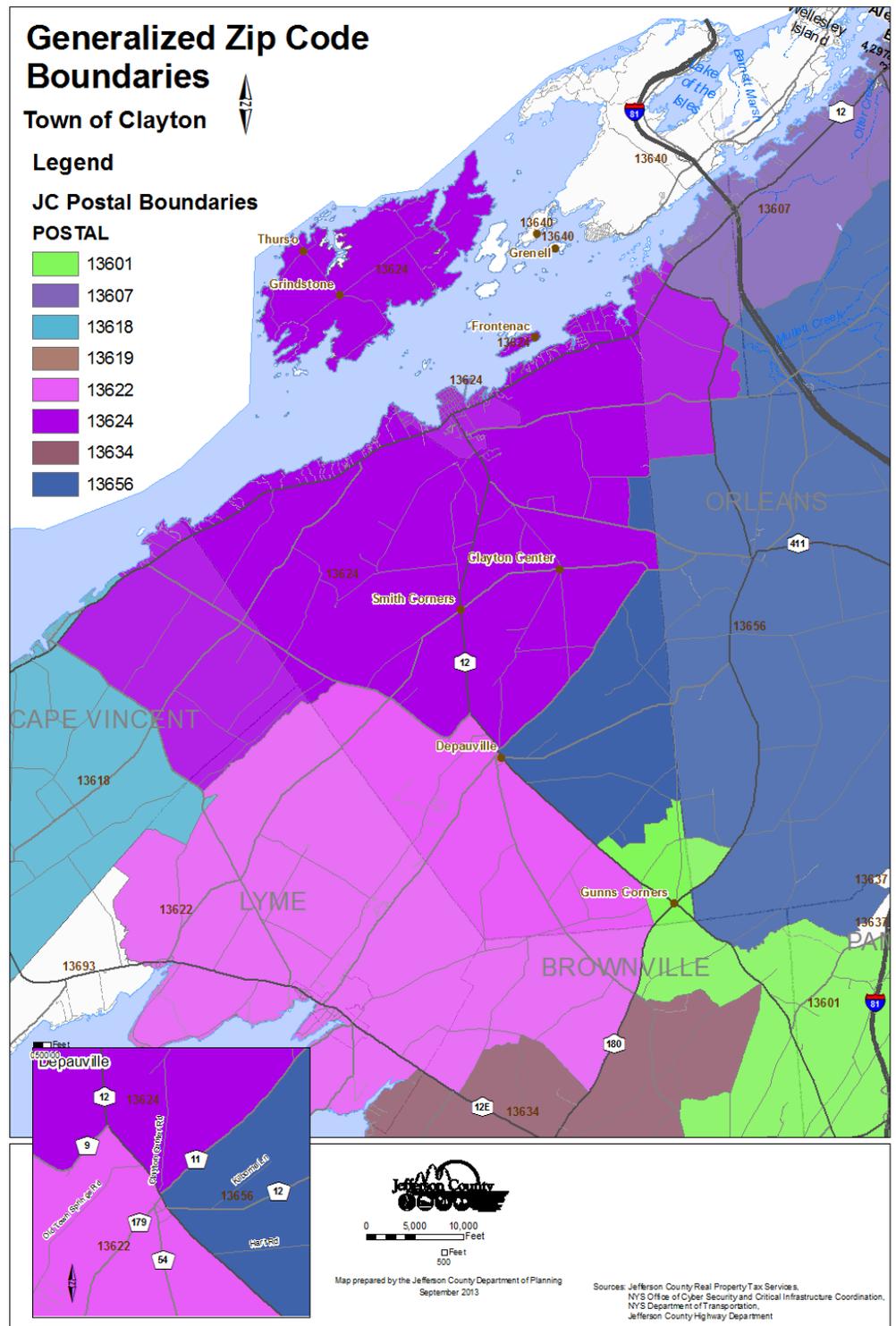
### Economic Development Objectives:

1. Build on community character to expand economic development opportunities.
2. Expand the tourism based economy in a sustainable way that balances growth and preserves the natural environment and quality of life for residents and visitors.
3. Support economic development that will expand the tourism season to shoulder seasons as well as year round opportunities for residents and visitors.
4. Consider marketing the Village, Hamlet, and Town as a residential destination to expand development opportunities.

### Zip Code Areas

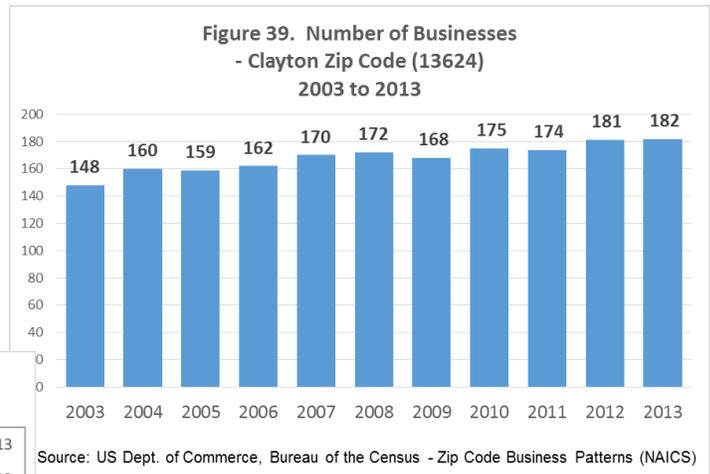
The map illustrates generalized zip code delivery areas that the US Postal Service uses.

The Census Bureau publishes business patterns by zip code annually, with information about the number and types of businesses, payroll, and employment levels within each zip code. The following pages summarize the information for the Clayton zip code (13624) that coincides the most with the Town boundaries. The zip codes that coincide with Depauville and LaFargeville that cover the southern portion of the Town of Clayton were not included. This was because any businesses in or near either hamlet would be grouped with the larger number of businesses within the Towns of Lyme or Alexandria respectively, and could not be measured only within the Town of Clayton which would skew any comparisons.



### Businesses by Zip Code

According to the Census Bureau, the number of businesses in the Clayton Zip Code increased overall by 23 percent from 2003 to 2013. Two periods of increase occurred from 2003 to 2008, then another one from 2010 to 2013. It is expected that 2014 and 2015 will also



demonstrate years of increases due to the construction of the 1000 Islands Harbor Hotel.

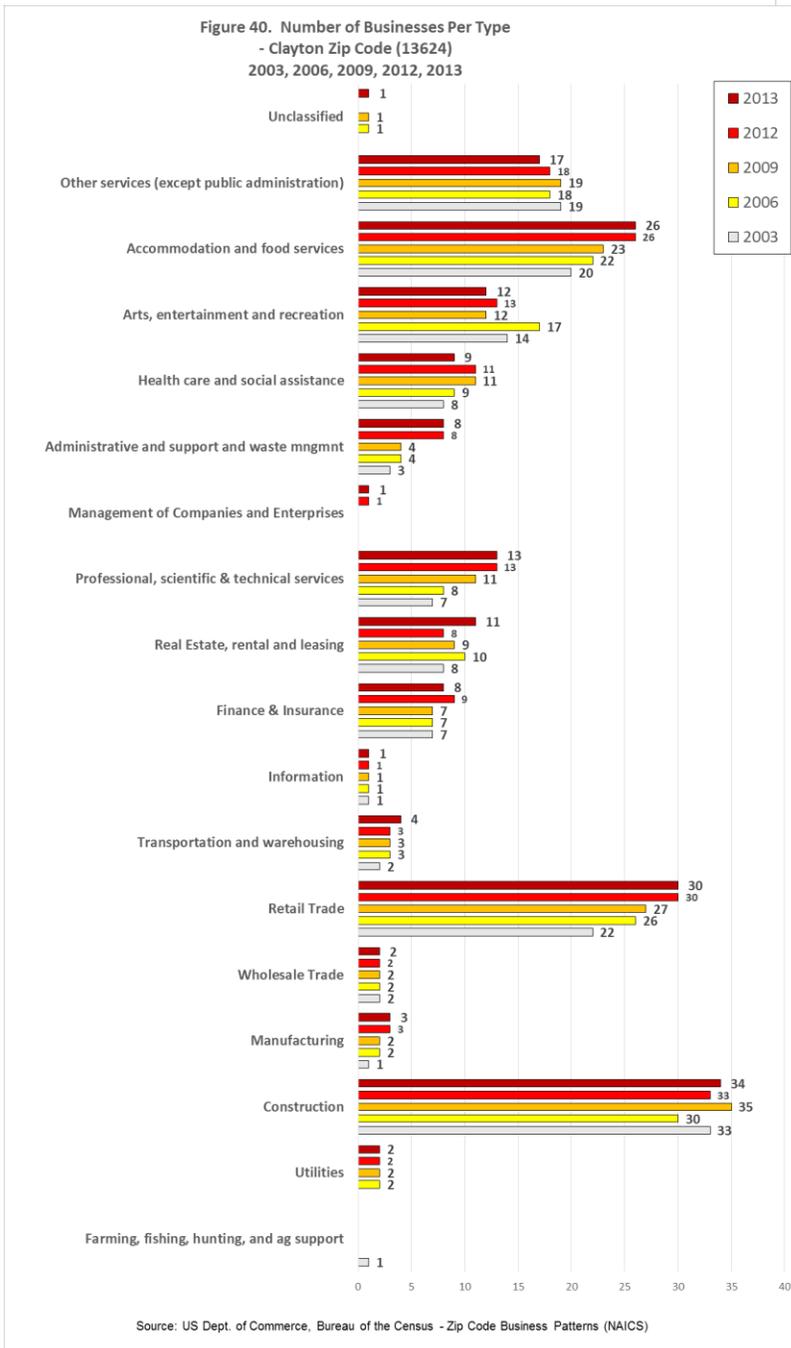
### Business Types

From 2003 to 2013, the bulk of the increase in the number of businesses (an increase of 34) noted in the Clayton Zip Code would appear to be due to the following increases:

- retail trade (8),
- accommodation and food services (6),
- Professional, scientific & technical services (6),
- administrative and support, and waste management (5), and
- real estate, rental and leasing sector (3).

More than half of the business types were consistent with either an increase of 1, 2, or no losses:

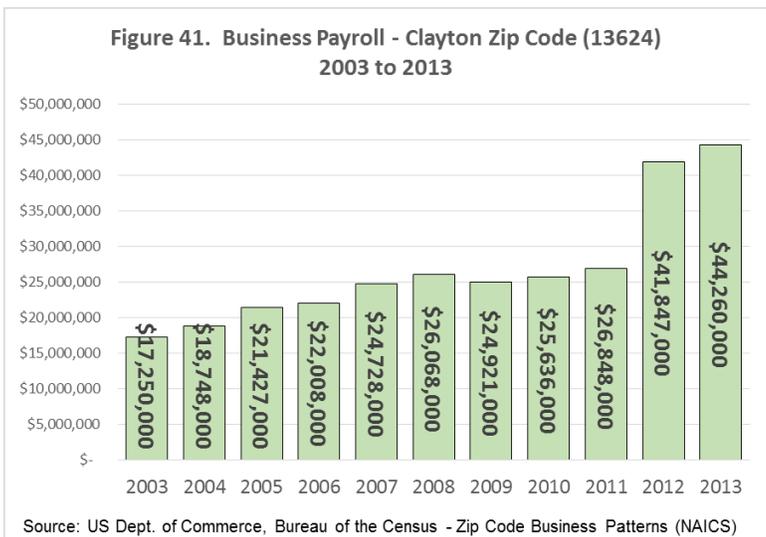
- health care and social assistance (1),
- finance and insurance (1),
- transportation and warehousing (2),
- information (no net loss/gain), wholesale trade (0),
- manufacturing (2), construction (1), and
- utilities (no net loss/gain).



The two sectors that felt losses during that time period were: Arts, Entertainment, and Recreation (-2), and other services (except public administration (-2)).

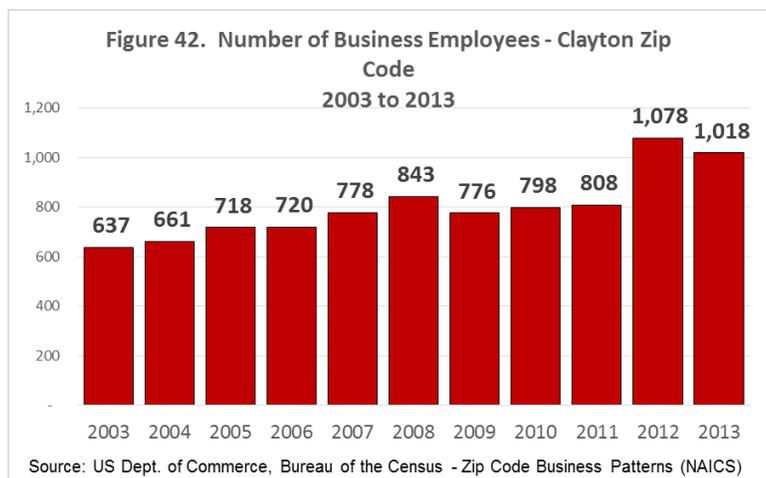
### Business Payroll by Zip Code

Payroll activity is an important element of business trends. The payroll increased by 78 percent overall during the time period, increasing from \$17,250,000 in 2003 to \$44,260,000 in 2013.



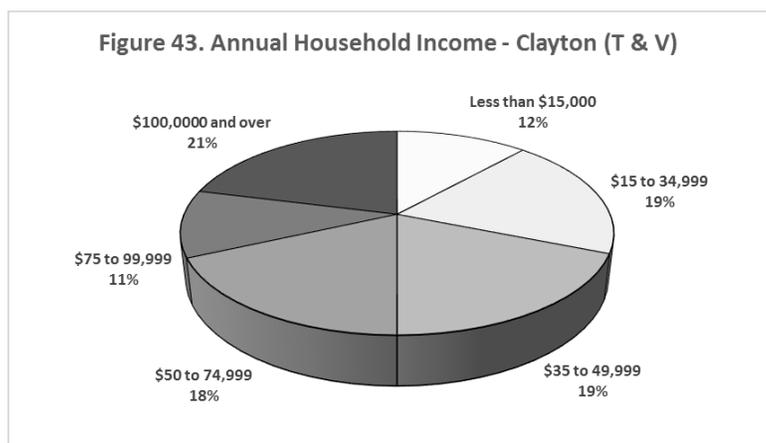
### Employees by Zip Code

While the total number of businesses and payroll increased from 2003 to 2013, the number of employees also increased at a rate of 31 percent in the time period. As mentioned above, it is expected that 2014 and 2015 will also reflect employee increases due to the opening 1000 Islands Harbor Hotel. Of particular note, is that data for the number of paid employees is collected in March of each year, which may be prior to when some businesses have their summer staff hired for the season, which results in lower report numbers.



### Household Income

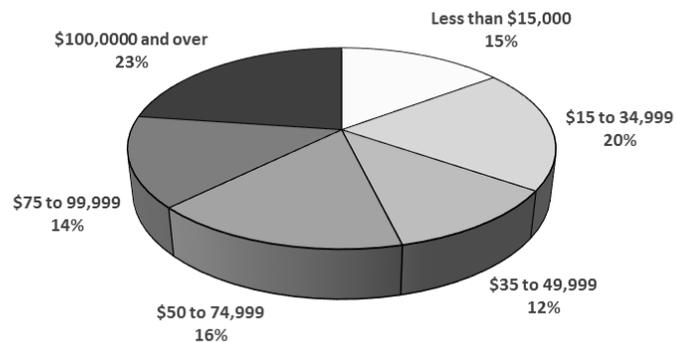
Town and Village household income, according to the American Community Survey for 2013, is illustrated in Figure 43. For the total of 1,930 households, income levels were distributed somewhat evenly among the categories. The largest segment, or 21 percent of households, earned \$100,000 and over. Tied for second largest segment, were the \$15 to 34,999 and the \$35 to 49,999 income segments at 19 percent each. A close fourth, was the \$50 to 79,000 income segment with 18 percent.



In the Village of Clayton, the largest segment for household income was also the \$100,000 and over segment at 23 percent of households (right). The second largest, or 20 percent of households earned between \$15 and 34,999 in 2013. While the Town and Village appear to be fairly well blended in terms of income distribution, there does seem to be slightly fewer moderate income households within the Village.

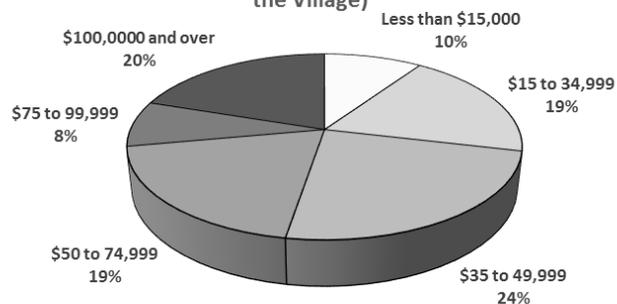
In the Town outside the Village, the largest segment was the \$35 to 49,999 with 24 percent of households. The second largest was the \$100,000 and over segment with 20 percent of households, while the \$15 to 34,999 and the \$50 to 74,999 segments both comprised 19 percent of households.

Figure 44. Annual Household Income - Clayton (Village)



Source: US Dept. of Commerce, Bureau of the Census - American Community Survey

Figure 45. Annual Household Income - Clayton (Town outside the Village)



Source: US Dept. of Commerce, Bureau of the Census - American Community Survey

## Census Bureau – Data Collection Changes

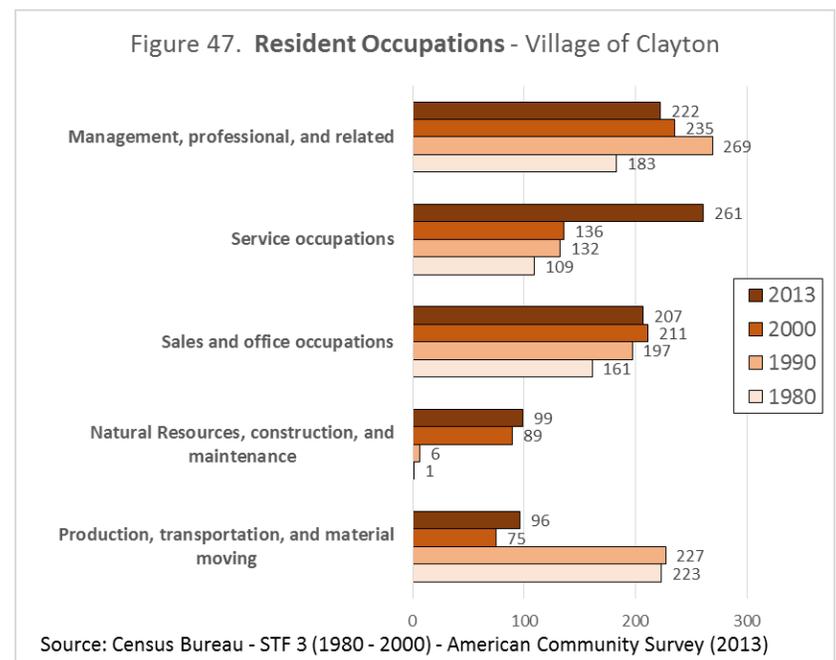
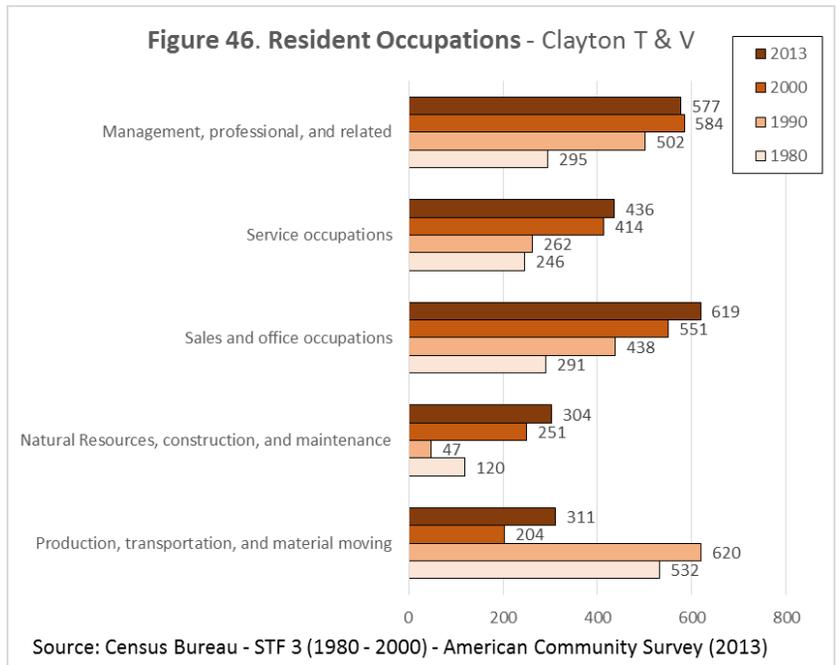
The Census Bureau historically tracks many indicators such as occupation, industry, and labor force data as part of the decennial Census. The Census utilized a short form sent to a majority of households while a long form was used to sample a percentage of households to measure more detailed information such as socioeconomics, employment, and housing data. While the more detailed information was based on a selected sample of the entire population to represent the larger community, the sample size was fairly large compared to how many are now used to estimate similar information.

From the 2010 Census forward, such detailed data is gathered as part of the American Community Survey, which is undertaken on a more frequent basis (annually or biannually), to a smaller selected sample size of the population. Therefore, previously collected Census data are not as comparable to the new estimates collected through the American Community Survey (ACS) process. While previous practices were discontinued as described above and the newer methods still carry a level of validity, of note is that the margins of error for each estimate varies based on the sets of sample size upon which each is based.

### Resident Occupation

The Census Bureau defines occupation as the kind of work a person does on the job. Town-wide, resident occupations increased by 51.4 percent from 1980 to 2013. However, natural resources, construction, and maintenance occupations increased the most with a 153.3 percent increase although this category experienced some combining of occupations since 2000, which also bolstered its increase. The sales and office occupations; and management, professional, and related occupations increased by 112.7 percent and 95.6 percent respectively. Service occupations also increased 77.2 percent. Such increases occurred while the production, transportation, and material moving occupations declined by 41.5 percent during that time period.

Residents' occupations within the Village of Clayton increased by 30.7 percent collectively. The bulk of the increases were in the service occupations, which experienced a 139.4 percent increase. The natural resources, construction, and maintenance occupations increased by 98 residents, but again the category changed since the 2000 Census so its rate of increase could also be partially due to shifting of categories. Sales and office occupations increased by 28.6 percent, and the management, professional, and related occupations rose by 21.3 percent. However, the production, transportation, and material moving occupations declined by 57 percent.

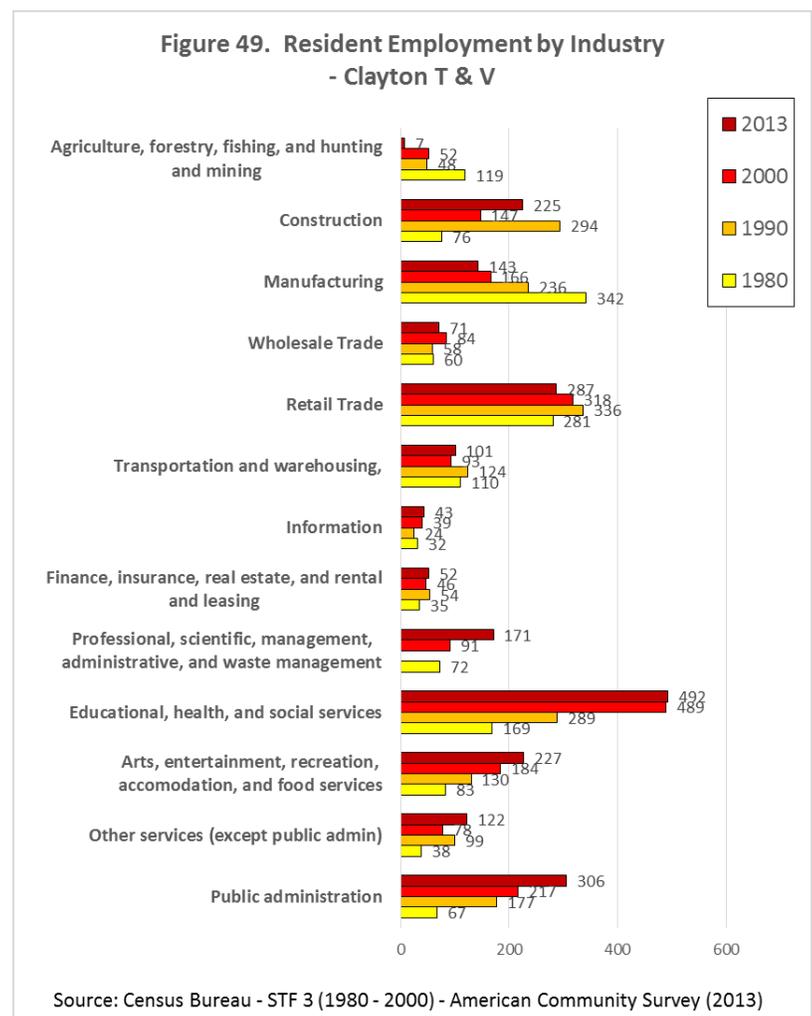
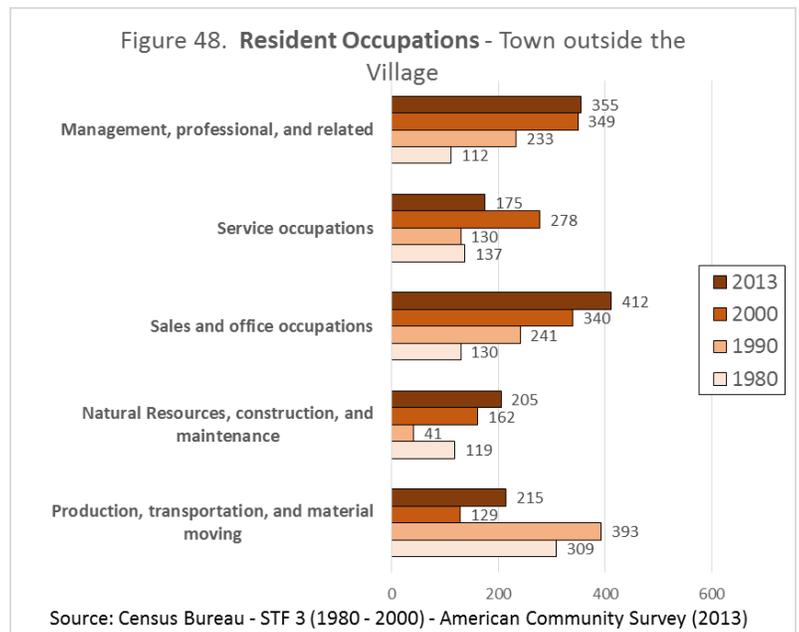


In the Town of Clayton outside the Village, resident occupations increased by 68.8 percent. In particular, the management, professional, and related resident occupations flourished, rising 217 percent, as did the sales and office occupations with a 216.9 percent increase. Also outside the Village, the natural resources, construction, and maintenance occupations went up by 72.3 percent and the service occupations have an increase of 27.7 percent. However, the production, transportation, and material moving occupations declined by 30.4 percent.

### Resident Employment Industries

The Census Bureau defines employment industry as the kind of business conducted by a person's employer or employing organization. Several trends are evident regarding Town resident and Village resident employment industries from 1980 to 2013.

Town-wide, residents employed by public administration employers felt the highest increase with a remarkable 356.7 percent rise. Other services (except public administration) rose at a high rate of 221.1 percent. Those employed by construction type employers increased at a rate of 196.1 percent, while those in the education, health, and social service industries increased by 191.1 percent. Other noteworthy increases occurred for those employed by the arts, entertainment, recreation, accommodation, and food services who increased by 173.5 percent, as well as those employed by professional, scientific, management, administrative, and



waste management employers increased by 137.5 percent over the time period of 1980 to 2013.

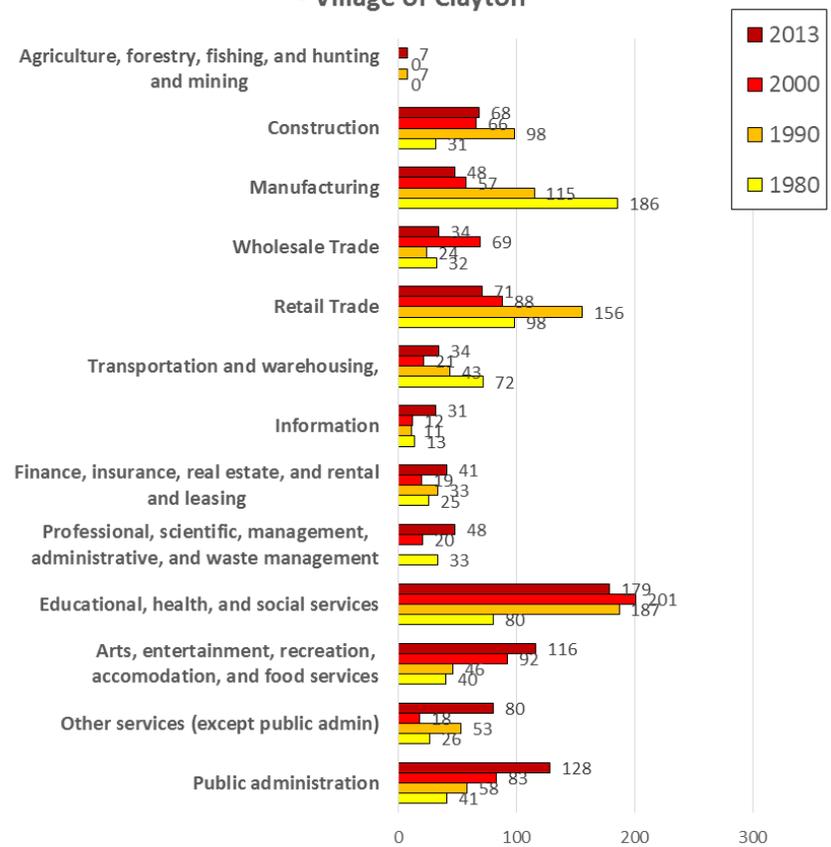
Similar to Town-wide employment, those who live in the Village felt the largest increase by those working for public administration type employers, as well as the other services (except public administration) which increased by 212.2 percent and 207.7 percent respectively.

Other large increases were noted among those employed by the arts, entertainment, recreation, accommodation, and food services type employers who increased by 190 percent, those employed by the information type employers increased by 138.5 percent (increase of 18 residents), while those employed in the educational, health, and social services industry increased by 123.8 percent. Those employed by construction type firms increased by 119.4 percent. Nine sectors experienced increases, while three decreased during the time period, some of which were those employed by the manufacturing type employers that declined by 74.2 percent, transportation and warehousing type employers who lost 52.8 percent and those employed by retail trade type employers declined by 27.6 percent. Of note, those employed by agriculture, forestry, fishing and hunting employers fluctuated between zero and 7 residents for each subsequent decade.

The increase in Town and Village number of individuals employed, increased 51.4 percent overall from 1980 to 2013, while those employed residents in the Village of Clayton only

increased by 30.7 percent. Those outside the Village limits, increased by 68.8 percent for the same time period. The following page describes the trends for resident who live outside the Village.

**Figure 50. Resident Employment by Industry - Village of Clayton**

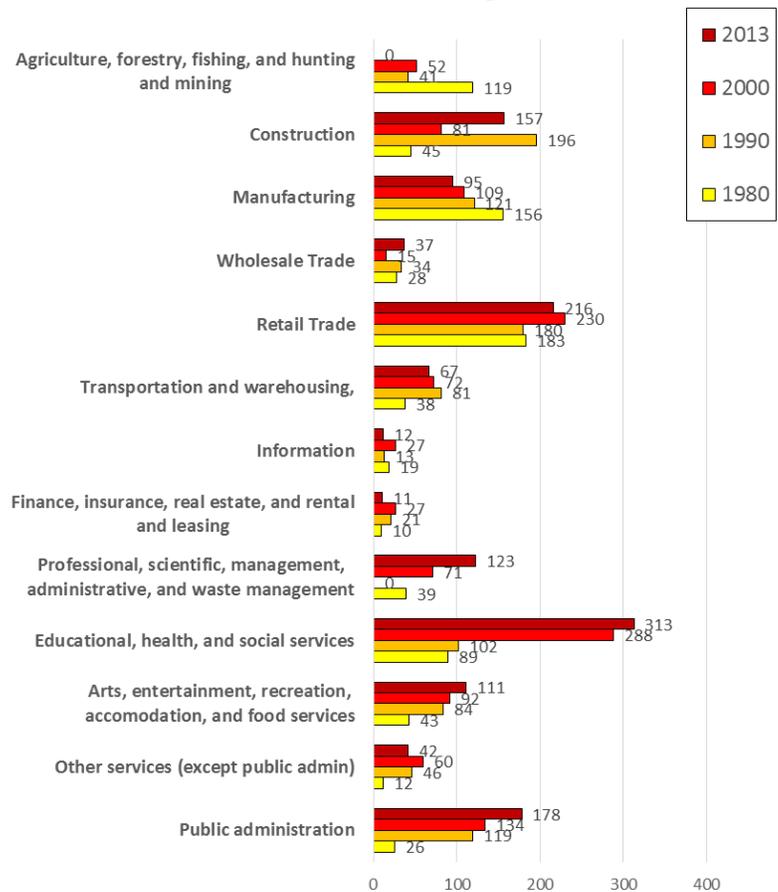


Source: Census Bureau - STF 3 (1980 - 2000) - American Community Survey (2013)

As one would guess, residents living in the Town of Clayton outside the Village differed from those living within the Village as some types rose significantly. From 1980 to 2013, those employed by public administration type employers exploded by 584.6 percent, a rise of 152 residents. The second largest increase occurred for those employed by the educational, health, and social services employers who increased by 251.7 percent (an uptick of 224 residents). Those employed by construction type employers increased by 248.9 percent (an overall increase of 112 residents).

Those employed by professional, scientific, management, administrative, and waste management type employers rose by 215.4 percent (an increase of 84 residents). Those employed by the arts, entertainment, recreation, accommodation, and food services type employers added 158.1 percent (an increase of 68 residents). Conversely, those employed by the agriculture, forestry, fishing, hunting, and mining type employers declined 100 percent (a decrease of 119 residents), while those employed by manufacturer type employers declined by 39.1 percent (a decrease of 61 residents). In summary, 10 sectors increased for those in the Town outside the Village, while three declined.

Figure 51. Resident Employment by Industry - Town outside Village



Source: Census Bureau - STF 3 (1980 - 2000) - American Community Survey (2013)

### Local Labor Force Trends

The Census Bureau historically tracked labor force data as part of the decennial Census. As of the 2010 Census, such trends are now gathered as part of the American Community Survey, which is done on a more frequent basis, to a smaller sample size of the population. Therefore, previously collected Census data may not be as comparable to the new estimates collected through the American Community Survey (ACS).

Town-wide, Clayton’s civilian labor force felt an increase of 65.6 percent from 1980 to 2013

(Figure 12). The increase in its labor force has outpaced its population increase of those aged 16 and over, which increased by 39.7 percent. The labor force participation rate increased as well, by 18.5 percent in the entire Town.

Armed Forces, two thirds of whom lived within the Village as of the latest data. The number of unemployed declined overall within both the Town and Village between 1980 and 2013.

<b>Table 12. Labor Force - Clayton (T)</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2009-2013</b>	<b>% change 1980 to 2013</b>
Population 16 years and over	2,712	2,258	3,743	3,790	39.7%
Civilian labor force	1,484	1,869	2,214	2,457	65.6%
Armed Forces	4	93	139	108	2600.0%
Unemployed	307	296	210	210	-31.6%
Not in labor force	1,228	1,256	1,390	1,225	-0.2%
Participation rate	54.7%	82.8%	59.2%	64.8%	18.5%

The civilian labor force, within the Village increased by 42.5 percent, while the population 16 years and over increased by only 21.9 percent (Figure 13). Its labor force participation rate increased by 16.9 percent for the time period.

<b>Table 13. Labor Force - Clayton (V)</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2009-2013</b>	<b>% change 1980 to 2013</b>
Population 16 years and over	1250	1041	1548	1524	21.9%
Civilian labor force	677	948	832	965	42.5%
Armed Forces	4	93	54	71	-23.7%
Unemployed	142	117	86	80	-43.7%
Not in labor force	573	625	662	488	-14.8%
Participation rate	54.2%	91.1%	53.7%	63.3%	16.9%

The Town outside the Village realized a the civilian labor force increased of 84.9 percent, while the population 16 years and over increased by 55.0 percent for the time period (Figure 14).

The labor force participation rate increased by 32.9 percent overall. Historically, a higher percentage of the population outside the Village participated in the labor force, although the difference narrowed by the 2009-2013 estimate. Also of note, was the increase in residents in the

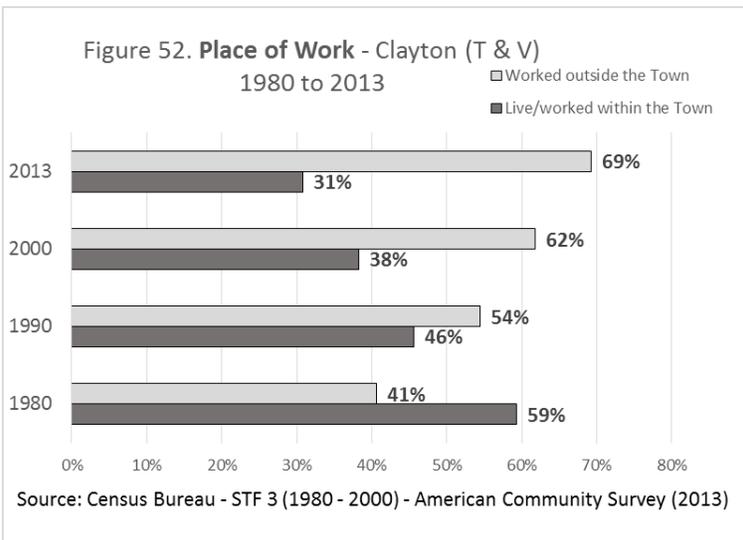
<b>Table 14. Labor Force - Town outside Village</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2009-2013</b>	<b>% change 1980 to 2013</b>
Population 16 years and over	1,462	1,217	2,195	2,266	55.0%
Civilian labor force	807	921	1,382	1,492	84.9%
Armed Forces	-	-	85	37	-56.5%
Unemployed	165	179	124	130	-21.2%
Not in labor force	655	631	728	737	12.5%
Participation rate	55.2%	75.7%	63.0%	65.8%	19.3%

### Commuting Trends

The Census Bureau still collects commuting trend data, as part of the American Community Survey in order to capture more frequent reporting. Such information is now gathered every three to five years based on population size. As described earlier, comparisons between the 1980 to 2000 data and the 2013 data should acknowledge the methodology change the Census Bureau implemented.

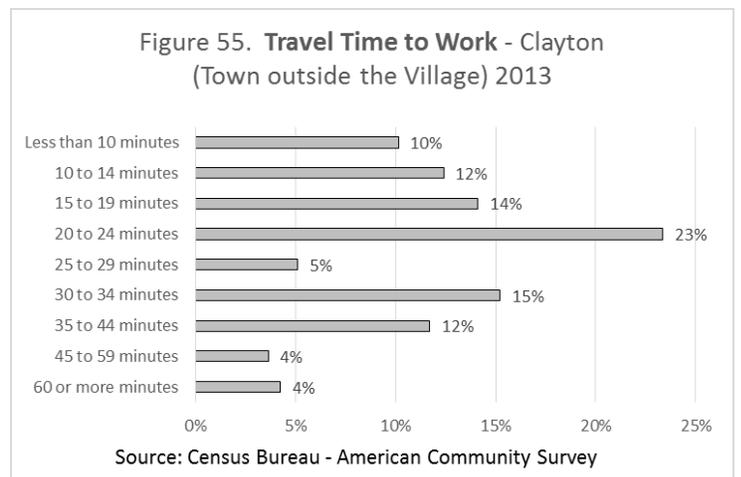
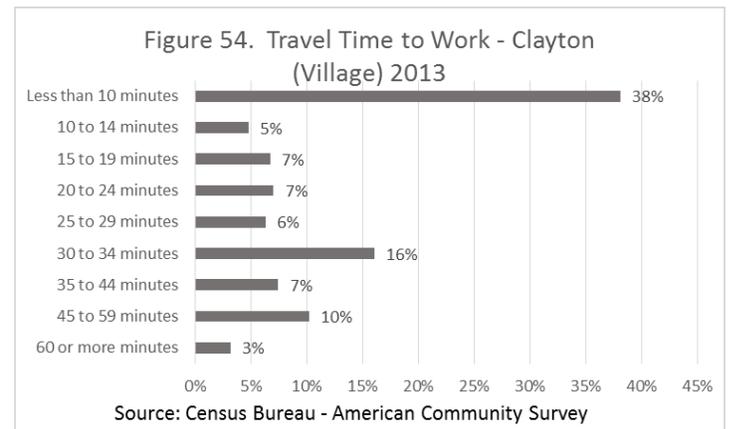
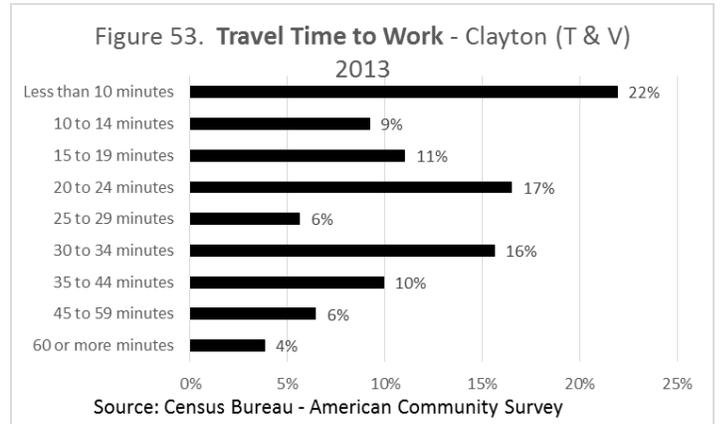
#### Place of Work

Commuting patterns have changed dramatically from a Town that had 59 percent of its residents living and working in the Town in 1980, to now 69 percent of the Town residents working outside the Town as of 2013. Each decade in between demonstrated a gradual shift to more residents securing work outside Town limits as Figure 52 illustrates.



#### Travel Time to Work

Town and Village combined, the largest segment of the workforce reported traveling less than 10 minutes a day to work (22 percent) in 2013. When combined with the next two segments, 42 percent of Town and Village workforce spent



less than 20 minutes a day traveling to work. The Town average commute time (mean) was 23.8 minutes in 2013. The national or US average commute time was 25.5 minutes in 2013.

Within the Village, 38 percent of the workforce traveled less than 10 minutes to work. However,

average commute time was slightly less (22.4 minutes) for Village residents than the Town-wide populace. The second largest segment was the group traveling 30 to 34 minutes to work.

Those in the Town outside the Village, travel times were more typical, with longer trips on average, as the largest segment for travel time was the 20 to 24 minute grouping at 23 percent of the workforce. Next largest was the 30 to 34 minute segment at 15 percent of the workforce, followed by the 15 to 19 minute segment.

Commute times can be affected by routine traffic levels and congestion, therefore habitual delays can cause commuters to leave earlier and lead to longer commutes on average.

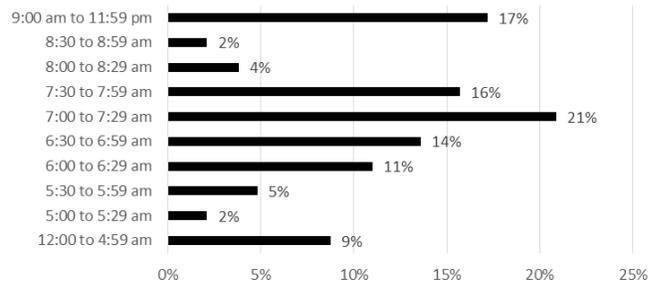
Time Leaving to Go to Work

The American Community Survey also asks when people leave home to go to work in order to gauge commuting trends related to departure times. Recurring traffic congestion at certain times can influence when people decide to leave home to go to work.

Town-wide, the largest two segments of morning commuters left the home between 7:00 and 7:29 am at 21 percent, and the 9:00 am to 11:59 pm segment at 17 percent of workers respectively. A close third was the 7:30 to 7:59 segment at 16 percent of the workforce.

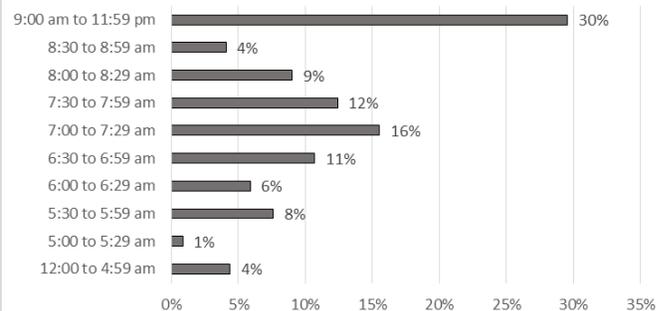
The largest segment of commuters in the Village left home between 9:00 am and 11:59 pm at 30 percent of the workforce in 2013. It is assumed that a significant portion of this group works 2<sup>nd</sup> or 3<sup>rd</sup> shift work somewhere within commuting distance. The second largest group (16 percent) of morning commuters left home between 7:00 and 7:29 am and 7:29 am.

Figure 56. Time Leaving to Go to Work - Clayton (T & V) 2013



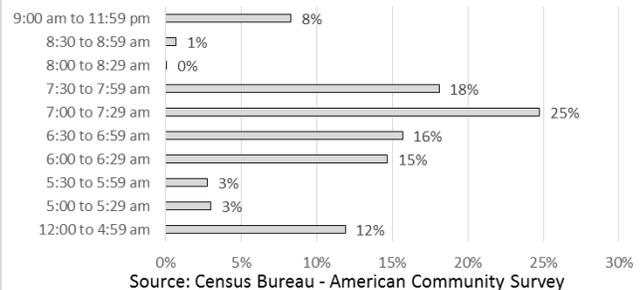
Source: Census Bureau - American Community Survey

Figure 57. Time Leaving to Go to Work - Clayton (Village) 2013



Source: Census Bureau - American Community Survey

Figure 58. Time Leaving to Go to Work - Clayton (Town outside the Village) 2013



Source: Census Bureau - American Community Survey

Those in the Town living outside the Village, the largest segment of the workforce were those leaving their home between 7:00 and 7:29 am at 25 percent of the workforce. The next largest was the between 7:30 and 7:59 am segment at 18 percent of the workforce in 2013. The next two segments were 6:30 to 6:59 am at 16 percent, and 6:00 and 6:29 am at 15 percent of the workforce leaving home to go to work.

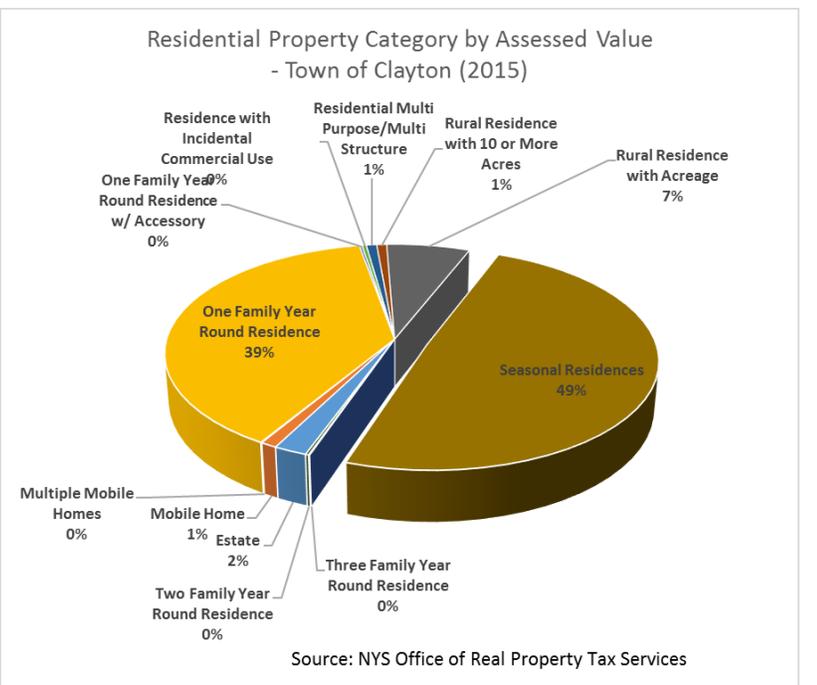
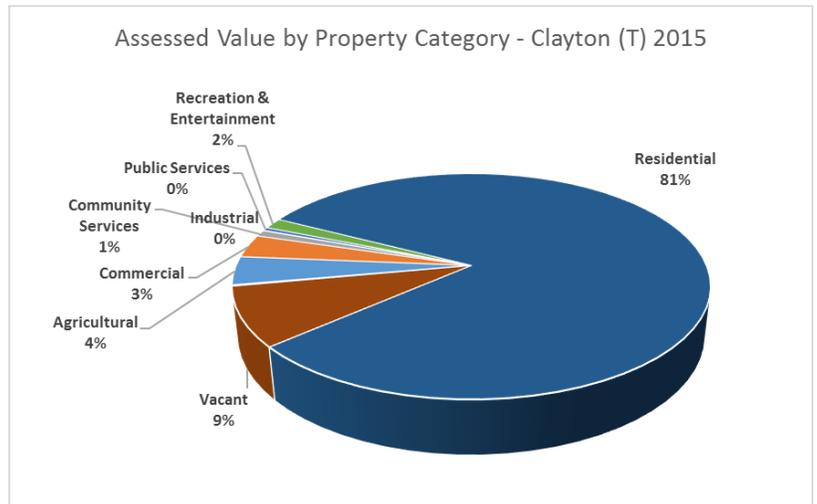
### Town Assessed Values

Assessed values in the Town illustrate some expected patterns in 2015. The majority of the assessed value in the Town is in the Residential Category with 81 percent, not surprising given the amount of waterfront and rural residences within the Town along the river and rural roads. Agricultural comprises 4 percent of assessed value, while Commercial comprises 3 percent.

Looking closer at just the largest classification of assessed property, Residential, one can see that the Seasonal Residences comprised 49 percent in 2015, while all the combined non-seasonal categories equated to slightly larger percentage of 51 percent.

While Agricultural only made up 4 percent of the Town’s assessed value, farms typically have a much lower demand for services on average. This often equates to them typically paying more in taxes than they get in return on average, similar to commercial, industrial, recreational and entertainment land uses, which typically have a similar tax base effect. This is covered in more detail in the Agricultural Chapter.

Bedroom communities, such as Clayton, must consider the need for diversifying their tax base to keep residential property taxes down in proportion to local cost drivers such as schools, emergency services, and other public utilities. Definitions explaining the assessment categories including the breakdown of residential land use types can be found on page 41.

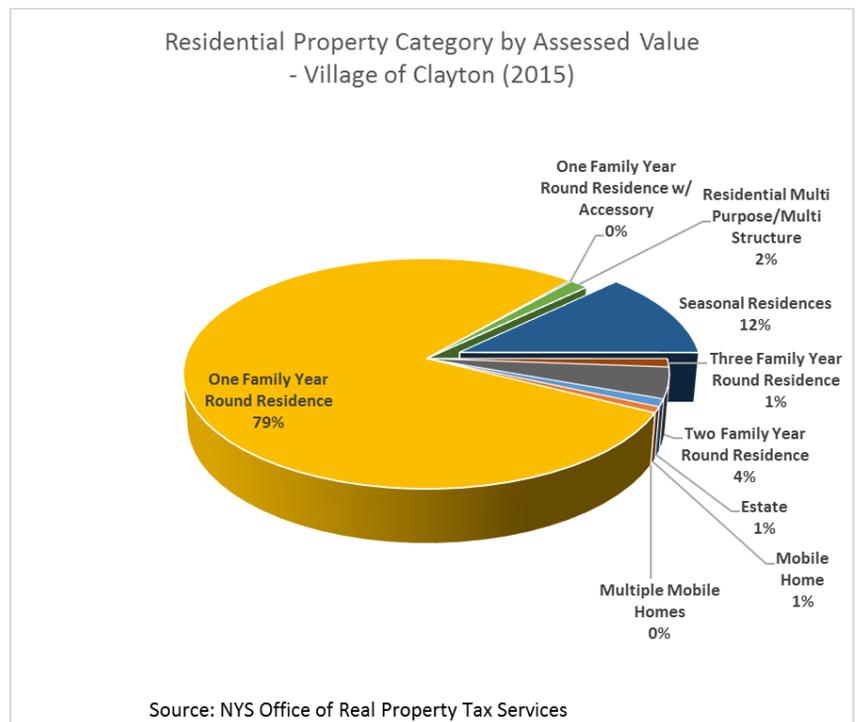
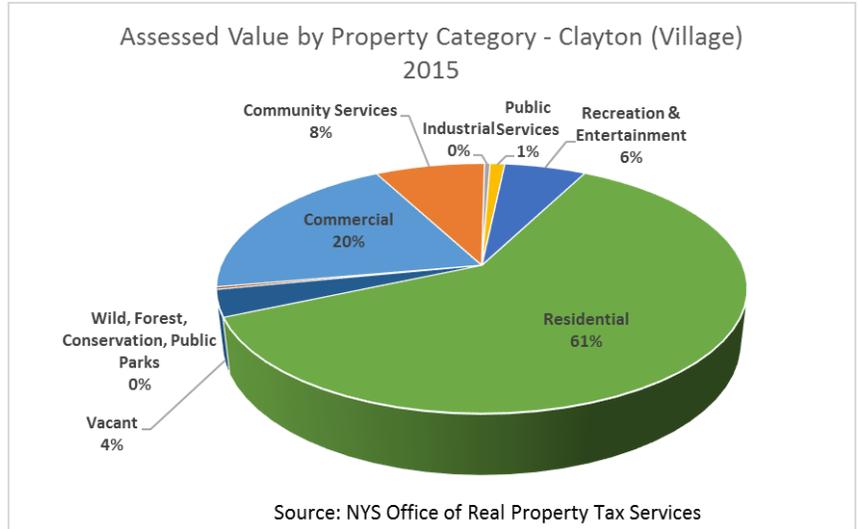


### Village Assessed Values

Assessed values in the Village illustrate some expected patterns in 2015. A large percentage of the assessed value in the Village is in the Residential Category with 61 percent however, Commercial now comprises 20 percent which should help diversify the Village tax base at least more than has historically been the case. It is assumed that the 1000 Islands Harbor Hotel has contributed to this percentage.

The bulk of the residentially assessed property value in the Village, are one family year round units comprising 79 percent of the residential category. Second in value are seasonal residential units, making up 12 percent of residential property value, while two family year round units making up 4 percent in 2015. Therefore, year round residences in the Village comprise 88 percent of assessed value in the residential category.

The New York State Office of Real Property Tax Services defines each land use category for assessment purposes. The definitions are on the following page:



- **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 Land** - 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 & Entertainment** - Property used by groups for recreation, amusement, or entertainment.
- **Industrial** - Property used for the production and fabrication of durable and nondurable man-made goods.
- **Community Services** - Property used for the well-being of the community.
- **Public Services** - Property used to provide services to the general public.
- **Wild, Forested, Conservation Lands & Public Parks** - Reforested lands, preserves, and private hunting and fishing clubs.

Source: NYS Office of Real Property Services

### Specific Types of Residential:

**One Family Year-Round Residence** - A one family dwelling constructed for year-round occupancy (adequate insulation, heating, etc.).

**Rural Residence with Acreage** - A year-round residence with 10 or more acres of land; it may have up to three year-round dwelling units

**Seasonal Residences** - Dwelling units generally used for seasonal occupancy; not constructed for year-round occupancy (inadequate insulation, heating, etc.). If the value of the land and timber exceeds the value of the seasonal dwelling, the property should be listed as forest land.

**Mobile Home** - A portable structure built on a chassis and used as a permanent dwelling unit.

**Multiple Residences** - More than one residential dwelling on one parcel of land. May be a mixture of types, or all one type.

**Estate** - A residential property of not less than 5 acres with a luxurious residence and auxiliary buildings.

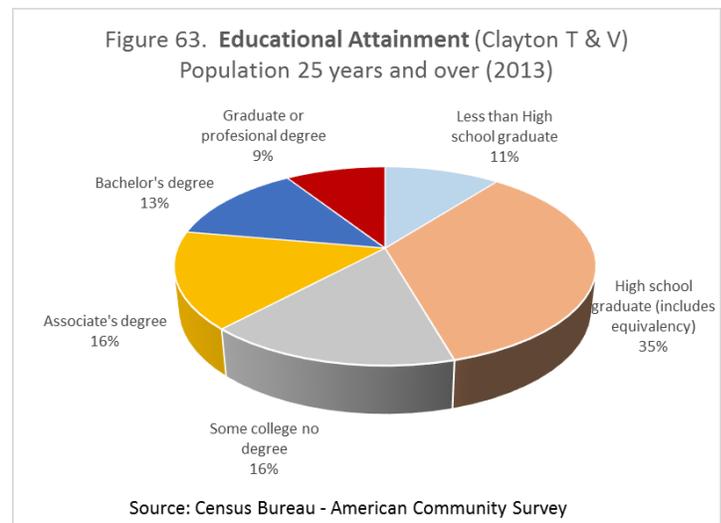
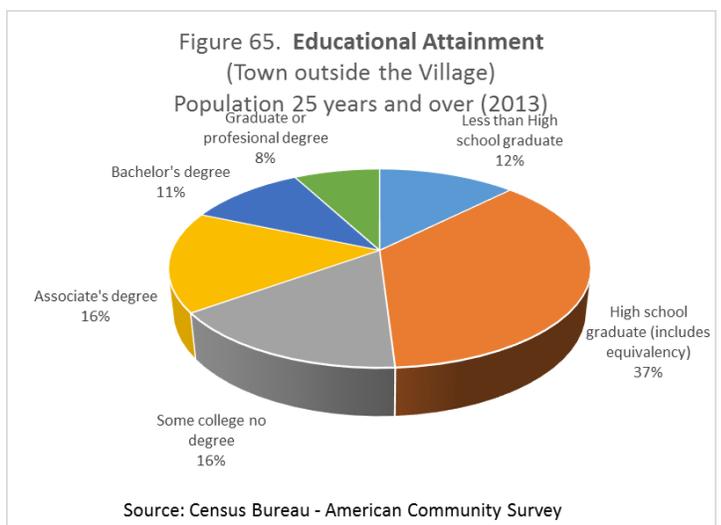
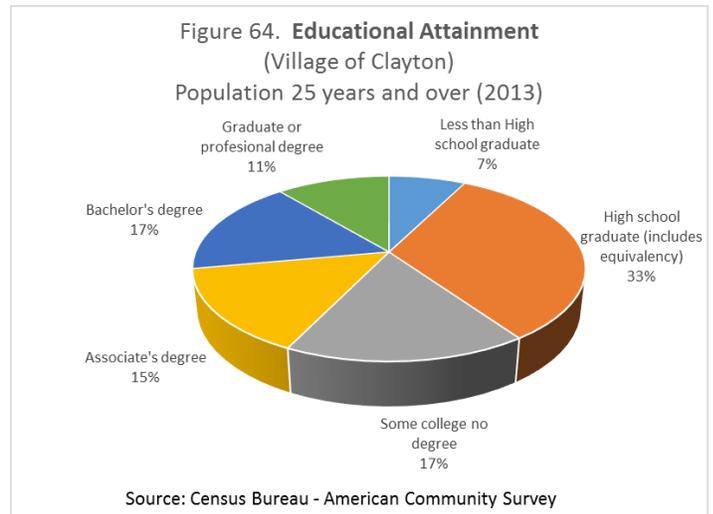
### Educational Attainment

The 2013 Census Bureau – American Community Survey data indicates the Town and Village of Clayton had a fairly similar amount of High School Graduates and those who either had some college or had various levels of College Degrees.

However, to distinguish between the Village and Town Educational Attainment levels, the second and third pie charts illustrate the distinct Village levels and Town outside the Village levels respectively.

They demonstrate some differences as far as education level among residents in the Village vs those in the Town outside the Village in terms of Educational Attainment. While 33 percent of those aged 25 years and over had a High School degree in the Village, 37 percent had a High School degree in the Town outside the Village. Those residents with some college in the Village, however, comprised 17 percent of the population aged 25 years and over, while those outside the village totaled 16 percent. Those with an Associates degree totaled 15 percent in the Village and 16 percent in the Town outside the Village.

Contrastingly, those with a Bachelor’s degree totaled 17 percent within the Village, while those outside the village totaled 11 percent. Lastly, those with a Graduate or professional degree represented 11 percent of the Village residents and 8 percent of those in the Town outside the Village.



## Tourism Based Economy

Clayton's riverfront and island areas provide a key component in one of the town's major industries, namely a seasonal tourism based economy. The Thousand Islands region has attracted visitors since great hotels and summer homes began to be built in the latter part of the nineteenth century. As described in the Community Facilities Chapter, the area offers plentiful options for sightseeing, lodging, dining, boating and other water related activities for residents and visitors. There are several hospitality and service businesses in the Town and Village.

## Local Economic Development Priorities

Local citizens and Town officials have worked hard to coordinate and foster various types of development. Both the Town and Village of Clayton welcome growth and change, but also seek to maintain economic stability while making sound land use decisions, providing adequate community facilities and services, as well as protecting the environmental integrity and existing character of the Town and Village. As the Town and its communities continue to grow, the cost of providing services for new residential development will likely grow as well. From a fiscal perspective, new year-round residential growth rarely pays for itself in terms of services and school costs versus property taxes collected. Therefore, it is important to ensure that the community maintains a balance of residential development, commercial development, working agricultural lands, and recreation spaces.

This balanced approach to growth will increase the quality of life for current and new residents,

and as a result will continue to attract those wishing to settle in or visit a seasonal waterfront community with a multitude of amenities, destinations, and recreational opportunities.

### **Seven Economic Development Lessons/Truths:**

1. In small towns, community development is economic development.
2. Small towns with the most dramatic outcomes tend to be proactive and future oriented; they embrace change and assume risk.
3. Successful community economic development strategies are guided by a *broadly held local vision*.
4. Defining assets and opportunities broadly can yield innovative strategies that capitalize on a community's competitive advantage.
5. Innovative local governance, partnerships and organizations significantly enhance the capacity for community economic development.
6. Effective communities identify, measure and celebrate short-term successes to sustain support for long-term community economic development.
7. Viable community economic development involves the use of a comprehensive package of strategies and tools, rather than a piecemeal approach.

Source: Small Towns – BIG IDEAS, University of North Carolina School of Government – N.C. Rural Economic Development Center

## Natural Resources - Introduction

Natural resources are the raw materials that make up the earth. Air, sunlight, water, land, animals, plants, and minerals are examples of these resources. Landforms are features of the landscape such as valleys, plains, hills, ridges, shorelines, and water bodies. Together, natural resources and landforms have a direct impact on community character and how a community develops. Historically, people settled in areas close to water with adequate land for farming and trees for construction and a source of heat. Clayton grew around the access to the St. Lawrence River and Depauville developed due to the power generated by the Chaumont River. This chapter looks at the

existing natural resources such as wetlands, major watersheds, soils, topography, and wildlife.

When looking at future growth the community must examine the potential physical impediments to development. A high water table or shallow depth to bedrock can make building in these areas difficult but they would be adequate for agricultural purposes. The topics discussed here are for general planning purposes. Specific development sites should be researched and reviewed for their own natural resource and landform issues.

## Regional Setting - Physical Characteristics

Clayton is located in the North Country region of New York State and the Thousand Islands in Jefferson County. Clayton lies within the St. Lawrence River Valley in close proximity to Lake Ontario, the Tug Hill and the Adirondacks. It is

### Natural Resources Goals:

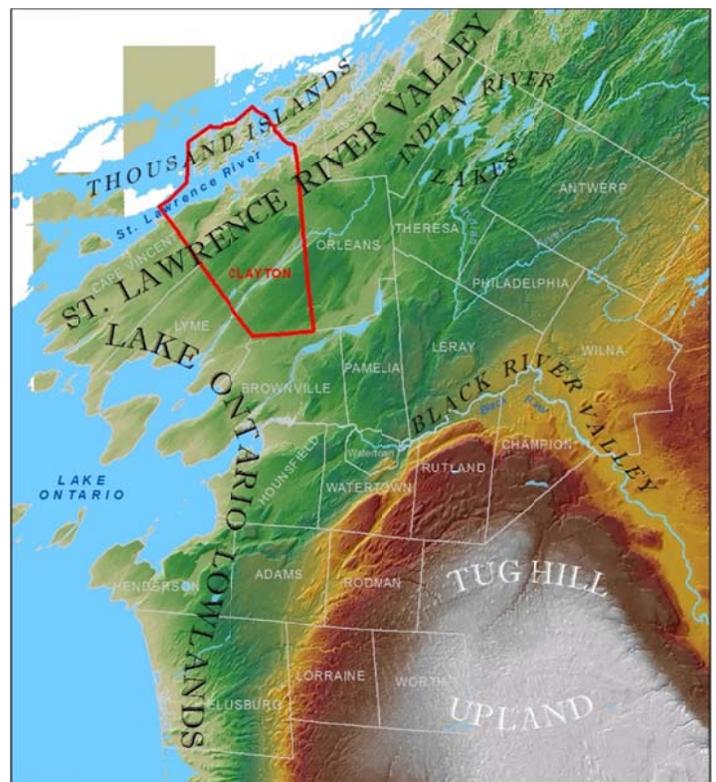
1. *Preserve and enhance open space, farmland, natural beauty, and critical environmental areas that provide scenic quality, help define rural character, waterfront community character, and recreational opportunities.*
2. *Encourage green infrastructure to preserve water quality, air quality, and increase community resiliency to storm events.*

### Natural Resource Objectives:

1. Designate scenic protection zones in appropriate areas.
2. Define character areas to enable priorities to be addressed by implementation steps.
3. Encourage green infrastructure at the site and neighborhood level.
4. Promote infill development by preserving, upgrading and reusing existing properties.
5. Protect important wildlife habitat, as well as threatened, endangered, and species of concern.

### Natural Resource Strategies:

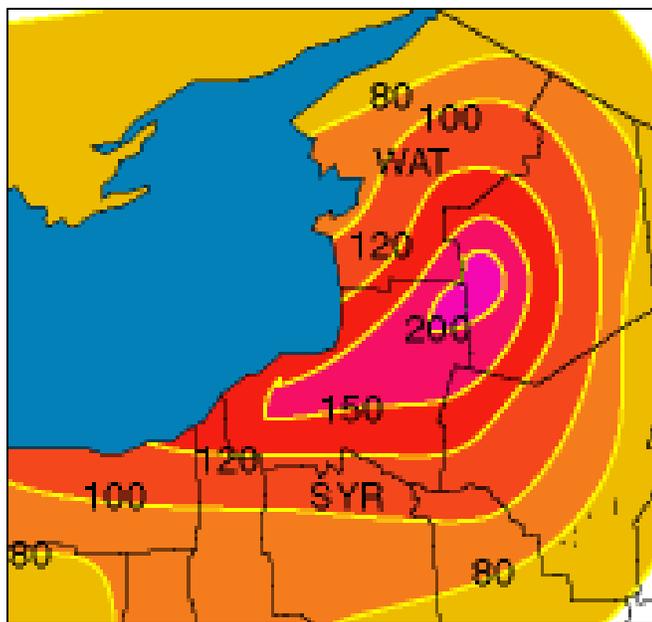
1. **Designate priority farmland and critical environmental areas.**
2. **Consider green infrastructure needs within areas sensitive to flooding.**
3. **Examine open space and farmland protection needs in appropriate areas.**



bordered on the north by the St. Lawrence River and Canada, on the east by the Town of Orleans, on the south by the Town of Brownville and the west by the Towns of Cape Vincent and Lyme. The Town consists of 82.4 square miles and the Village is 1.6 sq. mi.. The Hamlet of Depauville is situated in the southern third of the town. The town consists predominantly of agricultural and forested areas with open skies and scattered residential and small commercial parcels. The waterfronts on the St. Lawrence and Chaumont Rivers are being developed residentially.

The main water body is the St. Lawrence River which is five to seven miles wide from the Canadian mainland to the American mainland in the Township. The Chaumont River originates in the Town of Orleans and flows through Clayton and Depauville to Lake Ontario at the Village of Chaumont. There are several smaller streams or creeks and a Lucky Star Lake.

There are many islands within the Town. Grindstone is approximately 5.5 miles long, 2.5 miles wide and over 5,600 acres. Grindstone is home to approximately 18 year-round residents, (2010 Census), while it had 251 residences. Other islands over 100 acres include: Picton, Murray, and Round. There are 53 named islands and 46 unnamed islands



North Country average snowfall within region

according to the Jefferson County Real Property data. They range from 0.03 to 5,671 acres with a cumulative total of 6,474 acres.

A majority of Clayton is made up of gentle rolling hills with less than 1% of the Town area having slopes in excess of 15%. The French Creek Wildlife Management Area is NYS owned, DEC regulated and consists of 2,265 acres of preserved land abutting the French Creek. Within this area are 600 acres of wetlands starting from just above the French Creek Marina and extending to the St. Lawrence Corners Rd (County Road 9).

### Climate

The climate for Jefferson County is characterized as humid-continental. The winters are long and relatively cold; the spring is cool and short; summers are warm and moderate; and autumn is also warm but usually short. The climate is influenced by the proximity to Lake Ontario, particularly during the winter. The relatively warm lake water provides moisture for air masses moving across from the west which then often results in “lake effect” snowfalls primarily in the southern portion of the County but may also impact Clayton. The average yearly rainfall for Jefferson County is 38.2 inches which is above the national average of 36.5. Also the average yearly snowfall for the County is 93.1 inches which is almost 300% above the national average of 25 inches. The County is below the national average for sunny days, 161 days compared to 205 days. January has an average low temperature of 9 degrees and July has an average high of 80 degrees.

### Wetlands

Wetlands are shallow water areas commonly referred to as swamps, marshes, bogs, wet meadows, or potholes. These shallow areas are essential aquatic ecosystems that support many types of vegetation, mammals, reptiles, waterfowl, fish, and rare plants. Typically, wetlands are very productive, contributing greatly to biological

diversity. Wetlands are very dynamic in nature and can be vulnerable to human encroachment and damage.

Wetlands also provide flood and storm water control by absorbing and storing rain and snow melt waters, thus minimizing flood damage. They also act as surface and groundwater recharge areas and help maintain important water resources. Wetlands buffer shorelines from erosion and help cleanse waters of pollutants through natural filtration and other processes. The Town of Clayton has approximately 10,728 acres of NYS DEC designated wetlands and 3,961 acres federally designated.

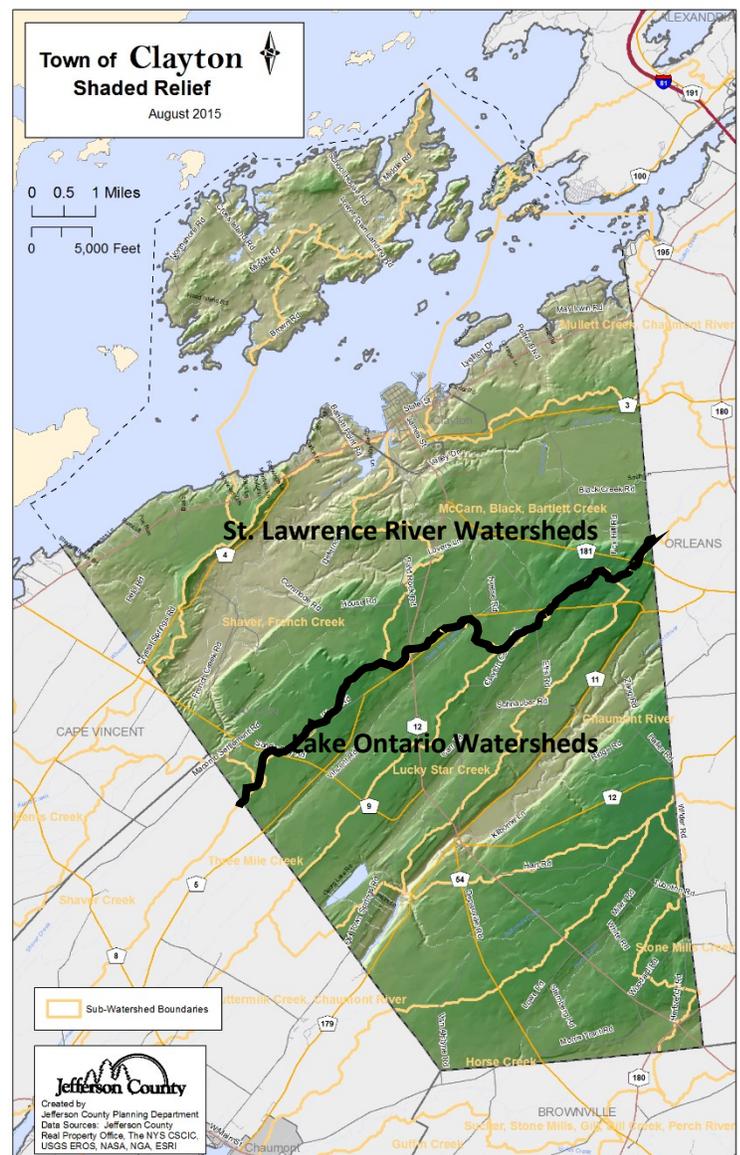
Wetlands also are valuable as a habitat for fish, waterfowl, and other wildlife. They are among the most productive ecosystems, providing a forage base for all levels of the food chain including spawning fish, nesting birds and many rare and endangered species. Another value of wetlands is that they provide natural beauty and open space that can often be utilized for education and recreation.

Threats to wetlands include encroachment by residential land use, over utilization and disruption of nursery and fish spawning areas by powerboats, and possible eutrophication and siltation. The area surrounding the French Creek causeway, where French Creek flows into French Creek Bay, is an important aquatic ecosystem that was significantly disturbed by the construction of the causeway which restricted natural water flow, significantly altering the ecology of French Creek. The removal of the natural marsh grasses has caused an increase in siltation that has rendered the creek barely navigable by personal watercraft, and changed the natural vegetation. Replacing the causeway with a bridge would help to restore this important ecosystem by restoring natural flows and sediment movement.

## Clayton's Watersheds

The northern half of Clayton is located within the St. Lawrence River watershed. According to NYS DEC its water quality is affected by atmospheric deposition of pollutants that originate largely outside the basin. Acid rain and mercury deposition are the most widespread issues in the watershed which affect fish consumption. Impacts from agricultural activities and associated runoff are also frequently cited in this very rural and agriculturally intensive area.

Runoff from the southern half of Clayton flows directly into Lake Ontario through the Chaumont River. Water quality concerns in the watershed



relate to invasive species and other aquatic plant growth which discourage recreational uses.

### Topography and Geology

In general, the topography within the Town and Village is generally level, with some undulation. As evidenced on the Shaded Relief map, there are some noticeable ridges that help define the area, including ridgelines on the north and south sides of French Creek, along the mainland shoreline west of the Village, along the north edge of McCarn Hill, and generally along both sides of the Chaumont River.

### Surficial Geology

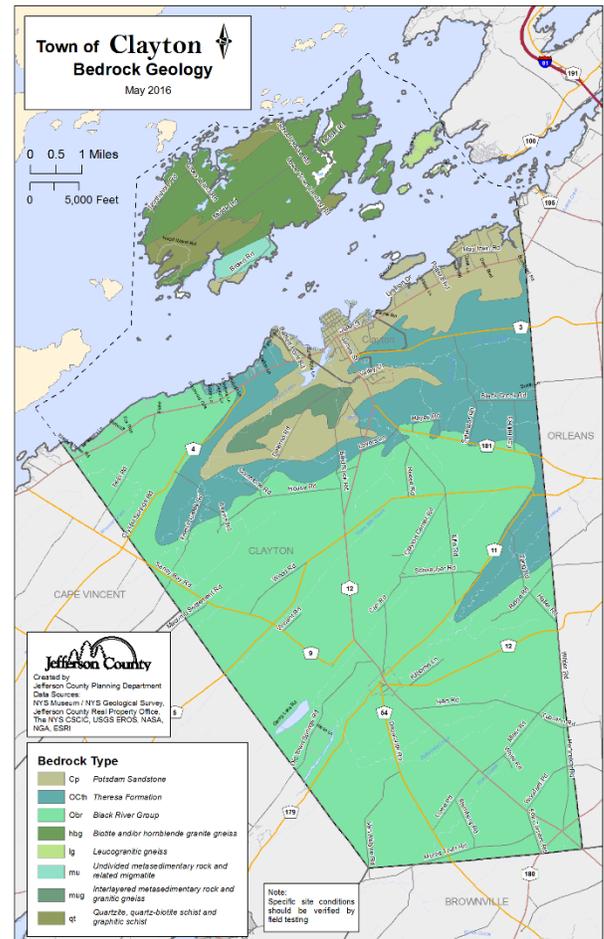
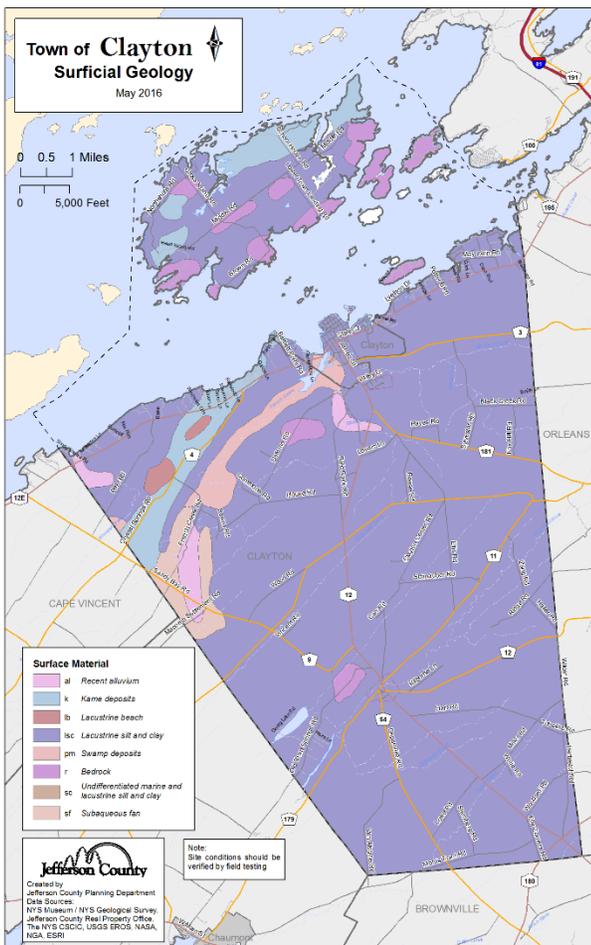
Surficial geology concerns the loose sedimentary materials that overlay bedrock and which are found near the earth’s surface. A large portion of the Town consists of lacustrine silt and clay, as does more than half the village. However, there are a few areas with

some Kame deposits, swamp deposits, and subaqueous fan. Swamp deposits also exist along the French Creek area with some recent alluvium as well. The two lacustrine beach deposit areas have served the Town as sand and gravel sources for years.

Some of the other surficial rock formations are sedimentary rocks. The sandstone and dolomitic sandstone are of the Cambrian Age while the limestone is of the Ordovician Age. Other areas, such as Grindstone Island, consist of some quartzite and schists along with larger areas of biotite and/or hornblende granite gneiss.

### Bedrock Geology

Bedrock geology refers to the physical rock visible underneath the soil, river systems, till, etc. The geological character of the north and northeasterly



area of the Town consists of sandstone bedrock known as Potsdam Sandstone. The absence of other sedimentary rock in it reflects a broad transition from the more predominant and recently deposited limestone (Black River Group) from the northwest to the southern portions of the Town, and the older gneisses and granites located in the north and northeasterly areas within the Town.

The Black River Group outcrops periodically and contains mainly limestone rocks separated into two formations, the Lowville and the Chaumont. The Lowville Formation is a medium-light to light gray, generally thinly bedded, micritic limestone. The Chaumont Formation overlies the Lowville Formation and contains more massively bedded limestone and basal chert.

### Aquifer recharge/groundwater

Karst is a kind of landscape, and an aquifer type. Karst areas consist of solid but chemically soluble rock such as limestone (most important) and dolomite, but also gypsum, anhydrite and several other soluble rocks. This type of aquifer is vulnerable to contamination due to their hydrogeological properties. Contaminants can easily enter karst aquifers through thin soils or via shallow holes (sinks). Once, inside the aquifer, contaminants can quickly spread over large distances, due to rapid flow in the conduit network. Natural attenuation processes such as filtration and retardation are often less effective than in other aquifers.

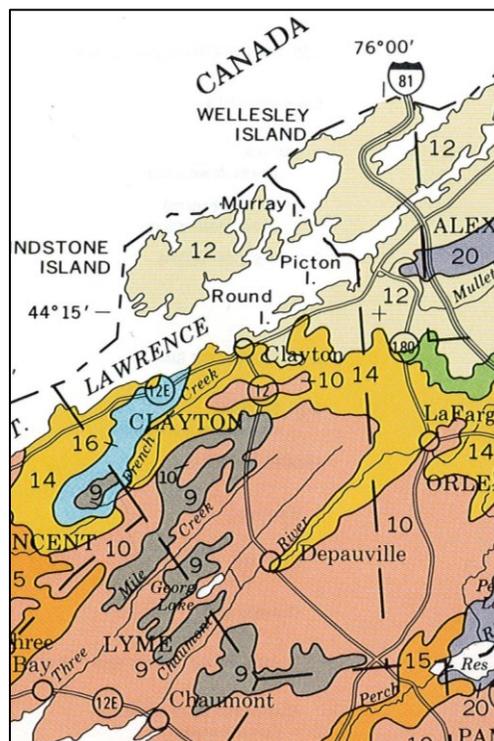
The Limestone/karst aquifer covers a large portion of the Town (Black River Group) and is not mapped, therefore the areas of flow, depths to groundwater, and flow rates may not be quantified at this time.

### Soil Groups

According to the Soil Survey of Jefferson County, NY, Soil Conservation Service and Cornell University, 1988, the Town and Village consist of 5 soil groups.

#### Soil Group Name

10. Chaumont - Galoo - Wilpoint - Guffin, 50% of the Town. Moderately deep to very shallow, excessively drained to very poorly drained, clay or loamy on lowland plains.
12. Rhinebeck - Hudson - Rock outcrop, 15% of the Town. Very deep, somewhat poorly drained and moderately well drained, clay soils and Rock outcrop, on lowland plains.
14. Vergennes - Kingsbury - Elmridge, 15% of the Town. Very deep, moderately well drained and somewhat poorly drained, loamy soils over clay sediments, on lowland plains.
16. Groton - Windsor - Alton, 10% of the Town. Very deep, excessively drained to well drained, loamy or sandy soils, on ridges, terraces and plains.
9. Benson - Newstead - Galoo - Rock outcrop, 10% of the Town. Moderately deep to very shallow, excessively drained to poorly drained, loamy soils and rock outcrop on lowland plains and uplands.



Four general types of soil are distributed throughout the Village waterfront. Silt loams are deep, fine textured, well-drained soil and are found on the eastern end of the peninsula. Silty clay loams are moderately deep and poorly drained, and are located on the western and northern portions of the Village peninsula. Under the drainage ways of French Creek and Bartlett Creek sit

saprists and aquents consisting of mixed organics and mineral materials. Highly altered soils from filling operations can be found at the western end of Mary Street.

The thin soils of the Town's waterfront are represented by five general categories. These categories include: Benson-Newstead-Galloo Outcrop, Chaumont-Gallo-Wilpoint-Guffin clayey loam, Rhinebeck Hudson Rock Outcrop, Vergennes-Kingsbury-Elmridge loams and clays, and Groton-Windsor-Alton sands. Although loams are identified within these soil categories, they represent only a small portion in land area. The soil categories are predominantly composed of silty clays that drain poorly and are susceptible to ponding.

### Septic System Suitability

Soils in Clayton, generally described above, continue to influence development levels throughout the Town and Village. Certain soils or soil conditions present have limitations for buildings and private septic system placement.

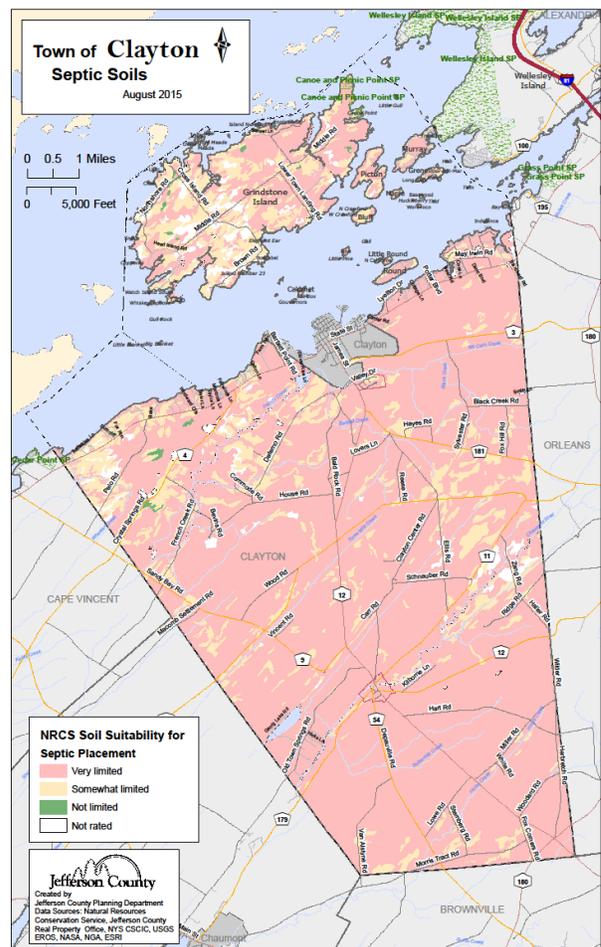
Soils in the County have been classified according to their ability to support on-site septic systems by the Soil Survey. Such septic systems consist of septic tank absorption fields in which effluent from a septic tank is distributed into the soil through subsurface tiles or perforated pipe. The following ratings are based on soil properties, site features, and observed performance of the soils. Permeability, high water table, depth to bedrock or to a cemented pan, and flooding affect absorption of the effluent. Large stones and bedrock or a cemented pan also interfere with installation of individual septic systems.

Suitability is considered *'not limited'* if soil properties and site features are very favorable

for the indicated use. Good performance and very low maintenance can be expected.

Suitability is considered *'somewhat limited'* if soil properties and site features are moderately favorable for the indicated use. The limitations can be overcome by special planning, design or installation. Fair performance and moderate maintenance can be expected.

Suitability is considered *'very limited'* if soil properties or site features have one or more features that are unfavorable for the specific use. The limitations generally cannot be overcome without major soil reclamation, special design, or expensive installation procedures. Poor performance and high maintenance can be expected.



Unsatisfactory performance of septic tank absorption fields, including excessively slow absorption of effluent, surfacing of effluent, and hillside seepage, can affect public health. Ground water can be polluted if highly permeable sand and gravel or fractured bedrock is less than 4 feet below the base of the absorption field, if slope is excessive, or if the water table is near the surface. There must be unsaturated soil material beneath the absorption field to effectively filter the effluent.

On-site tests or investigations must be performed to be certain whether the present soils or soil conditions will support an individual septic system on a given site or project area. Initially refer to the Septic Soils Map as a guide.

### St. Lawrence River

The St. Lawrence River is one of the most significant waterways in North America. Extending 760 miles from Lake Ontario to the Gulf of St. Lawrence, the River is the gateway between the Atlantic Ocean and the Great Lakes. At its most downstream point in the US, it drains an area of 300,000 square miles. The upper St. Lawrence can be divided into three sections: the Thousand Islands section, the middle corridor section, and Lake St. Lawrence. The Thousand Islands section (northwestern Jefferson County and southwestern St. Lawrence County) includes a complex of islands, numerous shoals, and channels.

Despite the heavy use that has occurred over time, including international commercial transport, hydroelectric power generation, and industrial and residential development, the river continues to support a diverse array of fish and wildlife. Passage of the Lake Ontario St.

Lawrence River Plan 2014 should improve habitat for most species, as it is a more environmentally appropriate water levels plan.

### Chaumont River Revitalization

The Chaumont River Corridor has been the subject of a recent Waterfront Revitalization Strategy study completed in January of 2015. The Strategy identifies a series of area specific recommended projects to enhance the River, as well as Chaumont Bay to increase public access and use throughout the area. The effort could be considered a precursor to a potential Local Waterfront Revitalization Program but LWRP funding has not yet been secured.

### Flood Plains

Most floodplains are found in low areas adjacent to streams, rivers, lakes and ocean and are prone to periodic flooding. In undeveloped areas, this natural interaction restores soil fertility, recharges groundwater supplies creating unique and diverse habitats.

The Federal Emergency Management Agency (FEMA) has designated 100-year flood zones. This designation does not mean that flooding will occur only once a century. Instead, it means that in any given year, there is a one-in-one hundred chance of flooding. Frequency of flooding is dependent on many factors, including weather conditions and upstream development changes to the watershed.

Flooding is not considered a significant problem within Clayton's waterfront area. In the Village, the 100 year floodplain generally consists of a narrow band of 10-100 feet wide around the edge of the village peninsula. In the Town, the 100-year floodplain mostly surrounds creeks and bays. Specifically, areas within the 100-year floodplain on the mainland include low areas at French Creek and Wheeler Creek. On Grindstone Island, areas within

the 100-year-floodplain include low areas adjacent to Delaney Bay, Rusho Bay, Aunt Jane's Bay, and Flynn Bay.

The Town of Clayton and the Village of Clayton are in compliance with the terms of the National Flood Insurance program as administered by FEMA. Both the Town and Village of Clayton have adopted floodplain regulations to control the location and siting of new construction activities within flood zone areas in an effort to minimize damage to property, life, and natural resources.

### River Area and Town Species

The 700 + mile long St. Lawrence River is home to many fish species and can be divided into four hydrographic zones. The Town and Village of Clayton are part of the Fluvial Section, which runs from Lake Ontario past Montreal to Trois Rivières. The river life can be divided into seven categories: plants, plankton, benthic organisms, fish, amphibians, birds and mammals.

**Plants** - Thousands of species of plants inhabit the water and shorelines of the St. Lawrence River system. In the Fluvial Section many are found in wetlands, such as marshes, wet meadows and swamps. Plants provide an important food source for other species and create habitats for many organisms.

**Plankton** - Plankton are tiny creatures that drift in the water with limited ability to propel themselves. They form the base of the food chain in the St. Lawrence River and include bacteria, yeast, phytoplankton and zooplankton. Like plants, the phytoplankton has a role of fixing carbon dioxide via photosynthesis. Zooplankton, on the other hand, is the animal-form of plankton, such as the larvae of fishes that drift along the length of the river.

**Benthic Organisms** - Benthic organisms dwell on the river bottom and are important for recycling organic matter, particularly in deep areas where sunlight does not penetrate. They are also a food source for

other species, as well as people. Some bottom dwellers found in the Fluvial Section include mollusks (e.g., clams), crustaceans (e.g., crabs), oligochaeta worms, diptera larvae, amphipods, gastropods (e.g., snails) and tubificids.

**Fish** - Freshwater fish species found in the Fluvial Section include bullhead, carp, large and smallmouth bass, pumpkinseed, walleye, stickleback, sturgeon, pike, burbot, sucker, perch, shiner, trout, mudminnow, char, muskellunge, and redhorse.

**Amphibians and reptiles** - Amphibians and reptiles are important secondary consumers in the food chain, eating, for example, insects or plankton. A range of amphibians can be found in and along the river including salamanders, newts, mudpuppies, turtles and frogs.

**Mammals** - Other than bats, most of the area's mammal population can be found in the marshes and wetlands. Examples include mink, muskrats, otters, beavers and raccoons.

**Bats** - Bats are also mammals, and New York is home to nine bat species. Six of the nine bats are cave bats while the other three are tree bats. Indiana Bat, Little Brown Bat, Northern Bat, Eastern Pipistrelle Bat, Big Brown Bat, and Small-footed Bat use caves during winter hibernation, while the Red Bat, Hoary Bat, and Silver-haired bat live year round in trees.

**Birds** - Most birds along the St. Lawrence inhabit the wetlands in the Fluvial Section, as well as the estuaries closer to the Gulf. Many migrate to the river ecosystem during the spring in search of food and breeding grounds. The main birds in the Fluvial Section include blue heron, Canada geese, mallard, merganser, goldeneye, snow geese, moorhen, wood duck, green heron, pied billed geese and peregrine falcon, bald eagle, and golden eagle. Less common species include redhead and yellowtail.

## Wildlife Species and Plants at Risk

Species at risk currently occupying waterfront and other area habitat, include, but are not limited to: the **Bald Eagle** (NYS Threatened); **Northern Harrier** and **Common Tern** (NYS Threatened); **Common Loon** (NYS Species of Special Concern); **Lake Sturgeon** (NYS Threatened); and **Muskellunge** (status unrated, but of significant concern at local and state levels). Other species that frequent areas within the Town include the **Short Eared Owl** (NYS Endangered; Osprey (NYS Species of Special Concern); the **Indiana Bat** (Federal and NYS Endangered), and the **Northern long-eared bat** (Federal and NYS Threatened). An at risk plant species is Small **Skullcap** (a flowering plant rated as especially vulnerable, with 5 or fewer recorded occurrences in New York State). The location and presence of these species are described:

### **Bald Eagles** - (NYS Threatened)

Bald Eagles are present in the waterfront area as spring and fall migrants and winter residents. As winter residents, they occupy open water pools in the ice cover and forested shoreline areas. Seasonally persistent open water pool habitat occurs in the vicinity of Woronoco and Basswood Islands. Bald Eagles also frequent the Perch River Wildlife Management Area adjacent to the southern portion of the Town according to NYS DEC.

### **Northern Harriers** - (NYS Threatened)

Northern Harriers are present in migration, as nesting residents and as winter residents. They occupy wetlands, shorelands, shrublands and fields.

### **Black Tern** – (NYS Endangered)

Black Terns migrate back to the area in early May breeding on inland marsh complexes (such as Perch River Wildlife Management Area), ponds, mouths of rivers, and shores of large lakes.

### **Common Terns** - (NYS Threatened)

Common Terns are present as migrants and as colonially nesting residents. They occupy open water, shoreline and wetlands such as French Creek Marsh.

### **Common Loons** (NYS Species of Special Concern)

Common Loons may be present in breeding season, as well as in migration. They occupy open water, shoals, shoreline, and wetland edge habitats.

### **Lake Sturgeon** - (NYS Threatened)

Lake sturgeons are known to inhabit waters of the waterfront area. Critical habitat locations have not been identified – perhaps due to a lack of data.

### **Muskellunge** – (significant concern NYS)

Muskellunge spawning/nursery habitats (occupied) have been identified in several waterfront embayment areas (Steve LaPan to SLEOC: 9/28/89), including Blind Bay and two unnamed bays between McRae and Delaney Bays on Grindstone Island.

**Short Eared Owl** – (NYS Endangered) Northern populations are believed to be highly migratory, and there is a marked increase in the number of birds in New York in the fall and spring. Short-eared Owls are more common as winter residents in New York State. As breeders they are very rare, being largely limited to the St. Lawrence and Lake Champlain Valleys, the Great Lakes plains and the marshes of Long Island's south shore. Probable locations have been noted in the approximate vicinity of Clayton according to DEC.

**Osprey** – (NYS Species of Special Concern) In New York, there are two main Osprey breeding populations, one on Long Island and the other in and near the Adirondack Mountains. However, nests have been established throughout Jefferson and St. Lawrence County near waterbodies. Within its range, the osprey prefers to make its home along the coastline, and on lakes and rivers. Osprey also frequent the Perch River Wildlife Management Area adjacent to the southern portion of the Town according to NYS DEC.

**Upland Sandpiper** (NYS Threatened) In the northeastern United States populations are declining due to loss of grassland habitat. Historically the upland sandpiper was reported as a locally common

breeder in parts of New York. Today the state population is restricted to remaining grassland habitats of the St. Lawrence Valley in Jefferson County, and the Mohawk Valley.

**Blandings Turtle (NYS Threatened)** Jefferson and St. Lawrence counties (between US Route 11 and the St. Lawrence River) are among the few places in New York State home to threatened Blanding's turtles.

**Indiana Bat - (Federal and NYS Endangered)** Indiana Bats have established winter hibernacula and summer ranges within central Jefferson County.

**Northern Long-eared Bat – (Federal and NYS Threatened)** Northern Long-eared Bats are known by NYS DEC to summer in the Town of Clayton and winter in Brownville and Watertown.

**Small-footed Bat – (NYS Species of Special Concern)** Small footed Bats are all known to have hibernacula and maternity colonies in Jefferson County according to Integrated Environmental Data, LLC.

**Small Skullcap – (NYS vulnerable)** The Small Skullcap plant has been identified as present on three small islands and one mainland site within the waterfront area.

## Scenic Resources

The Thousand Islands region is recognized as one of the greatest landscapes and impressive scenic vistas in the United States. Its open skies and protruding islands and mainland outcroppings, abundant natural vegetation and wildlife habitats, and historically and culturally significant boathouses and other structures are all a part of the characteristics associated with the scenic quality of the Clayton Community and Thousand Islands region.

Impressive scenic views within the Town include views to the St. Lawrence River from roadways and upland areas, views from shoreline locations and from the water, and views from various locations of open space and agricultural resources. The highway

gateways and corridors along NYS Routes 12 and 12E are very important to the visual quality and image of the Town's traditional rural character. Additionally, Routes 12 and 12E through Clayton are part of the Great Lakes Seaway Trail, a national scenic byway along the St. Lawrence River, Lake Ontario, the Niagara River, and Lake Erie. Important scenic views from the river to a mostly natural shoreline are present along the western, northern and eastern shores of Grindstone Island and from the channel looking towards the Village. Smaller islands, such as Picton and Bluff, contribute equally significant vistas and add to the overall aesthetic quality of the Thousand Islands region.

Efforts to protect and maintain some of the most important scenic views on Grindstone and Murray Islands are presently being undertaken by organizations such as the Thousand Islands Land Trust (TILT), the Trust for Public Lands, Clayton Town Planning Board, and private individuals. These organizations and individuals have taken positive steps to limit development, protect scenic vistas and wetlands, and create a forest preserve through fee acquisition and conservation easements.

In the Village, shoreline properties along Riverside Drive afford exciting views of an expanse of the St. Lawrence River with islands, seaway traffic, fishing and boating activities characteristic of the Thousand Islands region. Views of the St. Lawrence River on axis with other village streets, such as James Street are also significant. Additionally, the views from the Mary Street docks, the 1,000 Islands Harbor Hotel and those from and in the vicinity of the Route 12E Bridge at French Creek warrant protection and enhancement.

## Save The River

Save The River is a non-profit community-based environmental organization with the mission to restore, preserve and protect the ecological integrity of the Upper St. Lawrence River through advocacy, education and research. Operating in both Canada and the U.S., their office is in Clayton, and serves to further its members' and followers' vision for the St. Lawrence as a healthy river that provides safe drinking water, is home to a thriving range of indigenous species and supports sustainable economic activity. Their mission and vision is premised on a simple core value that the River is a commons [commonly shared for all] to be nurtured and passed on undiminished for future generations to share.

Since 1978 Save The River has campaigned to stop the introduction of aquatic invasive species through the dumping of ballast water of ocean-going ships, advocated for an environmentally appropriate water levels plan, and organized water quality restoration and monitoring programs to track River health and identify pollution problems. Save The River's educational programs, which provide place-based experiences that connect area kindergarten to 12th grade students to the St. Lawrence, reach over 1,000 students each year. Every summer its Riverkeeper Volunteer trainings give adults and children the tools they need to identify and report potential issues on the River. Save The River is a member of the international Waterkeeper Alliance as the Upper St. Lawrence Riverkeeper and champions a swimmable, fishable, drinkable St. Lawrence River.

Save The River hosts two annual events for fund raising and hosts a Winter Environmental Conference, bringing together researchers, opinion leaders, elected officials and seasonal and year-round residents to hear about issues of concern to

the River community.

## Significant Fish and Wildlife Habitats

The Town and Village of Clayton Local Waterfront Revitalization Program (LWRP) describes the significant coastal habitats. A brief summary of each is included within the Plan, as well as the inland habitats, to ensure the sites will be incorporated during future priority planning and regulatory processes.

### Eel Bay

Eel Bay is located on the upper St. Lawrence River, on the west side of Wellesley Island in the towns of Clayton and Orleans. One of the most extensive shallow bay areas in the St. Lawrence River, this fish and wildlife habitat consists of an approximately 2,100 acre shallow bay, containing extensive beds of submergent marsh vegetation, and several small islands including Big Gull and Little Gull Islands. The habitat extends southwest to the shores of Murray Isle and Picton Island. There are two sizeable emergent wetland areas, totaling about 75 acres, around the bay shoreline. Eel Bay is somewhat sheltered from prevailing winds and wave action, by being situated in the lee of Grindstone Island.

Eel Bay is one of about five major waterfowl concentration areas in the St. Lawrence River. The bay provides excellent food resources for a variety of migratory bird species, especially diving ducks, such as scaup, canvasback, common goldeneye, redheads, and mergansers. Concentrations of several thousand birds have been observed in the area during spring (March-April) and fall (September – November, primarily) migrations in some years. Considerable numbers of other waterbirds,

including loons, grebes, herons, and shorebirds also occur in the area during periods of open water (especially during migration). Bald Eagles have been observed using perches on various islands in the bay for hunting and roosting during the winter, although the extensive use is not well documented. Common loons have bred regularly in the bay since at least the 1950's, and active nests are located on islands in the bay. This is one of the only confirmed breeding locations for this species on the St. Lawrence River. Big Gull Island continues to have marginal common tern colonies, while various species of gulls and terns, including common tern (T), and black tern (SC), feed in the area during ice-out periods.

Eel Bay provides suitable habitat for various warmwater resident fish species, including large and smallmouth bass, yellow perch, brown bullhead, and panfish such as rock bass and pumpkinseed. Other fish documented in the area include the rare pugnose shiner (E), and the blackchin shiner (SC). Eel Bay is an especially important concentration area for young and adult northern pike, supporting the best year-round recreational fishery for this species in the St. Lawrence River. Anglers from throughout New York State and beyond are attracted to this area.

### **French Creek Marsh**

French Creek is one of about four very large, undeveloped, streamside wetland ecosystems along the St. Lawrence River. This extensive area of undisturbed habitat has a high degree of interspersed wetland vegetation, open water, and uplands, creating favorable conditions for many fish and wildlife species. French Creek Marsh is a very productive nesting

area for waterfowl and other marsh birds, including pied-billed grebe, green heron, American bittern, least bittern (SC), Canada goose, mallard, American black duck, blue winged teal, wood duck, northern harrier (T), Virginia rail, sora, common snipe, belted kingfisher, eastern kingbird, red-winged blackbird, yellow warbler, and swamp sparrow.

French Creek Marsh has also been documented as an important feeding area for common terns (T) nesting at nearby islands and navigation cells in the St. Lawrence River. Locally significant concentrations of waterfowl use the area for feeding and resting during spring and fall migrations. Other wildlife species inhabiting the area include raccoon, mink, beaver, muskrat, northern leopard frog, northern water snake, snapping turtle, painted turtle, and Blanding's turtle (T). Extensive beds of submergent and emergent aquatic vegetation in French Creek Marsh serve as valuable fish spawning and nursery habitats. The area is used extensively for spawning by a variety of warmwater fish species. French Creek is considered one of the most productive fisheries habitats along the St. Lawrence River, especially for northern pike, brown bullhead, largemouth bass, white sucker, and a variety of panfish, such as pumpkinseed, rock bass, and black crappie.

Access to the marsh for passive recreation use is available from several points in the Wildlife Management Area, and from commercial access sites in the Village of Clayton.

### **Grindstone Island Wetlands and Bays**

Grindstone Island is the second largest island in New York's portion of the upper St. Lawrence River, located approximately one and a half

miles northwest of the Village of Clayton, in the Town of Clayton. The fish and wildlife habitat consists of four large coastal wetland and bay areas on the island. These are: Flynn Bay (270 acres), which includes adjacent Lindley Bay, located at the southern end of Grindstone Island; McCrae Bay (325 acres), which includes adjacent New Bay, located at the northwestern part of the island; Delaney Bay (200 acres), located in the northeastern part of the island; and the littoral shoreline which extends from Canoe Point south to Point Angiers (200 acres), located along the eastern part of the island.

Grindstone Island wetlands encompass some of the largest undeveloped bays and wetlands in the St. Lawrence River. These areas comprise an extensive riverine natural area complex that is rare in the Great Lakes Plain ecological region of New York. The Grindstone Island wetlands provide valuable habitats for a variety of fish and wildlife species. The bay areas are known to be very productive nesting areas for waterfowl and other marsh birds, including green heron, American bittern, mallard, gadwall, northern harrier (T), Virginia rail, sora, common gallinule, spotted sandpiper, belted kingfisher, marsh wren, common yellowthroat, red-winged blackbird, and swamp sparrow. Other species which regularly feed in these areas during the breeding season include black-crowned night heron, great blue heron, and common tern (T), but the extent of use by these species is not well documented. Concentrations of waterfowl (especially dabbling ducks) also use the bays for feeding and resting during spring and fall migrations (March-April, and September – November, primarily). At least several hundred ducks have been observed in these areas for years. Other wildlife species occurring in

Grindstone Island bays include muskrat, mudpuppy, many common species of frogs and turtles, and northern water snake. The area also serves as a major reproductive habitat for fish populations in the upper St. Lawrence River. The bay and wetlands are productive fish spawning and nursery areas, supporting sizeable populations of many warmwater species, such as northern pike, brown bullhead, largemouth bass, and various minnows and shiners. In addition to the wetland fish spawning and nursery values, the littoral shoals are significant for muskellunge reproduction. These bays, along with the other St. Lawrence River shoreline bays, comprise the majority of all documented muskellunge spawning areas in the St. Lawrence River.

The adult muskellunge population provides some of the basis of a sports fishery which attracts anglers from throughout the northeastern US. Recreational fisheries for pike, bullhead, and bass in the major bays on Grindstone Island attract additional anglers from throughout NY and PA.

### **St. Lawrence River Shoreline Bays**

The St. Lawrence River shoreline bays are located on the upper St. Lawrence River, between the Villages of Cape Vincent and Alexandria Bay, in the Towns of Cape Vincent, Clayton, Orleans, and Alexandria, Jefferson County. The fish and wildlife habitat consists of eight shallow bays along the River's mainland shoreline. The bays are: Peos Bay (20 acres), Millens Bay (35 acres), Rose Bay (30 acres), Carrier Bay (160 acres), Grass Point Bay (190 acres), Cobb Shoal Bay also known as Moore Landing Marsh (40 acres), Swan Bay (140 acres), and Point Vivian Marsh (75 acres). The latter

four form an almost continuous three and a half mile reach of productive littoral zone and wetland habitat.

Much of the land area surrounding the bays has been developed into seasonal camps, permanent residences, and small craft harbor facilities (resulting in some habitat disturbance). Grass Point State Park and Collins Landing Wildlife Management Area owned by the Thousand Islands Bridge Authority (TIBA) are exceptions to the predominance of private land ownership. These two public areas provide direct access for public use of the resources associated with the habitat.

These extensive shallow riverine habitats have been subject to human disturbance, but they continue to be important fish spawning and nursery areas in the St. Lawrence River. All of the bays support productive populations of various warmwater species, including northern pike, brown bullhead, largemouth bass, and various forage fish species.

Of special significance however, is the use of these areas by muskellunge. Studies conducted in the past revealed that all eight bays serve as spawning and nursery areas for muskellunge. Muskellunge populations in the St. Lawrence River, which comprise a distinct subspecies from muskellunge populations found elsewhere in New York State, appear to be largely dependent on the habitat found within the St. Lawrence River shoreline bays. This area, in combination with Grindstone Island Bays, comprise the majority of known muskellunge spawning and nursery habitat in the St. Lawrence River. The recreational fishery for this species and others attract anglers from throughout New York State, as well as from adjoining states and provinces.

### **Thousand Islands Tern Colonies**

The Thousand Islands tern colonies are located along the St. Lawrence Seaway navigation channel, extending from the Town of Clayton to the Town of Alexandria in Jefferson County. The fish and wildlife habitat consists of one man-made structure supporting navigation lights, located where shoals occur in close proximity to the Seaway channel, and three small rocky islands and one small group of islands. The specific sites include a small group of islands known as the Eagle Wing Group, located approximately one-half mile northwest of the Village of Clayton; Gull Island, located about one mile north of Carrier Bay; Tidd Island, located one mile north of Mason Point; Light Northeast 216, located approximately one-half mile south of Thousand Island Park; and an island known as Southeast Isle of Pines, located just north of Fishers Landing in the Town of Orleans.

A critical feature of the Thousand Island tern colonies is their isolation from mammalian predators and human disturbance. However, predation by great horned owls appears to be a serious and long standing problem for the island colonies. Ringed-billed gulls also nest on the islands and compete for suitable nesting sites. Thousand Islands Land Trust uses volunteers to place wire grids over the small islands allowing use by nesting terns, but excluding gulls.

### **Perch River Wildlife Management Area**

According to the New York State Dept. of Environmental Conservation the Perch River Wildlife Management Area (WMA) is a 7,862 acre parcel dominated by its high quality wetland and open water habitats, but also offers woodland, early succession, and grassland

habitats. The area is well known for its waterfowl and furbearer game species. It is a site for waterfowl concentration, diverse species concentration, individual species concentration, species at risk, and bird research. The site supports **American bittern** (SC), **least bittern** (T), **osprey** (SC), **bald eagle** (T), 50-60 breeding pairs of **black terns** (E), **sedge wren** (T), and **Henslow's sparrow** (T). Many other characteristic wetland species breed here including **pied-billed grebe** (T), **trumpeter swan**, **Virginia rail**, **sora**, **common moorhen**, **American coot**, **marsh wren**, and **swamp sparrow**. Open water serves as foraging area for **Caspian tern**, **common tern**, **black tern**, **pied-billed grebe**, **osprey**, **bald eagle**, and many other species.

The Perch River Wildlife Management Area consists of high quality wetlands and open water bordered by deciduous forest, shrubland, and open agricultural fields. Exemplary ecological communities include: deep emergent marsh, shallow emergent marsh, shrub swamp, and forested wetlands.

### Chaumont Barrens Preserve

Chaumont Barrens is another very rare landscape straddling the Towns of Clayton and Lyme. It is a unique alvar landscape owned by the Nature Conservancy. North American alvar sites are characterized by a mosaic of austere, windswept vegetation, and occur in an arc along north western Jefferson County, through Ontario, to northern Michigan. Alvar communities are supported by a rare combination of extreme conditions: shallow soil, flooding, and drought, which provide habitat for a unique mixture of plants, including many that are rare in New York State. The landscape at the Barrens includes exposed outcrops, deep

fissures, and rubble moss gardens as well as patches of woods, shrub savannas, and open grasslands serving as important habitat to a number of bird species.

Chaumont Barrens is a significant attraction in the Town and County. Historically, the area is publicized quite well in Nature Conservancy literature, and many groups and individuals take advantage of the marked trail accessible from the Morris Tract Road (formerly County Route 125). The parking area is on Van Alstyne Road just after a small cemetery. The preserve is open daylight hours from early May until early fall. Opening and closing dates depend on the annual flooding cycle. For your safety and protection of the fragile soils and rare plants, follow times of closure indicated on the parking lot sign. Chaumont Preserve has a self-guided, 1.7-mile trail that is uneven in spots requiring hardened footwear.

### Alvar – Rare Community Ecology

The alvar ecosystem and associated natural communities are comprised of species that can exist on shallow soils over level outcrops of calcareous bedrock, such as limestone or dolomite. This ecosystem is characterized by widely varying moisture regimes and soil depths with many areas of rocky outcrop pavement barrens. The variable, often extreme, temperature and moisture conditions found throughout the system result in unusual assemblages of plants. These plant communities contain uncommon mosses, lichens, sedges, flowering herbs, ferns, grasses, and some trees more common to arctic, alpine and native grassland prairie-like environments. Typical species include Creeping Sedge (NYS

Threatened), Prairie-smoke (NYS Threatened), Purple Rock-ress (NYS Threatened), and Crawe's Sedge (NYS Threatened). These communities exist above a karst system with underground and surface water flow. Any large scale disruption of local hydrological conditions could prove extremely destructive to these significant natural sites.

Coniferous Alvar woodlands can provide a dense cover, with conifers such as White Spruce, White Cedar and White Pine. Deciduous woodlands are more open with limited understory, giving them a park-like appearance. Though trees in the Alvar often appear small or stunted, some trees have been found to be hundreds of years old. This is reflective of the harsh environment faced by plants in the Alvar, due to substantial seasonal and annual variations in available moisture and the intense temperatures and drought conditions, often found at ground level during mid-summer. These communities test plant survival in such extremes. The end result is a fairly specialized vegetation array. This array includes several natural grasslands that in part appear to be maintained by surface water flow during spring melt that persists into the growing season. These grasslands are the rarest of the Alvar natural communities and obviously their disruption would be catastrophic.

Invertebrates, including insects, found in the Alvar are also unusual for the region and are well-adapted to the harsh conditions. This fauna has not been fully inventoried and their ecology is poorly understood. Many are more common to grasslands of the western plains, but occur locally in our Alvar. These include rare ground

beetles, sawflies and flightless leafhoppers. Over twenty species of ground snails thought to be new to science have been found on Alvar formations. The presence of such biodiversity of these life forms is a clear indicator of the natural value of these areas.

Alvar sites contain a breeding avifauna that has elements distinctly different from nearby non-Alvar sites. In particular, species such as Prairie Warbler and Eastern Whippoorwill are common breeders in the Alvar but rare or unknown in much of the rest of Jefferson County. Where Yellow Warbler and American Redstart are common breeders in nearby areas they are very uncommon in the Alvar. Instead Black and White and Nashville Warblers are the more common wood warbler species. Hermit Thrush breeds here but is rare elsewhere in low altitude regions. The Alvar breeding bird community is unusual in many ways given its proximity to Lake Ontario. The New York State endangered Loggerhead Shrike was once common as an Alvar breeder and conservation of these rare habitats offer significant restoration opportunities. The nature of the breeding bird community is simply another indicator of the ecological importance of this region.

It is unclear exactly why there is so little soil in the Alvar but theories include that most soil was scraped or washed away during a glacial event. In addition, this region was covered by Glacial Lake Iroquois for many centuries prior to the formation of modern Lake Ontario. Since the period after the last glaciation has been relatively brief, there has been insufficient time to develop substantial soil atop approximately

450 million years old bedrock. The bedrock formed the bottom of a shallow, tropical sea near the equator. Fossils of giant cephalopods, top predators of the ancient marine food chain, can be seen in many exposed sites in these rocks.

Alvar communities are globally rare, and US sites occur primarily in the watersheds of the Great Lakes. The area of Alvar found in Jefferson County is the only system of its type in New York State. The Lake Ontario Alvar is the southeastern most portion of a system stretching from Michigan's upper peninsula, through Ontario, Canada, into New York. Because it is so unique in character, and so limited in scope, Alvar is a critical priority for conservation. In Jefferson County intact Alvar occurs only in the towns of Clayton, Cape Vincent, Lyme and Brownville.

### Threats

Alvars are vulnerable to any disturbance that alters surface or ground water flow, disturbs established plants, causes wildfire or expands invasive plants. Once a fire starts in an alvar, it can travel underground for many miles and be nearly impossible to extinguish, harming unsuspecting wildlife and humans. Alvar birds are impacted by any activity that increases ambient noise levels or fragments the habitat.

Major threats to Alvar in our area include limestone mining, commercial wind/solar facilities, timber extraction, subdivisions, residential development, invasive species encroachment, and recreational vehicle traffic. As these areas become more popular as nature tourism destinations, excessive foot traffic could

also be a threat. The scientific understanding of these rare communities remains limited and they require protection from all human activities that could potentially cause large scale disruptions.

### St. Lawrence River Valley

The vast "agricultural grassland" of the St. Lawrence Valley supports some of the largest populations of grassland and other early successional bird species in North America (Pashley, et al., 2000). A much higher percentage of bird species that rely on grassland and shrubland/early successional forest are in long-term and widespread decline more so than any other landbird group. Many species that are declining elsewhere are breeding successfully and maintaining stable populations in the St. Lawrence Valley, including the bobolink, eastern meadowlark, short-Avian short-eared owl, upland sandpiper, Henslow's sparrow, savannah sparrow, grasshopper sparrow, sedge wren, and the northern harrier (USFWS, 2000). An estimated 17% of the world's bobolink population breeds in the St. Lawrence Valley. An abundance of savannah sparrows have been recorded here as well (Rosenberg, 2000). These birds, and many other wildlife species, rely upon the extensive grasslands of the St. Lawrence Valley. The most significant concentration of wintering raptors in New York State has been observed in the immediate region, including the northern harrier and the short-eared owl.

According to the [2014 Draft NYS Open Space Conservation Plan](#), (page 147) the area is a "A major New York State resource consisting of islands, sand dunes, bluffs, embayments, wetlands, major tributaries, lake plains, significant bat and avian migratory flyways, opportunities for shoreline and

island access and other significant natural and cultural resources. This system begins at the St. Lawrence River in Jefferson County” “The area also provides nesting, feeding and resting habitat for waterfowl. The lake plain and escarpment, especially where they are located relatively close to the lake, define important avian and bat migratory flyways, providing crucial resting and feeding areas during migratory periods, and critical airspace for migrating birds and bats. They also provide important and unique nesting and wintering habitats for critical avian species, including the American bald eagle, short-eared owl, northern harrier and other species of conservation concern.”

### Migration and Stopover Areas

It’s long been known that the Great Lakes basin, especially the Lake Ontario coastal areas including the St. Lawrence River Valley, support large populations of migrating birds during both spring and fall. Millions of waterfowl, shorebirds, water birds, songbirds, and raptors utilize the region’s diverse habitats on their journeys, including open waters, agricultural fields, mudflats, shrub lands, marshes, coastal wetlands, grasslands, and forests. These migration rest stops, also known as “stopover areas”, provide shelter and nourishment to hundreds of different bird species, helping to ensure the success of these migrations, which contribute to the region’s biodiversity, and support the local economy through recreational opportunities such as bird watching.

These birds rely on local coastal areas. For many if not all of them, it’s the unique combination of dependable winds created along the water/land boundary at the regional level, suitable rest stops, necessary reproductive conditions. Food



Atlantic Flyway – Northeastern United States and Canada

sources such as aquatic insects, plants, and fish are available at many stopover areas, allowing the hundreds of migratory species to keep coming back and/or through the area annually.

Such areas include French Creek Wildlife Management Area (WMA), Perch River WMA, Point Peninsula WMA, Ashland Flats WMA, Chaumont Barrens, and the hundreds of other farm fields, wetlands, and grasslands that encompass the area.

### Migration Times

Many species of birds migrate during the day. These diurnal migrants include shorebirds, various hawks, gulls, loons, ducks, geese, and songbirds. But the bulk of songbirds migrate at night. Nocturnal migrants such as warblers, vireos, thrushes, and sparrows leave their daytime habitats just after dusk and spend the next eight to ten hours flying. Near dawn they descend to another site along their migratory route, and spend the day or next few days feeding and resting until they can continue the journey. Each species employs its own strategy for migration, but all require two important things during this event – food and rest.

Clayton's myriad of habitats provide both of these necessities.

Diurnal migration depends heavily on riding rising air currents called thermals. As these air currents heat up during the day and rise in the atmosphere, birds take advantage of this lift. Many species thermal hop – rising to the top of one thermal, setting their wings for direction, coasting to the next thermal, and then repeat the process. Thermals do not occur at night in sufficient quantity to allow these birds to utilize them successfully. Other thermal riding or soaring birds include cranes and herons. Some songbird species, such as kingbirds, swallows, and blackbirds will migrate during the day however, the vast majority are nocturnal migrants.

Most birds (excluding owls, night-herons, goatsuckers, and some other species) are typically diurnal during most of the year, but they migrate only at night. Nocturnal migrants tend to be birds that have long distances to fly and do so in powered flight. At night the atmospheric structure is much more stable. It is cooler and smoother than during the day. The coolness helps birds to maintain healthy body temperatures without large water losses, while the smoothness of the air allows for a straight level course without expending energy correcting and maintaining a course in turbulent air. Also, the cover of night is a good way to avoid predation.

### Wintering Areas

Migrating birds find their way between their wintering and breeding grounds. However, a number of birds winter within the area: for example, bald eagles winter along the St.

Lawrence River. Their wintering area stretches from Kingston, Ontario and Cape Vincent, New York easterly through to Cornwall, Ontario and Massena, New York, depending upon ice cover. Typically, eagles can be seen at Wellesley Island State Park along the edge of the ice or roosting in trees along the shoreline. If ice forms over these areas, eagles have been known to move further east to the Brockville narrows or other open water.

### Bats

Three species of bats (Indiana Bat (Federal and State Endangered), Northern Long-eared Bat (Federal and NYS Threatened) and the Small-footed Bat (NYS Species of Special Concern)) are active in the warm months throughout the area. During the winter several species, including the federally endangered Indiana bat, hibernate in caves in the region. Several cave wintering bat species populations have been decimated by the introduced "white nose syndrome". It is essential that any anthropogenic disruptions of population recovery be prevented.

### Monarch Butterflies

Monarch butterflies in Eastern North America have a second home in the Sierra Madre Mountains of Mexico where they overwinter from October to late March (USDA – Forest Service).

They migrate/travel during the day and need to roost at night. They gather close together during the cool autumn evenings and typically the same roost sites are used year after year. Often pine, fir and cedar trees are chosen for roosting as these trees have thick canopies

that moderate the temperature and humidity at the roost site. As warm temperatures and longer days occur, the migratory generation of monarchs finishes the development they halted prior to their migration. This starts the northern journey back to North America. Unlike the generation before them, who made a one-generation journey south, successive generations make the journey north.

They use a combination of air currents and thermals to travel long distances. Some fly as far as 3,000 miles to reach their winter sites.

Because the migrating monarchs are concentrated in a few locations during the winter, they are especially vulnerable to harsh weather and to human activities that disrupt or destroy their habitat. This can reduce the number of monarchs that leave the overwintering sites in the spring. Similarly, migrating and breeding monarch populations are vulnerable to harsh weather and to human activities that reduce milkweed and nectar sources. This can reduce the number of monarchs that reach overwintering sites.

## Transportation - Introduction

Transportation is a critical element for any area, especially for one that continues to develop. Growth may be impeded without a safe, efficient, transportation network. The land use and travel relationship is constant because changes in one ultimately affect changes in the other. Transportation and land use must be coordinated to ensure a rational use of land, and a viable transportation network that continues to serve the community and region.

A major key to economic growth for many communities is to have a convenient link to and from outside markets. Such access provides a way for goods to be available, as well as needed goods, services and/or employment that may not be found within the community. The most prevalent modes of transportation within the Village and Town of Clayton are highways, streets, and roads, as well as waterways and sidewalks where available. The remainder of this section will give an overview of the transportation system, with the greatest focus given to the existing road network.

### Local Transportation Related Priorities:

- √ Consider an open space or coverage requirement along Arterial highways to limit access point frequency, maintain the area's unique rural character and views of the landscape, and promote interconnected sites.
- √ Provide required ADA Accessibility within all projects, especially within the Village downtown utility relocation and sidewalk reconstruction project to allow unimpeded access for all.

### Transportation Goals:

1. Examine emergency vehicle access feasibility along roads including seasonal roads, recommending solutions to maintain adequate access to such areas to maintain public safety.
2. Establish zoning laws or guidelines that encourage or cause the main vehicular entry points to reflect the Town's rural character and the Village's more urban character.

### Transportation Strategies/Actions:

1. Maintain Arterial highway traffic flow by promoting interconnected projects between project parking areas, promote shared access, limit the number of access points along traffic arteries, and follow NYS DOT standards for driveway accesses. These steps should limit adding an excessive number of conflict points, cut-down on congestion, and maintain traffic safety.

### Walkability Goals:

1. *Maintain and create a vibrant, walkable and accessible village/hamlet that is a community and visitor focal point.*
2. *Provide/foster pedestrian connections among commercial, residential, and institutional areas to allow enhanced access and alleviate vehicular street/highway traffic congestion.*

### Walkability Objectives:

1. Improve the physical condition of the pedestrian walkways.
2. Increase pedestrian access and connectivity within parking areas and between projects.
3. Strive to develop walkways linking parks, public spaces, and location attractions.
4. Provide connections among commercial projects.
5. Assure walkways and building entrances are accessible to all types of users.
6. Develop a Town-wide pedestrian/bicycle trail plan.

**Public Parking Goal:**

1. *Establish a workable parking management plan that provides the Village/Hamlet with economic, social, and environmental benefits.*

**Public Parking Objectives:**

1. **Encourage the use of alternative modes of transport**
2. **Plan parking facilities to serve multiple users.**
3. **Plan for peak demand**
4. **Analyze street layout and configuration**

## Road Centerline Miles

Vehicle traffic within the Town travels along various state, county, town, and private roads and highways. Table 15 shows that Town roads comprise most of public miles in the Town, with about 116 miles of roads, consisting of 62 percent of the total road system. County Roads comprise the second highest total miles, with about 38 miles consisting of 20.3 percent of the system. State Roads include about 23.9 miles, consisting of 12.7 percent of roads in the Town and Village.

While state roads make up the least total mileage, they have the highest level of traffic or number of vehicles traveling along such roads every day as demonstrated by Table 17.

## Road Types

With the exception of walkable neighborhoods and trails, roads offer the primary means of transport and travel into, out of, and through many areas. They also provide access to properties of all types. Traffic and road characteristics can affect growth patterns, access to commercial markets, commuting patterns, and tourism. Roads serve various functions throughout a given community. Arterials, major and minor collectors, and local

streets and roads have various capacities and serve in different ways.

**Arterial highways** are designed to carry major traffic loads through and within a given area or region. Arterials carry the highest volume of traffic and much of the traffic consists of longer trips. In rural areas, they serve as major thoroughfares. For planning purposes, property access to abutting land should be subordinate to the movement of traffic loads. NYS Routes 12 and 12E are considered arterial highways in the Town of Clayton and the Village of Clayton.

**Table 15. Town of Clayton Centerline Road Mileage**

Ownership/ Maintenance	Mileage	Percent
Town of Clayton	116.3	62.0%
Village of Clayton	9.4	5.0%
Jefferson County	38.0	20.3%
New York State in Town	20.2	10.7%
New York State in Village	3.7	2.0%
Total (source: NYS DOT)	187.6	100%

**Major collectors** are streets that carry moderate traffic loads, gathering traffic from local streets and then emptying it into arterials. Similarly, **minor collectors** gather traffic from local streets, but also run through residential, commercial or industrial areas providing property access and traffic movement functionality. County Routes 3, 4, 5, 11, 12, 54, 179, and 181 serve as Collector Roads within the Town of Clayton. Other local collector streets

exist within the Village of Clayton. Primarily, **local roads** provide land access and have lower traffic volumes. Local roads typically make up the largest volume of mileage, but carry only a small portion of total vehicle miles of travel. Local streets offer the lowest level of traffic mobility and thru-traffic is often discouraged. Where on-street parking is permitted, they serve to store vehicles as well.

### Road Design Capacities

In order to gauge the adequacy of the road system and measure proposals that could affect levels of service, generally recognized capacities should be examined. The numbers of expected vehicles per hour and average daily traffic levels are techniques to weigh potential project impact relative to current traffic levels and road capacity. Example design capacity standards are shown in Table 16 and can be used for general planning purposes.

They are meant to be flexible, however, and will be affected by other factors which must be taken into account during the design or approval of new streets and/or projects. The need for a developer sponsored traffic study should be considered when appropriate.

The value to the Village, Town, and Hamlet is to understand how existing streets may be designed in terms of the number of lanes, and their general capacity. Then using the current traffic count information and the expected

average daily or peak hour traffic that may be generated by a specific project, one could estimate whether a major traffic impact could be expected given the scope of the project. If it is expected, then a traffic study might be required and, if warranted, enhancements to the transportation system to mitigate the impact could be considered.

However, if the scope of the project is relatively large, on a road or part of the system that is being underutilized, then perhaps improvements may not be needed at that time.

**Table 16. General Street Design Capacity**

Street / Road type	Practical Capacity - vehicles per hour	Design Capacity - average daily traffic
2-lane city street, 2-way	600-750	6,500-8,500
2-lane city street, 1-way	900-1,100	10,000-12,000
3-lane city street, 1-way	1,300-1,800	12,000-14,000
4-lane city street, 2-way	1,100-1,600	12,000-18,000

Note: The capacities are based on typical traffic flow characteristics; 10% of total daily flow in peak hour; 60 to 65% of peak hour traffic in predominant direction of flow; 20% turning movement; 10% trucks; 50% green signal time.

Source: International City Management Association, 1979

### Clayton Traffic Levels

Automobiles, trucks, and other vehicles use the road system in their round-trip daily commute to work, school, shopping, recreation trips, and many other purposes. Also to be considered are tourist travel, deliveries, and other traffic travels through the Town on its way to other destinations. Such traffic is measured periodically, as well as estimated by the New York State Department of Transportation and by the Jefferson County Highway Department on their respective roadways.

This is performed to measure traffic levels to help ensure the roadways are operating within their design capacity levels or to identify areas of concern. Please refer to the Average Daily Traffic Level Map or Table 17. Average Traffic Levels.

### NYS Route 12 Corridor

NYS Route 12 serves as the arterial highway for the northern and central portions of Jefferson County. It takes travelers from Lewis County north through the City of Watertown continuing on to Clayton and northeast where it connects to Interstate 81 and the Thousand Islands Bridge. Beyond that it connects to the City of Ogdensburg to the east in St.

**Table 17. Average Traffic Levels – State and County Roads Annual Average per 24 hour period**

Roadway	Number of Vehicles
NYS Route 12	
segment 1	3,137
segment 2	3,294
segment 3	1,454
segment 4	4,326
NYS Route 12E	
segment 1	1,894
segment 2	3,932
County Road 3	
Segment 1	1,116
Segment 2	905
County Road 4	
segment 1	559
segment 2	828
County Road 5	
segment 1	no count
segment 2	509
segment 3	189
segment 4	193
segment 5	169
segment 6	169
segment 7	559
County Road 9	
Segment 1	986
Segment 2	1,028
County Road 11	
segment 1	361
Segment 2	351
Segment 3	320
County Road 12	
segment 1	229
segment 2	160
County Road 54	
Segment 1	no count
Segment 2	no count
Segment 3	498
Segment 4	no count
County Road 179	
Segment 1	no count
Segment 2	240
County Road 181	
Segment 1	1,058
Segment 2	979
Segment 3	781

Sources: County Roads - Jefferson County Highway, State Roads -

NYS Dept. of Transportation, Region 7 (2013, 2014)

Lawrence County. The NYS Route 12 nearby connection to Interstate 81 provides residents with a convenient link to Canada to the north and to Watertown and Syracuse to the south. NYS Route 12E connects the Town to the Villages of Cape Vincent and Chaumont to the west and southwest.

### NYS Route 12/12E Access

In a few cases, some curb cuts have wide openings onto NYS Rt. 12, larger than recommended by NYS DOT standards. Both NYS Route 12 and 12E corridors can often be congested in the summer months. As mentioned previously, the NYS DOT restricts curb cut width and the distance between driveways on all NYS controlled roads. A preferred method of accessing numerous businesses on a NYS controlled road is to have one access road or shared driveway accessing many businesses, or at least requiring connected parking areas to alleviate traffic pressure from neighboring uses. This limits the number of conflict points along the highway, allowing traffic to flow more efficiently. This technique is being used by several businesses along the corridor, and should be replicated to preserve the efficient function of NYS Routes 12 and 12E.

## Expected Trip Generation

With most proposed projects, their expected trips can be weighed or compared to existing traffic levels. For example, roads or intersections are typically designed to handle a given number of vehicles. If a proposed project is reviewed that could generate a greater number of vehicles than the design capacity of the road or intersection, then improvements to the roadway in terms of the number of lanes, turning lanes, or intersection improvements could be considered to handle a significant increase in vehicles per hour.

For reference purposes, a sample of expected trips generated by a handful of common land uses can be found in Table 18. For example, if a residential project with 50 single family homes is proposed along a given street, one could expect a potential 450 to 500 average weekday trips per

**Table 18. Sample Trip-Generation Rates by Land Use**

Type of Development	Average Weekday Trip-Ends
Single-family, detached	9-10 per dwelling unit
Townhouse / Apartment	6 per dwelling unit
Fast food restaurant with drive-thru	500 per 1,000 sq. ft. of floor area
Supermarket	111 per 1,000 sq. ft. of floor area
Shopping Center	50 per 1,000 sq. ft. of floor area
Office Building	3 per employee
Light industrial	3 per employee

Source: Institute of Transportation Engineers  
"Trip Generation." 6th Ed, 1997

day from such a project. This could then be compared to the design capacity of the road system it will be connecting to, as well as the current traffic count to gauge whether the road might handle such an increase without improvements to the connection or the road itself. Then next step might be a traffic study to better understand the potential impacts and potential improvements that might be necessary.

## Arterial/Major Collector Road Protection

New York State invests significant amounts of resources in its arterial road system. Such highways are vital links between communities and serve as essential corridors for commerce, trade, tourism, and recreational travel. However, in a familiar pattern, residential and commercial growth has occurred along many arterials serving the state's communities. This growth over time can create a need for costly highway improvements including additional travel lanes, bypasses, turning lanes, and intersection signalization. Unfortunately, few communities have enacted controls to address the rate and quality of this arterial roadside development, and taxpayers must bear the costs associated with strip development, traffic congestion, safety problems, and the resulting expensive remedial highway improvements.

Strip development occurs so slowly that it is seldom viewed as a crisis until traffic problems become severe. Development therefore is often allowed to continue in a haphazard manner until significant problems occur.

Arterials that carry large volumes of traffic are attractive locations for strip development.

Residential and commercial developments locate along the arterial over time until strip development becomes the predominant land use pattern. The ability of the arterial to move traffic then becomes seriously compromised, resulting in increased traffic congestion and reduced safety.

Unregulated access to roads, inefficient lot layouts with multiple access points and/or poor street layout result in businesses connecting with too many access driveways to the arterial. If shared drives were used, minor streets were accessed, or drives had been developed with coordinated accesses, traffic conflict points could then be minimized resulting in less arterial road conflicts.

While NYS DOT has the right to restrict access on state roads to a point, they must allow access to properties adjacent to their roads, unless it is along a limited access roadway. Every parcel of land is required by law to have reasonable access to it, and it is not always possible to limit driveways to a set spacing throughout the length of an arterial. In many cases, municipalities zone and allow subdivision of properties in a section of land in such a way that many small parcels must be granted access onto the arterial or else they would have no access at all. Additionally, such growth occurs not only on state roads, but also along county roads.

Local governments have the potential to better control land development along arterials and collectors. If it is a state controlled roadway, the local municipalities and the state jointly control the roadway and access to it. Reasonable access does not mean that access has to be provided directly off a main street or highway. In some cases, reasonable access may be provided off

side streets or roads. Local governments therefore can prepare and adopt comprehensive planning and zoning ordinances to guide overall development patterns to help create appropriate development patterns.

### Pedestrian Trends

Prior to the advent of the automobile, communities flourished as pedestrian oriented, compact hamlets or villages. The Village of Clayton and Hamlet of Depauville reflect this pattern with their historic downtown structures and nearby walkable neighborhoods with churches and other destinations in close proximity. This development pattern precluded the need for many parking spaces at business locations.

More recently, automobile dependent development that is more spread out with larger parking lots has resulted in building placement further from the street and often separates residential areas. This pattern reinforces automobile dependency, which can increase traffic levels and limit pedestrian options. Options for more mixed-use, more compact development should be examined to reverse this trend. Similarly, parking should be located to the side yard and/or rear with bicycle and pedestrian pathways included to provide better pedestrian access. Maintaining suitable pedestrian scale and convenient access benefits storefronts by increasing the variety and likelihood of customer traffic from drop-in and destination shoppers. Ongoing sidewalk maintenance from residential areas as well as along primary streets can affect the level of pedestrian access as well. Areas with sidewalks within a downtown and neighborhoods nearby that connect to downtown should try to

maintain pedestrian connectivity to enhance pedestrian business access.

### Walkability – Local Asset

Walkability is certainly an important aspect of maintaining Clayton's economic viability and ensuring the continuation of those attributes associated with its small town distinction. An integrated plan for walkability would include a mixture of physical and perceptual elements that comprise the built environment of Clayton that are conducive to walking. It is recommended that said environment be friendly to the presence of people living, visiting, shopping, and enjoying spending time in the community.

The village currently has a sidewalk replacement program that should be periodically reviewed as it is a key component of the walkability concept for Clayton. Additionally, the reconstruction of Webb Street, Riverside Drive and James Street provides an opportunity to reconfigure parking, provide a buffer between traffic and pedestrian walkways and reduce street crossing distances. Street landscaping in the downtown area would have a modulating effect on motor vehicle speeds. The appropriate planning would provide for pedestrian safety, accessibility for all, attract business and create a tourism-friendly perception. The physical condition, future location and design of pedestrian walkways are key to the protection and preservation of what makes Clayton unique and desirable.

Certainly it is important to emphasize that Clayton continue with the planning and construction of the River Walk. This is the gateway to our greatest asset, the St. Lawrence River. It provides access to parks, municipal

docks and enables residents and visitors to enjoy the natural beauty of our community. The River Walk supports the place-making aspect of walkability in that it allows Clayton to capitalize on its assets, inspirations, and potential. Place-making capitalizes on a local community's assets, inspiration, and potential, with the intention of creating public spaces that promote people's health, happiness, and well-being. Clayton sought to improve/maintain the quality walking experience in the Village and conducted a walkability audit in May of 2012.

A walkable Clayton for people of all abilities will facilitate access to attractions, the St. Lawrence River, promote the economy, and provide for a healthier and more sustainable lifestyle.

### Public Parking

A parking management program is an essential element of Clayton's tourism industry and quality of life. While the village has implemented several changes in its current parking plan, continued evaluation will be integral to meeting future needs.

The proposed reconstruction of the downtown area may provide some relief regarding on-street parking. Said project design may create more parking spaces for the business district, accommodate short term use for delivery and service vehicles, and enhance walkability. This project will provide some relief for Clayton's parking situation.

Presently, Clayton has several parking management features in place to address ongoing problems. Shared parking arrangements have been established with the Thousand Islands School District, Antique Boat Museum, and the Town of Clayton. Coupled with these

agreements is the use of a shuttle bus during peak use and special events. Shared lots may encourage visitors to park and walk to several destinations. The village has also increased parking capacity by using vacant areas or undeveloped land to handle parking overflow.

Additionally, Clayton has been evaluating the cost of parking and method of payment. This, is an effort to create a more cost effective plan and provide for turnover to free up on-street parking spaces. The municipality has received estimates for alternative methods of payment such as a kiosk model, however, expense has been a challenge at this time. It may be timely to revisit a new model of payment given the proposed reconstruction of the downtown area.

Enforcement is another important aspect of Clayton's parking plan. As an auto-dependent tourist destination, parking enforcement needs to be perceived as friendly and fair. The courtesy ticket reflects a user-friendly approach to parking violators. The village also has regulations in place to provide for street sweeping and snow plowing. Said regulations are posted seasonally to remind residents.

Downtown businesses have a vested interest in the on-street parking procedures. Patrons enjoy the proximity of parking near frequented shops. However, employees need parking spaces nearby as well. In an effort to free up more spaces for patrons, employers may want to implement commute trip reduction programs to provide incentives to employees to reduce automobile commuting. Currently, some employers pay for employee parking at private lots in the downtown area. This would free up core parking

spaces normally used by commuters close to downtown businesses.

Traffic flow patterns often impact parking arrangements. Perhaps the creation of additional one way streets would free up more spaces or provide additional space for a bicycle path. Such considerations may be included in the parking management plan.

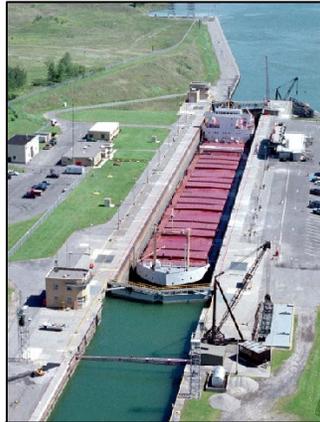
Clayton has recognized that parking management is a dynamic endeavor that changes over time. The new paradigm reflects the notion that transport and land use conditions are evolutionary and require continuous evaluation.

### [Great Lakes Seaway Trail National/ State Scenic Byway](#)

NYS Routes 12 and 12E comprise the Great Lakes Seaway Trail Scenic Byway within the Town of Clayton. The entire Great Lakes Seaway Trail is a 518-mile multi-state Scenic Byway that coincides with the scenic shoreline of Lake Ontario and the St. Lawrence River within Jefferson County (NYS Routes 3, 180, and portions of NYS Route 12E, and 12). It encompasses the military history, agricultural ingenuity, shipping heritage, and recreational resourcefulness that shape the distinct setting. It also serves as the main road through the northern portion of the Town providing access within the Village of Clayton and many other State Parks on the St. Lawrence River. The Great Lakes Seaway Trail is a preferred route for large numbers of bicyclists during warm weather.

## St. Lawrence Seaway

The St. Lawrence River is traversed by a variety of boats and ships including pleasure craft of all sizes as well as freighters transiting this portion of the St. Lawrence Seaway. The St. Lawrence River and Lake Ontario are part of the 2,342-mile long St. Lawrence Seaway, the only commercial shipping route between the Great Lakes and the Atlantic Ocean. The locks of the Seaway accept vessels 740 feet long (225.5 meters), 78 feet wide (23.77 meters) and up to 116.5 feet in height (35.5 meters) above the waterline. The Seaway handles 3,000 to 4,000 ship transits and 30,000,000 to 40,000,000 tons of cargo during a typical navigation season. Large freighters are often visible from the shorelines of the River, providing a unique and treasured vista for tourists and residents.



Eisenhower Locks in Massena, NY

## Tour boat and Yacht Layovers

In the Village, various cruise ships and private yachts stop to layover at Frink Park throughout the season, on their way to and from other destinations in the region offering additional tourist visitors. This important stop for such travelers provides an influx of tourists and related spending as well as exposes the area to many people who might otherwise never experience what the Village has to offer. It also provides the opportunity to supply the vessels

with necessary goods and staples as they continue on their respective journeys.

## Marine Related Activities Key

During the summer months, pleasure boating is a crucial part of the enjoyment of the St. Lawrence River especially on the water and for the marine related businesses. French Creek Bay and other marina centered areas have a variety of water related businesses and shoreline residential uses occurring in close proximity, all focused on the water. This use of the water can be intense at times, but also make it a very special area for many residents, seasonal residents, visitors, and business owners. The community recognizes this marine or water related development (repair shops, marinas, bait, boat storage, fishing charters, tour boats, island construction companies, barges, and the like who depend on the water for their economic, cultural, and character contributions to the community and for their support in maintaining and building upon the residential and agricultural character in their respective communities.

## Transient Boating Facility

As efforts to attract a high quality hotel to the newly remediated Frink property were gaining momentum, the Clayton Local Development Corporation (CLDC) began to explore other types of development that could further enhance the Frink site. As such, the CLDC commissioned Moffatt and Nichol consultants based in Rochester, NY to conduct a Marina Market Evaluation to gain an understanding of the need for additional marina slips in the prime downtown area. More specifically, the study would explore the need for transient dock slips, so as not to interfere with the 50 +/- private sector marinas that currently satisfy the need for seasonal dockage, and that would provide a site enhancement in helping to attract a hotel to the site.

Clayton is a tourist destination that not only draws visitors by land, but also by water in the warmer months as noted above. Unfortunately, most marinas in the area cater to the seasonal slip renter, with dockage available to transient boaters only when the seasonal renter vacates his slip for a short period of time.

But Clayton is a desired destination for boaters transiting the St. Lawrence Seaway because of its wide array of services, including restaurants, shopping, historic sites, museums and recreation areas. As the economy continues to improve, the amount of transient vessel traffic will continue to increase. And as baby boomers age into the primary boater demographics, the number of boats per capita is expected to increase in the area.

The Moffatt and Nichol study showed that while overall boat registrations have been relatively flat since 2000, the number of boats larger than 40 feet has risen steadily by 2-3% per year. The study concludes that there is a demand for 25-60 additional transient slips for larger size boats in the 30-50 foot range, in the Clayton area market. This is generally consistent with the Boating Infrastructure Grant (BIG) program goals that dictate that cost shared funds be used for facilities that could accommodate transient boats that are 26 feet in length and greater.

The CLDC and Town of Clayton therefore decided to apply for BIG funds to develop a transient dockage facility that would be proximate to the proposed 1,000 Islands Harbor Hotel site. In January of 2012, the CLDC was notified by the NYS Office of Parks, Recreation and Historic Preservation that its application

was approved and would receive \$1,114,686 from the US Fish and Wildlife Service towards a total project cost of \$1,741,542.

Concurrent with this process the CLDC negotiated a contract with Krog and Hart to develop the hotel and sold the former Frink site to them for \$2.1 million, with the understanding that \$600,000 of that amount would provide the local share of the cost for the transient docking facility that would be built adjacent to the 1,000 Island Harbor Hotel site.

Design considerations for the project necessitated construction of a wave attenuator to shelter the 48 floating docks that would comprise the transient marina. After much discussion the decision was made that this attenuator should be affixed to the bottom of the river rather than using a floating structure. Without going into great detail, the facility that was designed couldn't be constructed for the originally budgeted amount, but rather than compromise the project, the Town agreed to bond for the cost overrun. The end result is a beautiful transient docking facility, including a boater service building with showers and laundry, which opened for the 2016 boating season.

### Airport Service

A local asset in the nearby Town of Alexandria, Maxon Airfield is privately owned and located close to Alexandria Bay on NYS Route 26.

Another airport facility within Jefferson County is the Watertown International regional airport located just south of Dexter, New York. It is a few minutes west of the City of Watertown, and

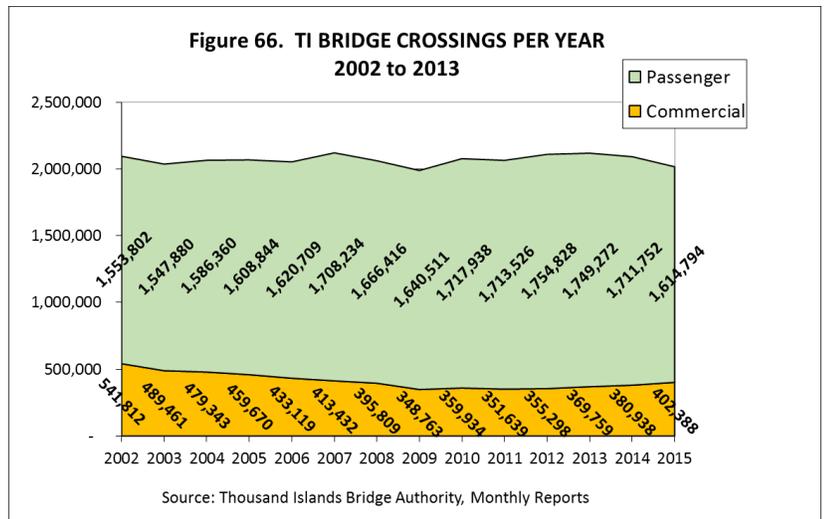
approximately 30 minutes south of the Thousand Islands Bridge. It provides passenger flights directly to Philadelphia, PA with many connecting to national and international destinations available from there. Other passenger flights are available out of the Ogdensburg International Airport, and the Syracuse Hancock International Airport approximately 90 miles south of the Town.

### Thousand Island Bridge

The Thousand Islands Bridge system consists of a series of five bridges over the St. Lawrence River from Collins Landing near Alexandria Bay, New York to Ivy Lea near Gananoque, Ontario. It provides a direct connection between US Interstate Rt. 81 and Canada’s Highway 401.

The crossing over the American channel of the St. Lawrence River, from the mainland to Wellesley Island, consists of a suspension bridge of 800 ft. (main span), with an under clearance of 150 ft. above the river. The American span from abutment to abutment is 4,500 ft.

Bridge crossing numbers (Figure 66) indicate the amount of vehicular traffic and commercial trucks that cross the American span of the bridge, provided by the TI Bridge Authority. Certainly many of the vehicles crossing continue into Canada, while others may stay on U.S. soil at Wellesley Island. From 2002 to 2015, passenger vehicles increased by 4 percent, while experiencing a series of increases and some decreases during the time period. Commercial trucks, however, experienced a 26 percent decrease over the past thirteen years. Commercial traffic has rebounded somewhat, increasing 5 percent from 2011 to 2013. For comparison, the Ogdensburg-Prescott Bridge



crossings show use by 712,000 passenger and 71,000 commercial vehicles in 2012.

## Community Facilities Introduction

Community facilities and services are one of the more visible aspects of the Town and Village's involvement in the life of its citizens and help make a positive statement about its visual character. Identifying needs related to community facilities, is important within the Comprehensive Plan process. By maintaining facilities to meet the growing demands of residents and visitors, the community can enhance its quality of life.

This chapter provides an overview of the existing public facilities, public recreation areas and facilities, infrastructure, and services available in the Town and Village.

## Government Facilities

The Clayton Town Office is located at 405 Riverside Drive, in the basement of the Clayton Opera House. The Town Supervisor's office is located there, along with the Town Clerk, the Code Enforcement Officer, and the Town Assessor. There is also a fully accessible room available for community meetings.

The Village of Clayton Municipal Building is located at 425 Mary St. The Mayor's Office is located there, along with the Village Clerk, Treasurer, and the Joint Village/Town Court. This facility is also completely Americans with Disabilities Act (ADA) accessible.

The Town Highway Department and the Village Department of Public Works share a joint Highway Facility, occupied since 1994. The Highway Dept. also benefits from shared services with other Towns, the Village, Jefferson County, and the TI Central School District.

### Community Facilities Goals:

1. Pursue funding sources for public utilities and parks projects consistent with community priorities.
2. Pursue funding sources to allow overhead utilities to be put underground in key areas.

### Recreational Goals:

1. Continue to educate the public about year round recreation opportunities in the Town and Village, including winter activities and resources.
2. Explore and promote the many ecotourism based recreation opportunities in the Town and Village to increase awareness for enhancing tourism levels and to expand recreational benefits to residents.

### Recreational Objectives:

1. Consider facility options and explore needed recreational facilities to expand year round activities.
2. Expand and maintain public access to the St. Lawrence River waterfront.

### Recreational Strategies/Actions:

1. Enhance and maintain boat access facilities and dockage as use levels may warrant.
2. Continue the expansion of trails to include the Riverwalk as they are valuable community assets that enhance quality of life for residents and visitors.
3. Consider the expansion of pedestrian and bikeway recreation trails that will tie into existing pedestrian systems.
4. Continue the development of the Riverwalk and explore means of connecting the pathway to pedestrian/bicycle routes into the countryside. (Particularly, the Thousand Island Land Trust is seeking funds to convert a portion of the Sissy Danforth Rivergate Trail into a pedestrian walkway/bikeway which would connect to the Riverwalk system. The project would still allow snowmobile use in the winter months.)

## Police, Fire, and Rescue

The necessity to provide police protection is a matter of public policy and also based upon the public's perception of security.

The Town relies on the New York State Police, with a substation located on NYS Route 12 near the TI Bridge, and the Jefferson County Sheriff's Office to provide law enforcement.

The Village is served by its own police force, housed in the Village Municipal Building. The Village's full time police department is composed of three full-time police officers and two part-time.

The Clayton Volunteer Fire Department provides fire and rescue service north of CR 5 while the Depauville Fire Department covers the Town areas south of CR 5. Approximately 90 firefighters are assigned to 4 companies, and equipment includes a hook and ladder, engines/pumpers, tanker, rescue trucks, and three fire boats (one is an air boat for winter water protection as needed).

The newly constructed Thousand Island Emergency Rescue Service building, on Graves St is the 911 ambulance service provider for the Towns of Clayton and Orleans in Jefferson County. Their paid paramedics serve 24/7/365, supplemented with paid and volunteer EMTs.

## Medical Services

Samaritan Health Center is a primary care health center staffed with physicians and nurse practitioners Monday thru Friday, located at 909 Strawberry Lane, in the Village.

River Hospital is an independent hospital that provides access to primary health care to citizens in Alexandria Bay and surrounding

communities. It is 10 miles east of Clayton. Services include ambulatory surgeries, emergency services, cardio-pulmonary procedures, radiology, laboratory services, and physical therapy.

## Cerow Recreation Park

The Cerow Recreation Park is located at 615 East Line Road in the Village. This multi-use, town-owned recreational facility is comprised of numerous components including an indoor arena that hosts events and shows in the summer and ice activities, including hockey and figure skating in the winter months. An Olympic-sized public pool, lighted basketball and tennis courts, baseball, softball and soccer fields encompass the outdoor recreation facilities. There's also an open air pavilion as well as a one mile perimeter walking trail around the 28 acre site for more leisurely pursuits.



Cerow Recreation Park



Village Square Park

### Village Square Park

Clayton maintains a 2.70 acre park in the center of the Village surrounded by Park Circle Drive. Facilities include active recreation areas with a children’s creative playground, tennis court, and basketball court occupying half the acreage. The other half of the property accommodates passive recreation, with grass, trees, and several picnic tables. Its central location is considered within walking distance (about ¼ mile) of a large percentage of the Village. It is also the farmers market site that occurs on Thursdays, June - September.

### Frink Park

Frink Park (about 1.2 acres) hosts events throughout the year, including weekly summer concerts in July and August, Independence Day Fireworks, Punkin Chunkin, et al. This Village-



Frink Park, Village of Clayton

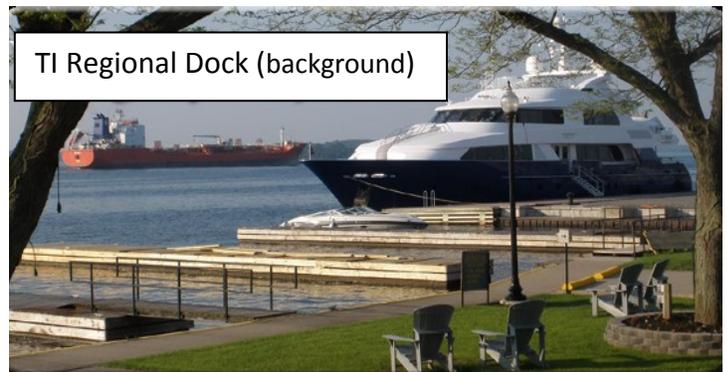
owned park and pavilion includes the Thousand Islands Regional Dock and a portion of the Riverwalk.

### Veterans Memorial Monument

Veterans Monument at the end of John Street has served as a local memorial for veterans for over 50 years. It has places to sit, with views of the river, and provides direct access to the Riverwalk.

### Thousand Islands Regional Dock

Frink Park shoreline includes a 386 foot long dock, known as the Thousand Islands Regional Dock, which accommodates tall ships, yachts, tugboats, and cruise ships each summer. Water depth is up to 27 feet, with six large and 21 small mooring cleats, it also has power, water, and fuel access upon request. Similarly, pump-out ability is available upon request. A grocery store



TI Regional Dock (background)

Rotary Park (foreground) Village Waterfront

is located 1/2 mile from the dock.

### Rotary Park

Rotary Park (0.5 acres), also known as the Village docks, is a series of docks serving as free (3 hour) day use docks (with a donation box) just west of Frink Park in the Village, along with free public restroom facilities that serve the area. This strategic location along the waterfront is close

to many downtown businesses. It also boasts a fully accessible viewing platform.

### Clayton Harbor Municipal Marina

This new facility includes 49 floating slips with 30', 40', and 50' slips as well as 68' and 88' T-ends. It also has a 300' Pier with 6 – 60' slips or combination. Services include electricity (30 amp and 50 amp service available), municipal water, wifi (included with no additional charge), laundry facilities, a pumpout, restrooms and showers.



Clayton Harbor Municipal Marina

### Riverwalk

The Riverwalk is about 2,500 feet in length and connects the 1000 Islands Harbor Hotel to Frink Park, Rotary Park, and Veterans Monument, adding a place to enjoy a stroll, walk, or run along the St. Lawrence River waterfront. The third phase of the Riverwalk, to be finished by November of 2017, will add 410 feet from John Street to sidewalks on Riverside Drive, near James Street.



Riverwalk, Village of Clayton

### Centennial Park

Another village park by the water, Centennial Park (1/3 of an acre) offers views of the St. Lawrence River with picnic tables, waterfront chairs, a waterfront walkway, and an interpretive War of 1812 historic board.

### Clayton Lions Field

Located on Webb Street in the Village, it is a 4.7 acre lighted field for Town and Village residents. The school system and community organizations use it for football, softball/baseball, and soccer. Wintertime uses include sledding and oval skating. Its year-round use is very important to the community, having been the site of fairs and carnivals. It also has a playground and water fountain.

Clayton Lions Field, Village of Clayton



## Thousand Islands Land Trust (TILT)

TILT helps preserve the regional landscape by accepting conservation easements and in fee property, and then establishing accessible areas for public enjoyment. TILT is a non-profit organization based in Clayton that relies on memberships to cover its operational expenses, seeking outside grants, and private donors to fund programs and conservation initiatives. Currently, TILT protects over 8,200 acres of land, some fee-owned and the rest as conservation easements, including important wetland, grassland, and woodland habitat. This includes over 40 miles of trails that are open to the public year-round. Refer to their website for a full description of their efforts.

**Foster-Blake Woods Nature Trail** - A quiet footpath through the woods along the Palisades, the trail leads to an overlook of the St. Lawrence River at the water's edge. Located 3.7 miles west of the Village of Clayton on NYS Route 12E. There is a small parking area marked by two boulders set back from the road.

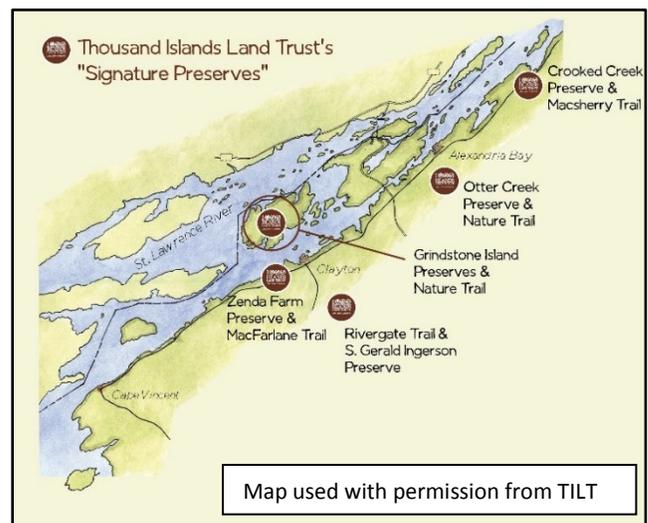
**Grindstone Island Nature Trail** - This one mile long trail connects Canoe Point and Picnic Point in the State Park at the foot of Grindstone Island.

**Sissy Danforth Rivergate Trail** - Built on the old New York Central Railroad bed in the towns of Clayton, LaFargeville and Theresa, this 27 mile trail is a great place to hike, bike, and ski. The Rivergate Wheelers ATV Club has a trail map on their website. An application is pending to plan for a seven mile paved extension of the Riverwalk to LaFargeville in the Town of Orleans.

**Zenda Farm Preserve** - A farm of over 400 acres near the western edge of the Village is home of the annual Community Picnic, boasts a 1.5 mile

walking trail, pastures, pothole ponds, a restored wetland, forests, and a series of ten Historic Jamesway Buildings which are the only examples of their kind in the United States.

**Otter Creek Preserve** – Otter Creek Preserve is a 107 acre forested area with mature oak/pine ridges and field edges home to osprey, bald eagles, barred owls, great-horned owls, and red-tailed hawks, et al. It serves as a breeding habitat for neotropical migratory song birds. While it is near the Village of Alexandria Bay on NYS Route 12 and 26, it's only about seven miles from the Clayton Town Boundary.



**Eagle Wings Shoal, Dive Site** - One of the Great Lakes Seaway Trail dive sites, its series of unique rock formations and adjacent deep water support an interesting underwater ecological diversity example, ideal for scuba diving. Shallow water predators such as the largemouth bass and northern pike may be seen, and deep water fish such as smallmouth bass, walleye, and muskellunge are also frequent visitors. Freshwater drum, carp and suckers can also be observed. This small group of islands is also a rare nesting habitat for the NYS threatened species, the common tern.

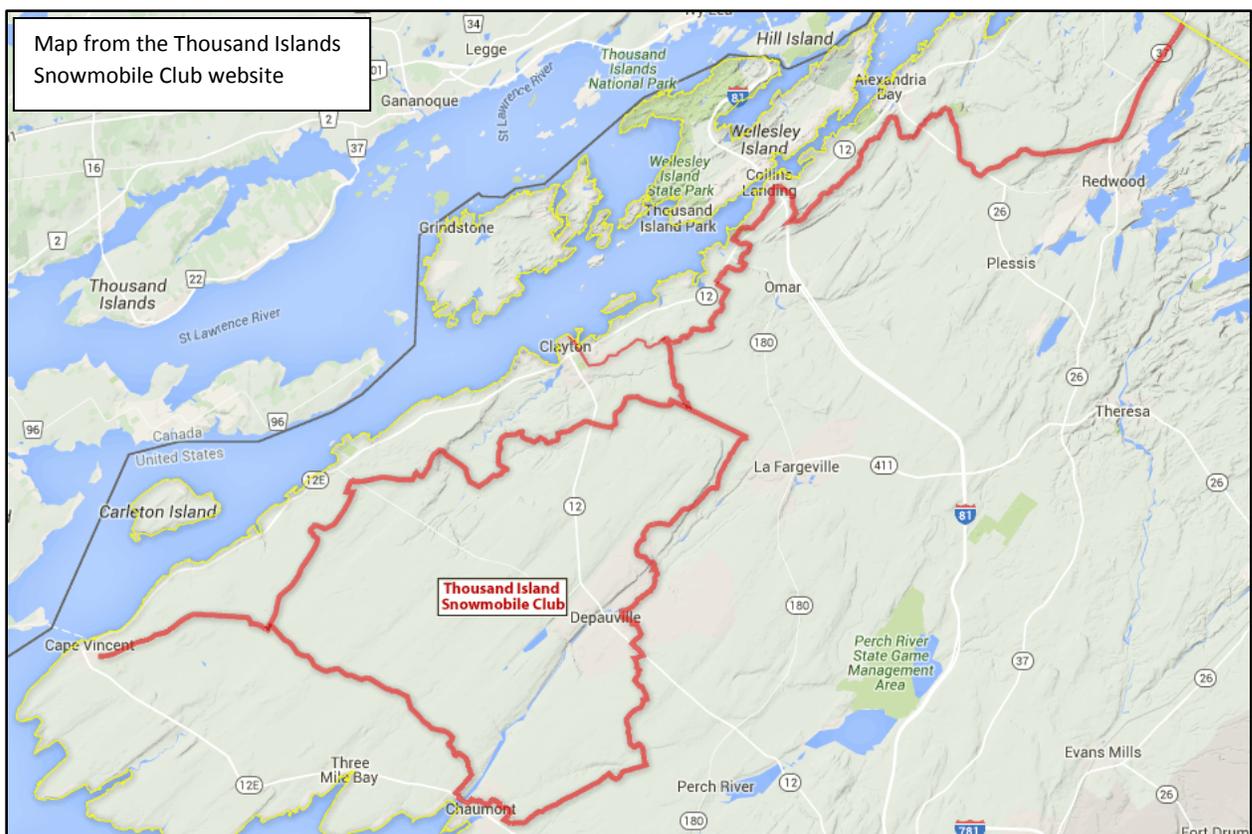
## NYS Snowmobile Corridor Trail

The Thousand Islands Snowmobile Club maintains over 80 miles (2014-15) of New York State snowmobile trail that connects the Towns of Clayton, Orleans, Alexandria, Cape Vincent, and Lyme (refer to map below). It connects the Village of Clayton to Alexandria Bay and Redwood to the northeast and the Villages of Cape Vincent and Chaumont to the southwest, as well as the Hamlets of Depauville and La Fargeville. The club secures permission for the trail right-of-way from over 100 private landowners and maintains, grooms, and places signs along the trail throughout the system annually.

Within the Town of Clayton, the snowmobile trail travels from the west side of the Town westerly and connects to the Village of Cape Vincent. From the western edge, it then goes

through the French Creek wildlife management area through the valley just north the the C-Way Golf Club, then connects to the Rivergate Trail. From the Rivergate trail one can ride northerly and westerly to the Village of Clayton or northerly and then eastward to the Village of Alexandria Bay and beyond. One can also travel south from there along the eastern side of the Town near Depauville, then south to the Town of Brownville, and west to the Village of Chaumont and then northerly to the Village of Cape Vincent.

Potential riders should check the Thousand Islands Snowmobile Club website for trail conditions such as snow depth and grooming schedules to determine when riding will be possible. There website address is: [www.1000islandssnowmobileclub.com](http://www.1000islandssnowmobileclub.com).



In addition to the map on the previous page, refer to the Town of Clayton Recreational Facilities map for local trail locations.

The 1000 Islands Region offers thousands of acres to participate in activities to take advantage of this natural paradise. The Town as well as the region serves as an outdoor recreational playground to enjoy, from fishing to kayaking, diving and snorkeling, as well as golfing, hiking, boating, biking, camping, cross country skiing, and snowmobiling to name a few.

## State Parks and Wildlife Management Areas

The Town is within the Thousand Islands Region of the NY State Parks system, includes one state park, Canoe Picnic Point, and is close to a number of others, including Cedar Point, Grass Point, Burnham Point, and Wellesley Island State Parks, all within a few miles of the Town. During the summer months, the parks offer visitors opportunities for camping, fishing, boating, swimming, and picnicking. Winter activities include cross-country skiing and ice fishing at most of the parks as well.

**Canoe Picnic Point State Park** is 70 acres, only reachable by boat at the eastern end of Grindstone Island in the Town, offering a quiet camping experience in a wooded area with dock space. Just south of the camping area is a picnic area, with a gazebo and shore dinner cooking facility. The park also has 25 campsites, 5 cabins, a nature trail and showers. Fishing is excellent and boat rentals are available nearby for those who may not own a boat.

**Cedar Point State Park** offers camping, fishing, boating, picnicking, and swimming on the St. Lawrence River a few hundred feet west of the Town line in the Town of Cape Vincent. It boasts 174 campsites as well as a beach, boat rentals, dockage, a marina with pump out station, a playground, pavilion, playing fields, and showers.

**Grass Point State Park** lies just east of the Hamlet of Fishers Landing in the Town of Orleans on the St. Lawrence River. It has 77 campsites and one cottage that is a full-service rental. The park is popular for campers, boaters, swimmers, picnickers as well as people who like to fish. There is a shelter, marina and boat launch, a game area, playground, and a sandy beach featuring shallow water suitable for kids.

**Burnham Point State Park** lies a few miles west of Clayton in the Town of Cape Vincent and, while small and quiet, has lightly wooded camping with 50 campsites. It offers showers, picnic tables, a playground, and boat launch (small crafts only) as well.

**Wellesley Island State Park** is a few miles east of Clayton in the Town of Orleans, but offers the largest camping complex in the NY State Park system with 431 campsites, 10 cabins, and 12 cottages. While most sites offer drive up accessibility, there are secluded campsites accessible only by foot or boat as well. The park has a full service marina and four boat launches, a sandy beach on the river for swimming, an indoor game area and 9-hole golf course. One of the main attractions of the park is the Minna Anthony Common Nature Center, which includes a museum, varied habitats such as wooded wetlands, 3 miles of shoreline and open granite outcrops, and 8 miles of trails for hiking,

cross-country skiing and nature education. The Nature Center hosts recreational and environmental education programs year round, both for the public and schools.

**Keewaydin State Park** is about 5 miles east of Clayton on the St. Lawrence Rive in the Town of Alexandria, and offers boating access, fishing, winter ice fishing, and cross-country skiing. The sheltered marina provides dock space for seasonal and transient visitors. Overlooking the river are 48 campsites. The park's terrain, provides vantage points for watching the ocean going ships. It also has an olympic size swimming pool and picnic areas.

**French Creek Wildlife Management Area** is a 2,300 acre area just west of the Village of Clayton. Parking areas can be accessed from the Bevins Road, Deferno Road. and one off NYS Rte 12E on a driveway across from the Zenda Farm Complex. The property consists of open meadows, hardwood uplands, and wetlands along the meandering French Creek. It supports a wide variety of small game, song birds, and waterfowl. Uses such as birdwatching, hiking, picnicking, hunting, fishing, trapping, canoeing, and kayaking are common activities on the property. Three parking areas serve visitors at access locations.

In addition to wetland birds, waterfowl and shorebirds, white-tailed deer, cottontail rabbit, and ruffed grouse are found on the upland portions of the area. Ring-necked pheasants are stocked in the fall to enhance the upland bird hunting. Local furbearing species include raccoon, muskrat, beaver, fox and coyote. During the spring the area has ideal conditions for angling, especially for bullheads and pan fish. Snowmobiles are allowed on this Wildlife

Management Area, but are limited to the 1000 Islands Snowmobile Trail which winds through the Wildlife Management Area, providing a scenic view of the winter landscape.

### Other Recreation Facilities/Areas

The Clayton Country Club is a public 9 hole golf course on the east side of the Village on NYS Route 12. There is a Club House with a full bar and snacks. Memberships are offered, and weekly leagues, events, tournaments, and special events occur throughout the season. A paddle court is being relocated from the Yacht Club to the property as well, meant to be used during the winter months, and as a pickle ball court during the summer.

Natali's C-Way Resort and Golf Club is located between Depauville and the Village of Clayton on NYS Route 12. It includes a motel, in-ground pool, dining room, banquet facilities, and an 18 hole golf course. Memberships are offered, weekly leagues, events, tournaments, and special events occur throughout the season.

River Golf Adventures is an 18 hole mini golf course, arcade, and pavilion for birthday parties. It is located just outside the Village on NYS Route 12 east going toward Alexandria Bay.

### Thousand Islands

The Thousand Islands constitute an archipelago of 1,864 islands that straddles the Canada-US border in the St. Lawrence River as it emerges from the NE Corner of Lake Ontario. They stretch about 50 miles downstream from Kingston, Ontario to Morristown, New York. To count as an island, emergent land within the river channel must have at least one square foot

of land above water level year-round, and support at least two living trees.

Two-thirds of the islands are in Canada's province of Ontario, while the remaining Islands are in the State of New York.

The Thousand Islands is world renowned destination corridor for nature lovers, and both Ontario and New York have government regulated parks along the waterfront. Fourteen of these islands form the Thousand Islands National Park, the oldest of Canada's national parks east of the Rockies. The park hosts campgrounds, docks for boat access and inland walking trails. Thirty New York State Parks are also located within the Thousand Islands Region, several of which were described previously.

## Boating, Fishing, & Water Recreation

As a major market force and summer attraction to the area, St. Lawrence River shoreline and water activities range from swimming, fishing, sightseeing, and boating, which includes canoes, kayaks, fishing boats, ski-boats, speed boats, cabin cruisers, sailboats, yachts, off-shore performance boats, other pleasure craft, and tour boats. Recreation uses range from the obvious uses above to island and state park hopping, drifting/swimming as well as tourism related boating between islands, the U.S. mainland, and Canada.

The prevalence of water use and private boating and fishing along the St. Lawrence River is evidenced by the number of boat sales, boat repair shops, and marinas in the area. In addition, the St. Lawrence Seaway, previously mentioned, is a major international shipping

corridor serving the import/export needs of the Great Lakes region. Barges, riverboats, lakers and ocean going ships can often be seen using the Seaway throughout the shipping season. There are several boat launches and marinas in the Town and Village of Clayton.

## Boat Launches/Marinas

Boat launches exist in Town and Village of Clayton at private marinas and at the public Mary St. docks, the Village owned dock and boat launch.

## Open Access Telecom Network

The Open Access Telecom Network is a fiber optic network that the Development Authority of the North Country has been seeking funds for and expanding on in the region since 2003. It consists of carrier-class telecommunications network serving the northern portion of New York State, connecting our region to carrier locations in Syracuse, New York.

Within the Town of Clayton, the system provides access along NYS Route 12 from Depauville north to the Village, continues east along NYS Route 12 through to Orleans and Alexandria. Westerly the line continues along NYS Route 12E to Cape Vincent. In Depauville, the line continues west on Caroline Street onward through the Town of Lyme to Chaumont (refer to the Development Infrastructure Map).

## Municipal Water/Sewer

The Village water system draws from the St. Lawrence River. The system has a 1,000,000 gallon capacity and reported current demand of approximately 30% (300,000 gallons per day).

The Village also has a sewage treatment system that was updated in 1995. It is designed to treat 1.1 million gallons per day and currently serves approximately half of that (0.5 MGD). Both of these systems are designed to allow for future expansion.

In 2014, the Village's original water and sewer lines installed during late 1800's were updated with a \$4.4M improvement made in the sewer distribution system using Cured in Place Piping (CIPP) lining to repair and replace 19,000 feet of lines. Other improvements included the East Union Street pump station replacement, the Riverside Drive pump station update including new pumps, and a new pump station that was added to serve the 1000 Islands Harbor Hotel. A total of 19 pump stations in the village are required due to its geography and elevation changes. Additional upgrades to the Village water plant are planned for 2017.

The Hamlet of Depauville also has a sewer system designed to treat 0.034 MGD. It serves about half that capacity, with over 100 hookups using 17,000 gallons per day as of the year 2000. The system is permitted to treat 50,000 gallons per day. This system also has the potential to handle expansion in the area.

Other areas outside the Village include a municipal sewer district to Heritage Heights for 39 home owners and the Cape Vincent Correction Facility for sewer, as well as the Route 12 corridor sewer project breaking ground in 2017. Bartlett Point will have 42 users to be served by a new water district in the Town.

## Libraries

Hawn Memorial Library is located on John St. in

the Village. Use is free with a library card for year-round and summer residents. It offers books, magazines, and music CDs. Scanning, computers, and WI-FI use are free within the building. It is handicapped accessible.

The Depauville Free Library and Community Center was established in 1920. It received its charter in 1955 and moved into the old Depauville School on CR 179, Caroline Street. Serving as a community center with 3 acres, it includes a basketball/tennis court, small baseball field and playground maintained by the Town. The building is handicapped accessible.

## Ecotourism

Ecotourism is an alternative form of tourism whose core element is nature based. Its intent is to raise awareness amongst travellers about the natural setting or place that they visit and at the same time minimize negative impacts of the activity. The main characteristics of ecotourism concern destinations where the cultural and environmental heritage are in abundance. It involves responsible travel to natural areas while conserving the environment and improving the welfare of local people.

## Recreation Needs

According to the National Recreation and Parks Association (NRPA) standard, ten acres of park and recreation related open space should be provided for every 1,000 people. While this standard has been used for years by many municipalities, recreational planners are now recommending that communities use the standards as a starting point and determine what the specific recreation needs are for their area. When this standard is applied to the Town

of Clayton, with a Townwide 2010 population of 5,153 residents, the minimal amount of park and recreation open space recommended is approximately 51.53 acres including the Village (exceeded with existing facilities). The Village population was 1,978 in 2010.

Developed park and recreational facility acreage owned by the Town/Village is approximately 39 acres within the Village of Clayton, while 2,373 acres comprise the State Park, wildlife management area, and Depauville Library Community Center outside the Village. Thousand Islands Land Trust (TILT) Properties are not included in this total which provide additional recreational opportunities.

Certain types of recreational facilities rely on population density to determine the level of need. The population density of the Town of Clayton outside of the Village is 38.74 people per square mile, according to the 2010 Census. Within the Village, the density is 1,177.38 people per square mile.

According to the National Recreation and Park Association (NRPA), playgrounds are the chief center of outdoor play for children up to twelve years of age. They also offer some opportunities for recreation for younger adults and families. Playlots should be provided for preschool children up to six years of age, primarily in conjunction with multi-family developments and where desirable, in single-family

**Table 19. National Recreation Field Standards**

<u>Facility Type</u>	<u>NRPA Standard (per number of residents)</u>	<u>Existing Quantity</u>
Baseball Field	1 per 3,000	3
Softball Field	1 per 3,000	3
Basketball Courts	1 per 5,000	2
Football Fields	1 per 20,000	1
Golf Courses (number of holes)	18 holes standard per 5,000	27 holes (one 18 hole course and one 9 hole course)
Picnic Shelter	1 per 2,000	1
Playgrounds	1 per 2,000	1
Soccer Fields	1 per 10,000	3
Swimming Pools	1 per 20,000	1
Tennis Courts	1 per 2,000	3
Sand Volleyball Courts	1 per 5,000	
<b>Source: National Recreation and Park Association (NRPA)</b>		

neighborhoods which are remote from elementary schools.

It is recommended that three acres of playgrounds and/or playlots be provided for every 250 families. According to the 2013

American Community Survey data released by the Census Bureau, there were 849 families in the Town outside the village, and 504 families in the Village. Therefore, there should be around 9 acres dedicated in the Town, and 6 acres in the Village. Currently, there are multiple locations within the Village that have playgrounds as described in a previous section, with one outside of the Village in Depauville at the Library/Community Center.

Playfields are multipurpose recreation areas, primarily for the use of adolescents and young adults. They often include athletic fields for such organized sports as baseball, football, soccer, and track while playgrounds for the use of smaller children are also often included on the same site. Per National Recreation and Park Association standards, three acres of playfield

space should be provided for each 1,000 persons served. According to this standard, there should be approximately 15 acres of playfields provided within the Town. Currently there are playfields in multiple locations in the Village: Cerow Park, Clayton Lions Field, and Village Center Park. In the Town, the Depauville Library/Community Center has a small ballfield and a basketball/tennis court.

Individual standards per field type are another way of looking at potential need for certain fields in the area. The National Recreation and Park Association is the primary source for such standards and are illustrated in Table 19. However, local priorities for facilities should also be considered. Of note: there have been concerns expressed that our youth field sports programs are in need of additional fields. At this time a review of the need for an additional youth soccer field or fields would be appropriate. Any new field or fields could also be available for other youth sports (i.e. lacrosse, field hockey).

## Public Input Introduction

While the Town and Village have adopted Zoning Laws, as of 2014 they did not have an updated vision or current plan in place to determine whether recently proposed projects in the Town or Village were consistent with a current vision desired by each community.

During Planning Board and Zoning Committee discussions, members determined the need for an update of the community's vision for future development. Ultimately it was decided that a Joint Comprehensive Plan Update for the Town and Village would be beneficial in planning for the future when addressing projects and community needs.

## Plan Purpose

This Comprehensive Land Use Plan seeks to set forth the community vision, goals, and objectives, as well as recommended strategies, in order to continue to make our Town, Village, and its various communities desirable places to work, live, and visit. It describes Clayton's historical and cultural history, outlines various demographic, housing, and economic trends that have shaped its recent past, notes current natural resource, and land use conditions, as well as describes community facilities and transportation systems. The inventory and public input process were used to generate a series of recommendations and policies regarding the community's future. Thus, it illustrates for Town leaders and the public where their community has been, where it is now, and where it may be going, ultimately to help craft the vision for the

community's future. The vision, goals, objectives, and strategies, along with recommended implementation steps can be used to realize the community vision over time. By illustrating the desired community direction, potential development projects and priority environmental issues/areas can be identified, supported, and promoted or preserved.

According to New York State Town and Village Law, zoning shall be in accordance with a comprehensive plan. Therefore, after this Plan is completed, a Zoning Law Update should be initiated to ensure both the Town's and Village's Zoning requirements continue to be in compliance with the community Vision and related Strategies.

### **Comprehensive Plan Benefits**

- *Addresses quality of life issues*
- *Builds support for local actions*
- *Defines a process to identify Community, village, and town-wide needs*
- *Provides legitimacy for upcoming land use and zoning decisions*
- *Leads to community consensus*
- *Serves to guide community decisions*
- *Allows community to work toward the vision for the area*
- *Helps attract prospective residents and employers to the community*

A comprehensive plan is a written document that identifies the goals, policies, and/or standards for the immediate and long-range protection, enhancement, growth and development of communities within the Town and the Village.

Well-crafted plans seek to answer the following questions:

**Where are we now?** This is answered using the community inventory, demographic, housing, economic profile, land use, and land cover information.

**Where are we going?** This is answered using various trends, possible development scenarios, infrastructure needs, zoning districts/regulations, and any recommended zoning amendments.

**Where do we want to be?** This is answered by relying on citizen input and local leadership, to develop or update the community vision or vision statements.

**How do we get there?** This is answered by drafting and finalizing a series of priorities including Goals, Objectives or Strategies, and Actions necessary to accomplish the community's vision over the next 5 to 10 years. However, a concerted, committed, and coordinated effort is often required to approach the goals and vision to implement them.

## Planning Process

The Committee working on the Plan was comprised of members of the Joint Village and Town Planning Board and Zoning Board of Appeals, Clayton LDC, Village Mayor, and Town Assistant Zoning Officer as well as residents and property owners in the Town. The Committee volunteered it's time to work and complete this Plan to benefit residents, business owners, and visitors of the Town for the next 5 to 10 years.

Process steps included:

- A brainstorming exercise, identifying the community's Assets, Challenges, Vision, Underutilized Assets, and Strategies.

- An online public survey used to gather public opinion regarding several planning and community issues was also completed. A written and graphic summary is included in the appendix.
- A community inventory which involves a brief history and demographic, housing, and business trends was completed. The inventory also includes chapters on natural resources, land use, land cover, character patterns, transportation, and community facilities.
- A public input meeting was held to present plan progress, maps, and narrative gathered additional input to gauge plan direction and priorities.
- The land use plan portion discusses existing land uses town-wide and village-wide as well as land cover and character.
- Future zoning amendments were identified to implement the community vision and goals will be developed.
- Interim zoning changes may be needed, until a full scale zoning update process can be undertaken.

## Community Public Input

Early on in the planning process, the committee members placed a high priority on gaining public input from year-round residents, business owners, seasonal residents, and visitors.

## Compilation of Issues By Community Members/Leaders

An initial step in the process was a brainstorming exercise among local leaders and members of various boards. This was to identify and capture issues and initial thoughts regarding community assets, challenges, community vision, underutilized

assets, and strategies to preserve and enhance community assets.

**1. What is the community of Clayton’s most attractive asset in the following areas:**

**Economic**

1. The River and tourism industry: Museums, Attractions, Seasonal businesses and Restaurants.
2. Senior Housing
3. Low Impact manufacturing
4. Quaintness of our community
5. Taxes somewhat reasonable
6. “Tourism mecca” but also for year-round residents
7. The Canadian dollar
8. Fields

**Cultural**

1. The Clayton Opera House, the Antique Boat Museum, the Library, & the TI Arts Center keeping our heritage and culture alive. The special programs, like History at Noon, art classes and the many programs at the Opera House and the Antique Boat Museum in keeping with our cultural assets. Frink Development and the Farmers Market
2. Our community culturally diverse.
3. Cultural center of the 1000 Islands
4. Sense of history. Area history; also national, regional, international (Canada).

**Environmental**

1. Environmental non-profits (TILT & Save the River, International Water Levels Coalition
2. The River, Islands, and Wildlife in our area – the community taking pride in the Town. The health of the River.
3. Clean water for all uses: swimming, boating, drinking
4. Keeping parks clean, landscaping neat
5. Green energy
6. The Riverwalk (Status: 2650 feet of Riverwalk to be completed by end of 2017)
7. Agriculture
8. Open spaces

**2. What is the community of Clayton’s biggest handicap/danger/challenge in the following areas:**

**Economic**

1. Lack of quality hotel rooms (Status: 105 room, 4 diamond hotel open on former Frink property in 2014), seasonality, lack of reliable full time employment, gas prices
2. The lack of businesses that stay open during the evening hours. Our current Village Zoning Laws at times very difficult as well as prohibitive. With joint Zoning and Planning, should have one zoning law that encompasses the entire community of Clayton.
3. Fear of businesses competition
4. Parking (proactive, working to remedy)
5. Need to upgrade “hospitality menu” to keep attracting vacationers
6. SHOP CLAYTON commercials need to target locals
7. Focus on the past
8. Dining experience
9. Canadian dollar
10. Losing young people for lack of employment opportunities

**Cultural**

1. Lack of year round draws, maintaining donors, overlap of too many non-profits (33) all pursuing the same donor, lack of Ft. Drum involvement. Not cohesiveness
2. Lack programs for our youth, especially those who will be here just a few days or weeks. Need to attract and retain youth that someday will be our future. Bowling alley; arcade; amusement park?
3. Lack of nicer places to stay as in the Bay or Watertown (Status: 105 room, 4 diamond hotel open on former Frink property in 2014).
4. Handicap accessibility currently at very few businesses. Lack of Handicap parking downtown and a lack of Handicap jobs available
5. Focus on the past
6. Underutilized Opera House
7. Stay quaint but stay open to growth
8. Affordable entertainment in TIPAF, attractive educational programs at museums
9. Dining experience

**Environmental**

1. Maintaining water quality, allowing public access to the water, water levels, and invasive species – must protect the River – sewage, water levels, ballasts, etc.

2. Our Waste Water System outdated, needs to be upgraded. (Status: Major upgrades to the distribution system completed in 2014; additional upgrades continue) Look at the location of the water plant: best place for it NOW. Upgrading the infrastructure.
3. The impact of “invasive Species.” Must address this problem in a more aggressive manner by cultivating partnerships with other organizations and our Community leaders before it becomes disastrous to our River and our environment.
4. Limited land for development along River
5. Antiquated, underdeveloped agriculture.
6. Alternative energy and transportation.
7. This is a rural area: makes transportation necessary.
4. Artists’ creations “Outside” rather than on display in the Museums. Ask local artists to create pieces that could be displayed outside in the weather.
5. Increase arts programming at the Opera House
6. Become an arts center of the North Country. Cultural center of the 1000 Islands. Maintain support of local theater and craft groups.
7. Take care of the elderly

#### Environmental

1. Better Recreation like Scuba Diving, biking, snorkeling, picnicking, etc.
2. Become a leader in green energy
3. Beach
4. Cleaner River
5. Preserve and protect
6. Frink’s property to be developed and used year round (Status: 105 room, 4 diamond hotel open on former Frink property in 2014; Riverwalk developed on the property providing public waterfront access.)
7. Make community more walkable, commercial district more visible.
8. The renewal of our infrastructure will assure clean water & proper sewage treatment to prevent any River pollution. (Status: Major upgrades to the infrastructure system completed in 2014; additional upgrades continue)

### **3. What is your vision for Clayton in the next ten years in the following areas:**

#### Economic

1. Year round hotel (Status: 105 room, 4 diamond hotel open on former Frink property in 2014), more year round businesses, slightly less seasonality, longer tourist season
2. Our Grand Hotel needs to be able to sustain itself.
3. Golden Anchor needs to be developed. (Status: property fully redeveloped with multi-use property opening in 2016)
4. Small business development and boutique farms
5. Year round dining
6. Balance commerce and tourism
7. Remain accessible to diverse people and families, not just the rich
8. Keep the small-town feeling alive
9. Make a more self-reliant system of supplying water and sewer to residents (Status: Major upgrades to the distribution system completed in 2014; additional upgrades continue)

#### Cultural

1. Year round Opera House events
2. Develop ecotourism and agro-tourism
3. Use the Arena more: bring in Bigger Name artists & shows that will create more Tourism. Need the Arena for the bigger events.

### **4. What are the most under-utilized assets in Clayton in the following areas:**

#### Economic

1. Docking in Clayton – lack of marketing the regional docks & attracting yachts and large boats (Status: Town of Clayton Transient Docking Facility opened in 2016)
2. Riverside of businesses are not utilized (Status: Riverwalk phase along the riverside of these business will be completed in 2017.)
3. No fiber optic connectivity
4. A transportation system or the lack of one is greatly needed.
5. Dockage for visitors coming for a day or two.
6. Tourism
7. Abundant local people power

8. Support of local businesses; longer business hours.
9. Reasonably priced real estate, reasonable tax structure.
10. Businesses other than tourist, which can employ people year round.

#### Cultural

1. The Thousand Islands Museum at this point is greatly underutilized.
2. Vast history of the area
3. Bring in more concerts, and use the arena more
4. Cerow Recreation Park
5. Businesses other than tourism based, that can employ people year round.

#### Environmental

1. Lack of a SCUBA Dive Park
2. Beauty of the winter in the area
3. Our River has so much to offer, yet not utilized to its fullest extent. Waterfront.
4. Agriculture
5. French Creek
6. Green energy – municipally owned

#### **5. What strategies are or can be implemented to preserve and enhance the quality/assets that make Clayton what it is or can be, in the following areas:**

#### Economic

1. Continue to improve the appearance of shopping district, stores, parks and streets
2. Cohesive planning between all municipal levels; cohesive community vision
3. Businesses should be able to expand onto their sidewalks to allow more room for items.
4. Entertainment should be on the streets at all times to attract more visitors as well as local individuals.
5. Master Plan
6. Town/village grant writer (LDC)
7. Develop waterfront Status: 105 room, 4 diamond hotel opened on former Frink property in 2014; Riverwalk developed providing public waterfront access 2017.

#### Cultural

1. Model other successful communities; continue to support the existing assets
2. Our Youth needs more activities/programs to do. School children working with government

3. Bring Bigger Shows to the area.
4. Citizens educating the community – round table discussions
5. Making sure our cultural offerings include our residents as well as our visitors & marketing by our Chamber of Commerce.
6. Keep the Art classes alive and the Library. Reasonable rates at the TI Arts Center

#### Environmental

1. Improve the visual appearance of the parks, waterfront and overall community (Status: Rehabilitation of Frink Park, Rotary Park and the Village Wooden Park have all been completed. 2650 feet of construction of the Riverwalk will be completed by the end of 2017.)
2. Separate Sewer System (Status: Underway in 2016 with combined sewer overflow have been identified. Project expected to take several years to complete.)
3. Issues with Wind Mills & Hydrofracking
4. Fostering healthy children
5. Continuing to address water issues (Status: Major upgrades to the infrastructure system completed in 2014; additional upgrades continue)
6. Our waterfront must be brought to the fore-front of our Village. This will happen with the continuation of the Riverwalk. Keep some River visuals open to the public. Grow our Riverwalk so everyone can appreciate the view and not fear they are trespassing on someone's property. (Status: 2650 feet of construction of the Riverwalk will be completed by the end of 2017.)

## Comprehensive Land Use Plan Online Survey

After the brainstorming exercise was completed, an online community survey was conducted and compiled based on 230 respondents. Survey questions dealt with demographics, a number of questions regarding area-specific development in the Village and Town, and quality of life. The survey was released in May of 2015 and tallied online as well.

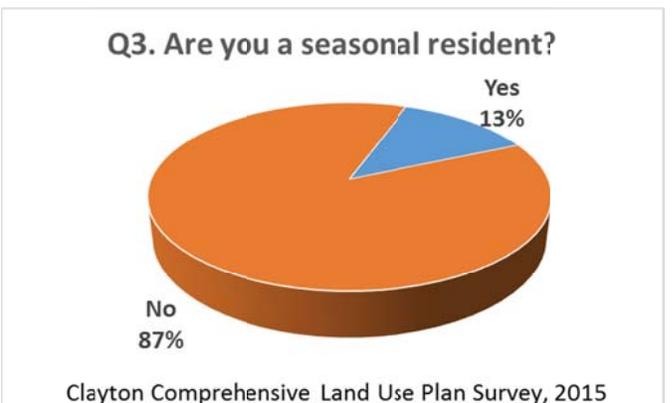
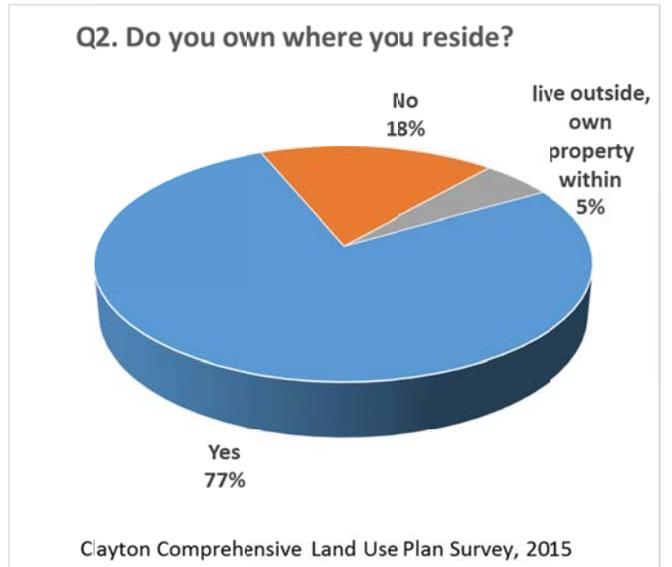
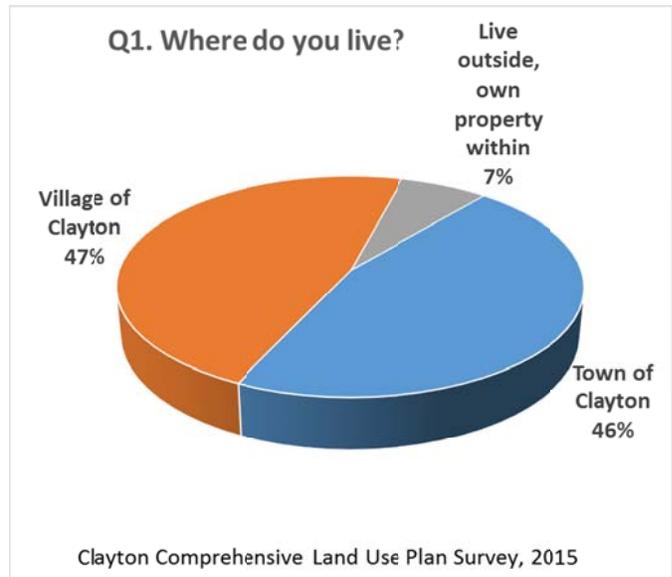
### Survey Demographics

Question 1 started the demographics portion of the survey. Respondents were split fairly even between the Town (45.9%) and the Village (47.2%), the remainder lived outside the Village and Town, but owned property within the community (7%).

Respondents to question 2 indicated whether they owned their residence, with 77% indicating they did, while 18% did not, and 5% lived outside the Town but owned property within the community.

Question 3 posed the question whether they were seasonal residents. Of the respondents, 12.8% were seasonal residents while 87.2% were year round.

Question 4 dealt with age range. Somewhat surprisingly, the distribution of ages was fairly even across the spectrum. As expected though, there were slightly larger numbers of respondents within the groups between the ages of 31 to 45, a segment that is more likely to routinely be active on the internet and becoming focused on community needs and priorities.



Question 5 dealt with how respondents access the news about the Town/Village. Multiple choices were made, and the TI Sun was the most used for gaining community information (74.3% of respondents). However, several other sources were prevalent as well such as Newzjunky (online local news) with 58.8%, and social media at 50.4%.

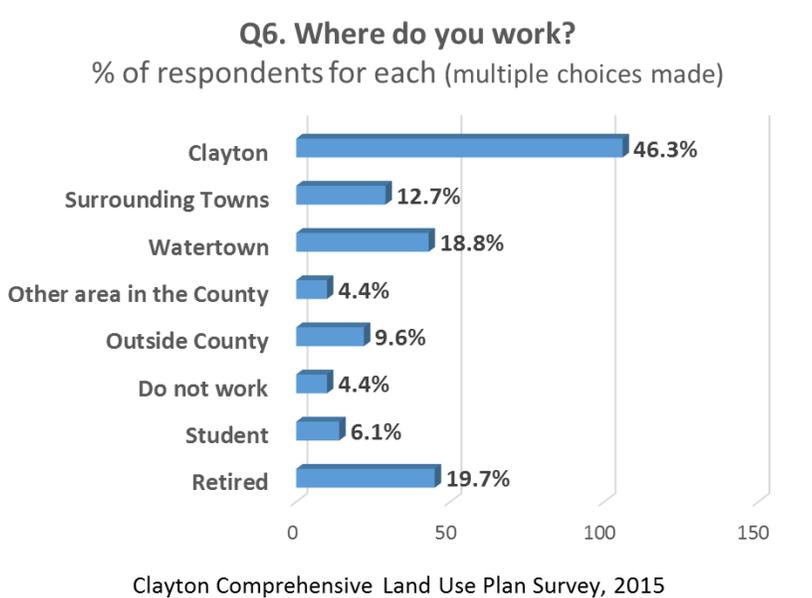
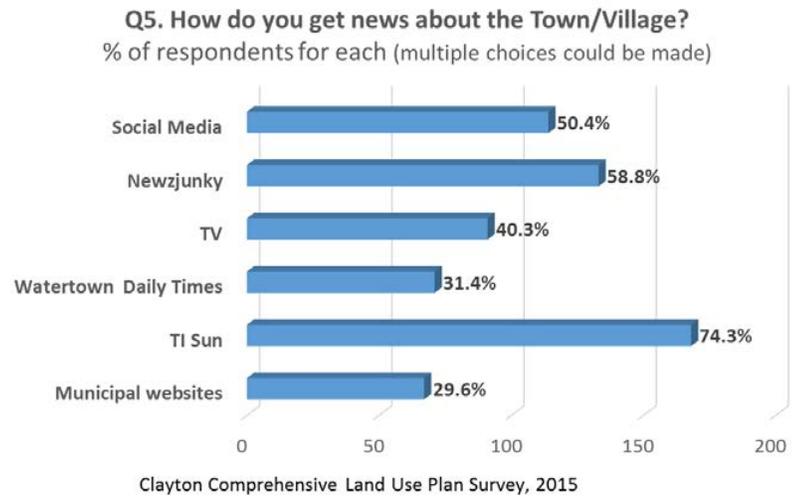
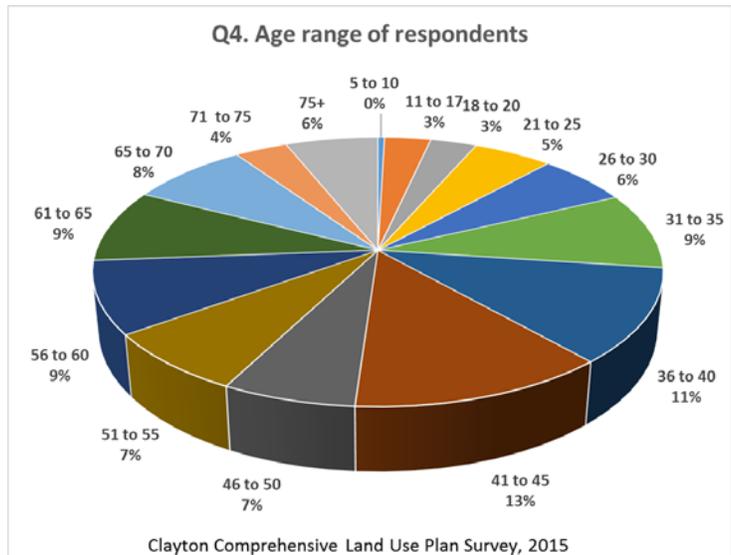
However, since this was an online survey, it stands to reason that respondents were more likely to be active online for their news and social media. While those who did not respond to the online survey would be less likely to be online for other activities.

Question 6 asked where people worked. Multiple choices were allowed, as it is assumed that some retirees or students also work. The most respondents worked in Clayton (46.3%). The second largest group worked in Watertown (18.8%). Retirees made up 19.7% of the respondents.

### Land Use - Town

The top three rated uses respondents felt should be encouraged were: public outdoor recreation (97.3%); residential – single family homes (96.4%); and protection of natural areas/open space (95%).

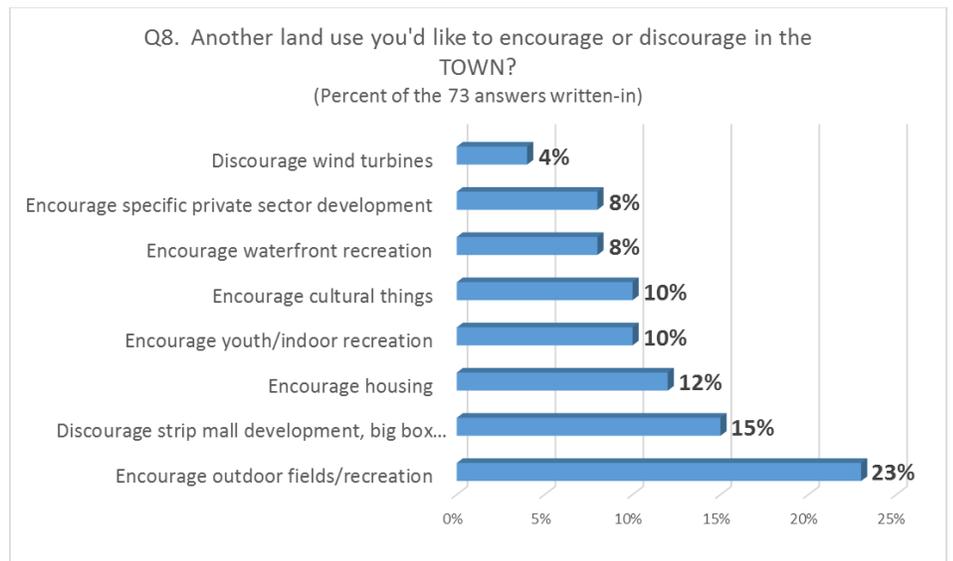
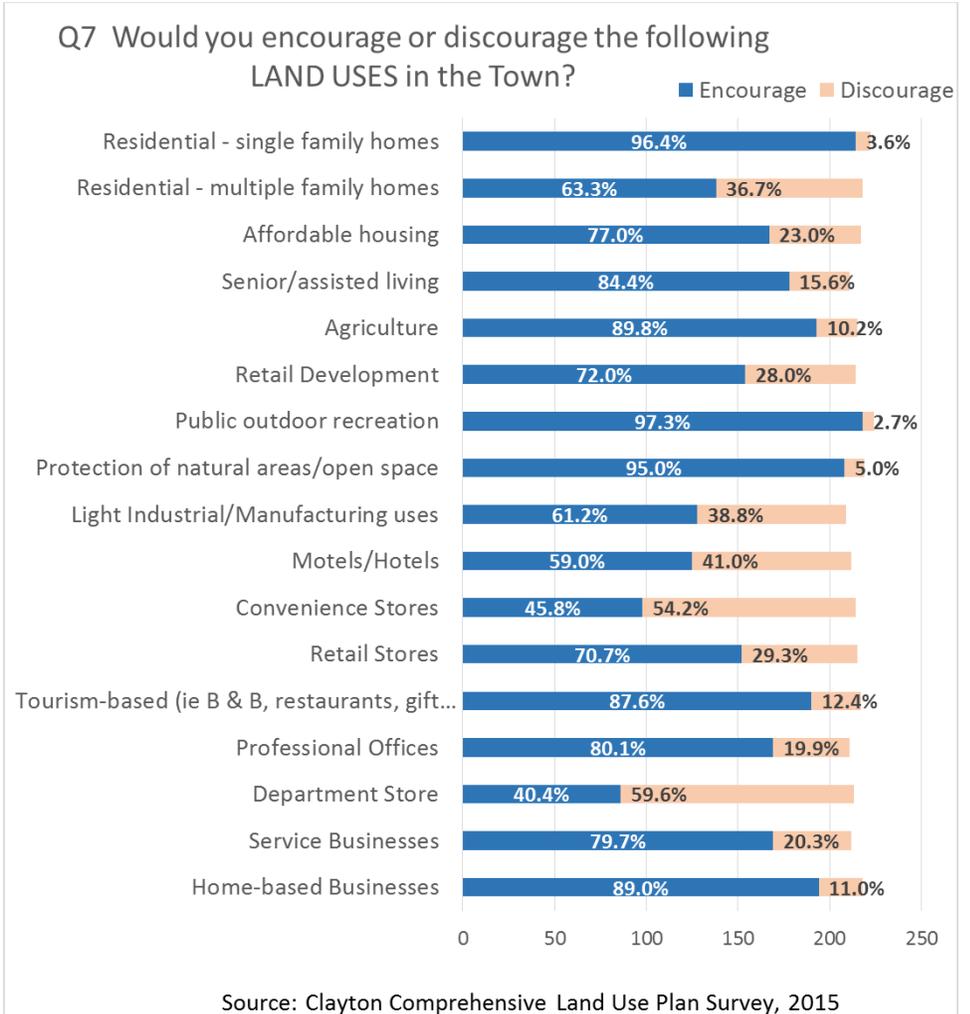
The next three encouraged were:



agriculture (89.8%); home-based businesses (89.0%); and tourism-based businesses (ie bed and breakfasts, restaurants, gift shops, eco-tourism) (87.6%).

Of note, the lowest two rated to be encouraged, were department stores (40.4%) and convenience stores (45.8%). Therefore, more than half of the respondents felt those uses should be discouraged throughout the Town.

The next two questions were open ended, however, a tally of the most frequent responses are shown. Question 8 asked whether there was another land use you'd like to either encourage or discourage in the Town. Encourage outdoor fields /recreation was the top most indicated by respondents (23% of the total 73 answers written). Second was discourage strip mall development, big box retail, etc. (15% of those written).



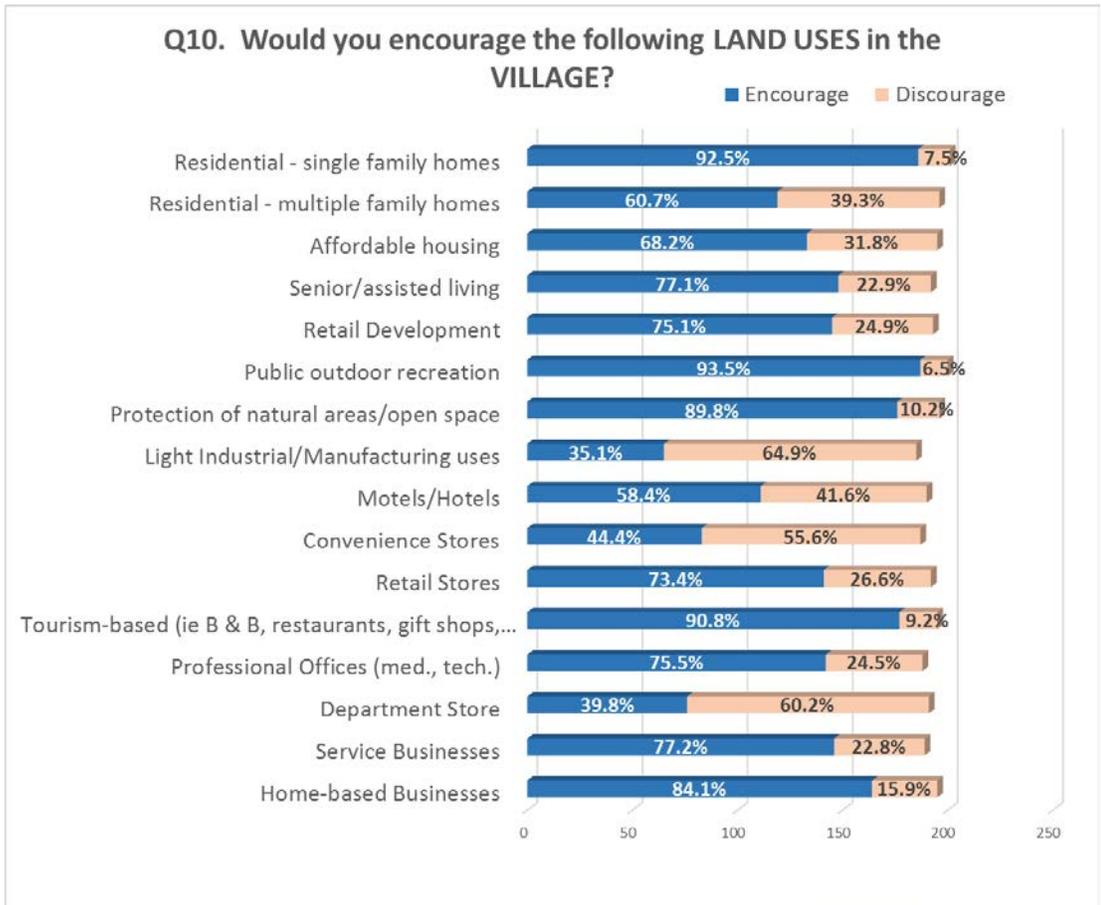
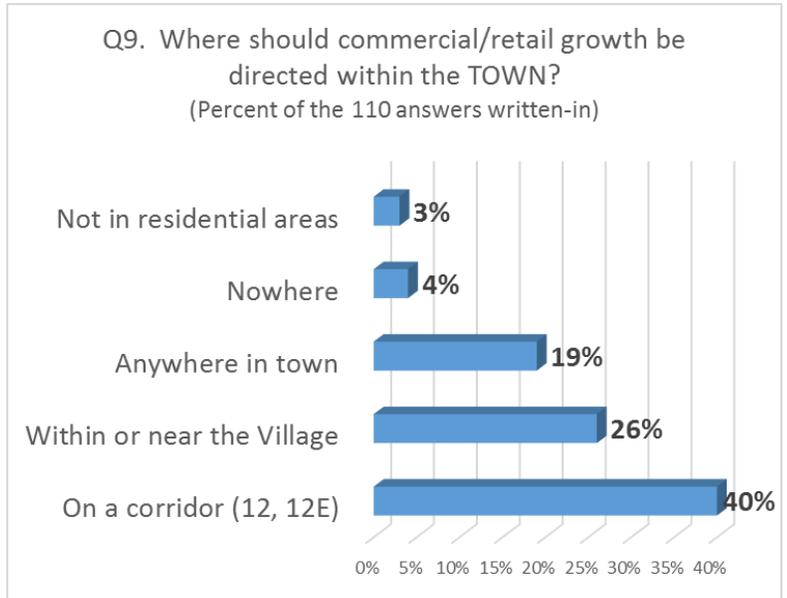
Question 9 asked where commercial / retail growth should be directed within the Town? The most written in response was on a corridor (12 south, 12 east, or 12E) with 40% of the 110 answers written-in. The second most written-in area was within or near the Village (26% of the 110 written).

Land Use - Village

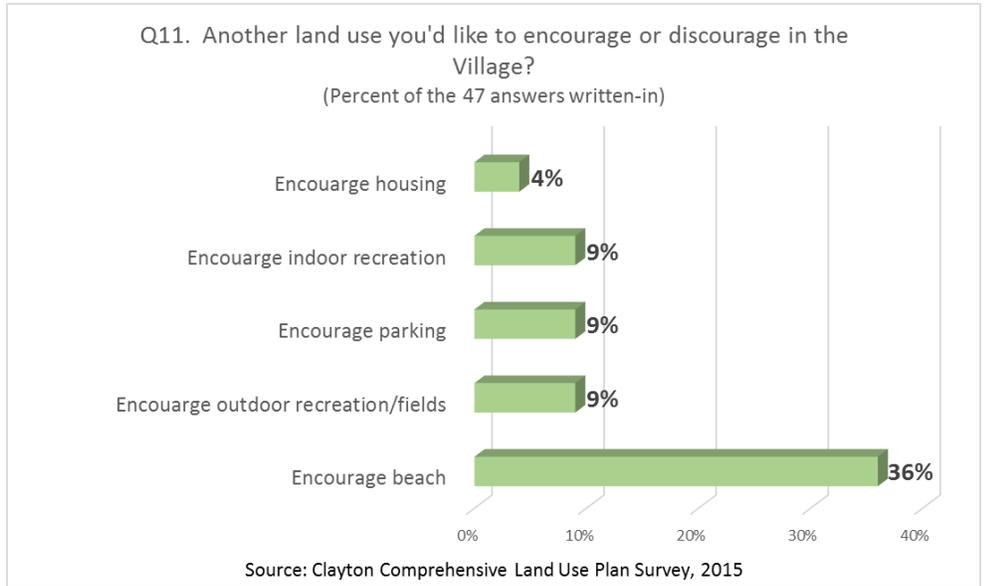
Question 10 asked those completing the survey would you encourage or discourage the following land uses in the Village. Respondents indicated encourage public outdoor recreation (93.5%); residential single family homes (92.5%); and tourism-based (ie Bed & Breakfasts, restaurants, gift shops, and eco-tourism (90.8%).

The next three to be encouraged in the Village were: home-based businesses (84.1%) service businesses (77.2%); and professional offices (medical, technical) (75.5%).

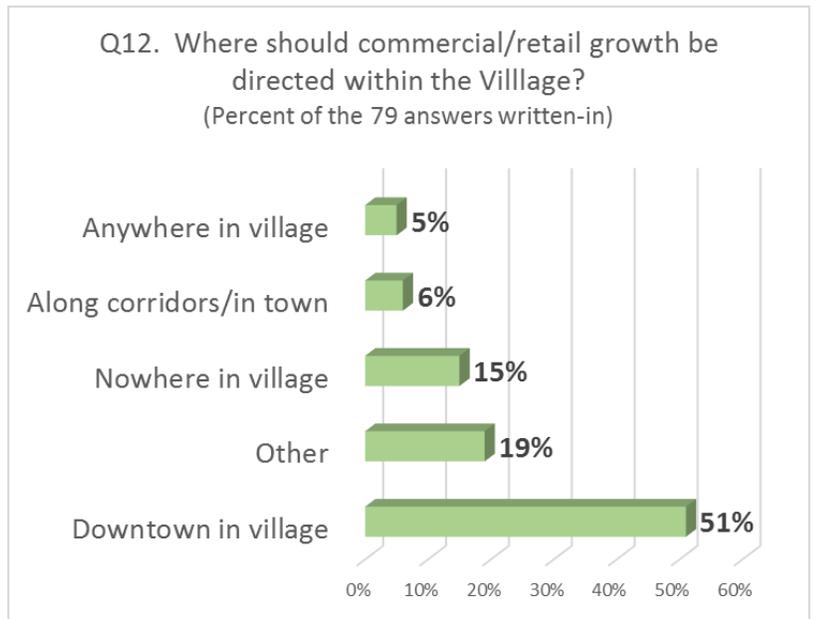
More than half of respondents indicated three items to be discouraged: light industrial/manufacturing uses (64.9%), department stores (60.2%), and convenience stores (55.6%).



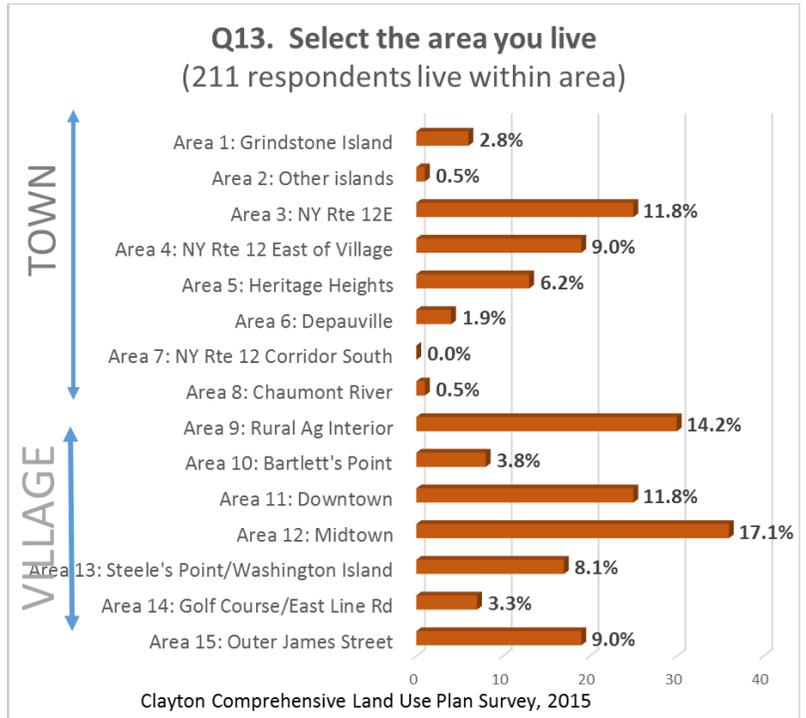
Question 11 dealt with other land uses respondents would like to encourage or discourage in the Village. The highest rated land use indicated was encourage a beach, with 36% of the 47 written-in answers. Other common responses were encourage indoor recreation, encourage parking, and encourage outdoor recreation /fields with 9% of those written responses each.



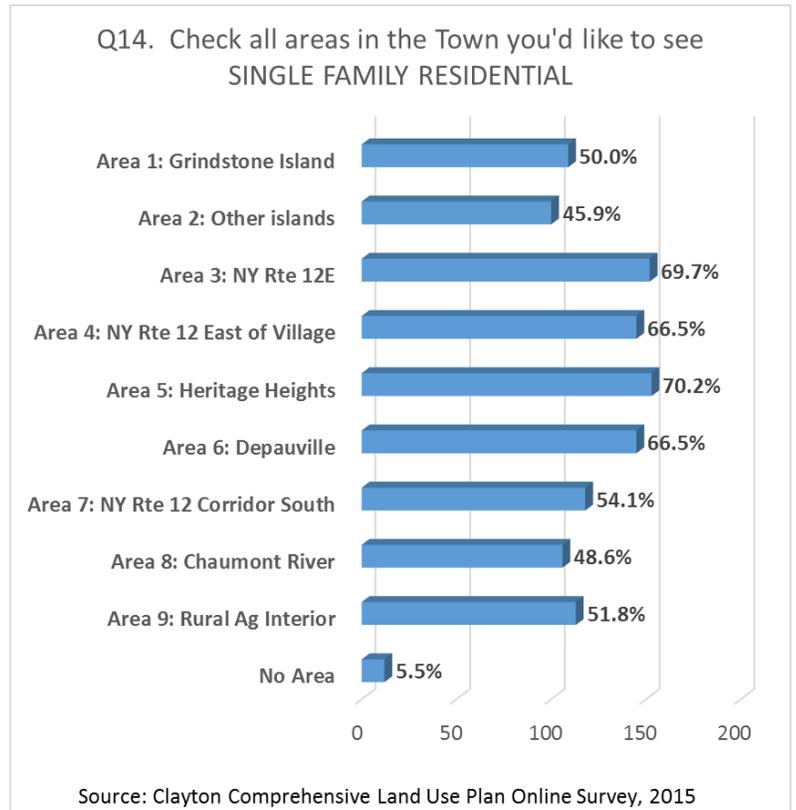
Question 12 dealt with where commercial/retail growth should be directed within the Village. Of the 79 answers written-in, 51% of them indicated Downtown in the Village.



Question 13 asked where people lived among the 9 areas in the Town, and among 6 areas within the Village. Grindstone Island was considered Area 1, other islands was Area 2, NYS Route 12E was Area 3, NYS Route 12 east of the Village was Area 4, Heritage Heights was Area 5, Depauville was Area 6, NYS Route 12 Corridor South was Area 8, and Area 9 was the rural agricultural interior areas in the Town. Within the Village, Bartlett’s Point was Area 10, the Downtown was Area 11, Midtown was Area 12, Steele’s Point/Washington Island was Area 13, the Golf Course/East Line Road was Area 14, and outer James Street was Area 15.

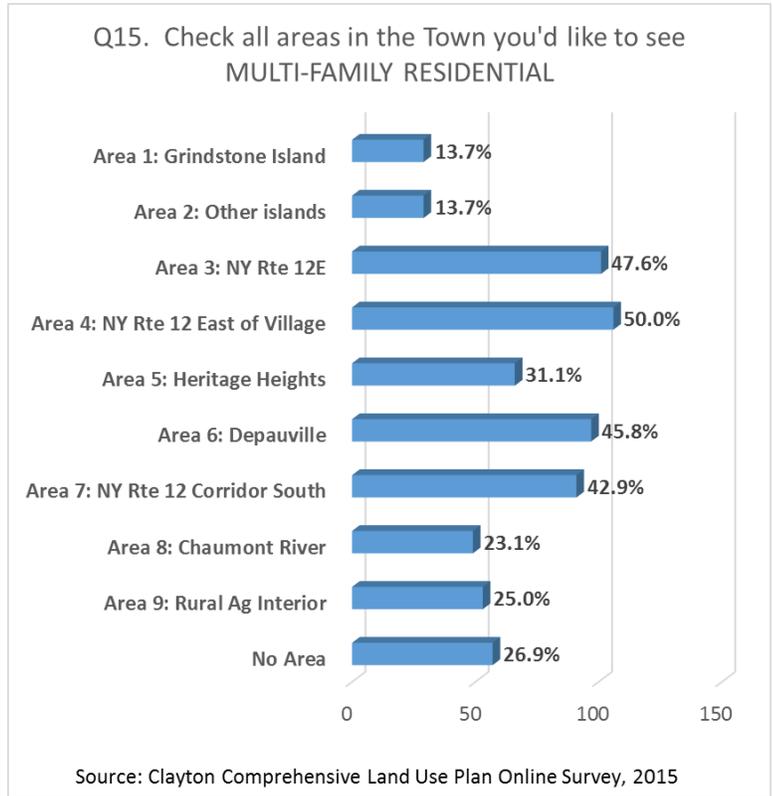


The most respondents to the survey were from the Village (53.1%). However, the top four areas were Area 12: Midtown with 17.1% (Village), Area 9: Rural Ag Interior with 14.2% (Town), Area 3: NYS Route 12E with 11.8% (Town), and Area 11: Downtown in the Village with 11.8%. Other areas well represented were Area 4: NYS Route 12 East of the Village (9%), Area 15: Outer James Street (9%), and Area 13, Steele’s Point/Washington Island (8.1%).

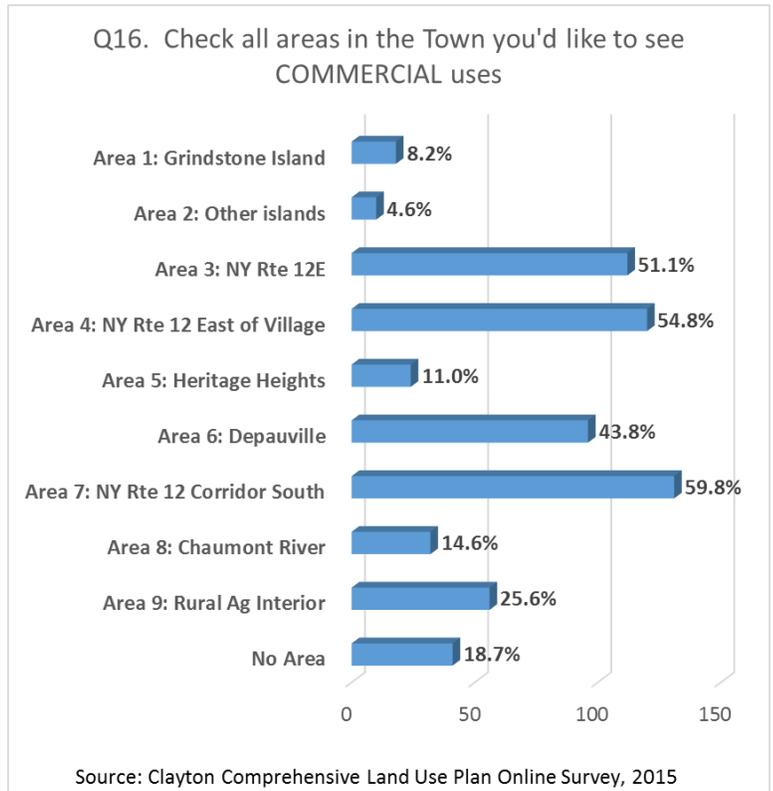


Question 14, asked what areas the Town respondents preferred to see Single Family Residential. The top five were: Area 5: Heritage Heights (70.2%); Area 3: NYS Rte 12E (69.7%); Area 4: NYS Rte 12 East of the Village (66.5%); Area 6: Depauville (66.5%); and Area 7: NYS Rte 12 Corridor South (54.1%).

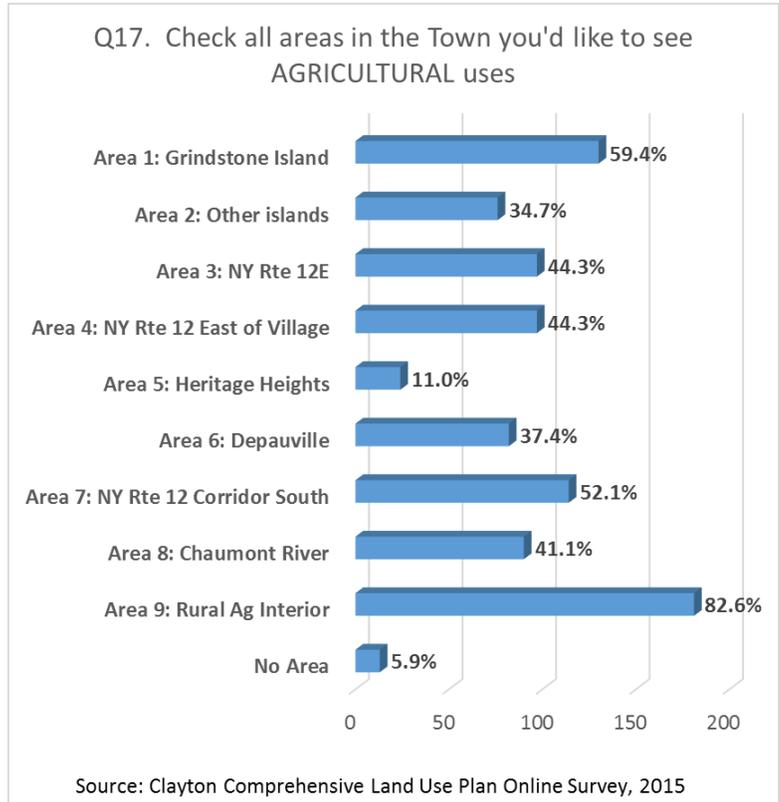
Question 15 asked what areas respondents preferred to see multi-family residential. The top four areas were: Area 4: NYS Route 12 east of the Village (50%), Area 3: NYS Route 12E (47.6%), Area 6: Depauville (45.8%), and Area 7: NYS Route 12 Corridor South (42.9%) of respondents.



Question 16 asked what areas in the Town respondents preferred to see Commercial Uses. The top four areas were: Area 7: NYS Route 12 Corridor South with 59.8% of the respondents, Area 4: NYS Route 12 east of the Village with 54.8% of respondents, Area 3: NYS Route 12E with 51.1% of respondents. The fourth most preferred was Area 6: Depauville with 43.8%.

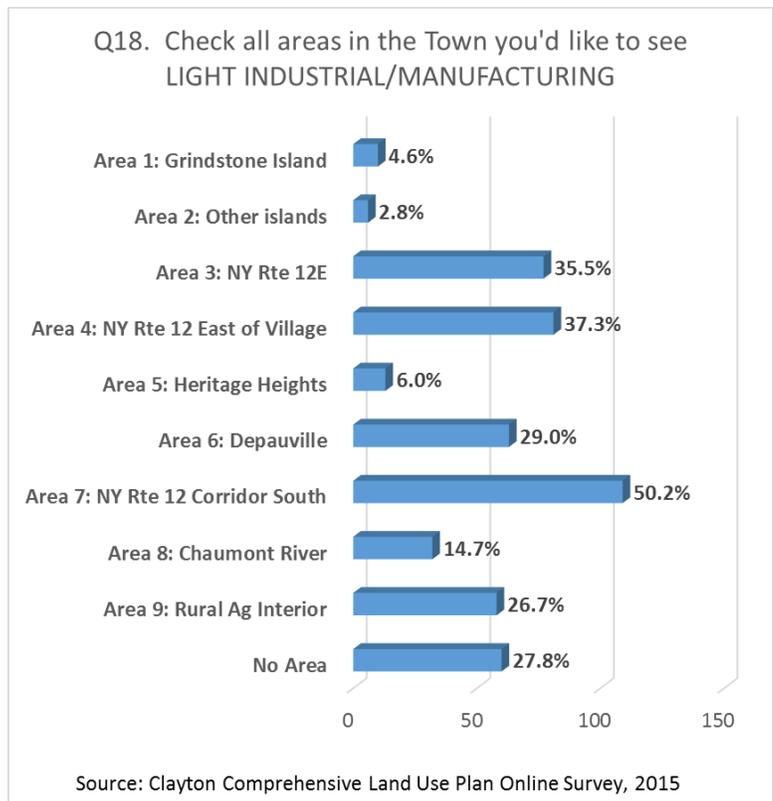


Question 17 asked what areas in the Town you'd like to see Agricultural Uses. The top three areas were: Area 9: Rural Ag Interior with 82.6%, Area 1: Grindstone Island with 59.4%, and Area 7: NYS Rte 12 Corridor South with 52.1% of respondents indicating that area.



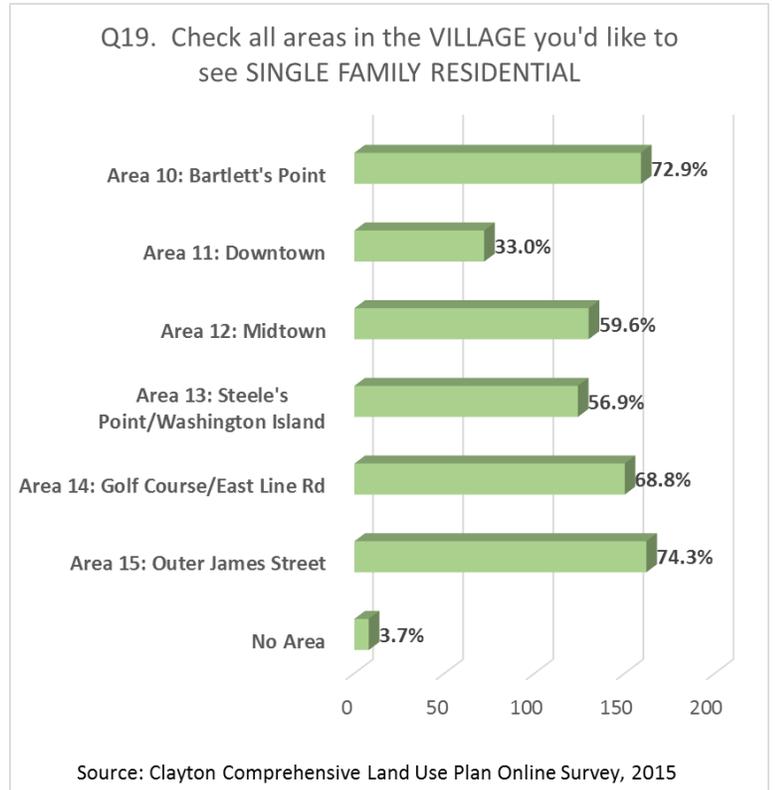
Question 18 asked what areas in the Town you'd like to see Light Industrial / Manufacturing. Area 7: NYS Route 12 Corridor South was chosen by 50.2% of respondents. None of the other areas received more than fifty percent of the responses.

However, the next two highest in terms of percentage were: Area 4: NY Rte 12 East of the Village with 37.3% of the responses, and Area 3: NYS Rte 12E with 35.5% of the responses. Also of note, the No Area choice received 27.8% of the responses indicated.



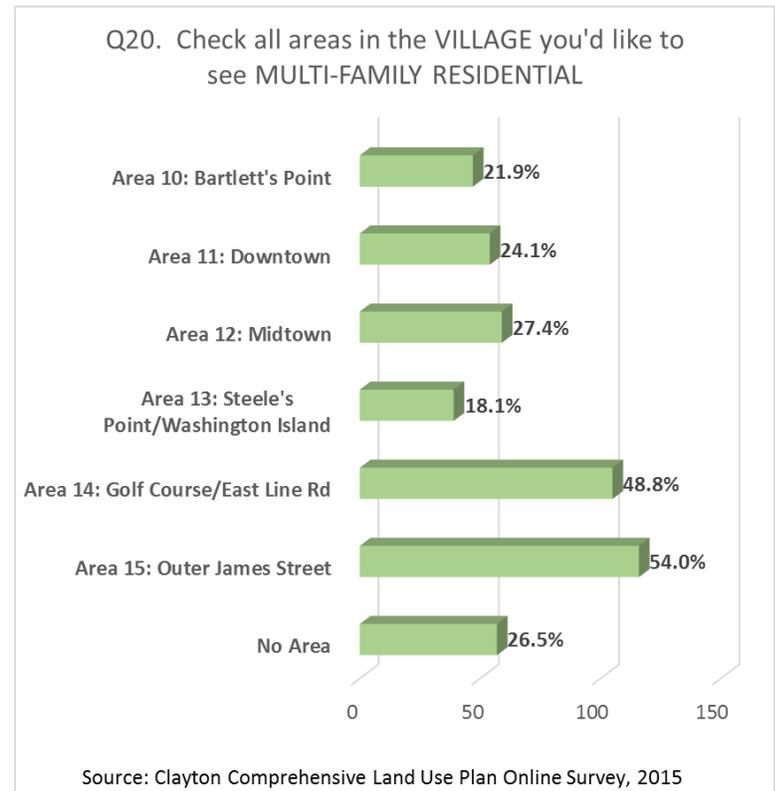
Question 19 asked what areas in the Village you'd like to see Single Family Residential. The highest three areas were Area 15: Outer James Street (74.3%), Area 10: Bartlett's Point (72.9%), and Area 14: Golf Course/East Line Road (68.8%). Two other areas that received more than fifty percent were Area 12: Midtown (59.6%), and Area 13: Steele's Point/Washington Island (56.9%).

Of note was Area 11: Downtown that received only 33.0% of the area responses.



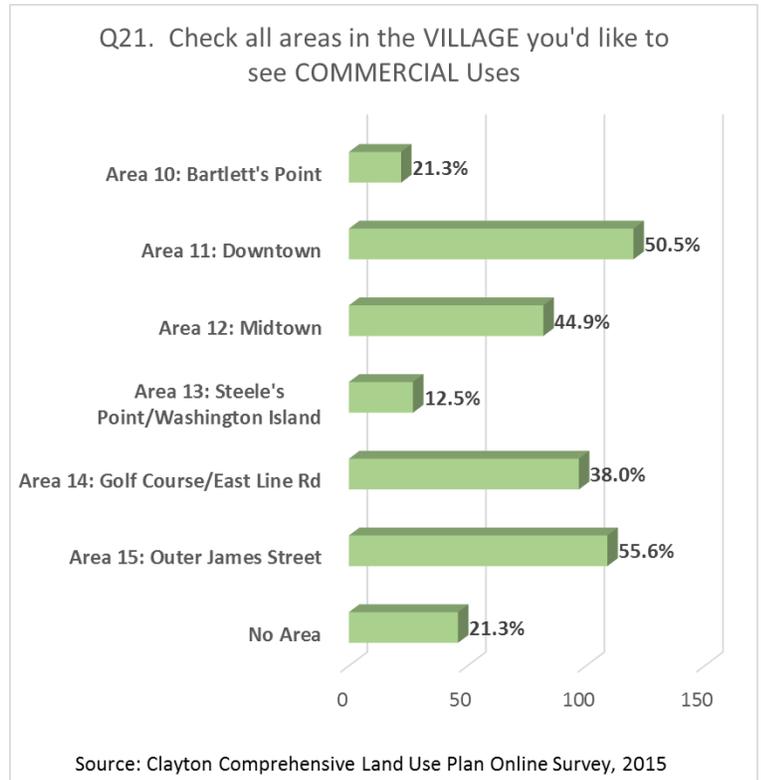
Question 20 asked what areas in the Village you'd like to see Multi-Family Residential. The highest two areas were Area 15: Outer James Street (54.0%) and Area 14: Golf Course/East Line Rd (48.8%).

Of note was the No Area response receiving 26.5% of the responses.

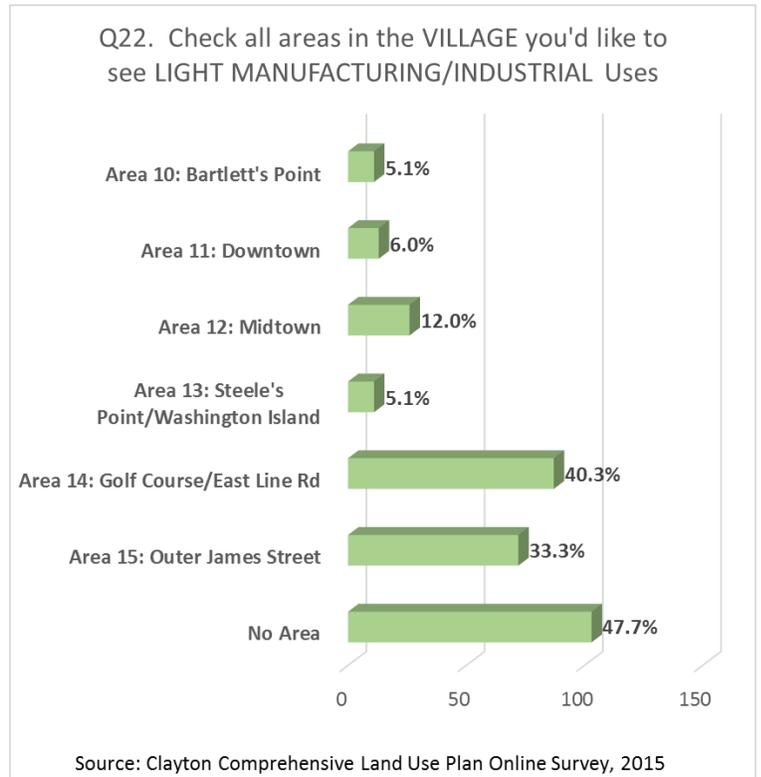


Question 21 asked what areas in the Village you'd like to see Commercial Uses. The highest responses were Area 15: Outer James Street received 55.6%, while Area 11: Downtown received 50.5%. Midtown received 44.9%, but at less than half it doesn't seem like strong support by the respondents.

Of note was the No Area response with 21.3%.

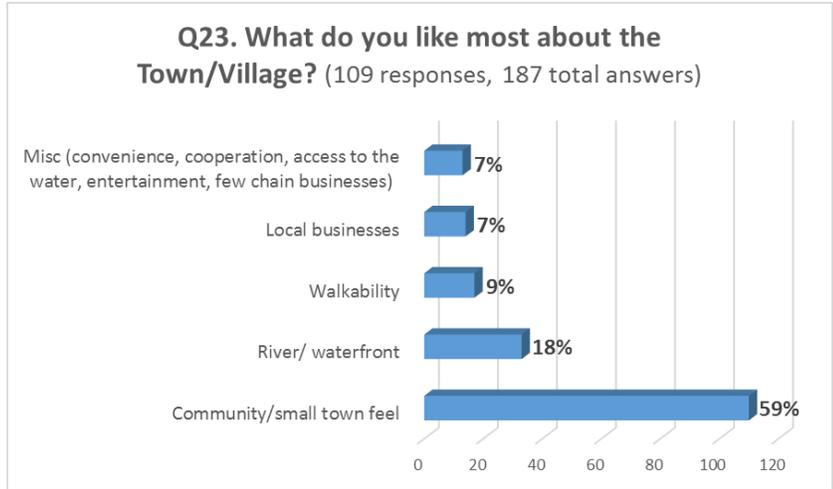


Question 22 asked what areas in the Village you'd like to see Light Manufacturing / Industrial Uses. Perhaps unsurprisingly the No Area response had the highest number of responses with 47.7%. While Area 14: Golf Course/East Line Rd received 40.3% of the responses.

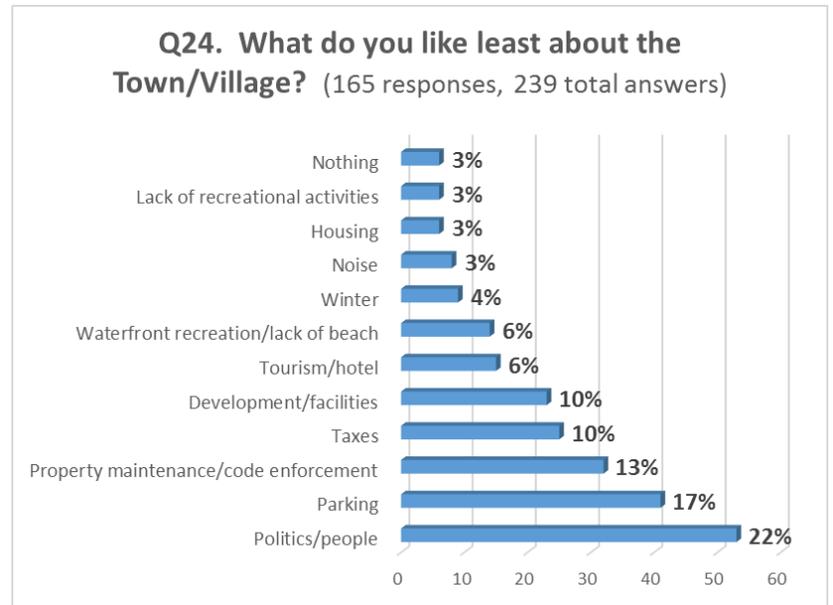


Question 23 posed what respondents liked most about the Town / Village? More than half liked the Community/small town feel at 59% of respondents. River/waterfront was the next highest response at 18%.

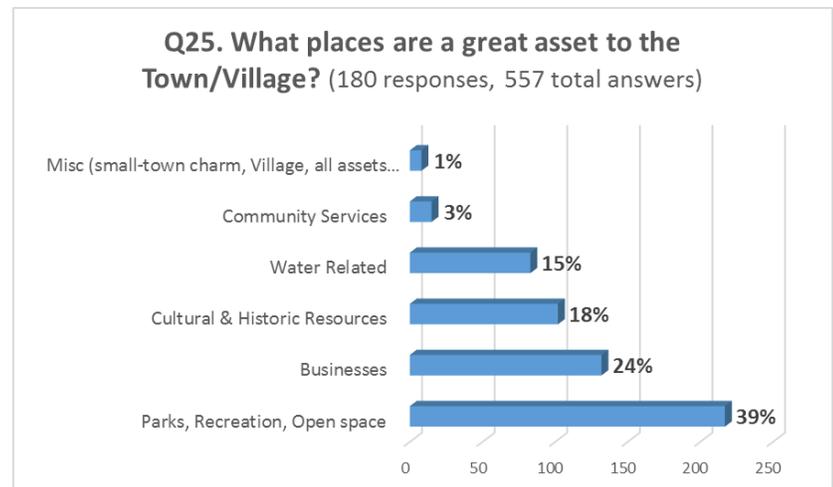
Question 23 posed what respondents liked most about the Town / Village? More than half liked the Community/small town feel at 59% of respondents. River/waterfront was the next highest response at 18%.



Question 24 asked what do you like least about the Town/Village? The most written-in responses were the politics/people with 22%, and parking with 17%. Third, fourth and fifth were property maintenance/code enforcement with 13%, taxes with 10%, and development /facilities which also received 10% of responses.



Question 25 asked what places are a great asset to the Town/Village. The most written-in responses were Parks, Recreation, Open Space with 39% of respondents. Businesses were written-in the second most often with 24% and Cultural & Historic Resources receiving 18% of the written-in responses.

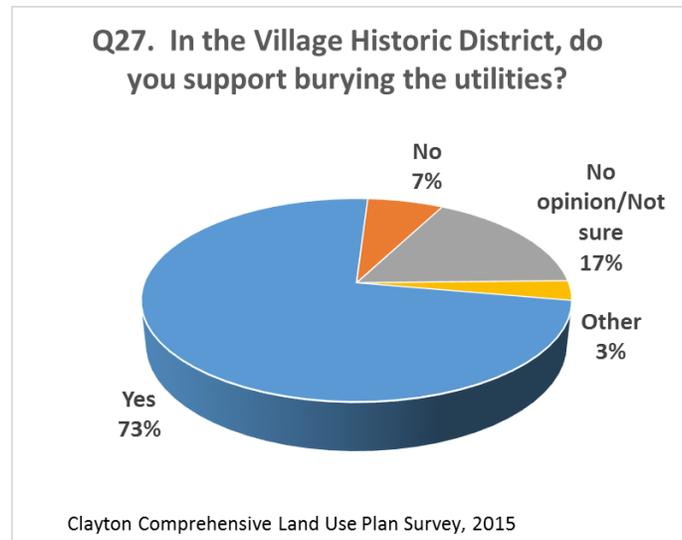
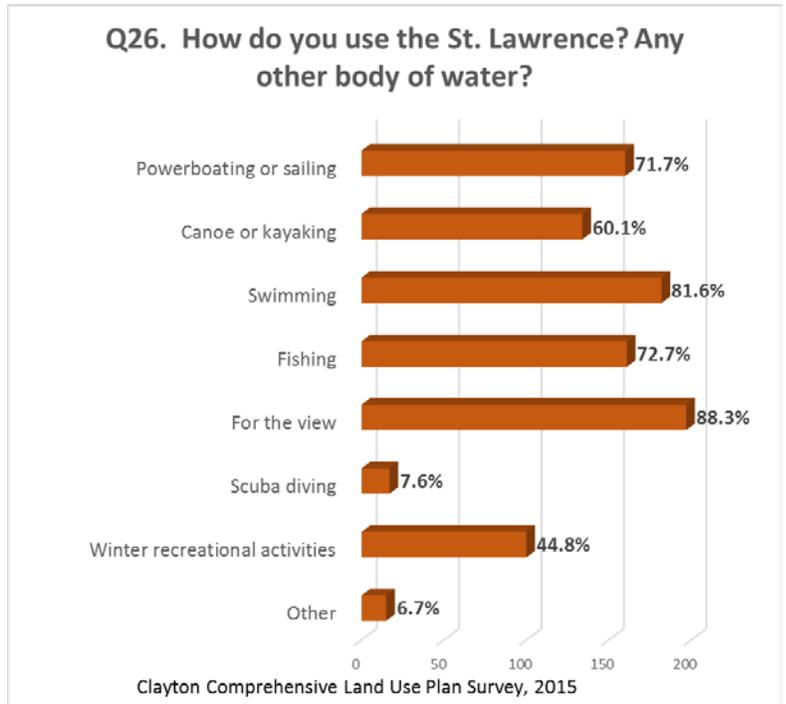


Question 26 asked respondents how they use the St. Lawrence or any other body of water. For the view was indicated by 88.3% of the respondents, with swimming marked by 81.6%, and fishing by 72.7%. A close fourth was powerboating or sailing with 71.7%. Canoe or kayaking was indicated by 60.1% of respondents.

Of note were the number of respondents who indicated winter recreational activities with 44.8%.

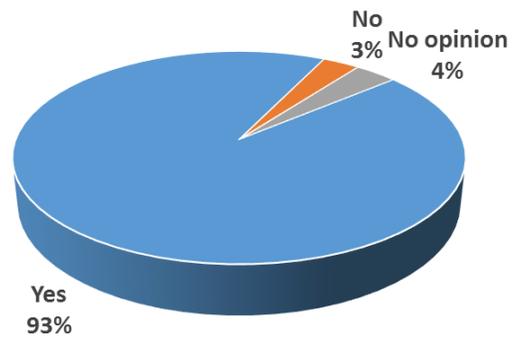
Question 27 asked respondents whether they support burying the utilities in the Village Historic District. Almost three quarters (73%) indicated that yes, they support the project.

However, with 17% indicating No Opinion/Not sure could be interpreted to mean that perhaps more information about the project needs to be publicized to help the remaining undecided members of the public understand the justification and need for the project. This was accomplished with public meetings/hearings in the summer and fall of 2016.



Question 28 asked whether respondents favor the preservation of older historic and architecturally relevant structures. Respondents indicated yes at a rate of 93%.

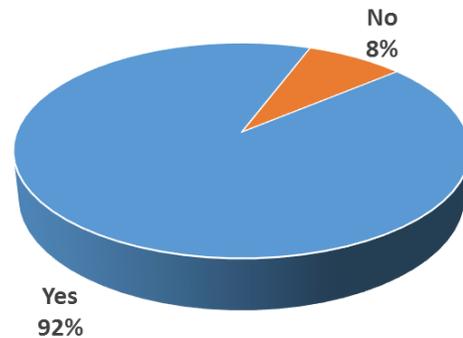
**Q28. Do you favor the preservation of older historic and architecturally relevant structures?**



Clayton Comprehensive Land Use Plan Survey, 2015

Question 29 asked whether respondents believe agriculture should be supported in the Town. Agriculture also received a high amount of yes responses with 92% indicating affirmatively.

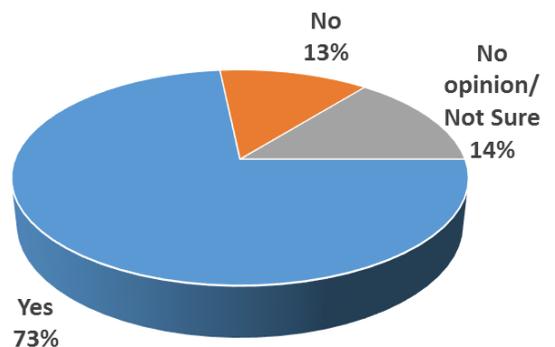
**Q29. Do you believe agriculture should be supported in the Town?**



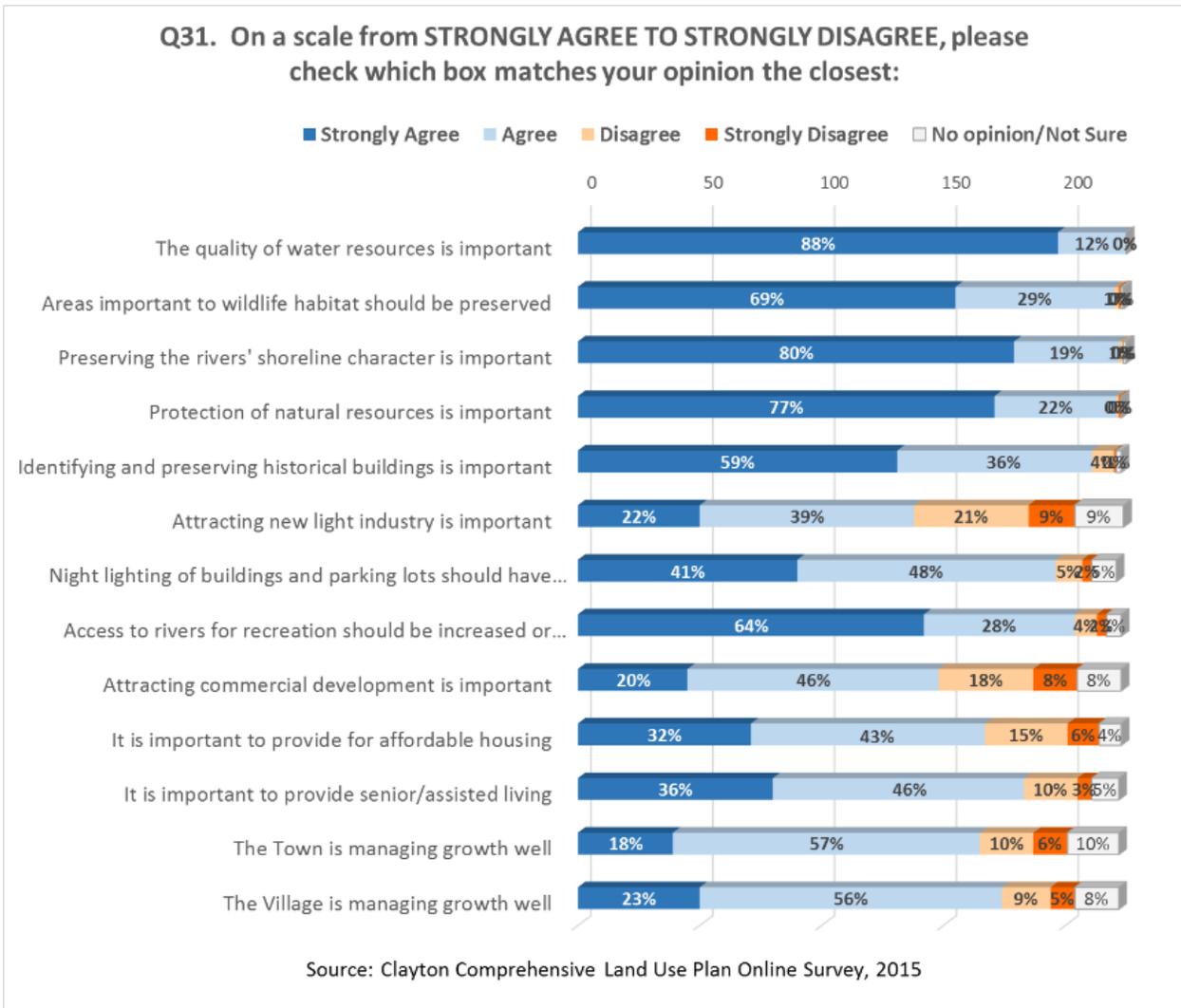
Clayton Comprehensive Land Use Plan Survey, 2015

Question 30 asked whether respondents believe that craft beverage industry should be encouraged. Almost three quarters indicated yes (73%). Again, with the percentage of respondents indicating no opinion/not sure at 14% perhaps more information is needed to allow those undecided to form an opinion.

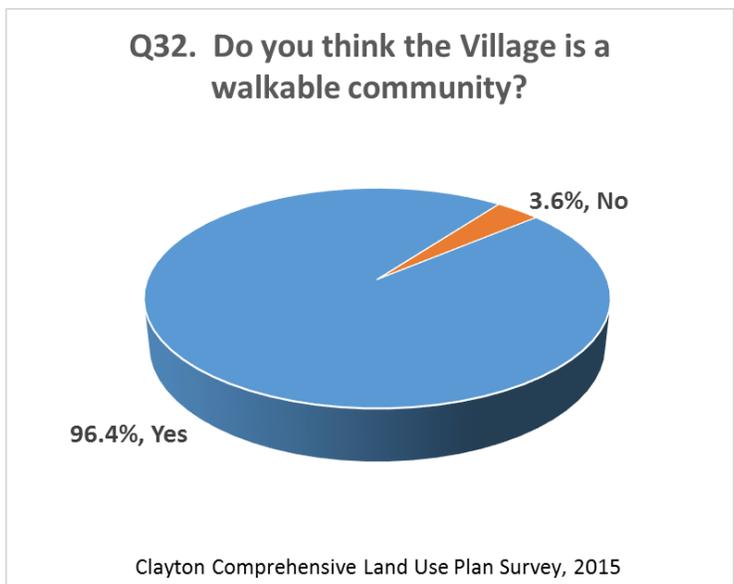
**Q30. Do you believe that craft beverage industry (ie breweries, wineries, and distilleries) should be encouraged?**



Clayton Comprehensive Land Use Plan Survey, 2015



Question 31 dealt with a variety of issues for which the Town and Village wanted to gauge community support. The quality of water resources received the highest level of support with 88% of respondents indicating they Strongly Agree and the other 12% Agree. Preserving the river’s shoreline character was another receiving a high level of support with 80% of respondents indicating they Strongly Agree, and 19% Agree. Protection of natural resources also received a high level of support with 77% Strongly Agree and 22% Agree. Areas important to wildlife habitat should be preserved also received support with 69% indicating they Strongly Agree and 29% Agree.

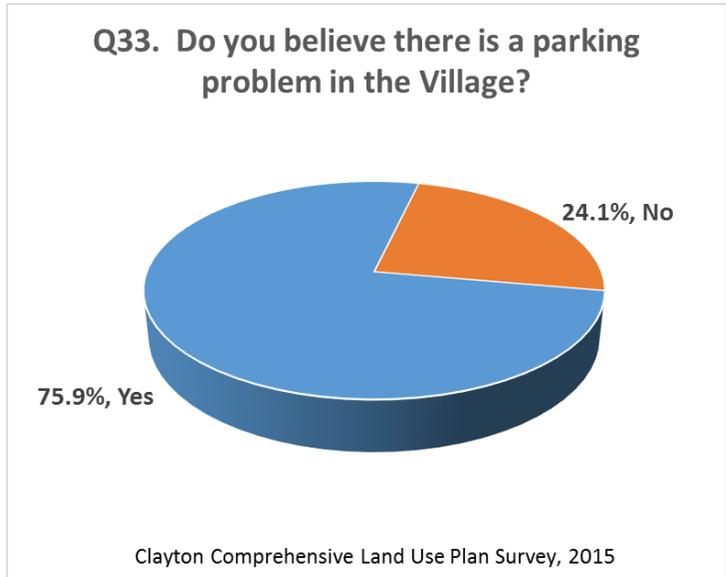


Access to rivers for recreation should be increased or enhanced received strong support as well, with 64% Strongly Agree and 28% Agree. Identifying and preserving historical buildings received support with 59% Strongly Agree and another 36% Agree. Night lighting of buildings and parking lots should have minimal impact on adjacent properties had citizen’s support, with 41% who Strongly Agree and another 48% who Agree.

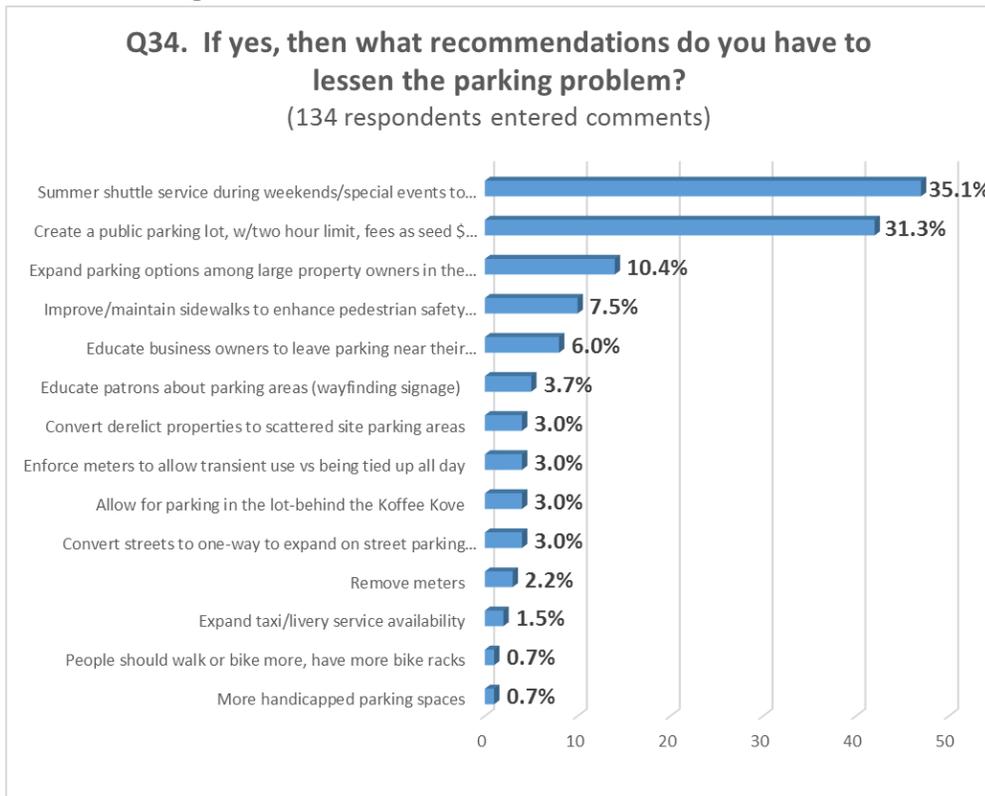
Other categories received support as well, as illustrated on the stacked bar chart.

Question 32 asked whether respondents felt the Village is a walkable community. With 96.4% responding Yes and only 3.6% responding No, its pretty hard to dispute the consensus indicated.

Question 33 asked whether respondents felt there was a parking problem in the Village. As expected, 75.9% indicated Yes, with the other 24.1% indicating No.



The next question asked those who answered yes to write-in their recommendations to lessen the parking problem. Question 34 asked if you responded yes, then what recommendations do you have to lessen the parking problem. A number of suggestions were made, however, the summer shuttle or trolley service during the weekends /special events was the most commonly written-in theme (35.1%).



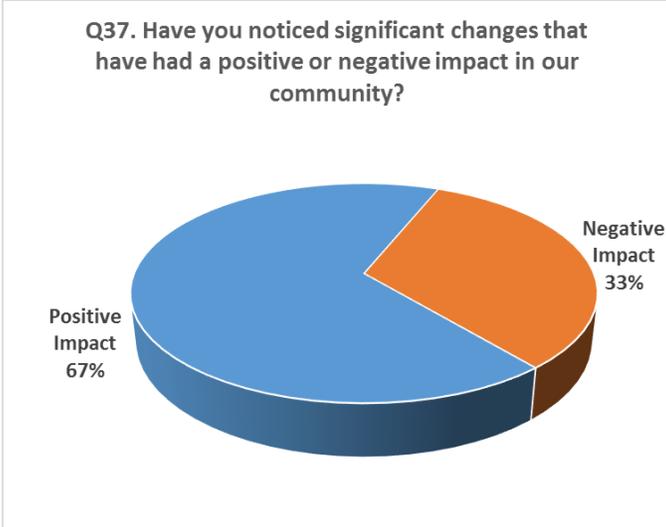
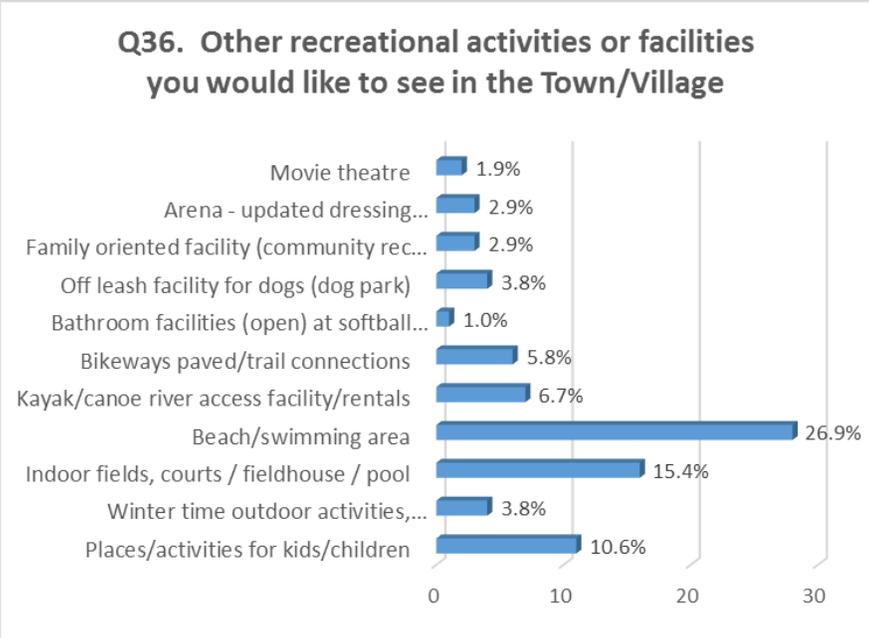
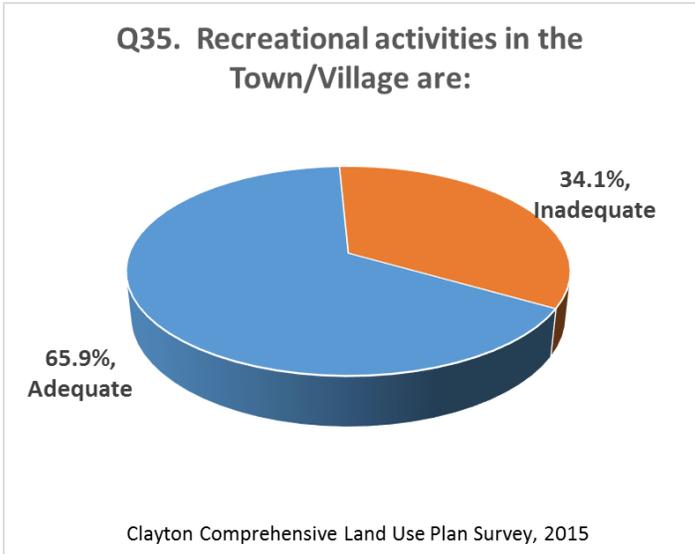
Second most written-in comment was to create a public parking lot, w/two hour limit, using the fees as seed money to construct a parking garage in the future (31.3%).

A number of other viable options were written-in as well, such as expand parking options among large property owners in the Village, expand parking across from Lions Field, use tent factory site for parking (10.4%).

Question 35 asked about the adequacy of recreational activities in the Town/Village. With 65.9% of respondents indicating they are adequate, it would seem that perhaps there might be some room for improvement since the other 34.1% indicated they are inadequate.

Question 36 asked about other recreational activities or facilities respondents would like to see in the Town/Village. A beach/swimming area was indicated by the largest number of those who wrote a response at a rate of 26.9%. Indoor fields, indoor courts / indoor fieldhouse / indoor pool received the next highest level of response with 15.4% of those writing in a response. Question 37 asked whether respondents have noticed significant changes that have had a positive or negative impact in our community. A little over two thirds (67%) indicated a positive impact, with the other third indicating a Negative Impact (33%).

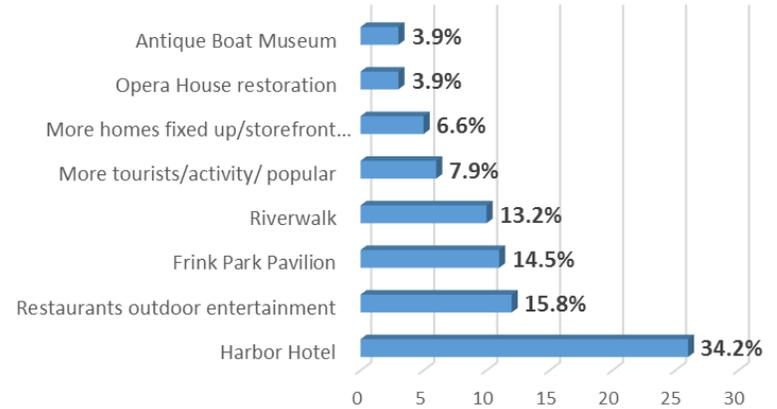
Question 37a allowed respondents to write-in what changes they've noticed. The most prevalent positive change specifically mentioned was the 1,000 Islands Harbor Hotel at 34.2% of the 76 respondents who wrote in positive comments. The next three in terms of positive comments were restaurants and outdoor entertainment (15.8%), Frink Park pavilion (14.5%), and the Riverwalk (13.2%).



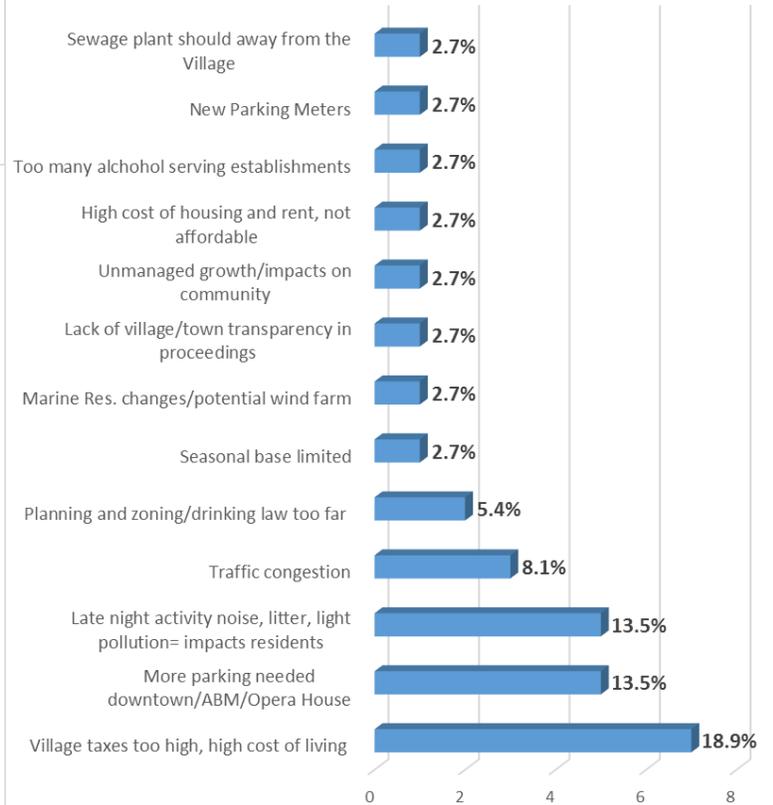
Question 37b also had Negative Change written responses. Of the 37 negative responses, 18.9% noted Village taxes too high, and the high cost of living. The next three Negative Change responses were: More parking needed downtown/Antique Boat Museum/Opera House Museum/Opera House (13.5%), late night activity noise, litter, light pollution = impacting residents (13.5%), and Traffic congestion (8.1%).

Question 38 asked what issues trouble you about living in the Town/Village. Nearly half (49.5%) indicated government issues, ie road improvements, taxes, crime, drugs, speed limits, and access to waterfront. The next two were maintenance issues, ie junky cars, blight cleanup, enforcing zoning, repairing old buildings (35.8%), and community ie pollution, internet access, lack of appropriate housing, lack of cooperation between different levels of government (29.9%). Of note, 20.6% indicated they had no issues.

**Q37a. Positive Changes Specifically Mentioned**  
(76 positive open ended comments)

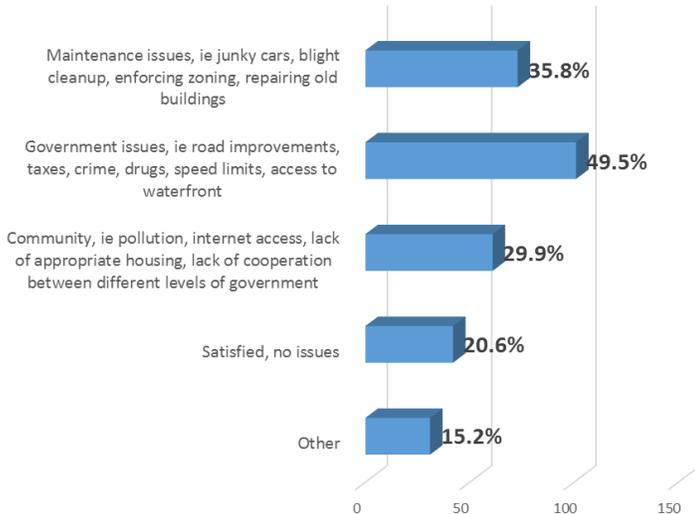


**Q37b. Negative Changes Specifically Mentioned**  
(37 negative open ended comments)

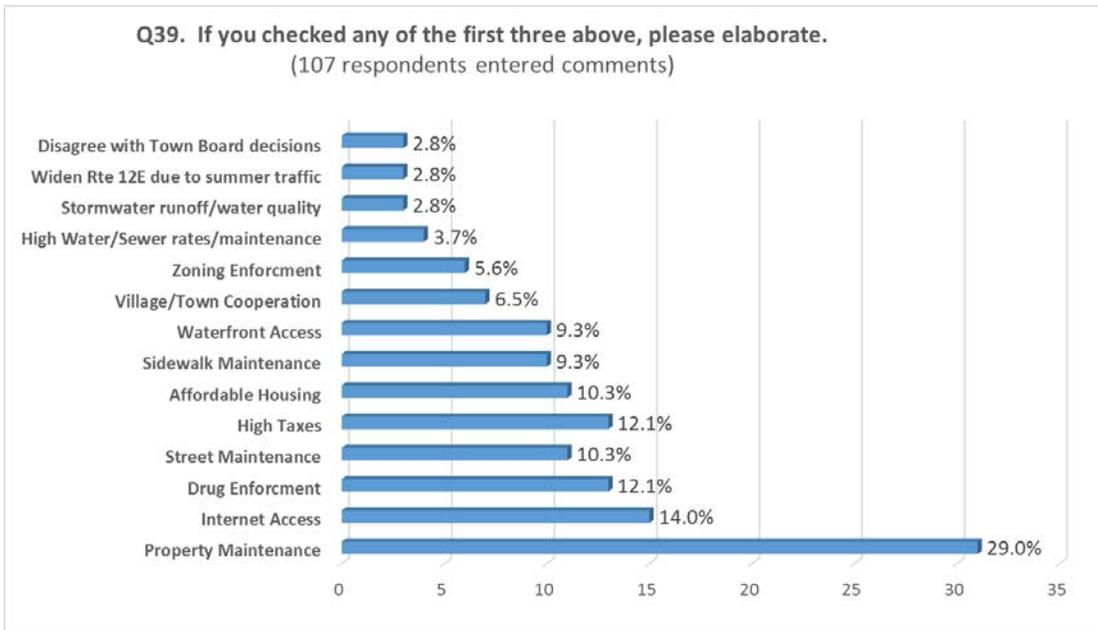


**Q38. What issues trouble you living in the Town/Village?**

(more than one could be chosen)



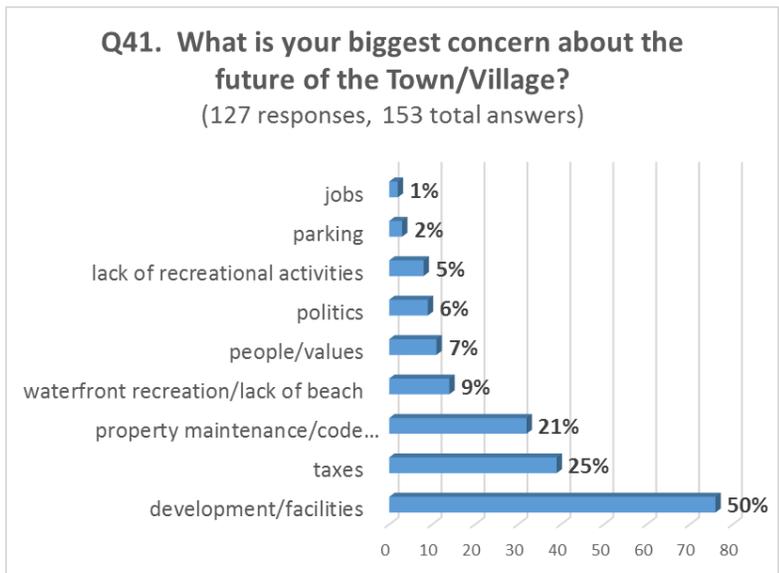
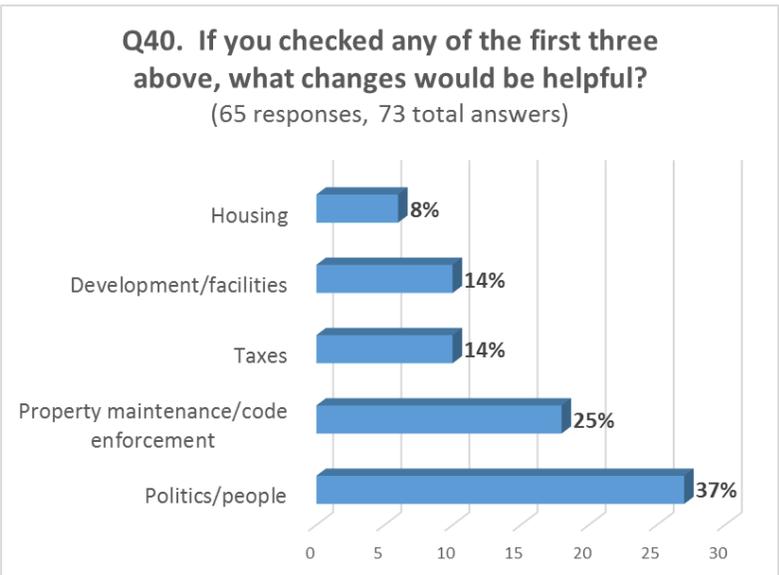
Clayton Comprehensive Land Use Plan Survey, 2015



Question 39 asked if you checked any of the first three above, please elaborate. The most prevalent response was property maintenance which included building, yard clutter, and junk cars with 29% of those who entered responses. Internet access in the Town was the second highest with 14%. High taxes and drug enforcement were also mentioned frequently with 12.1%.

Question 40 asked if respondents checked any of the first three responses to question 38, what changes would be helpful. Of the 73 total answers, 37% indicated politics/people. Property maintenance/code enforcement was indicated by 25% of those responding to the question, while taxes was indicated by 14% as was development/facilities (14%).

Question 41 asked what their biggest concern regarding the future of the Town/Village might be. There were 153 answers written in, with development facilities indicated by 50% of those responding. Taxes was indicated by 25%, and property



maintenance/code by 21% of responders to the question.

### Public Meeting Input Needed

Since the survey was completed early on in the Comprehensive Plan process, the Committee worked on and developed the inventory chapters and felt that there was enough prepared to conduct a public meeting. The meeting goals were to seek more public input and present the draft materials to the public. About 40 people attended the session which was held on a Monday afternoon/evening from 4 to 6. The materials allowed the public to read chapter drafts, which included the vision, goals, objectives, and strategies to date, and examine the more than 20 maps relating to the Town, Village, and Hamlet.

Spoken input was received, as well as written input at each chapter station that was set up in order to allow people who wanted to examine the chapters in order.

In addition, eight letters were received at the meeting. Several letters encouraged groundwater protection especially with the karst system prevalent in the Town, and to ensure large developments be designed to protect groundwater quality. Radon gas prevalence was mentioned as a potential hazard in homes. Another letter described Clayton's "small town" feel, peaceful nights, wildlife and bird prevalence, including migrations each spring and fall as important

considerations to maintain. One letter referenced the twenty-five Amish families that live in the area near Depauville. Another letter highlighted the school system and libraries, need to improve internet service in the Town, and migratory bird protection. Multiple letters stated the importance of protecting Fort Drum and protecting the jobs it provides for many residents. Another letter mentioned a desire to maintain the rural lifestyle and said Clayton is a great place to raise a family. They enjoy the peace and quiet of living in the country and the abundant wildlife. They hoped those assets will be maintained in the future. Another letter described the beautiful night skies filled with stars, with the lack of bright lights. Peace and quiet was mentioned in multiple letters. Safe roads and bridges was another asset listed. The written summary and copies of the letters are provided in the appendix of this plan with input organized by chapter.

Each chapter's input seemed to have a number of insightful, well thought out, and detailed comments, ranging from complementary and supportive to constructive criticism, highlighting issues that should be addressed or added.

A common theme mentioned by a number of those attending was a concern with the potential placement of commercial wind turbines in the community. Comments were written about this issue within five out of the eleven chapters (at the time there

were eleven). Regarding comments about the economic chapter, an extension of this concern was voiced regarding the potential negative impact of establishing commercial wind turbines on the successful maintenance/expansion of seasonal tourism and its continued economic importance to the community. Many concerns were voiced about the potential impacts on scenic beauty, natural resources, and wildlife regarding siting of turbines. Concerns about impacts on current Fort Drum operations and training were voiced, as well as the potential of a wind project's impact limiting the feasibility of establishing a missile defense site on the base.

Other citizens were very concerned with development types that would interrupt individual property owner's peace and quiet, which has been happening to some areas in the Village. This concern was echoed in the Town where some commercial development has been proposed in close proximity to seasonal and year round homes.

The community is quite consistent regarding their desire for peaceful neighborhoods throughout the Town and Village. Other comments stated that property taxes are too high, especially considering the incomes as stated in the Comprehensive Plan. There were concerns voiced regarding the downtown infrastructure project and the potential cost that might be passed on to property owners.

### Public Hearing Input

As part of the planning process, the Committee conducted a public hearing on

the Draft Plan one month after the public meeting. Edits were made to the document based on the public meeting input which included drafts of all chapters posted on the Town website. About 50 people attended the public hearing, including committee members and staff. A presentation was made to those attending that summarized the planning process, NYS Definition of a Comprehensive Plan, various population, housing, and economic information, as well as several maps describing the community. In addition, the vision, goals, and objectives were presented for those who may not have read the materials online.

Of the six members of the public who spoke, four had concerns regarding commercial wind turbines being placed within the Town. They stated a desire for them to be placed outside the Town of Clayton where less impacts would be felt. They cited their inefficiency, potential impacts on the immediate community, as well as potential Village, Hamlet, Town-wide and regional impacts on tourism, one of the life bloods of the community.

Another issue was raised regarding the timing of the public survey and that commercial wind was not considered a viable project during the time the survey was compiled and conducted. Therefore, the public wasn't worried about a commercial wind farm occurring because the project was not being pursued within the community at that time. Thus, the survey input could be considered lacking feedback on wind because of the lack of an active commercial wind project at that point in time.

Other issues raised: the lack of broadband internet access throughout much of the

Town, as well as urging the consideration for more cooperation between the Village and the Town in order to enhance efficiency and save taxes. A question was raised whether dissolving the Village had been examined.

Written comments were submitted after the meeting, and a few more letters were received for a total of eight. These are included in the appendix. Six of the eight letters lauded the committee's efforts and were very concerned about a potential wind project in the Town. A notable exception was one letter from the firm Young/Sommer LLC the attorneys representing Atlantic Wind, LLC aka AvanGrid Renewables, the group pursuing the Horse Creek wind farm in the Town/region. This letter was critical of the Comprehensive Plan contents regarding renewable energy. The committee attempted to use the letters to adjust content where they felt it was warranted throughout the Draft Plan.

## Renewable Energy Introduction

As Clayton considers its future, one of the trends affecting our nation, state, county, Village and Town is the feasibility of alternative energy production. While hydro-power has been quite prominent throughout Jefferson County since its settlement, other renewable energy sources such as solar, geothermal, and particularly wind have gained in prominence during the last 10 years. Because such new energy systems, while producing energy locally, can have regional, community and neighborhood impacts, local governments need to review their land use planning tools to regulate proposed renewable energy in a way that is reflective of community values and planning.

While renewable energy is often considered part of the solution to becoming more sustainable as a nation, some technologies are more efficient than others. The larger producers of power such as commercial renewable wind energy developments have a large footprint that can pose a series of impacts and effects. The expansion of Fort Drum and the development of the St. Lawrence Seaway are the only comparably scaled developments regarding the affects and impacts on the Town and the region. Those developments took place largely beyond the Towns purview. Renewable developments within the Township however, are within the Towns Land-use Laws and authority and must be fully addressed to a degree equal to the level of impact. The unprecedented nature of this development and the scale, both obligate the Town to examine the issues in a comprehensive way in order to diligently

### **Housing Goal related to renewable energy:**

1. *Maintain safe housing for residents.*

### **Housing Objective related to renewable energy:**

2. Protect the character of a variety of residential neighborhoods to maintain quality of life, aesthetics, and property value.

### **Housing Strategy related to renewable energy:**

6. Update zoning laws to encourage the preservation and enhancement of existing character.

### **Natural Resource Goal related to renewable energy:**

1. *Preserve and enhance open space, farmland, natural beauty, and critical environmental areas that provide scenic quality, help define rural character, waterfront community character, and recreational opportunities.*

### **Natural Resource Objective related to renewable energy:**

5. Protect important wildlife habitat, as well as threatened, endangered, and species of concern.

### **Natural Resource Strategy related to renewable energy**

1. Designate priority farmland and critical environmental areas.

### **Land Use Goals related to renewable energy:**

4. *Consider compatible renewable energy systems in appropriate locations identified by the community.*
6. *Preserve the scenic character of community gateways and corridors along NYS Route 12E, and NYS Route 12 throughout the Town of Clayton.*

### **Land Use/Character Objectives related to renewable energy:**

3. Encourage the preservation of natural features and open space.
4. Discourage the placement of land uses that are incompatible with the surrounding development, natural features, and/or archeological resources.
5. Preserve the quality and natural state of environmentally sensitive areas, including surface waters, groundwater, wetlands, forested land, and wildlife habitat and migration corridor and stopover sites.
6. Protect Clayton's residents from development that would degrade environmental quality, aesthetics, natural appearance, or character of the community.

guide policies and potential development in the Township.

### Recent Local Energy Projects

Recent National, State and local incentives for alternative energy production have resulted in several potential solar and wind turbine projects proposed and reviewed in Jefferson County. Specifically, many small scale private and public solar projects have been constructed throughout the County. Also, several wind projects have been proposed in the region. Completed in the summer of 2009, the Wolfe Island wind facility, in Ontario, Canada included 86 turbines just across the St. Lawrence River from Cape Vincent. Two wind projects have been proposed in Cape Vincent; an initial version of Horse Creek was proposed in Clayton previously with some turbines proposed in Orleans; and a wind project on Galloo Island in Hounsfield has been proposed and is now being renewed by a different wind company with less turbines, albeit larger ones.

While grid capacity, project economics, community and wildlife impacts, and local zoning regulations affect project feasibility and ultimate construction, the solar and wind resources present in some areas in Jefferson County provide an environment that could encourage additional small and large scale solar and wind energy projects. The community and regional cumulative impacts of such potential project sites eventually operating within the area should be considered. Any solar, wind, geothermal, or other local energy proposals should be viewed in the context of their economic impact, visual effect on the scenic quality

#### Land Use/Character Objective related to renewable energy:

7. Develop appropriate standards to ensure future commercial and non-residential development is in keeping with applicable rural or urban character.

#### Land Use/Character Strategy related to renewable energy:

4. Recognize the multitude of factors when considering renewable energy facility placement, concluding that for some types such as large scale solar and commercial wind energy conversion systems there may be very few areas in the Town that may be suitable or compatible.

and visual character of the community, the safety of residents, as well as their potential noise and other environmental impacts on humans and wildlife.

### Potential Need for Regulation

As large scale solar and wind, or other large industrial or commercial projects may be proposed, the Town should consider projects in compatible areas, to minimize impacts within scenic priority areas, concentrated residential areas and sensitive wildlife habitat areas. Furthermore, the potential visual, noise, and other impacts such projects could have on residential areas and communities should be addressed as part of the setback determination and review process.

Large scale commercial or heavy industrial projects have visual, noise, and other impacts on nearby residential and other land uses, historic and scenic landscapes as well as wildlife, including bird and bat populations. The location of any inventoried scenic views, habitats, or historic sites\districts within or adjacent to identified

wind sites should also be factors for consideration. The location of any inventoried wetland or water areas that are home to birds or any rare or endangered species within or adjacent to proposed wind sites, should be a factor for consideration in evaluating the potential compatibility for these sites, as in many cases conflicts arise regarding these uses. The location of prime bird habitat, scenic vistas or historic sites within identified wind resource areas may persuade local planners to avoid, or set back such uses.

Standards and considerations for solar water heaters, photovoltaic panels, other solar appurtenances, and geothermal energy devices, such as geo-exchange heating and cooling and ground source geothermal systems should be developed and updated to ensure local priorities are followed. Similarly, community standards for private, municipal, and commercial wind energy systems should be updated as the industry or technology may change. Thereafter, if alternative energy systems are proposed, community priorities must be addressed through local regulations.

Regulations must also strongly consider the preservation of the nationally recognized\* scenic values, the unique character of the Town, Village, and Hamlet, including all the components therein, preservation of open spaces, and consider “clear sky”\*\* policies, as identified (in various public input stages), by public consensus driven concerns.

\*Rte 12E has a designation of National Scenic Byway as well as part of the Great Lakes Seaway Trail.

\*\* Clear sky policy refers to minimizing visual impacts to the skyline/sky, of both structures and

nighttime light pollution, to preserve the character and nature of the Towns skyline/sky.

## Recent Renewable Energy Trends

Renewable energy development is expected to grow at least in the short term. As federal subsidies expire or change, states and utilities are expected to continue to offer them at least in the foreseeable future. Other factors such as net metering and lower export rates, time of use and other mechanisms may continue to make it favorable for their development.

With recent technological and regulatory trends related to solar panels, residential solar is expected to continue to be developed as system components generally are expected to decline in cost. Community solar has some opportunities as a result of recent policy changes by National Grid, offering such as shared energy use off-site programs. However, commercial solar may still have some barriers to limit its growth potential.

Recent engineering trends affecting commercial wind turbines have resulted in taller towers and longer blades that harness more wind energy per turbine. Being higher allows them to harness more wind energy. They are also more efficient, and therefore, are capable of producing more power per turbine, which can lead to fewer numbers of turbines per project than were possible with shorter ones that produce less power per turbine. However, the visual impact, noise, and potential wildlife impacts could be greater because of their larger size. According to the Audubon Society and the American Bird Conservancy, taller towers with larger blades will result in more bird

kills. The US Fish and Wildlife Service used radar to estimate the height of birds and bats migrating, dense numbers of which migrate at night between 300 and 500 feet above the ground – putting them in direct contact with larger wind turbines.

## Renewable Energy Regulations

As sustainable energy sources offer options for local energy production, local requirements for such alternative energy projects (as well as large heavy industrial facilities) should be developed. The following considerations should be used when reviewing alternative energy projects and/or updating the zoning regulation review criteria used to set standards for their review. Alternative energy systems may have an impact on adjacent properties, neighborhood, community, environment, which can include wildlife, therefore municipalities should review their land use regulations to facilitate opportunities for promoting or regulating renewable energy in a way that reflects community values and planning. These considerations are designed to help shape a dialogue if alternative energy regulations are contemplated by the Town.

Such solar and wind turbine requirements should address potential impacts to protect the community, its long-term quality of life, economic value, and property values. Therefore, adequate standards should be put in place to protect the community from any future requests in or near the Town.

### **WECs and Commercial Solar Regulatory recommendation:**

It is recommended that regulations regarding WECs and commercial solar projects should also follow the Comprehensive Plan guidance regarding Public Survey Input, Town Character, Scale of Structures, Scenic Overlay District and the Industrial Noise Standard as described in Chapter 12 Land Use Development Considerations.

✓ **Local Solar Energy Recommendation** - Solar panels that create electricity from sunlight can be placed on residential roof-tops, accessory buildings, or installed as free-standing, ground-mounted structures for onsite use with minimal impacts. However, larger scale arrays designed for offsite energy use, commercial solar energy systems may have impacts on adjacent properties or neighborhoods. Therefore, local solar energy standards should address the following types of installations:

<b>Small Scale Solar (accessory use)</b> for energy produced & used primarily onsite	
<b>Roof Mounted:</b>	<b>Ground Mounted:</b>
<b>Fire Access:</b> Limit % roof area coverage: example - 3 foot clear perimeter on single ridge roofs	Consider rear yard placement or within side yards if setbacks can be met
<b>Building height limits</b> – should not be exceeded at maximum tilt	Consider designs/locations to prevent reflective glare toward inhabited buildings, adjacent properties, & roads.
	Consider setbacks from rear and side lines
	Maximum lot area or proportion of lot size
Roof mounted panels should be considered accessory Uses	Consider screening at the base of ground mounted systems with short fencing pruned vegetation
<b>Building Integrated panels:</b> should be considered accessory uses similar to roof mounted panels.	Site plan reviews for ground mounted panels– Board should consider the location, arrangement, size, design and general site compatibility of proposed solar collectors.
<b>Shading:</b> some municipalities prohibit new structures and landscaping from shading existing solar energy systems on adjacent lots which depend on exposure to the sun.	

<b>Large Scale Solar (primary/accessory use)</b> for energy use offsite to sell to the grid
Consider lot coverage limit, meeting building setbacks, and a maximum height limit
Consider underground on-site transmission lines
Consider designs/locations to prevent reflective glare toward inhabited buildings, adjacent properties, & roads.
A landscaped buffer should be provided around all equipment and solar collectors to provide screening from adjacent residential properties and roads.
Mechanical equipment, including structures with batteries or storage cells, should be enclosed with a minimum six-foot high fence with landscape screening (or opaque screen fence).
Grid connected systems need a “proof of concept” letter from utility company
Consider a clearly visible warning sign concerning voltage placed at the base of all pad mounted transformers and substations.
Historic and/or culturally significant resources in a historic district should be considered potentially sensitive.
Compatibility with nearby uses
Limit visual impacts in recognized Local Waterfront Revitalization Program scenic priority areas with adequate setbacks
Setbacks from recognized scenic byway, scenic resources, and priority character areas
Adequate setbacks from: buildings, off-site property lines
Adequate setbacks from: wildlife roost and habitat areas, recognized migration stopover areas, breeding grounds, and winter habitat areas.
Consider limiting placement due to the potential impact to Native American artifacts or sites that may not be known as of yet.

√ Local WECS Facility Recommendations –

Wind turbines that create electricity from wind can be constructed for distinct purposes: onsite use (residential, small business, or farm), municipal or commercial. As described above, commercial scale wind turbines that produce energy for sale to the grid have impacts on adjacent areas, neighborhoods, the community at large, and the region. Therefore, local turbine standards should address the following types of installations:

<u>Private\Small Wind Turbines</u>	<u>Industrial Wind Turbines</u>
Typical height: less than 100 ft.	Typical height: used to be less than 500 ft. Now could approach 650 ft. total height
Capacity: less than 250 kW	Capacity: less than 5 Megawatts
Power use: for residential, small businesses, or farm use onsite	Power use: commercial for sale to the grid for profit
<b><u>Small WECS standards:</u></b>	<b><u>WECS and Heavy Industrial Facility Standards should address:</u></b>
Noise standard at property line	Noise standard at property line and building for both audible and low frequency
Safety setbacks from roads & buildings	Safety setbacks from roads & buildings
Compatibility with nearby uses	Compatibility with nearby uses
	Limit visual impacts in recognized LWRP scenic priority areas with adequate setbacks
Setbacks to limit “ice throw” by moving blades	Setbacks to limit shadow flicker affects and “ice throw” by moving blades
Falling tower concern - setbacks	Falling tower concern - setbacks
	Setbacks from recognized scenic byway, scenic resources, and priority character areas
	Adequate setbacks from: buildings, off-site property lines
Consider setbacks from wildlife roost and habitat areas, recognized migration stopover areas, and winter habitat areas	Consider avoiding avian migration flyways to limit significant impacts to Endangered, Threatened, and Special Species of Concern
	Adequate setbacks from: wildlife roost and habitat areas, recognized migration stopover areas, breeding grounds, and winter habitat areas.
	Enact setbacks to mitigate or limit property value decreases causes by turbine placement
	Consider limiting tower placement due to the potential impact to Native American artifacts or sites that may not be known as of yet.
	Consider limiting placement due to Fort Drum installation impacts

## Agriculture Introduction

Agriculture is an integral part of the Town of Clayton, both historically and currently. Agriculture has defined the Town's Rural Character since the late 1800's. Agriculture has kept the Town lands open and green, preserving vast expanses of pastures, cropland, woodlots and wetlands that frame rural vistas for all to appreciate. Early on, agriculture gave our countryside a design vocabulary of small clusters/groupings of wood frame buildings (homes, barns, sheds, and miscellaneous support structures) scattered throughout the Town and surrounded by open fields, woodlots, and nature.

Today the Town is fortunate to still have that character, a Town of open fields, treed horizons, and open skies. A character that we have held onto, a character that has become a visual signature for residents of, and visitors to our Town. Single family homes have become scattered throughout the countryside, along highways, and near highway intersections and population centers. Yes, the rural fabric of the Township remains intact, visible to its residents and all those that choose to visit. Our barn roofs, church steeples, and silos are still the dominant elements piercing our skies. It is character worth preserving.

Maintaining, protecting, and enhancing this tradition is recognized as essential to the Town's future. The history of the Town is deeply intertwined with agriculture; farming was one of Clayton's main occupations when the Town was first settled. Agriculture remains one of the more unifying components of the Town's economy, heritage, and culture from Clayton's settlement to today.

Up until the mid-20<sup>th</sup> Century, Clayton's farms produced not only the major portion of local

### Agricultural Goals:

1. *Reduce the negative impacts non-farm development has on critical farm areas, especially related to farmland fragmentation, traffic, and conversion in the Town of Clayton.*
2. *Permit, protect and encourage the continued use of rural areas for agricultural activities.*
3. *Revitalize, encourage, and protect agriculture activities as they function as farm businesses.*
4. *Recognize New York State, the County, and the Town as a "right to farm" priority area.*
5. *Research and implement policies for the protection of agricultural lands from unreasonable development pressures and property tax pressures due to increasing values.*
6. *Recognize the value the community gains through these policies, an added indirect benefit from agricultural lands, as agricultural properties have one of the lowest cost ratio of town services vs. taxes paid.*
7. *Promote and encourage all current forms of agricultural activities in Clayton; our working dairy/beef farms, vineyards, grain or hops producers, large and small market farms, backyard and community gardens.*
8. *Promote and encourage sustainable agricultural practices and/or organic practices. Promote and encourage "holistic" sustainable approaches to both small and commercial agricultural operations.*

### Agricultural Objectives:

1. *Recognize Clayton's agricultural lands are also the single largest form of protection of the town's "open spaces", and Town Policy should reflect this vital relationship and contribution when developing proactive agricultural friendly land use policies.*
2. *Promote and encourage agricultural production and small to mid-size agricultural processing businesses to locate in the Town. Promote agricultural based entities that can utilize current and future local agricultural production. These would include: wineries, microbreweries, distilleries, small cheese producers as well as other types of small-scale agricultural processors.*

diets, but they also shipped both processed and unprocessed food and food products via railroad to New York's urban centers, becoming a major driver of the local economy. This agricultural growth continued in tandem with the "Golden Age" of 1000 Islands tourism. So as Clayton experienced its Golden Age of farming, tourism also flourished.

By the late 20<sup>th</sup> Century, however, more modern dairy equipment led to some changes on local farms. These improvements led to a reduction in the acreage actively farmed and total active farms in the Town. This, however, made available many of the shoreline properties and areas outside the village and hamlet areas for other types of development the Town enjoys today. The former and continuing agriculture activities in Clayton play a key role in maintaining the open spaces and rural character throughout the Town and its communities.

Recently, the Town has witnessed a resurgence of agricultural activity of a wide variety and a renewed desire by people to consume locally sourced food. To experience a new balance in the amount and types of agriculture, the Town should not only maintain and encourage local farms and related businesses, but to also proactively work toward creating the conditions and policies that will bring about a New Golden Age of local agriculture in the Town of Clayton.

### Cost of Community Services

Communities often evaluate the impact of growth on local municipal budgets. Many municipalities believe that residential development benefits the fiscal health of the community and that it will lower property taxes. Others view farmland as a land use that should be developed to a higher and better use as residential or commercial property. However, a variety of fiscal impact studies done throughout

#### Agricultural Objectives:

3. Promote and encourage future agricultural developments and trends to continually revitalize and expand the Town Ag Economy.
4. Promote and encourage increasing the percentage of the locally produced foods in people's diets to a level of 25%. Historically, (decades ago) people's diets were almost exclusively derived from the area. Also, dollars spent on local foods stay within the community, and is one of the best ways to have a healthier diet, support local agricultural entrepreneurs, and protect local open spaces.
5. Promote and encourage marketing of produce and products from Clayton, promoting the farmers market and other local outlets. Explore establishing a label/logo for Clayton produce and products.
6. Consider farm-friendly zoning definitions and processes consistent with ag and markets law.
7. Consider allowing solar energy facilities for on-site energy production for farm use to increase agricultural product viability.
8. Foster businesses that develop or sell value added farm products to enhance local agricultural viability.

New York State have shown that residential development is a net fiscal loss and that maintaining land in farming is fiscally beneficial. It is also a critical part of community character and open space maintenance.

A Cost of Community Study (COCS) is a form of fiscal impact analysis that helps communities measure the contribution of agricultural lands to the local tax base. Farmlands may generate less tax revenue compared to residential, commercial, or industrial properties, but they also require little infrastructure or public services. Multiple COCS studies done throughout the state show farmlands actually generate more public revenue than they receive back in public services, according to the American Farmland

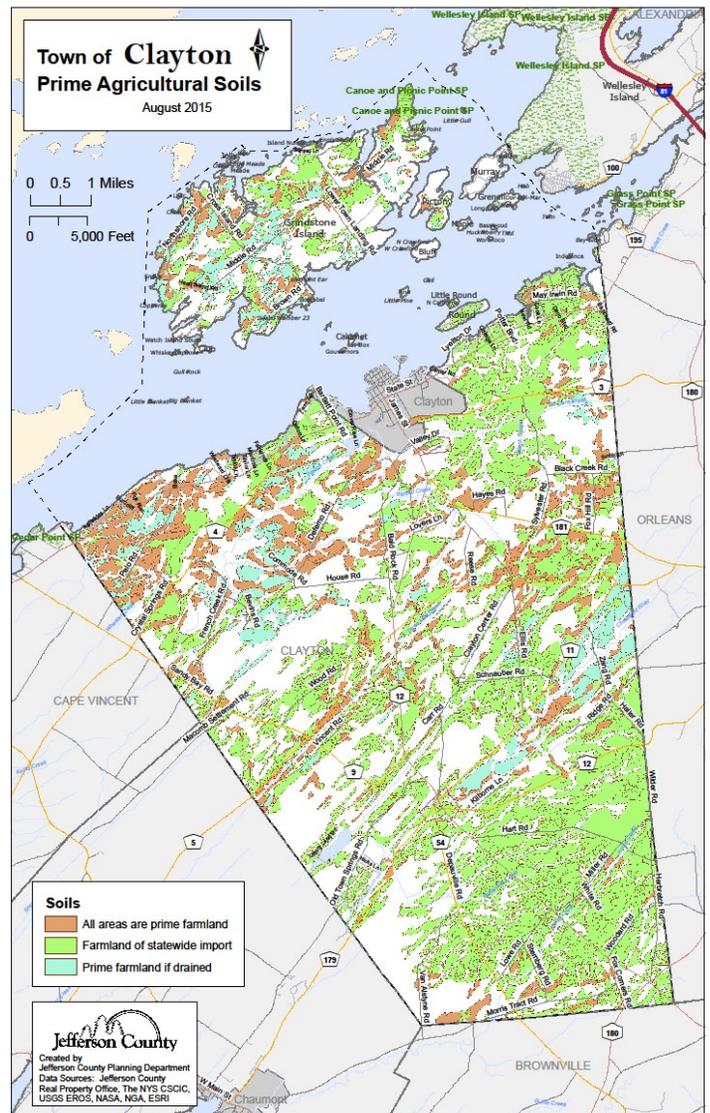
Trust, Fact Sheet on Cost of Community Services. COCS not only show that there is a high cost of residential development, but that agricultural land uses offer fiscal benefits similar to commercial and industrial land uses. “In nearly every community studied, farmland has generated a fiscal surplus to help offset the shortfall created by residential demand for public services. This is true even when the land is assessed at its current, agricultural use.”

The median cost per dollar of revenue raised to provide public services is \$0.29 for commercial and industrial uses, \$0.35 for farmland and open lands, and \$1.16 for residential land uses. This means that for every \$1 collected in taxes by a municipality from a particular type of land use, it costs either a larger or smaller amount to provide public services back to that same land use. For example: for every \$1 collected in taxes the median cost is \$1.16 to provide municipal services to residential users. But for farmland, the cost is 35 cents. For commercial and industrial users, the cost is 29 cents.

While there have been no COCS done in Jefferson County to compare, the exact dollar and cents figures change from location to location. But studies both within New York State, as well as other locations within the United States, show a great amount of consistency in the general results: agricultural land uses are key to a community’s fiscal health.

### Prime Ag Soils

Successful agriculture depends on good soils. High quality soils require less fertilizer and nutrients for growing crops. Farms with higher quality agricultural soils typically have lower costs and higher production rates. Prime farmland soils produce the highest



**Table 20. High Quality Farm Soils, Town of Clayton**

	Land Acres (non-water)	Percent Prime Farmland	% Prime Farmland if Drained	% Soils of Statewide Importance	Total % All Farm Soils
Clayton	52,894	12%	8%	42%	62%

Source: Jefferson County Farmland Protection Plan, 2016

yields of food, feed, forage, fiber, and oilseed crops, while soils of statewide significance are important to agriculture in the state, but exhibit some properties that do not meet prime farmland criteria, such as seasonal wetness or erosion. Both of these soil types (prime farmland and farmland of statewide

significance) are considered the most productive soils for farming.

Table 20 indicates 62% the land within the Town (non-water area) contains prime farmland soils or soils of statewide significance as illustrated on the Prime Ag Soils Map.

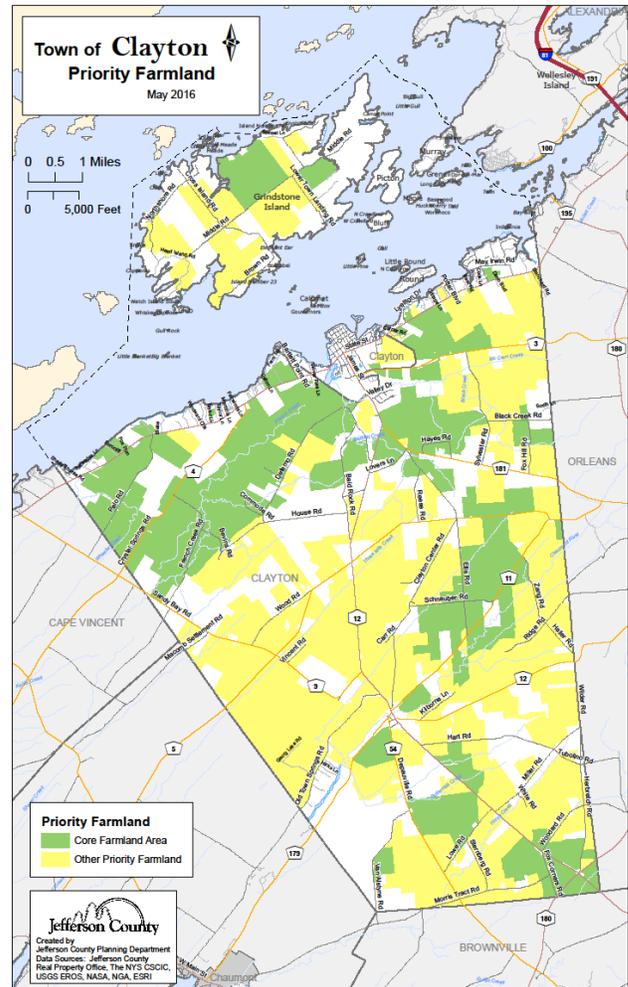
Prime farmland soils are generally located adjacent to French Creek, with small pockets located on the northern portion of Grindstone Island and at various points along the Town's mainland shoreline. Soils of statewide significance are located on Grindstone Island, adjacent to the Lower Town Landing Road, west of School House Road, northeast of Flynn Bay, on Mason Point, northeast of Carrier Bay, inland from Bartlett Point, northeast of Sawmill Bay, and generally scattered adjacent to French Creek.

Soils of Statewide Importance occur throughout the Town as shown in green on the Prime Ag Soils Map, but are more dominant within the areas east and southeast of the Village and Hamlet of Depauville.

### Priority Farmland Map

While all of the farmland identified in the Jefferson County Farmland Protection Plan should be considered a priority, as far as preservation efforts are concerned, there is a select, core area that is of special concern. The Farmland Priority Map shows pertinent special Core Areas that the Jefferson County Agriculture and Farmland Protection Board

considers critical to the continued economic vitality of the agricultural industry in Jefferson County. These core areas, symbolized in green on the map, deserve extra attention beyond preservation efforts, especially when local or regional projects will or could have a major impact on their continuation as farmland.



### Is Clayton Farm Friendly?

Part of the 2016 Jefferson County Agricultural & Farmland Protection Plan process examined the Towns throughout Jefferson County to gauge how farm friendly their Comprehensive Plans were as well as their zoning law. The Farm-

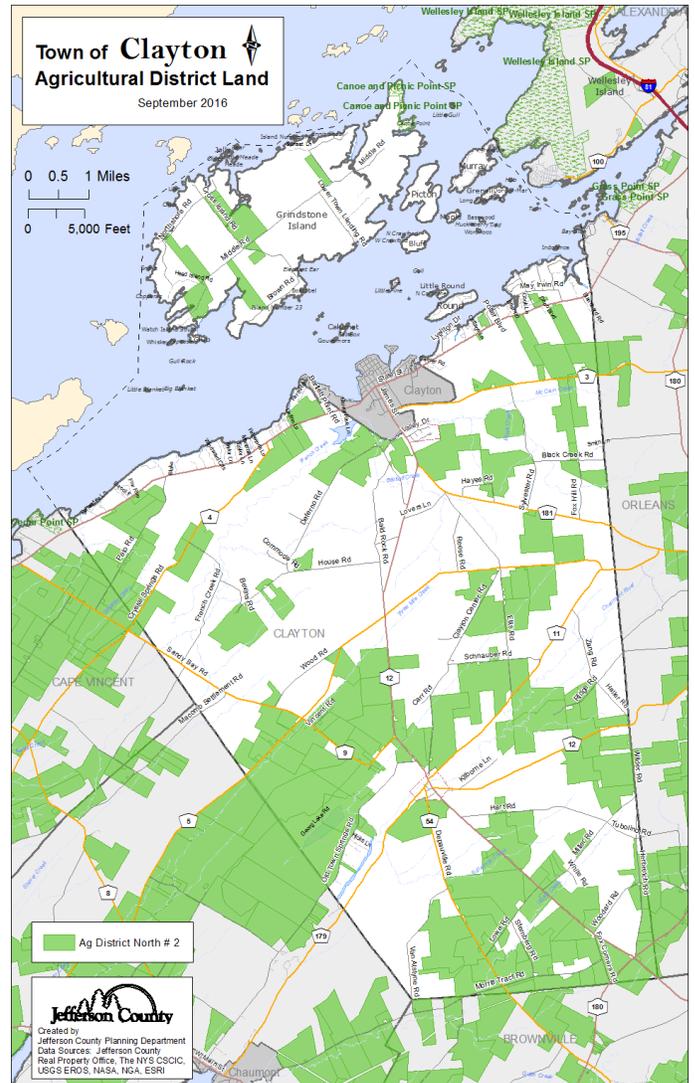
Friendly Criteria can be used to gauge how well the current plan update might perform against the criteria.

For the purposes of this Comprehensive Plan Update, the agricultural section here and the Land Use Chapter address all the Farm –Friendly Criteria identified by the Jefferson County Ag and Farmland Protection Plan 2016 (Table 21).

Table 21. Farm-Friendly?	CLAYTON	
	Yes, Whole or Partly	No, or Doesn't Address
Does the plan have a section on agriculture?	2016 Plan	
Does the plan include maps of agricultural lands, important farmland soils, agricultural districts, etc?	2016 Plan	
Exploration about the role of agriculture in the community? I.e. did a survey include questions about agriculture? Was there anything in workshops about it?	2016 Plan	
Does the vision statement or goals address agriculture in any way? Is there any visible demonstration of the value of agriculture to the community in the plan?	2016 Plan	
Does the plan consider agriculture as an important resource in Town?	2016 Plan	
Does the plan recognize or reference a local or County agriculture and farmland protection plan?	2016 Plan	
Does the plan include any data on farms and farmland? Acreage? Income or occupations from farming or other demographic data?	2016 Plan	
Does the plan establish policies towards farmland and farming?	2016 Plan	
Does it identify the value of farmland and farms to the community?	2016 Plan	
Does it offer any recommended actions related to farming or farmland or ways to preserve or enhance farming?	2016 Plan	
Does the plan establish a policy and/or future actions for the agricultural use of open space that may be created in a conservation subdivision or clustering?	2016 Plan	
Does the plan discuss NYS agricultural districts and how the town can be supportive of that?	2016 Plan	
Does it consider farmland a natural resource and encourage easements or other protections of that land? Is there a policy discussed for PDR, LDR or TDR?	2016 Plan	
Is agriculture a consideration of where growth does or does not take place?	2016 Plan	

### Certified Agricultural Districts

NYS Agriculture and Markets Law, Article 25AA authorizes counties to create Agricultural Districts that are reviewed and certified by the NYS Commissioner of Agriculture and Markets. These Districts offer participating landowners options to



support agricultural operations. These options include: Agricultural Assessment; Notice of Intent; Limitation on use of eminent domain; Benefit Assessments; Restrictive Local Laws; Agriculture Data Statements; and Sound Agricultural Practices. Landowners of operating agricultural operations can apply for a special agricultural assessment which may result in a lower assessment.

If a government agency is proposing to take land within a certified agricultural district

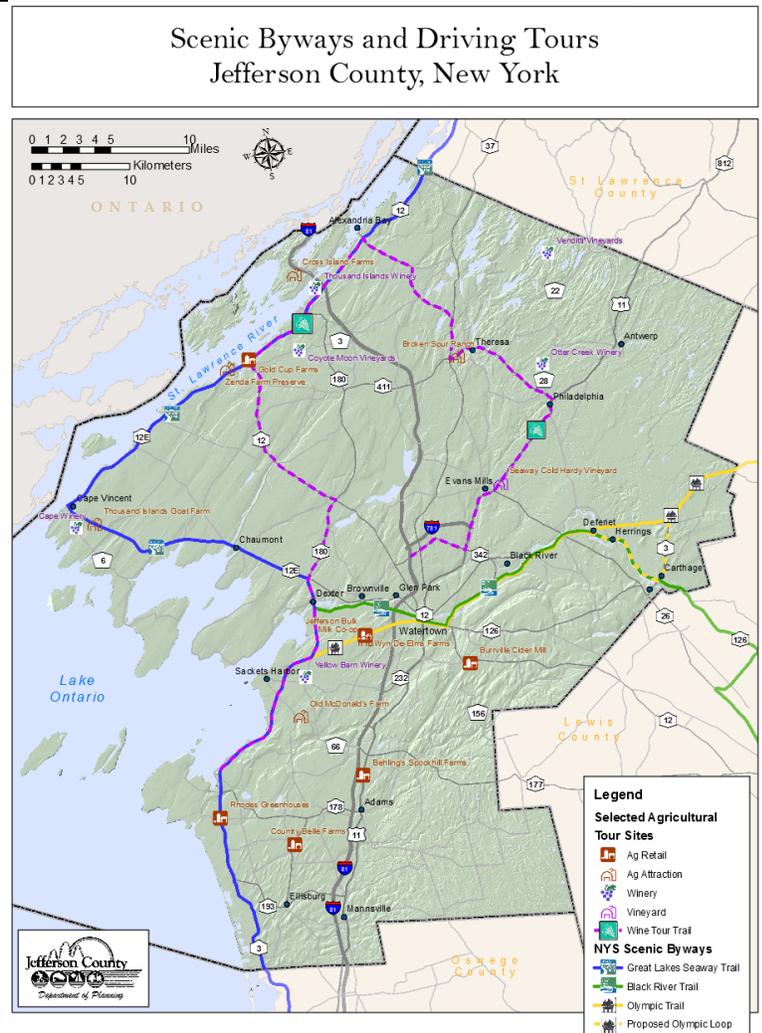
through eminent domain, then that agency is required to file a Notice of Intent and the project is reviewed by the County Agricultural and Farmland Protection Board to determine impacts on the agricultural operation and agricultural district.

Municipalities are discouraged from passing local laws that place undue restrictions on agricultural operations. As an example, a local junkyard law cannot require that a farmer place all equipment within a structure or behind buffers. When local boards are reviewing projects any farm operation within five hundred feet must be identified and notified of the project and potential impacts on the operation are considered during the review.

As of 2016, there were 16,690 acres of land within a certified Agricultural District in the Town of Clayton as the map on the previous page illustrates.

### Farm Beverage Industry

The farm beverage industry is one that is expanding in New York State. Aside from the 106 farm breweries, New York is now home to 133 micro-breweries, up from 40 in 2011, and 39 restaurant breweries, up from 10 in 2011. Also, eight farm breweries have opened off-site branch stores. According to the Governor, as of 2016, the craft beer industry accounts for 6,552 direct jobs, in addition to supporting another 8,814 jobs in related industries. It is responsible for more than \$2.9 billion in direct and indirect revenue within New York State, and another \$554 million in direct and indirect wages bringing the total economic impact of nearly 3.5 billion. Additionally, more than 3,000 jobs are supported by tourism related to the



craft beer industry, representing \$77 million in annual wages.

### Thousand Islands Seaway Trail Wine Tour

Within Jefferson County, the Thousand Islands-Seaway Wine Tour Trail has been used to promote tourism and vineyard visitation. Coyote Moon Vineyards in Clayton is located on the wine tour. It has three locations that offer tastings, the main vineyard and winery in the Town of Clayton on East Line Road, one downtown in the Village of Clayton on Riverside Drive, and another located within the Salmon Run Mall.

In addition, St. Lawrence Spirits (former Fairview Manor) on NYS Route 12E features tastings, and DeLukes Landscape and Garden Center features a winery and tasting room on NYS Route 12 east.

### 1000 islands Agricultural Tour

The 1000 Islands is well-known for its on the water attractions, but off the water the region reveals another side of its character. The 1000 Islands Agricultural Tour is a great way to explore the countryside. The region has been long known for its dairy farms and traditional products such as honey and maple syrup. Today, visitors can buy direct from producers of a wide array of agricultural products. Use this Tour to help you make delicious discoveries along our country roads. The Ag Audio Tour lets you visit farms, wineries, and crop stands at your own pace throughout Jefferson County and includes an audio narrative for each destination to allow visitors to hear the stories, see the fields, pet the animals, smell the cider, and taste the wine.

The stops in the Town of Clayton are (as of 2016): the Zenda Farm, 1000 Islands River Rat Cheese (former Gold Cup Farms), DaLukes winery, St. Lawrence Spirits, Beshaw Farms, and Coyote Moon Vineyards. Simply call (315)221-5104 and enter the two digit code on the sign at the location you're visiting and the corresponding recorded narrative will be played for you on your phone.

## Land Use/Character Introduction

Much of the land use pattern throughout the Town and Village reflects its roots as a waterfront community in northern New York. The Village of Clayton has been fortunate to retain its dominant character of a small urban village along the St. Lawrence River, visually surrounded on the remaining three sides by the rural countryside of the Town.

Today, typical suburban sprawl and commercial strip development has not destroyed the Village's historic, urban context and intimate scale or the Town's distinct rural agricultural character with open vistas and skies. After listening to residents throughout the community it is this Plan's objective to help ensure the Village's and Town's physical character is preserved and enhanced for generations to come.

This does not mean Clayton should not continue to grow. Instead we should work hard to maintain that same sense of order, intimacy, and security that we cherish. That is a resident community organized around its historic waterfront, and wrapped in the Town's rural countryside.

To accomplish that goal we must work to build upon the character defining elements of our past. A Village character that reflects the efficiencies of high density, walkability, safe/slow moving narrow streets, short blocks, and structures reflecting the massing and roof forms of our architectural past; all organized around an efficient street grid lined with treed lawns.

The Town outside the village and hamlet is quite rural with predominantly agricultural, wetland and forest lands with scattered residential, and businesses throughout open

### Land Use/Character Goals:

1. Foster future land uses in a manner and arrangement that will preserve agricultural and natural features along with rural character that make Clayton an attractive and hospitable place to live, work, and visit.
2. Encourage sound commercial and related development that is small/medium in scale and compatible with hamlet, village, and town character.
3. Provide for residential development in a manner that results in both housing and neighborhoods that are safe, healthy, and attractive, while providing a wide choice and supply of dwelling units.
4. Consider compatible renewable energy systems in appropriate locations identified by the community.
5. Foster walkable areas with physical and visual access to and along the waterfront for public use.
6. Preserve the scenic character of community gateways and corridors along NYS Route 12E, and NYS Route 12 throughout the Town of Clayton.

### Land Use/Character Objectives:

1. Initiate provisions to accommodate future residential, commercial, and other types of development in appropriate locations.
2. Encourage the preservation of agricultural lands and existing farming operations.
3. Encourage the preservation of natural features and open space.
4. Discourage the placement of land uses that are incompatible with the surrounding development, natural features and/or archeological resources.
5. Preserve the quality and natural state of environmentally sensitive areas, including surface waters, groundwater, wetlands, forested land, and wildlife habitat and migration corridor and stopover sites.
6. Protect Clayton's residents from development that would degrade environmental quality, aesthetics, natural appearance, or character of the community.
7. Develop appropriate standards to ensure future commercial and non-residential development is in keeping with applicable rural or urban character.
8. Direct more intensive types of future development into areas where public facilities and services can be economically provided in the future, as needed.

areas with less development. It is the dominance of agricultural land and natural features combined, that the residents of both the Town and Village cherish, as well as those who come to visit. Clayton is also well known for its seasonal residences along the St. Lawrence River that forms its northern boundary. Seasonal residences along the shorelines of both the Chaumont River in Depauville and St. Lawrence River (among the islands as well) in the Village and Town of Clayton also define the area where summers typically have more economic and recreational activity in and around the waterfront.

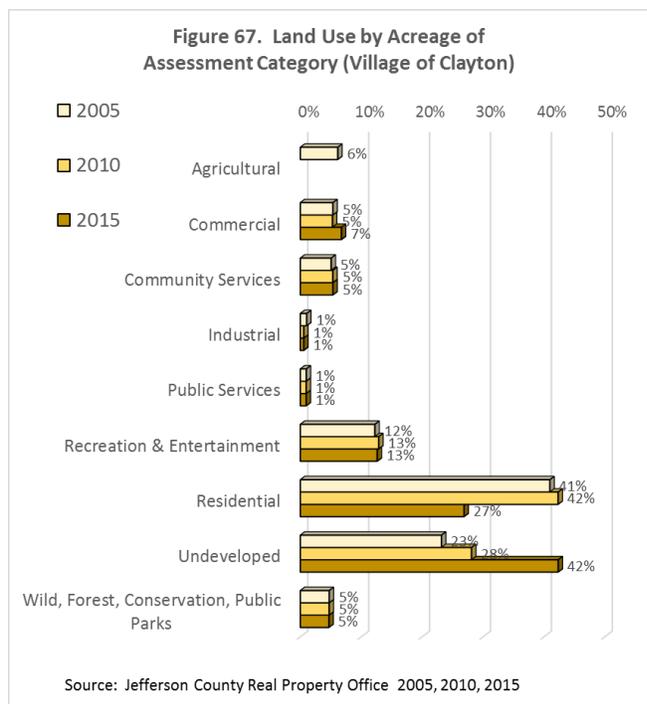
The Village of Clayton is more urban in nature, and has seen a rebirth of its downtown district in recent years. While the dominant land use is residential, commercial uses are generally concentrated in the downtown area and along the state route traffic arteries in the village. The peninsula portion of the Village contains a concentration of residential uses located within walking distance to the downtown. Also, a centrally located village green with a playground for children and open areas for adults is used for passive recreation and community activities such as a farmer’s market. Other cultural destinations, events, and activities have allowed the Village to begin to flourish year round.

The hamlet of Depauville is the other more urban area being the other population center that historically was the focus of commerce for the agricultural community. It is primarily residential with a few small businesses, churches and a library.

The following sections provide a discussion of Clayton’s land uses based on assessment category information from the Jefferson County Office of Real Property. Afterwards, a discussion of land cover and land character

**Land Use/Character Strategies:**

1. Encourage beautification efforts in commercial areas through amenities such as lighting, signage, and landscaping.
2. Direct future industrial development to locate in areas suitable for light industrial growth.
3. Ensure that necessary public services and facilities are available to support future development.
4. Recognize the multitude of factors when considering renewable energy facility placement, acknowledging that for some types such as large scale solar and commercial wind energy conversion systems there are very few areas in the Town that may be suitable.
5. Encourage managed growth of the Village and Town through good planning and appropriate development standards.
6. Strengthen and direct development toward existing communities and encourage waterfront revitalization.
7. Take advantage of compact community design that enhances, preserves, and provides access to waterfront resources.



based on aerial photography and predominant land use is described.

### Village by Assessment

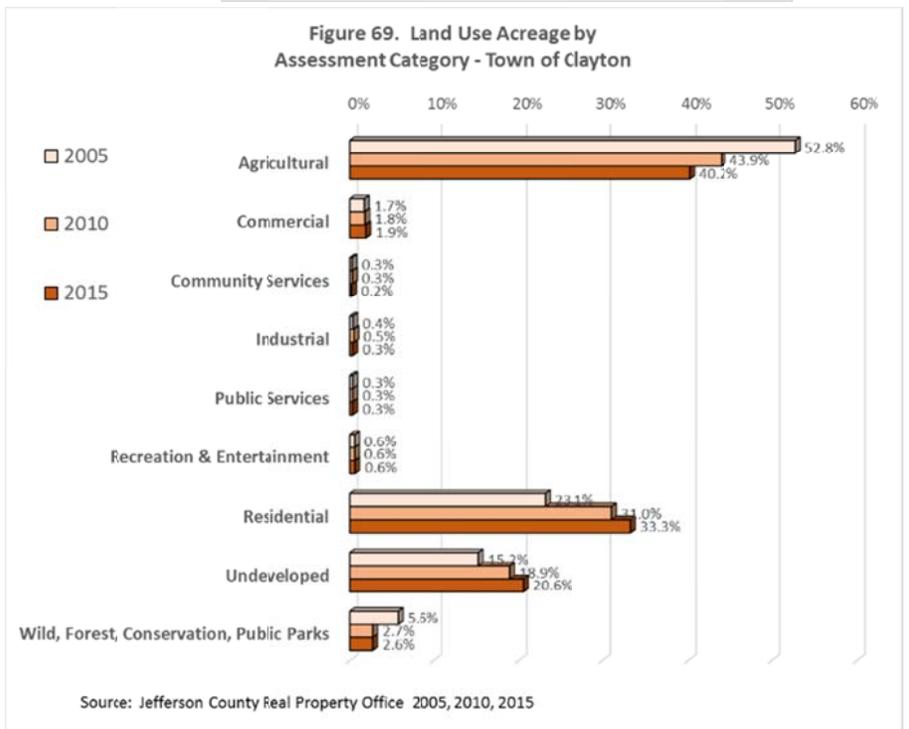
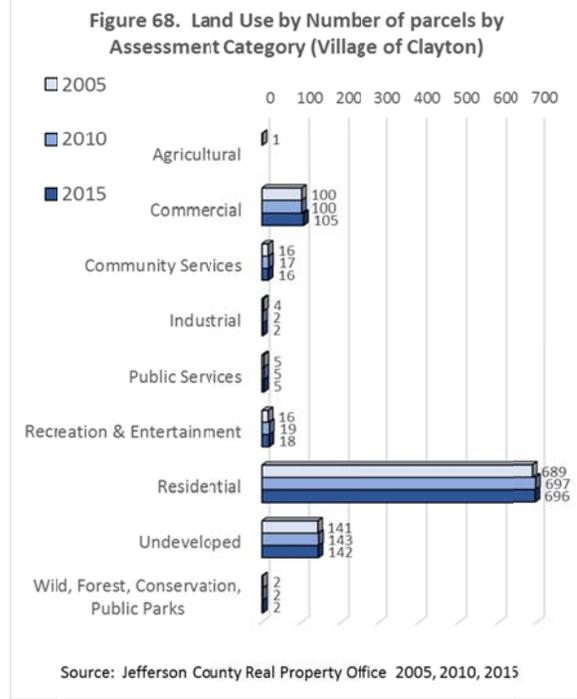
A breakdown of Village land use acreage by assessment category shows that by 2015, residential uses made up almost one third of the Village with undeveloped, recreation and entertainment, and commercial comprising the next highest acreages (Figure 67).

While recent assessment changes have led to some of the shifts such as the Clayton Country Club (~150 acres) now assessed as undeveloped (2015), in 2010 it had previously been coded as residential. The increase in Commercial has been largely due to the Thousand Islands Harbor Hotel which opened in 2014. The number of parcels (Figure 68) indicates that residential properties outnumber all other categories combined in the village.

### Town by Assessment

The Town’s three predominant land uses by acreage are agriculture, residential (year round, seasonal, et al) and undeveloped shown by Figure 69. While agricultural decreased in acreage from 2005 to 2015, farming is still a viable activity for a large percentage of the Town. Residential has increased to 33.3% of the Town’s acreage, while Commercial has also increased to comprise 1.9%.

As for numbers of parcels, the most numerous category in the Town was residential with 1,864 parcels in 2015, shown by Figure 70. This number of residential parcels includes year round residences,



parcels includes year round residences, seasonal residences, etc. The second highest number included the undeveloped category, which would include forested, vacant, and generally undeveloped properties. The

second highest in terms of developed properties was agricultural which had declined from 2005 to 2015.

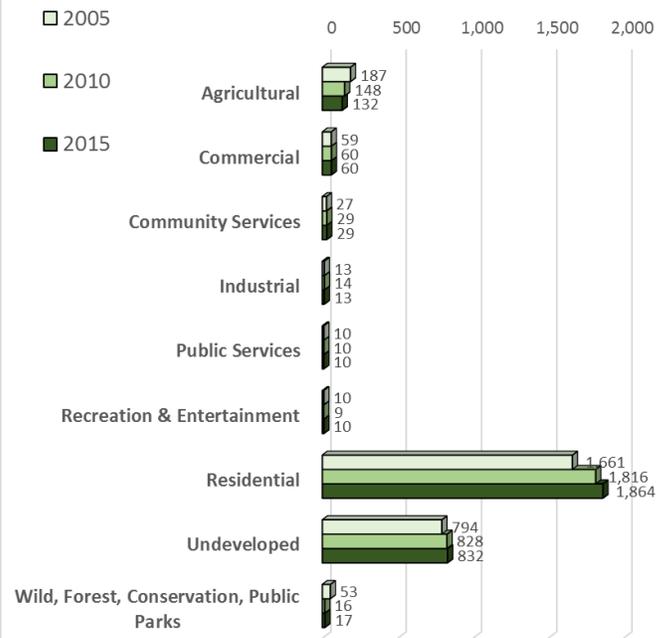
### Agricultural/Farmland

Although the Town of Clayton has significant riverfront resources with water related development, 40.2% of the Town’s acreage (outside the Village) was assessed as farmland in 2015. Based upon the total acreage, farming still encompasses the highest proportion of property town-wide. This is evident with many agricultural fields and NYS Agricultural Districts in various areas throughout the Town described in the Agricultural Chapter. Such farm fields allow for open views of much of the surrounding countryside, water bodies, and natural features. The Land Use by Assessment Map illustrates the location of agriculturally assessed parcels. The operating farms and farm fields also provide habitat options for birds and are considered part of the St. Lawrence River grassland complex which supports migrating birds and bats throughout many areas in the Town.

### Rural Residence with Acreage

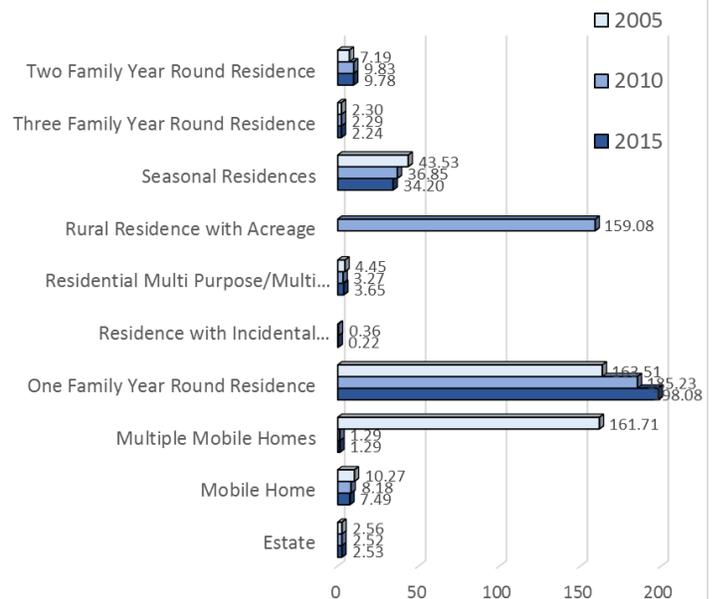
The rural residence with acreage category has been steadily increasing from 2005 to 2015 in the Town of Clayton. The consistent acreage increases for the past ten years is an indication of how open space is important to many households. In the Village, the category included data in 2010, but the parcels were re-categorized since then.

Figure 70. Land Use by Number of Parcels by Assessment Category - Town of Clayton



Source: Jefferson County Real Property Office 2005, 2010, 2015

Figure 71. Residential Land Use Acreage by Assessment Category - Village of Clayton



Source: Jefferson County Real Property Office 2005, 2010, 2015

### Year-Round Residential

Similarly, year-round residential acreage increased from 2005 to 2015 in the Village and the Town. Some of these are due to seasonal conversions to year-round use in addition to new residences.

### Seasonal Residential

While in the Village the number of seasonal residences has declined, the number in the Town increased from 2005 to 2010, and then declined slightly from 2010 to 2015. It is assumed that the declines were in large part due to conversions to year-round use.

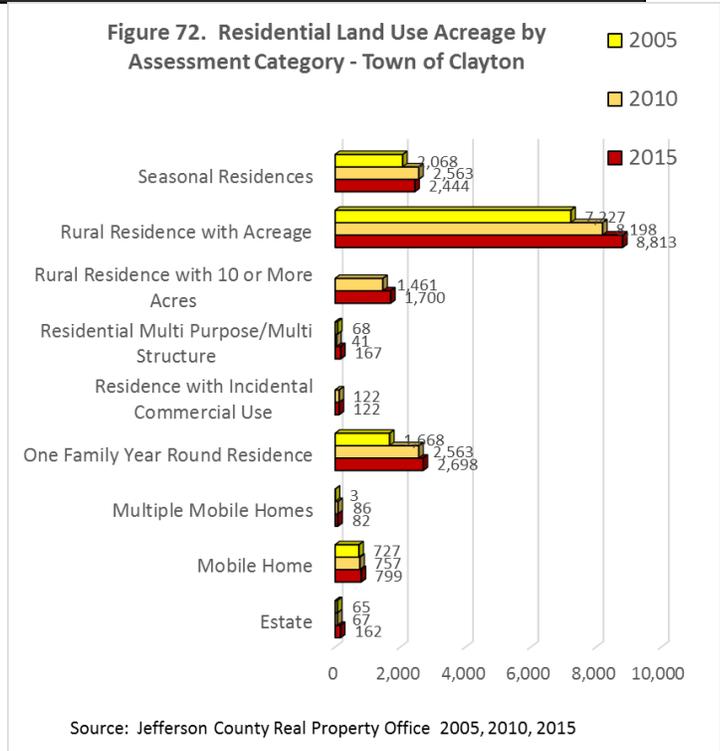
### Mobile Homes

While the Village mobile home acreage declined 37% from 2005 to 2015, the number of acres in the Town increased 10% during the time period. Clearly this affordable option for housing is still needed for some residents and their families.

### Businesses

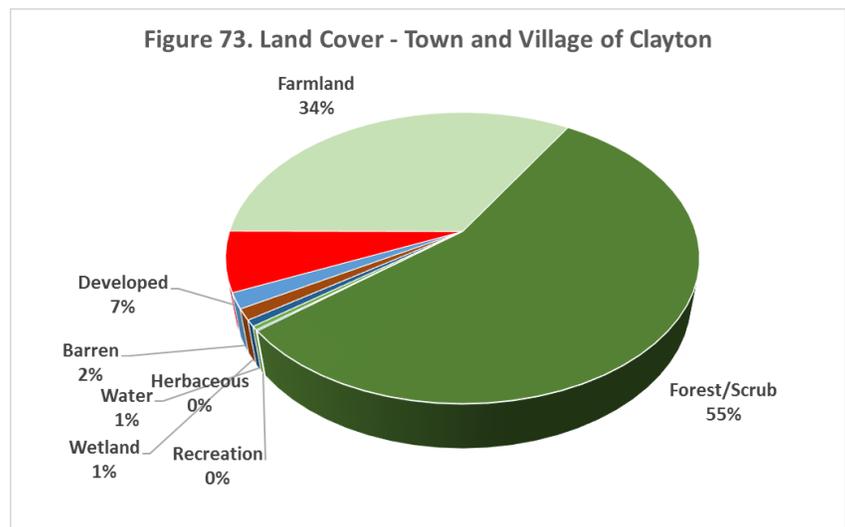
**Commercial** - In the Village, commercial uses comprise 7% of the acreage having increased to that by 2015 (Figure 67). In the Town, commercial acreage had increased to 1.9% by 2015 (Figure 69).

**Recreation and Entertainment** – In the Village, recreation and entertainment was 13% of acreage. In the Town, 0.6% of the acreage was assessed as recreation and entertainment consistently for 2005, 2010, and 2015.



### Land Cover Types

Land Cover was mapped based on 2015 aerial photography Town and Village wide at a scale of 1:5,000. Categories used were: Barren (quarries), Developed, Farmland, Forest/Scrub, Herbaceous, Recreation, Water, and Wetland according to the US Geological Survey – Land Cover Institute.



**Forest Scrub** - comprised 55% of the Town in terms of acreage. This included areas characterized by tree cover and natural or semi natural woody vegetation. Trees included evergreen, deciduous, and mixed types, as well as shrub and overgrown areas.

**Farmland** - comprised 34% of the Town in terms of acreage. This included areas of pasture, or areas planted and managed such as hay, row crops, and grains.

**Developed** - areas included residential, commercial, mixed uses, and vacant structures that may be underutilized. It included the Village of Clayton, Hamlet of Depauville, and many of the shoreline areas where seasonal and year-round homes predominate and comprised 7% of the area.

**Barren** - areas made up about 2% of the Town, and included areas of bare rock/sand/clay which included mining areas. Mining for sand and gravel and former quarries are recognizable. Please note: some areas coded as barren may actually be wetlands that may have appeared brownish when the aerial photography was taken.

**Recreation** - areas made up a small percent of the mapped area (0.4%), as they only included the two golf courses described in the Community Facilities Chapter. All other recreation areas were coded as their predominant land cover types.

**Herbaceous** - areas include very small sections that appeared to be dominated by grassland that made up 0.1% of the area.

**Wetland** – included areas where the soil or substrate is periodically saturated with or covered with water and appeared to include wetland associated plants.

## Land Use, Land Cover, Landscape = Character Areas

A character area is a portion of the town or community with distinct features, shared identity, and characteristics that differ from neighboring areas. The above described agricultural, year-round residential, seasonal residential, commercial and recreational land uses, when recognized within their associated landscape, landform, and land cover types, comprise a number of distinct areas throughout the Town. Many such land use/landscapes are considered special and unique with their own characteristics that make a multitude of areas in the Town and Village attractive places to live, work, and visit.

Therefore, the character areas were developed to identify such places and emphasize the importance of the Town's and Village's rural character and land uses within their landscape context. The intent behind identifying the Character Areas is to consider appropriate future land uses.

The Town's and Village's character areas were generalized and mapped using aerial photography, land use parcels by assessment category, NYS Certified Agricultural districts, and categorized into Character Areas identified throughout the Town and Village of Clayton. The [Existing Character Areas Map](#) shows their locations

and general areas of extent. The specific Character Areas are listed below:

**Farmland Character Area** – Farmland areas are dominated by large fields utilized for crops and/or grazing. In addition, there are farmsteads and scattered groups of residences that occur primarily in a linear fashion along roadways. Portions of NYS Routes 12 and 12E, as well as County Routes 3, 5, 11, 12, and 181 have a number of farm fields alongside.

**Forest/scrub/grassland Character Area** – Such areas include deciduous and some coniferous trees, with a high percentage of the land that is forested or covered by early successional scrub brush/trees that grow after farm fields are not cultivated or cleared for a number of years. Some areas include grasslands, creeks and wetlands. Portions of NYS Routes 12 and 12E as well as many Town Roads and County Routes intersect Forest/scrub land character.

**Rural Residential Character Area** - The Rural Residential Character Area represents a transitional area between farmland and/or forest and village/hamlet areas. Within these areas, housing may not occupy the largest portion of the land, but both farmsteads and other residences were captured. Rural residential occurs along many of the Town and County Roads, and many portions of the State Roads.

**Village/Hamlet Center Character Area** – The Village/Hamlet Center areas are relatively compact with more urban style development focused along stretches of

main streets, state highways, or near primary intersections. The land use mix of these urban centers typically includes residential with retail, services, offices, restaurants, schools, churches, parks, or municipal buildings. While in some cases they are near commercial businesses, village/hamlet centers contain single and multi-family homes. On some main streets, sidewalks may exist or be broadened to allow for enhanced pedestrian activity and the streetscape that typically includes street trees, light poles, and other amenities. Overall, these centers play a major role in defining the image and quality of life for their respective village or hamlet, and their surrounding town areas.

**Commercial Character Area** – The commercial areas include areas of commercial activity such as small retail, motels, hotels, restaurants, marinas, convenience stores, and other businesses that may be within or near the village/hamlet centers, or scattered throughout farmlands, forests, rural residential, and/or waterfront residential areas. They often occur along major highways where traffic levels provide a consistent source of exposure to potential customers (along NYS Route 12) They occur some along NYS Route 12E, but that stretch of highway is more residential with scattered mixed uses. Such areas outside the village and hamlet can be often more suburban in character than the surrounding rural areas. Where the Village/Hamlet character areas include a greater density of services and development, the Commercial areas can

include single story or buildings such as in the Village/Hamlet. It also includes the sand/gravel mining operations in the Town.

Outside the village/hamlet centers, many properties are designed primarily for access by automobile, although pedestrian activity does occur and should be incorporated to diversify traffic types and make the Town a more inclusive destination for all travelers. Boat access can enhance customer levels and be more attractive to an increased number of customers as occurs in the Village.

**Open Recreation Character Area** – The Open Recreation Character area consists of state parks, golf courses, and other lands set aside for recreation purposes. However, state wildlife management areas, Thousand Island Land Trust properties, Nature Conservancy, and similar parcels were still categorized as either forest or wetland character area depending on the predominant land cover.

**Waterfront Residential Character Area** – Most of the uses in waterfront residential areas include year-round and seasonal residences along the shorelines of the St. Lawrence River and its bays. There are some marinas and businesses oriented to the water, however the predominant use in many cases are the residences and seasonal residences. Marinas were assigned as commercial.

## Future Land Use Development

Each character area within the Town, Village, and Hamlet should be considered when developing or amending respective zoning regulations and allowable uses. Prospective development should enhance or add to community and rural character and should minimize impacts within the community.

The following chapter outlines a series of considerations to use when deliberating the merits and scope of potential development proposals and implementing the Comprehensive Plan for any pending amendment(s) or review procedures.

## Land Use Development Considerations - Introduction

Clayton's rural character is highly cherished by residents and visitors alike. It plays a critical role in the community's continued environmental, economic, and quality of life success. Eroding the Town, Village, or hamlet's character is not an option for the Town or the Village. What follows are considerations to help development build on Clayton's character rather than detract from it.

### Rural Character Defined

Rural character is oftentimes a perception unique to the individual. One person may interpret rural character as having a low density of development; another may only recognize it where there is a complete absence of man-made features, such as signs and buildings. But regardless of any individual interpretation of rural character, it remains true that as more people are attracted to rural areas, preserving the unique character of an area becomes more of a challenge. Ultimately, it is the community's own definition of rural character that is the single most important part of its preservation.

Clayton's shorelines, open fields, forests, and farmlands, draw residents to a variety of areas throughout the Town. Clayton's character is defined by its intimate scale, both spatial and architectural. The dominant character is forest lined farm fields in the Town with one and two story wood frame structures, flat open agricultural fields and wood lots. With the exception of minor topographic variation by stream and river valleys, the area is relatively flat with some relief.

The Village is defined by one and two story residences, narrow streets with short blocks and a small commercial center comprised of three and four story structures.

Both Town and Village are fortunate to have a significant portion of the St. Lawrence River and Seaway passing through its lands, opening up long stretches of shoreline. Open distant views of the River are prevalent along the Village Center, as well as from the Town and Village's historical summer home areas (now with year-round and seasonal), and its predominant rural open spaces.

### Character Area Use and Design Considerations

The identified character areas (in the previous chapter) delineate areas of common identity and character, similar to a generalized existing land use map only more closely following the actual footprint. They also identify Clayton's priority areas to take into account when future development is proposed, including residential, commercial, mixed-use, agricultural, and other potential projects. Mitigating negative impacts in Clayton and its communities and their rural character is paramount. The following set of character area considerations pertain to each area respectively and should be used to consider proposed subdivisions, project applications, and zoning amendments.

### Farmland Considerations

Land Uses in the Farmland Character Area should be oriented to agriculture and agri-businesses. Local regulations should clearly emphasize the importance to the community of maintaining farmlands and agricultural activities. Such

regulations should broadly define a wide variety of allowed agricultural uses, including agribusinesses such as food processing, veterinarians, machinery repair, and agritourism operations such as u-picks, seasonal events (corn mazes and hay-rides) and bed and breakfast inns. Additional examples of desirable land uses in the Farmland Character Area include home occupations, farm stands, farm retail outlets, farm worker housing, composting and saw mills.

Design and policy considerations in the Farmland Character Area should promote new development that minimizes impacts on farmland and farm activities.

Development in these areas should be carefully sited to avoid fragmentation of farmlands, preserve the most productive soils, and reduce nuisance conflicts. In order to accomplish this, the footprint of new non-farm development should be limited, overall residential density should be low, and new structures should be directed to the least agriculturally productive portions of a parcel being developed. Cluster or conservation subdivisions could be effectively used to cluster or move new structures away from prime farmland soils.

Farm equipment access should be maintained when approving subdivisions, especially to parcels to the rear or undeveloped parcels. Many communities use road frontage requirements as a way to reduce density and space new development, however, large road frontage requirements can be counterproductive to protecting agricultural lands and often result in large residential lots which encumber land that could still be farmed.

## Rural Residential Considerations

Land use goals should preserve the remaining rural residential and agricultural character in this area by minimizing visual impact of development from public roadways and protecting important natural features. Planning should encourage traditional but innovative development to add more opportunities for traditional community living, employment, housing, recreation, and the conservation and efficient use of open space. Future land uses should include residential dwellings mixed with commercial or retail farm support, religious, public/municipal, and recreational uses. Rural living area development should be carefully designed and sited. Small scale, neighborhood based retail businesses should be retained for hamlet and village areas.

Conventional, suburban style subdivisions and strip commercial development are land development patterns that should be discouraged within the Rural Living Character Area. Design considerations should be oriented to allow for new development that reduces sprawl, reduces negative impacts on NYS Route 12, NYS Route 12E, and other major traffic arteries, minimizes impact on the environment, reduces impacts on agricultural and forest lands, and maintains small town character.

Promotion of development that displays design features of traditional village/hamlet and Town development should be the priority. Commercial development may be appropriate if it does not create objectionable noise, glare, or odors, and where the visual and open space characteristics of the area are reinforced.

Where feasible, historic farm roads and lanes should be retained and reused rather than constructing new roads or driveways. Preserving stone walls and hedgerows will maintain these traditional landscape features, define outdoor

areas, and maintain corridors for wildlife. When historic road/lane routing is not available road alignment should respond to natural features (i.e. topography and vegetation). Existing vegetation and topography can be effectively used to buffer and screen new buildings. Buildings can be grouped in clusters or tucked behind tree lines or knolls instead of spreading them out across the landscape in a sprawling or haphazard pattern.

Clearing of vegetation at the edge of the road should only include what is necessary to create a driveway entrance with adequate sight distance. Where possible, existing vegetation can be used as a backdrop to reduce the prominence of the structure within the landscape. Cut and fill earthwork should be minimized to limit impacts on the environment and its visual character.

## Village/Hamlet Center Considerations

Land uses appropriate for the more urban Village/Hamlet Center include single family residences, two-family residences, small scale mixed use buildings (residential/commercial), institutional uses and small scale retail commercial or office buildings.

Village/Hamlet Center land uses include single family and occasional multi-family residences in well-defined neighborhoods that offer a diversity of housing choices often within a short walking distance to the downtown or business areas as well as other recreational and cultural amenities. Homes located along primary streets and side streets, are often connected to a sidewalk system along the street. Building setbacks from the right of way are shallow and mostly uniform, with relatively narrow lots that place homes in close proximity to each other. Residential streets in these areas are of a width

that promotes slower vehicular speeds. Residences are the primary land use within the character area. Schools, small scale retail and offices, parks, and churches occur as well and are accessible by vehicles and pedestrians (i.e. uses in close proximity with pedestrian walkways).

Village/Hamlet Centers are intended to serve as destinations and activity nodes for outlying areas. New development should be pedestrian friendly in both design, layout and development. A primary driver of character within the village/hamlet center area is the relationship between buildings and the street. Consistency in height and massing are important to the sense of place. The increased density and height creates distinct opportunities and challenges for communities striving to grow and revitalize.

A critical design consideration for the Village/Hamlet Center character area is density of housing units. This character area has the highest density unit-per acre within the Town. However, it retains its small town character. Another crucial design consideration is the connectivity of neighborhoods to public spaces. Village/Hamlet Center areas often have small lot sizes that prohibit expansive areas for relaxation and recreation. As a result, there is often a demand for larger open spaces and programmatic options for its residents. Centralized public open spaces vary in size and provide opportunities for structured play or passive recreation. Such recreation spaces must have direct pedestrian and/or street level connections.

Important Village/Hamlet Center design priorities:

- Retain uniform setbacks along a street frontage.
- Reduce or eliminate “saw-tooth” lots created by vacancies or deep setbacks.

- Retain consistent building heights along a street frontage.
- Buildings should be no more than 2.5 to 3 stories high or similar to surrounding building heights.
- Encourage similar uses on opposite sides of the street or road.
- Parking lots should be located on the side or rear to maintain close proximity of the building to the street.
- Orient principle entrances to primary streets.
- Connect entrances to sidewalks (if present).
- Construction materials should be consistent with traditional building materials or appear so.
- Architectural character should emulate traditional or vernacular styles within the area.
- New development should include significant landscaping (street trees).
- Retain specimen and/or mature trees, especially those along the roadside.
- Utilize only native and/or hearty species that will survive in the North Country.

### Waterfront Residential Character Area Considerations

Nearly all the uses in these areas are single family detached structures that are used for permanent or seasonal residences. The occasional small scale convenience retail, campground, motel, or marina services are also included. Although small in physical area, the character of these locations is significantly different from the surrounding landscape, with the proximity to water or water views providing the main attraction for most properties.

Primary design considerations for the waterfront residential character area include access to the water or public access to the water where feasible, and the protection of water resources. The demand for property in these areas has led to a high amount of private ownership. The retention and enhancement of public access therefore is a community priority.

Non-residential development should be reviewed to ensure objectionable noise, glare, and odors are limited and the visual and open space characteristics of the area are reinforced. Landscape buffering and screening can mitigate visual impacts. However, noise and odors are more challenging to mitigate without specific measures. Noise impacts must be mitigated and defined when adjacent to residential properties or on a residential street.

### Commercial Character Area Considerations

Commercial areas throughout the Town are small office, retail, marina, or other services or industries that enhance Clayton's character in many ways. Within the Village, there are businesses in the historic downtown area which are two and three story buildings. This aspect is important to the downtown as a destination. There are some additional businesses along James and State Streets that are more suburban in character, but offer needed services convenient to the motoring public and nearby homes. Within the Hamlet, the few businesses, offices, and churches offer needed goods and services on which the hamlet residents and travelers depend.

Conventional suburban style subdivisions and strip commercial development are land use patterns that should be discouraged within the Commercial Character Area. Design

considerations should be oriented to allow for new development that reduces sprawl, reduces negative traffic impacts on main streets, NYS Route 12 and other major arterials. It would also minimize impacts on the environment, waterfront residential, rural residential, agriculture and forest lands that comprise the small town rural character.

Commercial development should build upon the historic development pattern of the area in which it is proposed. The community should promote projects that display the design features (such as layout and density) of the Village, the Hamlet, and the Town respectively. Commercial development should minimize objectionable noise, glare, or odors, and visually preserve open space characteristics.

### Forest/Scrub/Grassland Character Area Considerations

Forest/Scrub comprises the largest area in the Town. The deciduous and coniferous trees provide for much of the area's character. They also create a habitat for wildlife and travel corridors similar to the Farmland Character Area. While many of the Forest areas are uninhabited, they contain many pockets of rural residential and some commercial and recreational features.

Land Uses in the Forest Character Area should retain trees/shrub cover to maintain the desired character. Local regulations should clearly emphasize the importance to the community of retaining specimen or mature trees worthy of protection during development and thereby allowing clearing for forest management or forestry-related activities.

## Potential Development Forms: Conventional and Creative

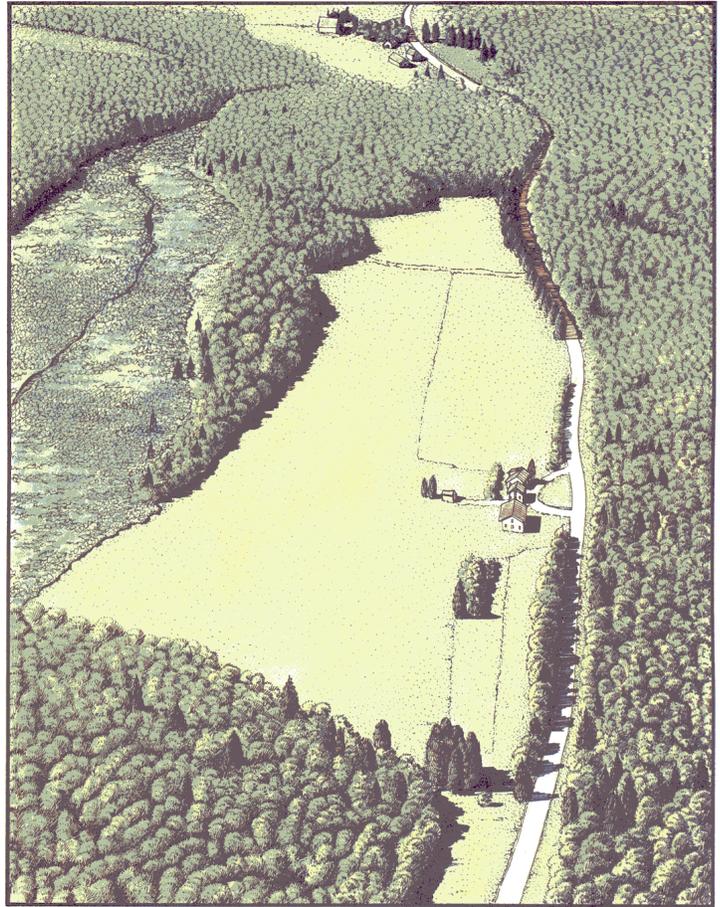
During the Public Meeting and Public Hearing, posters that illustrated development scenarios were presented for open discussion. They illustrate a site before development, then the same site with conventional development and then that site with a creative form of development. Three sets were displayed and examined by visitors: a board with a residential scenario, a board with a residential/commercial scenario, and another board with a Village/Hamlet scenario. Refer to the residential and residential/commercial scenario below from: *Dealing with Change in the Connecticut River Valley: A Design Manual for Conservation and Development* – 1988. The Village/Hamlet scenario was from the *South County Design Manual, 2001*.

### Farmland, Forests, and Residential Landscape Site Data:

Landuse: Dairy farm on a town road  
 Landcover: Field, wetland and forest  
 Utilities: No Town water or sewer  
 Zoning: 1 acre minimum, 150 ft. frontage

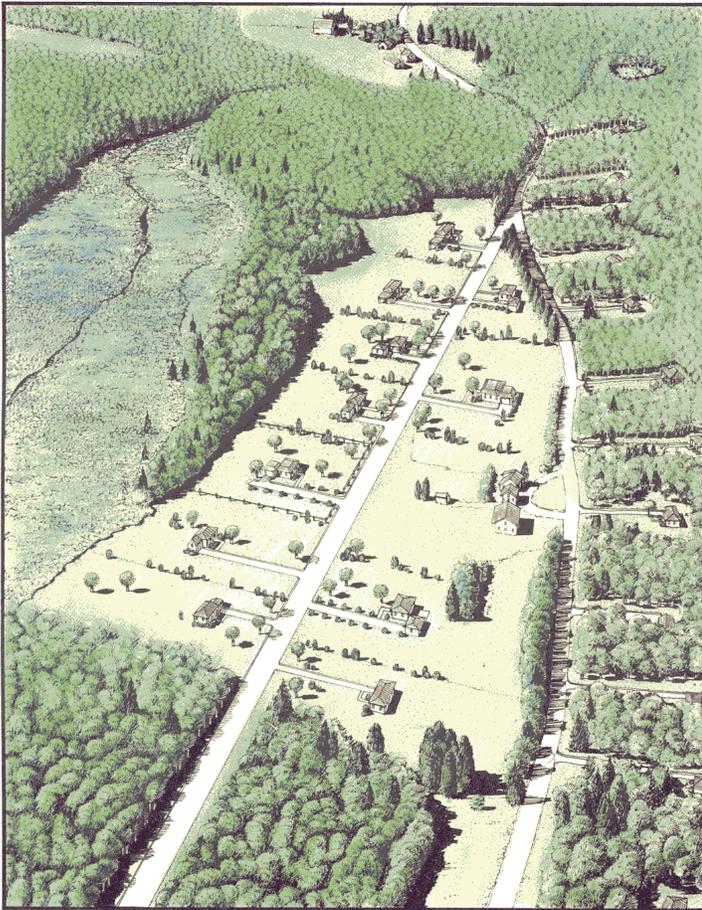
- Farmstead located adjacent to scenic town rd
- 60 acres of hayfield leased to neighbor farmer
- 40 acres of wetland and wildlife habitat

### Aerial view of site before development: Farmland, Forests, and Residential Landscape



*Aerial View of Site C Before Development*

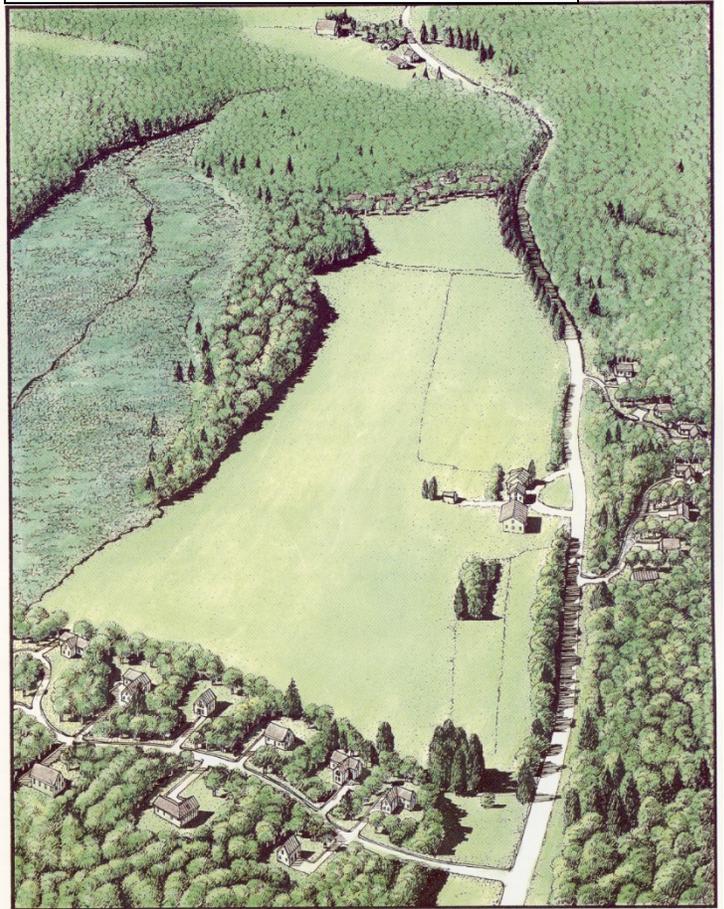
**Aerial view of site after potential  
Conventional Residential Development**



*Aerial View of Site C After Conventional Development*

The above example of Conventional Development results in the town road being widened and straightened, impacting farmland value and scenery. The developer locates 26 lots on entire acreage affecting most of the farmland and forest. Wetlands and wildlife habitat are then subdivided, thereafter become vulnerable to additional future development. Any future timber management is then precluded by large lot development.

**Aerial view of site after potential  
Creative Residential Development**



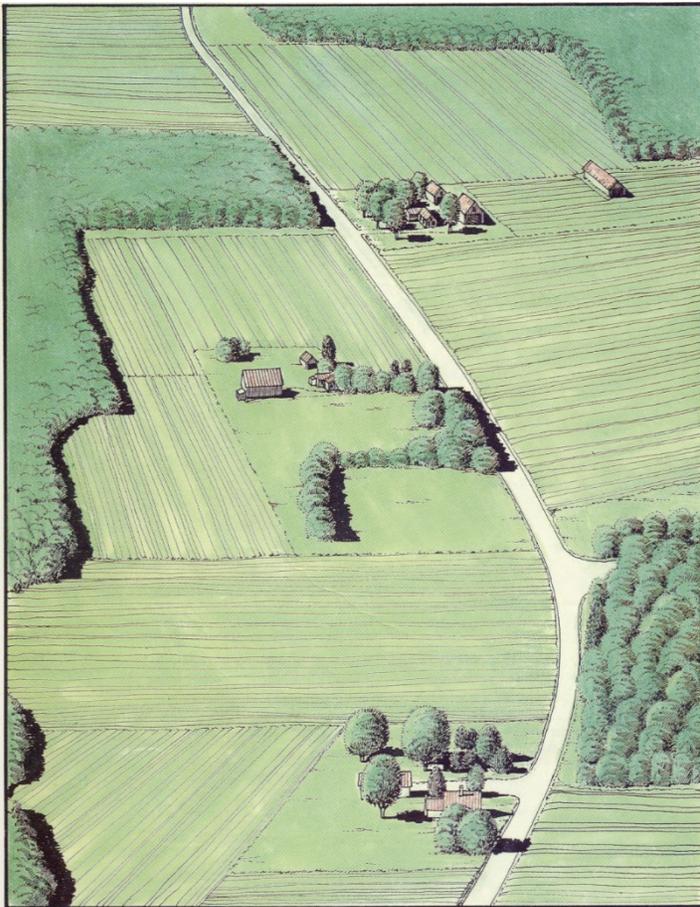
*Aerial View of Site C After Creative Development*

This alternate example of Creative Development of the same site results in the town road designated as scenic road with moderate improvements within existing right-of-way. The Town then enacts mandatory open space development provision for farmland. The developer locates 28 lots on 24 acres, saving over 100 acres of farmland and forest. Thereafter, the farmlands, wetlands, wildlife habitat, forest, ridgelines and scenery are preserved. This allows the farmland to continue to be leased by a neighboring farmer. It also allows the same amount of development (number of lots) while using 25% of the acreage,

with the leftover allowing significant future farm use.

The next example presented at the Public Meeting illustrated a Commercial & Residential Development Scenario from the same publication: *Dealing with Change in the Connecticut River Valley: A Design Manual for Conservation and Development - 1988*.

**Aerial view of a Traditional Farmhouses, Farmfields and Forest Landscape site before development**

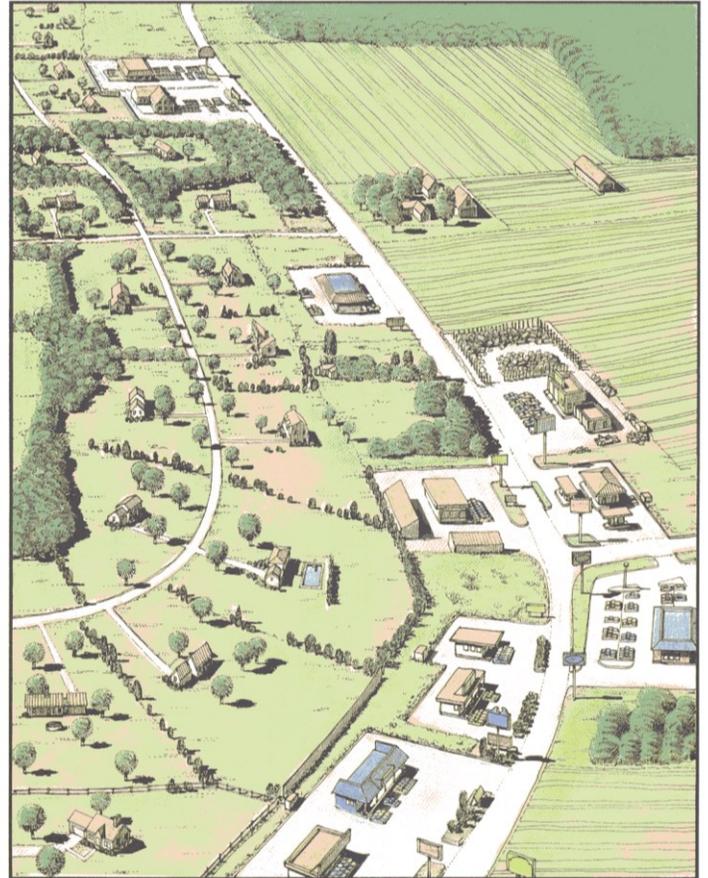


*Aerial View of Site B Before Development*

Existing landuses are cropland & farmhouses on a Scenic State Highway with Fields, woodlands and forest as landcover, with Town sewer and

**Aerial view of site after potential**

**Conventional Commercial & Residential Development**

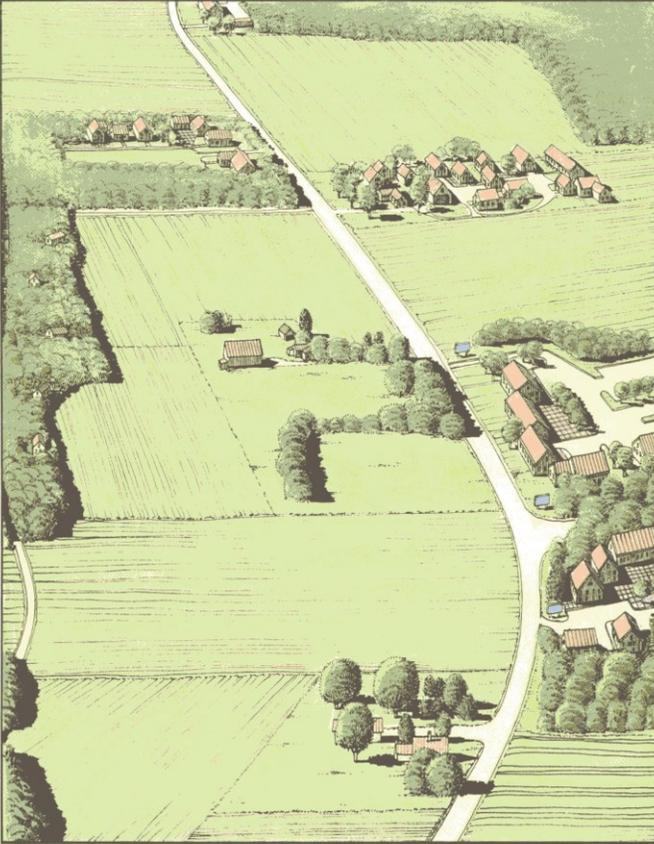


*Aerial View of Site B After Conventional Development*

water available. Zoning is commercial and large lot residential.

Consistent with existing zoning, highway frontage developed with residential & strip commercial lots. Large illuminated signage and parking lots dominate the roadside creating more visual clutter along the highway. This scenario results in a total loss of farmland use, including the loss of rural character and visual quality. It includes a large lot residential subdivision of farmland behind the commercial strip on the new subdivision road.

**Aerial view of site after potential  
Creative Commercial & Residential  
Development**

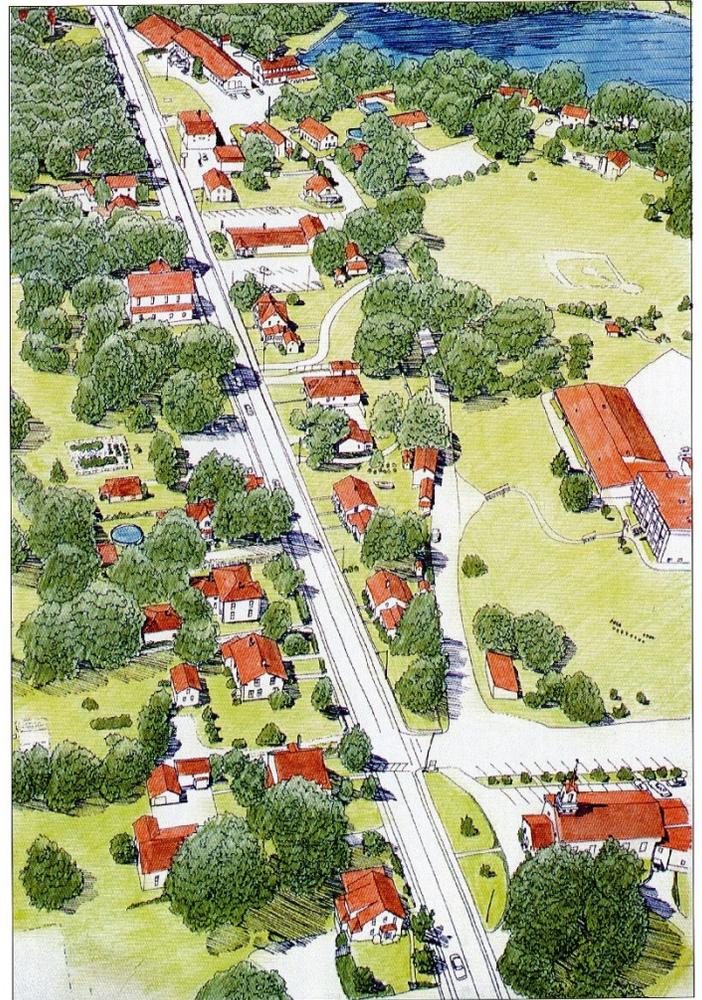


*Aerial View of Site B After Creative Development*

Creative commercial development would be clustered in the wooded areas and at major intersections. Signage and lighting controls, would also include underground utilities. Parking and storage would be behind buildings. New commercial structures would reflect traditional architectural character of the area. Residential development located within clusters also within wooded areas, and at the edges of farmland. Roads would avoid farmland, which would fit along topographic features.

The next example presented at the public meeting illustrated a Historic Village/Hamlet Development Scenario from a similar publication: *South County Design Manual, South County Watersheds Technical Planning Assistance Project, 2001*.

**Aerial view of site before development:  
Historic Village/Hamlet before development**



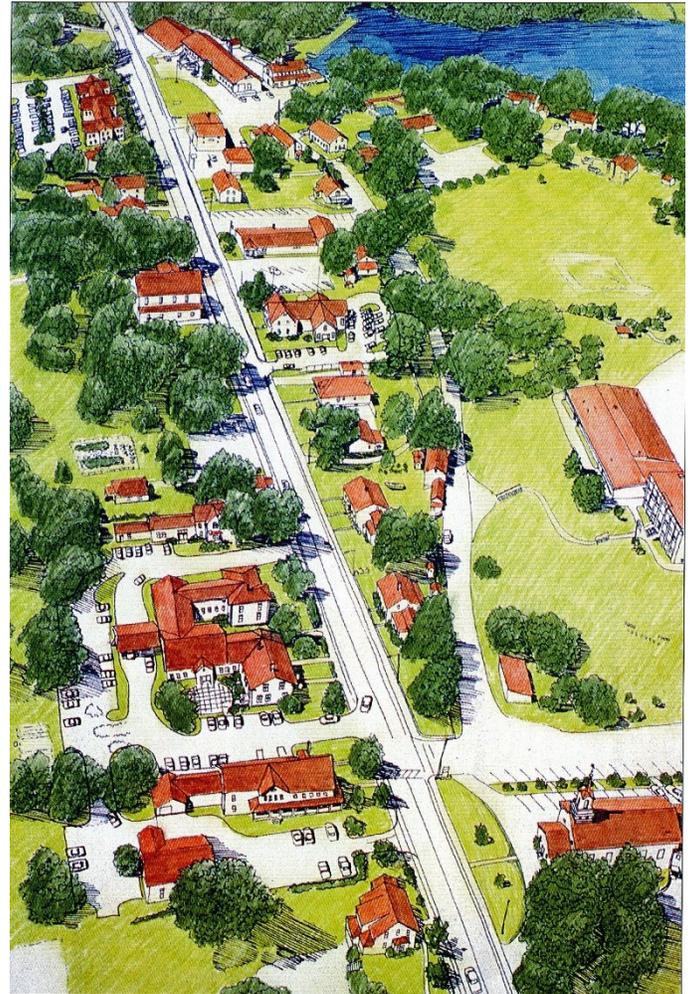
The historic village/hamlet prior to development has historic homes, commercial buildings, mills, churches, and other buildings along Main St. It has a variety in size, shape, and architectural styles, unified by the scale and function of Main St. Functionally, it is still a 19<sup>th</sup> century village, with homes, a school, churches, commercial and

governmental uses in close proximity. Currently it is a walkable community, with a high degree of livability and sense of place.

This tends to increase development costs, limit investment, and as development does occur, it typically does not relate to the existing village/hamlet scale or appearance, and tends

**Historic Village/Hamlet Conventional Infill Mixed Development**

**Historic Village/Hamlet Creative Infill Mixed Development**



**Conventional Zoning and Development**

to favor the automobile over the pedestrian. Thus it ensures the loss of historic character and architecture remaining in the village.

Under current zoning in the example Village/Hamlet, lot size and setback requirements, minimum areas for parking, and open space requirements for each building lot make it hard to build anything without tearing down existing buildings and consolidating lots. Typical proposals include front yard parking areas, setback buildings, and separating uses.

**Creative Infill Mixed Development Design**

New uses required to conform to the visual character and patterns of the existing village, vs. the other way around. Keeping a compact, pedestrian friendly environment, while meeting

the demands of the market for pedestrian and vehicular access and parking.

**Uses:** A mix of residential, commercial, and institutional uses with emphasis on smaller scale businesses that could fit into existing buildings or new buildings at a compatible scale.

**Access:** Shared curb-cuts and driveway connections between parcels reduce car and pedestrian conflict, allow neighboring business traffic, and improve streetscape appearance. Drive-thru windows and lanes at the rear of buildings allow function, while keeping the streetscape pedestrian friendly.

**Parking, architecture and landscape:** Parking lots to the side and rear of structures allow buildings to be closer to the street, retained structures with rear additions in compatible styles, shade trees would be added and existing trees preserved to limit parking area views.

## Urban and Rural Form

As generalized in Chapter 11, Land Use and Character, development within the Town of Clayton, Village of Clayton and Hamlet of Depauville follow distinct forms that are quite distinguishable in most cases.

Most of the Village follows an urban pattern with straight linear tree-lined streets in a grid pattern with short blocks, concrete sidewalks with curbs, and either flat topography or very little grade changes. Also, urban structures follow uniform setbacks with buildings close to the street and many buildings two stories in height especially within the older sections. Three story buildings dominate along the Village's historic downtown area. Vegetation in urban areas has more regular spacing and is used for shade trees and street framing. Small well-manicured lawns are typically found in more urban areas.

Conversely, throughout much of the Town, roads are more curvilinear following the landscape variation with more rolling hills, escarpments and other landforms. Structures follow varied setbacks as homes have been located to take advantage of views of the water, countryside, or where they historically originated. Vegetation is more prevalent with less formal patterns and as natural buffers have been allowed to dominate. Open fields and irregular shaped larger lawns dominate the area as well.

## Urban and Rural Form Zoning Considerations

Zoning considerations in both the Town and Village should preserve and build upon their own distinct character defining elements as described above as well as the following:

### Village - Urban Character

- Maintain urban character,
- Uniform building setbacks,
- Gridded street pattern,
- Short blocks,
- Concrete sidewalks with curb,
- Tree lawn (8' minimum)
- Street trees (in the tree lawn)

### Town – Rural Character

- Maintain rural character,
- Street/Highway alignment, respond to topography,
- Deep varied building setbacks,
- Clustered street tree planting to screen adverse views,
- Preserve existing vegetation and natural features whenever possible ie. topography, vegetation, wetlands, stream corridors.

### Town & Village

Whenever possible both Town and Village should encourage underground utilities within future developments and look for other public opportunities to do the same.

## Character Defining Elements

After carefully reviewing the public input from the Town and Village (public input as described throughout Chapter 8, Public Input) it was the committee's opinion that preservation of the Village's and Town's visual character weighed very high on residents/property owners priority lists. As a result, the committee worked to identify those physical features/elements that, individually or in combination with each other, created or comprised that character. It also became clear that what we know as urban sprawl and strip development was not encouraged, or in the Village's/Town's best interest.

Continued reference to the unique character of the Village, and the rural/agricultural character of the Town, led the committee to encourage the Comprehensive Plan to recommend the preservation and enhancement of those two distinct areas of existing visual character.

The following is a list of existing elements within the Town and Village that the Comprehensive Plan committee has agreed should be considered by the Town/Village Board and Planning Board in the next update of both zoning ordinances. The list identifies the physical elements that influence/decide the visual character of a view shed through their presence or absence, organization or placement, and size or mass. They are considered to be the primary elements that need to be addressed to help direct the preservation and enhancement of the Town's and Village's visual character for future generations.

### Village/Hamlet Character Defining Elements

#### Public Domain (i.e. streets/walks)

1. Widths (narrow residential streets)
2. Organization (primarily a grid pattern)
3. Street edge (curbed)
4. Parking (curbside parallel)
5. Small Blocks (measured in 100's of feet)
6. Pedestrian circulation (concrete sidewalks in public domain)

#### Buildings

1. Commercial
  - a. Height (4 and 3 story)
  - b. Roof form (flat)
  - c. Setbacks (buildings front on ROW line)
2. Residential
  - a. Height (2 story)
  - b. Construction (wood frame)
  - c. Setbacks (uniform and shallow)
  - d. Backyard garages/small barns
  - e. Roofs (Gabled)

#### Vegetation

1. Shade trees (in tree lawns)

#### Topography

1. Street profiles (uniform, geometric)
2. Lawns (Flat geometric plains)

#### Scale

1. Space (intimate, small, personal)
2. Elements (respect size, material, and mass of surrounding elements)
3. View shed (contained, limited by presence of other character elements, except along waterfront)

#### Utilities

1. Generating facilities (a few site use solar)
2. Overhead transmission lines (none in Village)
3. Overhead distribution lines (i.e. phone, electric, cable, (Primarily along street corridors) 50-75 foot heights)

## Town Character Defining Elements

### Public Domain (i.e. roads/trails)

1. Road width
2. Alignment (natural following land form)
3. Edge (NYS paved, County/Town stone)
4. Parking (parking lots or areas)
5. Block Size (varied and large, measured in miles)
6. Pedestrian circulation (trails connecting activity areas, concrete walks to internal areas)

### Buildings

1. Height
  - a. (residences 2 story)
  - b. Barns/silos (3 to 5 stories)
2. Roof forms (Gabled)
3. Setbacks (deep and varied)
4. Construction (wood frame)
5. Organization (Clustered: barn, house, garage, sheds, silos)

### Vegetation

1. Hedgerows (linear)
2. Wood lots/tree masses (clustered, natural)

### Topography

1. Road profiles (responds to landform/natural)
2. Alignment (line of least resistance)
3. Natural (free form)

### Scale

1. Space (open, natural/informal, expansive, unlimited)
2. Tallest element are agricultural structures, i.e. barns and silos, and vegetation
3. Viewshed (unlimited, not limited or constrained by other character elements)

### Utilities

1. Generating facilities (small, individual, agricultural wind turbines)
2. Overhead transmission lines (none in Town)
3. Overhead distribution lines i.e. phone, electric, cable, (primarily along highway/road corridors) 75 to 100 feet high

## Large Development Proposals and Rural Character

### Village/Town - Urban and Rural Character

It is recommended that regulations regarding large development with potentially significant impacts should follow the Character Area and Rural/Urban Form considerations described above, applicable to all new uses and projects.

Projects should also follow the survey input and public input feedback regarding preservation of Clayton's Town and Village Character. This involves objectives extrapolated from the public survey/data, which should meet specific criteria/standards, or address other issues and priorities of the Town. This could also be a method of dealing with future challenges that our Town may face, or develop compatibility tools not adopted yet that may also be useful for the future.

### Guiding Principle (Town/Village Rural Character)

No plan or zoning can anticipate all eventualities the future may bring; a plan can only provide a vision and a basis for a path forward. The zoning/land-use laws are the mechanism to achieve the goals of that guidance, but are not always adequate for the unforeseen. Therefore, there is a need for a mechanism of addressing the unforeseen, as well as judging the methods and modes employed for achieving the over-all vision in the plan. One mechanism/method to fill this need is by use of a *guiding principle*, one that can be applicable to all components of a Comprehensive Plan and the accompanying zoning laws that are based in the plan. A guiding principle must be derived from the plan vision/goals combined with the identifiable outstanding common denominators of the public input and survey data. This principle should not be inconsistent with an existing plan,

and should be consistent with any Local Waterfront Revitalization Plan (LWRP) or similar mechanisms the Town or Village has in place.

It is the *character* of the Town, Village and Hamlet that is the single most important common denominator of the data collected. Essentially, the St. Lawrence River is also a major component part of the character of our Town and Village. Responses frequently mentioned open spaces, scenic vistas, culture, agriculture, etc. As such, the guiding principle for future development/land-use/zoning, and a metric for monitoring the strategy-goals in the Comprehensive Plan could be “Protecting, Preserving and Enhancing the Character of the Town/Village/Hamlet”.

The guidance for encouraging economic growth, and the type of development/land uses, can all arise from this common denominator and guiding principle of our community’s “character”. Of course everyone’s idea or definition of “character” may be somewhat different or subjective. To define this term for use in a guiding principle, “character” can be viewed as being composed of three components. Identifying each component allows a “snap shot” of that area, which provides a “base line”. These three make up the “definition” of our Town “character” used as the guiding principle.

“Character” has three components:

- A) Natural.** This includes the natural features such as the St. Lawrence and Chaumont River(s), the topography, geology, hydrology, the flora and fauna, in essence all the natural environmental features of our Township and its past history.
- B) Physical.** This includes man-made physical structures, natural features, major landscape alterations, building

architecture and layout, infrastructure and public facilities. Current and past land use/physical conditions are also a consideration.

- C) Cultural.** This contains the other past and present elements of our Town human and social activity not found in A) or B).

Many elements of our Town that relate to our daily life fit in this category, from demographics to the arts. Cultural is the broadest and most subjective defining component of character, noting the social/societal element of our community. It also contains the most esoteric element of a community that is the *community spirit*, a term that is self-defined by the community, and is quantifiable and measurable by how a community views itself, and treats its citizens, as well as visitors.

By identifying these three components in such a manner, it allows a way to inventory, describe and define what the citizens of Clayton consider to be the *character of our Town*. An example of the application of a guiding principle would be in dealing with questions involving major changes to the Zoning Law or approval of new developments that are not foreseen or not specifically identified as desirable in the Comprehensive Plan or existing zoning. For instance, the Guiding Principle should govern consideration for the landing of MD2 district status, Clayton’s primary tool for addressing zoning relief for existing non-conforming use/structures if applicable.

These evaluations it will determine whether the character of the Town is affected positively or negatively, and what use-restrictions or modifications are appropriate in order to grant zoning relief. Maintaining the *character* of the Town, is a balancing act between the limited nature of these properties and the need for zoning use/structure conformity.

### Scale of Structures

The overall character of the Town and Village, based on the responses to the survey, and more recent public meeting and written input, dictates that the term “scale” is applicable to what is generally acceptable for future development. This is correlated to public input and the 1998 Comprehensive Plan as well. Scale is a function of the character of the Town and Village as people relate to the scale and architectural mass of structures, expressing a clear desire to maintain the “scale” of development to match the community’s existing physical structures. One of the most prominent features of the Town/Village’s architectural scale is overall height, followed by mass, form, material, and architectural detailing. Therefore, a height and mass limitation is one of the best tools for maintaining the scale of physical structures. The only structures to be exempt from the height limits under special use are: dedicated communication or emergency communication towers, religious institutions (i.e. steeples), agricultural silos/storage, and on-site usage of small wind turbines. All other structures of any type shall be limited to the current height restriction of 35 feet and a mass prevalent in the developed areas. Variances should be considered as minor, limited, adjustment to buildings.

### Expanded Scenic Overlay District

Another consideration is expanding the Scenic Overlay District and its pursuant protections to the entire view-shed and footprint of the Town. The one mitigation that is available for the Town, for scenic or visual impacts to the Scenic Overlay District is the extension of that District and its protection to all areas of the Town’s jurisdiction.

*‘ It is recognized that the scenic value of the Town is not limited to the current Scenic Overlay District, but is a key part of the quality of life for all citizens, and essential to the over-all scenic experience/value for year round residents, seasonal and visitors alike, across the entirety of the Town. In recognition of the subjective, indistinct threshold of where scenic value may end or begin, it is deemed that the Scenic Overlay District borders should be expanded to be one and the same as the Town boundaries.’*

### Planning Project Considerations

The following planning project considerations should be used during development or redevelopment project reviews, updating the zoning law/ordinance, and establishing subdivision requirements. Minimum standards for lot creation, road design and the pattern of development are imperative. Development should be shaped to complement the character of the Town, Village and its hamlet to improve the quality of life for current and future residents.

## General Planning Considerations

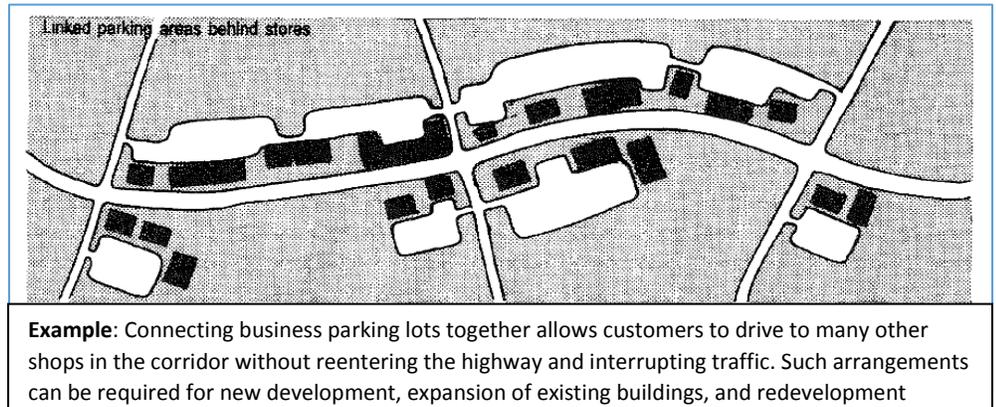
- ✓ **Future growth potential (T)** – Continue exploring funding opportunities to expand sewer and water districts including local capacity. Identify appropriate areas within the Town, Village, and Hamlet for suitable population and employment growth.

For example, appropriate areas for residential, commercial, or mixed use zoning districts should be established in order to enhance development opportunities, providing for additional growth. The area along the NYS Route 12 corridor east of the Village, where several businesses and homes are concentrated could be considered a mixed use district. This would also allow needed services to be examined for feasibility. Similarly, certain areas where residential is concentrated such as NYS Route 12E should be considered for establishment of residential zone, thus reinforcing, preserving and protecting such uses. Existing size, mass, architectural detail and setbacks should be mimicked. Also, areas with services could be targeted for residential and business growth in suitable densities or as mixed use areas.

- ✓ **Attracting growth (T & V)** – It is important to foster appropriate development opportunities that interconnect with existing neighborhoods and business areas. This will improve the overall desirability and

destination quality of the community while limiting impacts on existing uses.

- ✓ **Connecting current businesses (T & V)** - New projects will foster traffic/pedestrian connections to existing business/residential areas. This connectivity will alleviate congestion and enhance aesthetics.



- ✓ **Curb cut/access management (T & V)** – Use of shared driveway accesses and internal access connections among adjacent businesses are favored over excessive numbers of individual curb cuts with no connections.
- ✓ **Electric Utilities (V)** - Consider the merit of utilizing underground utilities. This could improve reliability, fire safety, reduce vehicle accidents with poles, and potentially improve aesthetics.

- ✓ **Drainage affects water quality (T & V)** - Drainage facilities should be incorporated onsite and existing drainage systems should be improved to limit storm water impacts downstream or on neighboring properties. Such drainage facilities should include detention and retention, bank stabilization, and safe practices for snow removal and lawn care to keep particulates and contaminants from draining into local water bodies.

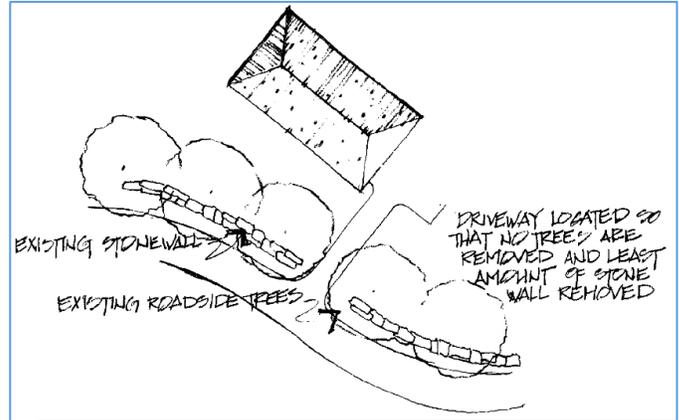


**Surface water flow example:** illustrates common pathways that contaminants can be transported by surface water flow

For example, any substance within the watershed which can be transported by water (e.g. detergents, eroded soil, septic effluent, pesticides, & oil/road dust) can eventually reach the river, stream or lake and affect water quality. It is not only shoreline uses, but activities anywhere within a lake or stream’s watershed which affect water quality.



AN EXAMPLE OF A BUILDING OUT OF SCALE AND CHARACTER WITH THE EXISTING BUILDINGS ON EITHER SIDE.



**Example:** Existing features to design site around vs removal

- ✓ **Existing features (T & V)** – Existing character features such as roadside trees, stone walls, tree lines, fencerows (which often have trees and fences of some kind), should be preserved (or disturbed as little as possible). Such features serve to retain the rural character of roads.
- ✓ **Historic building form & styles (V)** - Where appropriate, consider guidelines for historic compatibility in the Village and Hamlet when new developments are proposed and when reuse of existing buildings/homes occurs.

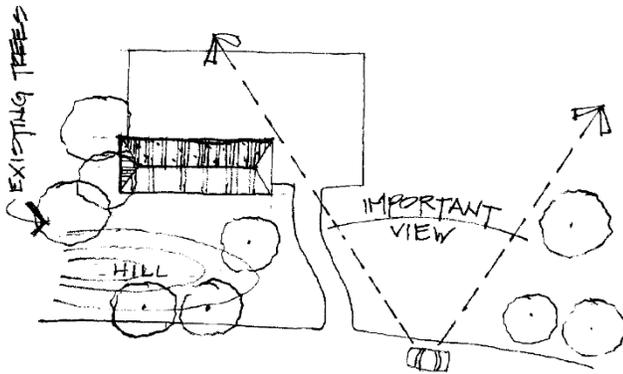
In historic districts or areas with a predominant style, form or scale, new structures should be required to echo the scale, style, form, rhythm and character of the neighborhood. Don’t locate a one story building in a three story block or a concrete-sided building on a street of wooden sided buildings. Consider consistency with size and materials whenever a new building is proposed, or when renovations that could affect the appearance of an existing structure are proposed.



- ✓ **Mixed use buildings and projects (T & V)** - Compatibility could include mixed use developments where feasible to include the historic pattern of services/employment centers with residences above or nearby, to allow enhanced pedestrian opportunities and decreased traffic congestion similar to the Village and Hamlet.

For example, interconnected mixed-use projects allow pedestrians to live and walk to nearby work and entertainment opportunities or to needed goods and services without having to drive distances to do so. This limits traffic congestion and parking demand.

- ✓ **Building placement (T & V)** – Buildings should be sited so that obstruction of important or priority views from roadways, sidewalks, and parks will be minimized. This can be achieved by taking advantage of topography or existing vegetation in the Town, Village, and Hamlet.



BUILDING LOCATED OUT OF THE WAY OF A BEAUTIFUL VIEW OF THE COUNTRYSIDE, TAKING ADVANTAGE OF A SMALL HILL AND EXISTING TREES TO SCREEN THE BUILDING.

- ✓ **Green Infrastructure (T & V)** – This is an approach to storm-water management that protects, restores, or mimics the natural water cycle. Rain gardens or bio-swales can be included in medians and along parking lot perimeters, benefits of which include less water



Source: Andrea Doney and Elizabeth Plater-Zyberk

runoff, heat island mitigation, and a more walkable and pedestrian friendly environment. Permeable pavements also reduce runoff most of the year.

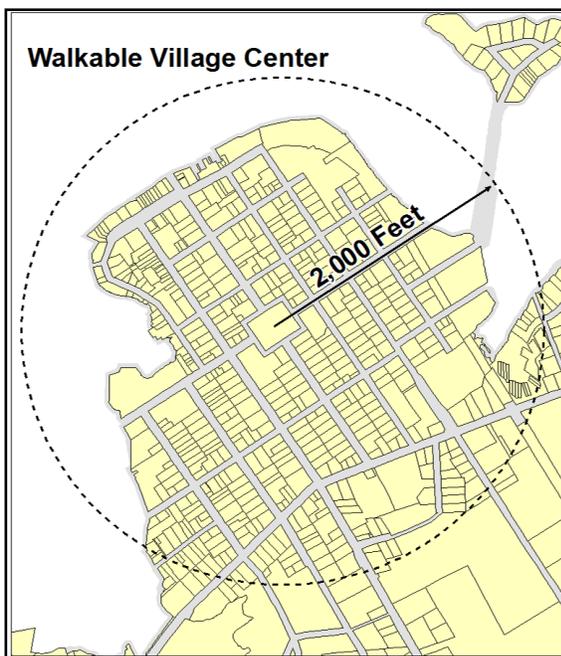
- ✓ **Pedestrian scale or walkable to\from (T & V)** – where feasible, within the Town, Village, or Hamlet foster walkable projects that include sidewalks and pedestrian paths, within walking distance (which varies) from other destinations, and are in scale with village businesses and residential areas. Within the Town, pedestrian pathways or trails connect use areas that may be well beyond walking distance.



Green parking with rain garden

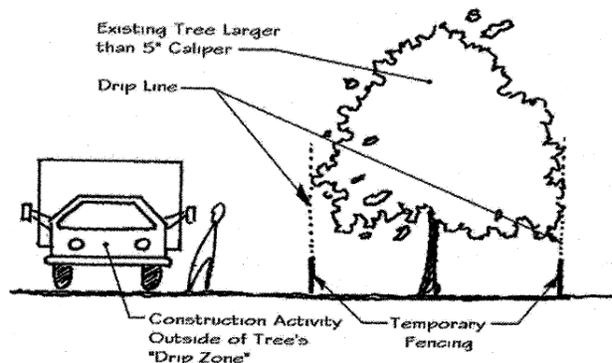
The following walkability standards are recommended: homes within ¼ to ½ mile of most services; elementary schools within ¼ to ½ mile of homes; parks within an eighth to ¼ mile of homes; downtowns should provide a balance of retail and commercial stores and services, e.g., hair salon, hardware store, pharmacy, grocery/deli, restaurants, clothing, post office, library, town/village offices within ¼ to ½ mile of the community center. Areas not being used by pedestrians should be assessed to determine possible reasons for lack of use.

√ **Underground Utilities (V)** – Utilities for new development should consider the benefits of underground placement. Not only do they improve property values with improved aesthetics (removal of unsightly poles and wires), they also provide improved reliability during severe weather, resulting in far fewer power interruptions, have fewer motor vehicle accidents, and reduce live-wire contact injuries and fire hazards.



A compact mix of residential and business uses and a continuous pedestrian network within 1/4 mile to 2,000 foot radius of a central green park encourages walking for short trips, to downtown destinations, the school, churches, and throughout several business areas.

√ **Retain existing trees and vegetation (T & V)** – When existing trees and/or vegetation are considered to be mature, healthy, and desirable they should be preserved/protected during the construction process.



TREE PROTECTION DURING CONSTRUCTION

## Residential Project Considerations

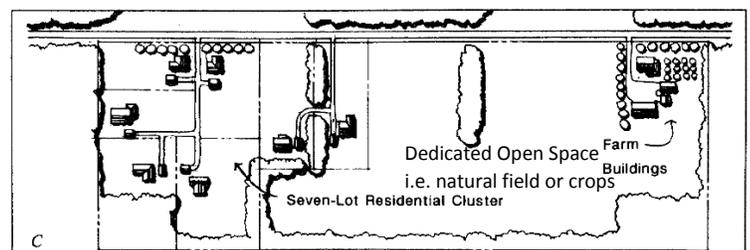
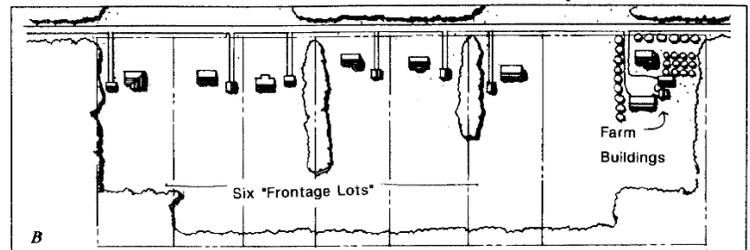
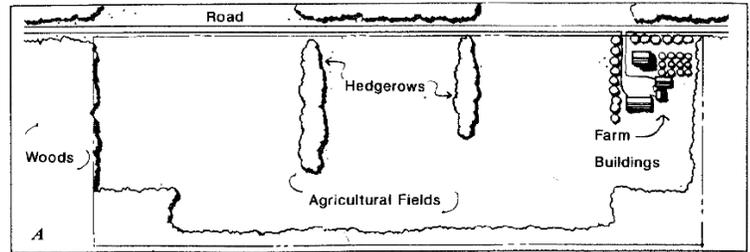
✓ **Building setbacks vs build-to lines (V)** - Within the Village and Hamlet, different setbacks could be used depending on the prevalent pattern in the area. In some cases shallower build-to lines that maintain the small historic front yard pattern with larger rear yards should be required to maintain historic residential and business patterns close to the street. In less dense areas where primary buildings are further from the road, larger setbacks could be maintained.

✓ **Highway frontage development, vs new roads/streets (T & V)** - Strip development should be discouraged where possible in the Town, Village or Hamlet, in order to preserve/enhance existing urban/rural character and to maintain traffic carrying capacity of arterial and collector streets. Therefore, new streets or local streets should be used for new development when decision compliments desired character.

Lots that are created one at a time along a main highway can slowly alter the character and function of the arterial road. As each fronting lot creates a subsequent driveway access, it allows another potential conflict point and reason that traffic must slow down or face either an oncoming automobile or exiting vehicle that may be decelerating or accelerating which ultimately affects traffic flow.

✓ **Clustering (T)** – Clustering of businesses or homes should be encouraged where feasible to limit strip development and allow open space character and farming activities to be preserved while desired growth occurs.

For example, with a typical half acre lot, 20% (4,300 sq. ft.) could be dedicated as open space



**Clustering vs Frontage Lot Development example:** On unwooded sites, such as open fields or pastures it is even more important to encourage clustering of new development. Even on relatively shallow sites where there is little opportunity to locate home far from the road, such as against a distant tree line, clustering principles can help reduce roadside clutter and preserve some open vistas. Sketches from Managing Change a Pilot Study in Rural Design and Planning, 1992

and 80% (17,000 sq. ft.) to lot size. For successful clustering, adequate septic systems or access to sewage disposal can be essential. Placing homes near one another also minimizes the installation and maintenance costs of roads and utilities, and allows a better sense of community.

✓ **Pedestrian scale or walkable to\from (T & V)** Where feasible in the Village, Town or Hamlet, foster walkable projects that include sidewalks (Village) within walking distance from other destinations, and trails or pathways (Town) that connect use areas, and are in scale with nearby businesses and residential areas. For example, pedestrian scale typically balances pedestrian

and vehicular needs while providing comfortable environments for people to assemble and associate with others. Community design should be human-scale with services within reasonable distance from one another.

In the Town (outside the village or hamlet), pedestrian/biking trails should connect use areas (neighborhoods, parks, shopping areas, recreation areas, etc.) to residential neighborhoods, however, not necessarily to each unit like urban sidewalks.

✓ **Dead-end streets vs loop streets (T)** - Dead end streets should only be used to access a limited number of homes (less than twenty), after which a second connection should be provided to an arterial or collector road. For example, if the single access became blocked by an accident or incident and an emergency occurred in a subsequent house further up the single access road, getting to the 2<sup>nd</sup> emergency could be delayed or even blocked off entirely for a period of time.

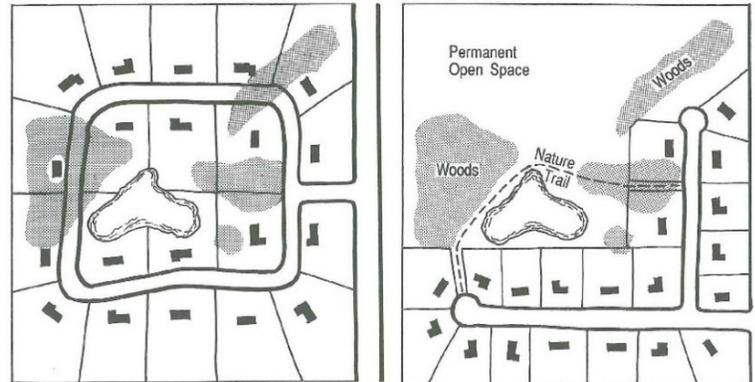
✓ **Hamlet/Village lot sizes, smaller vs larger (T & V)**

Where feasible, smaller lots should be required to maintain the historic residential and business density in and near the Village and Hamlet with housing and business patterns close to the street to maintain pedestrian scale development.

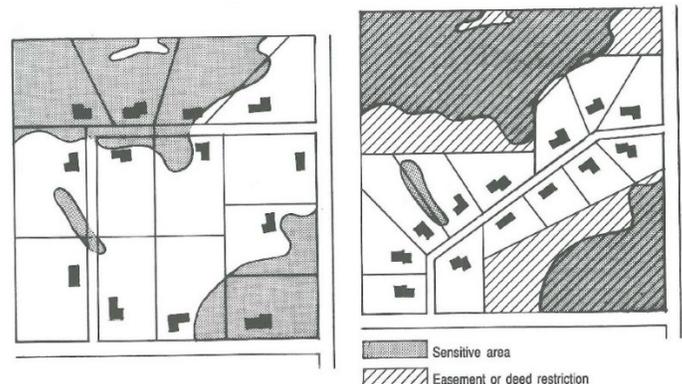
✓ **Cost effective services (T & V)** – Infill projects should be encouraged where services exist, or where possible, municipal services should be laid out in a compact manner to limit future maintenance costs.

✓ **Future infrastructure needs (T & V)** – Future infrastructure projects should be encouraged to maximize the number of users and should be located within desired growth areas.

✓ **Connections between housing areas (T & V)** Residential developments should be connected by internal road to limit trips onto the main traffic artery, also shared driveway accesses are favored over an excessive number of curb cuts. Refer to the curb cut/access management image.



✓ **Preserve open space/sensitive lands (T & V)** - Open space and sensitive lands in the Town or portions of the Village can be preserved by requiring the project to identify and set aside such areas and allowing smaller house lots in those cases. This improved layout often leads to a more marketable project, with open space areas and trails often that can be shared by the residents.



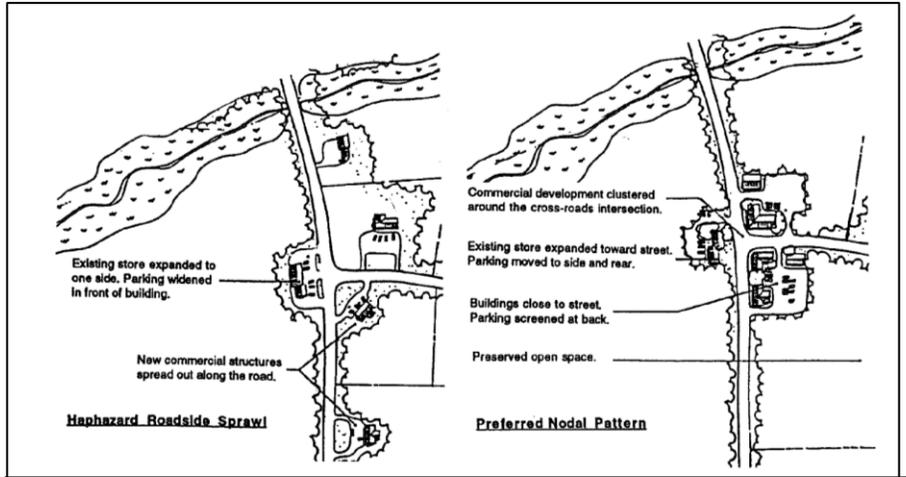
Conventional two-acre lot subdivision with homes located on sensitive but buildable land, compared with improved layouts protecting those resource areas.

Commercial Project Considerations

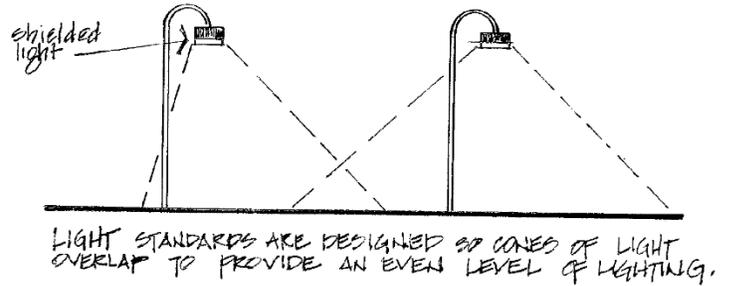
✓ **Connections between parking areas/developments & shared access (T & V)** - Developments should be connected by street access or parking lot connectivity to limit trips onto the main traffic artery, also shared driveway accesses are favored over an excessive number of curb cuts.

✓ **Lighting (T & V)** – Lighting should be used where appropriate, however, over-lighting and excess glare should be avoided, especially onto neighboring properties and public roads. Shielded or cutoff lights should be used to minimize lighting spill-over.

*For example, lighting should be controlled in both height and intensity to maintain rural character. Light levels at the lot line should not exceed 0.2 foot-candles, measured at ground level. To achieve this, light fixtures should be fully shielded to prevent light shining beyond the*



**Two alternatives for arranging commercial development along a highway example:** Strip versus node. Within the preferred node, stores are located toward the front of their lots, with interconnected rear parking provision vs the roadside sprawl example.



*lot lines onto neighboring properties or roadways and located away from the property lines.*

✓ **Landscaping (T & V)** – appropriate landscaped buffering should be used to soften parking area edges and buildings, including screening views between uses —where needed and partially screen views of parking areas from public roads or neighbors.

**Example of landscaped buffering levels at a site:**

**No Landscaping:**

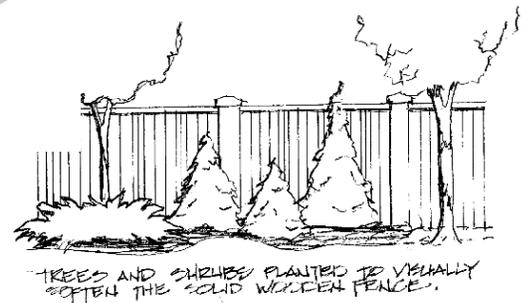
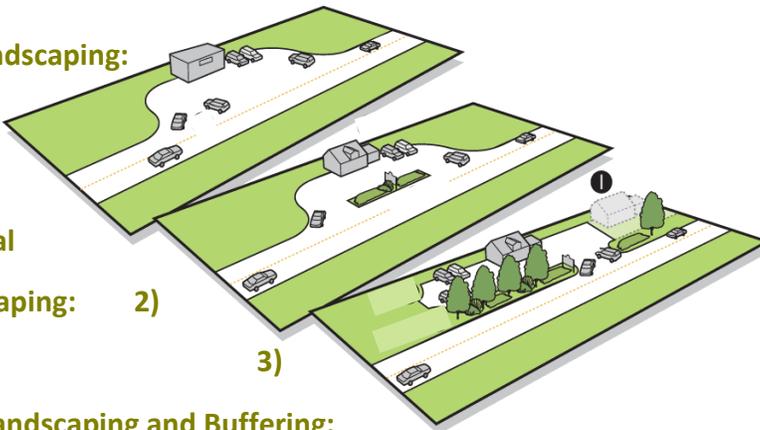
1)

**Minimal**

**Landscaping:** 2)

3)

**With Landscaping and Buffering:**





Images:  
Dutchess  
County  
Planning

Unightly views, such as rear storage or loading areas (left drawing), can be screened with natural combinations of evergreens and low plants or berms (as demonstrated to the right).

- ✓ **Building setbacks (T & V)** – Maintain current setbacks in business areas with build-to lines.

For example, setbacks often push new buildings away from roads, fostering a contrasting character and anti-pedestrian pattern than historical patterns of development, especially in the Village and Hamlet. Build-to lines require buildings to be placed closer to the street, allow parking to the side and rear, and create a pedestrian friendly streetscape.

- ✓ **Parking to the side or rear (T & V)** – The bulk of parking areas should be smaller, distinct areas to the side or rear to allow closer building placement to the road in order to maintain community character, reinforce the visual presence of building as opposed to parked vehicles and the pattern of buildings along the roadside.

**Example of Parking to the side and rear**

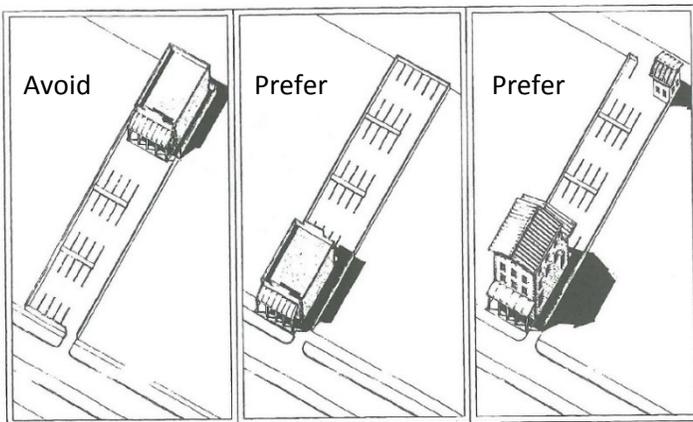
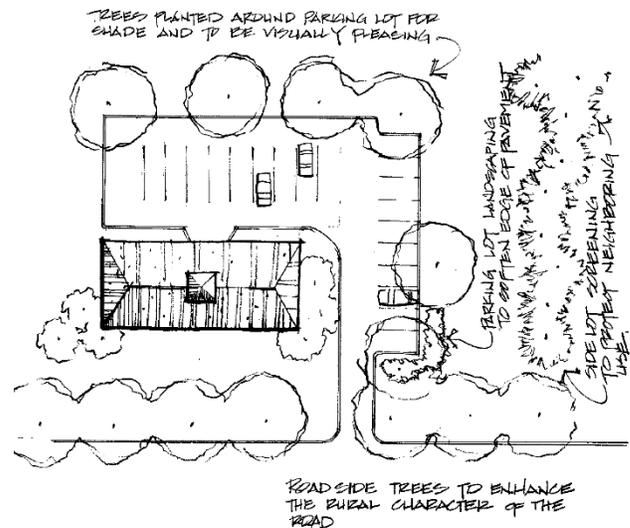


Figure 9-10. Alternative locations for buildings, parking, and access, Davie Settlement, Broward County, Florida. Source: Dover et al., 1990.



- ✓ **Maximum/minimum building heights (V)** – Consider building heights compatible with current Village business and residential buildings to maintain historic patterns and community character.

✓ **Pedestrian scale or walkable to/from (T & V)** Foster walkable projects with buildings near the street that include sidewalks in the Village and trails or pathways set back from highways in the Town, especially within walking distance from other destinations.

✓ **Signage (T & V)** – Signage should not all look alike, however, size, type, materials, condition, height and colors are considerations when bearing in mind their design. Effectiveness can be enhanced by proper placement, use of plant materials, and creating distinct views of signage.

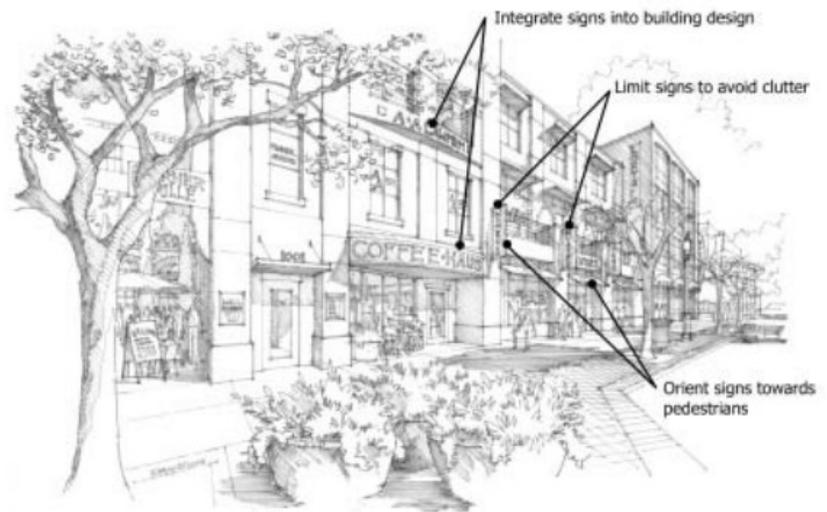
A good sign passes three tests:

- 1) conveys its message clearly and quickly;
- 2) Compatible with the structure and its surroundings;
- 3) Promotes the visual image of the community.

Signage should be an integral part of the building detailing and reflect the particular building style.

Where appropriate, only adequately sized signs should be used (consider letter size and total sign size based upon the speed limit), with a total size allowable limit to ensure efficient signage. Within hamlet areas and slower speed limit zones, smaller, and lower signs should be used. Free standing signs should consider lower monument style.

Glare from all signage should be minimized. Internally lit signs (with dark background) could be constructed to limit glare. Except for directional signage, limiting off-premise signs along the Great Lakes Seaway Trail Scenic Byway should be considered (or where sign clutter is a concern, i.e. too many signs present).



#### Example of signage integrated into the building design

Sign lettering should be of a size and style that is clearly legible for passing motorists, but not distracting enough to be hazardous. Target audiences are paramount. Signs along pedestrian facilities should be smaller as pedestrians have more time to view a given sign.

For example, Saratoga Springs, New York, regulates freestanding signage based on speed limit: downtown area is limited to twelve feet in height and twelve square feet in area; other districts within areas of higher speeds such as those 44 mph and less, twelve feet in height and twenty-four square feet; district areas with speed limits of 45 mph or greater, twenty feet in height and forty square feet in size.

## Wind Energy Conversion Systems (WECs) Considerations

### Human Health and Safety

One of the foremost duties of any Township is to protect the health and safety of its citizens. There are potential negative impacts to the health and safety of the public as a consequence of a Wind Energy Conversion (WEC) development. The size and scope of a viable WEC project would encompass a major portion of the Township. Over the last two decades the rural road frontage of the Town has seen a steady increase in residential use and relative density. This increase in rural population density is accompanied by seasonal residents, which increase during the spring, summer and fall months.

While a less populated area can limit potential negative impacts to human health and safety, the Town's steadily increasing rural population and transient seasonal activity, increases the likelihood of potential impacts. There are possible mitigations of these effects, but they cannot address all impacts, which are multiplied by an increasing population trend.

These potential impacts can include, but are not limited to, visual impacts, auditory/noise impacts, shadow flicker, blade throw, ice throw, pulse and multiple other physiological changes to the human body. Several potential impacts are identified in

and supported by multiple peer-reviewed case studies.

### Local Waterfront Revitalization Program

#### Consistency

The Town and Village of Clayton's New York Department of State certified Local Waterfront Revitalization Program (LWRP) has specific protections and considerations regarding the Scenic Overlay District and identified "gateways" (Rt. 12 and 12E). These could be negatively affected by WECs potential impacts to the view-sheds, impacts that could only be mitigated by location. Turbine structures with the height and scale of modern WECs industrial turbine technology could be considered to be incompatible with the LWRP scenic protections, seriously limiting potential locations. Within the LWRP, the Rt. 12E corridor is the Great Lakes Seaway Trail, also designated part of a National Scenic Byway, and both scenic designations could be adversely impacted by a WEC.

The scale of a modern WEC facility would clearly impact the LWRP identified NYS Rt. 12 gateway, and impact large areas of the LWRP identified view-shed (from the water and from land) as turbine heights are typically 2-3 times the overall 200' +/- elevation change of the Town's topography. The rural areas of the Town contain the higher average elevation and it is these areas that are being investigated as the logical locations for WECs. This relative flatness of the Town reduces the effectiveness of potential visual mitigation from topography. Therefore, WECs meet the intent to be

subject to evaluation/re-evaluation in a Waterfront Revitalization Area (WRA) assessment form, and the pursuant authorities under the LWRP. Based on the size, scope and the nature of typical WECs, it is questionable if these scenic impacts to the LWRP and gateway corridors could be acceptably mitigated.

The potential impacts to the LWRP priority areas, dictate that WECs should also comply with the LWRP Local Waterfront Consistency Review Law. In defining “actions”, the LWRP can include the following: “Projects or physical activities, such as construction or any other activities that may affect natural, manmade or other resources in the Waterfront Revitalization Area (WRA) or the environment by changing the use, appearance or condition of any resource or structure.” The type of actions/impacts that a WEC can generate, can qualify as affecting the WRA regardless of its location in the Town.

This type of development is also inconsistent with the strategy of the Chaumont River Corridor (CRC) LWRP, a first in the state collaborative LWRP involving multiple Townships (Orleans, Clayton, Lyme). The CRC LWRP strategy in the community vision states: “The Chaumont River Corridor will be recognized for its rural character, history and vibrant community spirit.” WECs could have severe adverse impacts on this vision as well.

### **Economic Impacts**

The limited potential economic benefits of WECs, which are not guaranteed, are deemed to be far less positive than the clear potential for major negative impacts to the Town’s human health and safety, LWRP priority areas, and the local and regional economies. These conclusions are based on, but not limited to, the following sections:

#### **1. Tourism and Scenic Impacts**

There are a number of potentially negative impacts to the main economic driver of the Town, which is tourism, largely based on the Town’s scenic elements. Many business owners in the Town have expressed their fear of the negative impacts on tourism that a WEC could have on the overall scenic value of the Township, particularly on the Rt. 12 corridor. These impacts can substantially affect future economic benefits tied to the scenic tourism values of the Town. For example, one of the fastest growing sectors of tourism is “ecotourism” which relies entirely on the natural setting and environment. A large WEC development within the gateway entrance to the Town could negatively affect this aspect of the Town’s tourism base.

#### **2. Adverse Impacts to Fort Drum**

The most dominant economic force in the region is the Fort Drum military installation. There could be major negative impacts to Fort Drum associated with near proximity WECs.

According to a Watertown Daily Times article published May 25, 2016, Fort Drum officials have “expressed some concern” about the effects of wind turbines on its operation. Though its radar technology can mitigate some of the turbine’s effects, the post said it is not a complete solution. According to Fort Drum officials in the May article, “wind turbines have the ability to negatively affect instrument approaches by encroaching on the traffic patterns aircraft are using via air traffic radar for extended final approach courses”. Ultimately, the U.S. Dept. of Defense is responsible for reviewing the impacts of any wind energy project on the operation of any military facilities.

### 3. Impacts on Property Values

A negative impact to property values is a potential consequence of this type of development. Studies have shown that utility scale land based wind farms in close proximity can reduce residential property values by up to 14 percent (higher in some more recent studies). While negative impacts of property values may be less apparent in other areas of N.Y.S., in a unique Town and regional setting such as Clayton, with very expensive shoreline property values, the negative impact is more likely to be felt here than elsewhere.

### 4. Impacts to the General Economic Conditions

While the potential positive impact of a WEC project to the tax bases of the Towns of Clayton, Lyme and Orleans, the County and the impacted school districts cannot be

ignored, the corresponding negative impact on the Town’s tourism industry could easily exceed any positive effect.

Time and time again, the residents and business owners of Clayton have voiced their displeasure over a potential WEC facility at public hearings of the Planning Board, the Town Board and the Comprehensive Plan Committee.

Ultimately, any siting decision for a WEC facility will be made through the Article 10 proceeding, but the wishes of the local residential and business community should not be ignored. The economic future of Clayton is based on tourism and the impact of a WEC facility at the gateway to Clayton would not be positive.

### 5. Agricultural Economic Impacts

In many areas, WECs are looked at as a means of supplementing agricultural property owner’s income to some degree, and therefore are assumed to outweigh any negative impacts. However, the formula’s applicability is location specific and not universal, particularly in areas dependent in large part on tourism. The positive attributes, posited for WECs for agriculture and local agricultural economic stability cannot be viewed in a vacuum, as it is not the sole or dominant economic driver of the Town’s highly integrated economy.

There is no doubt that WECs provide substantial income to the land holders, who generally own large tracts of land, usually dedicated to agriculture. But this positive economic benefit can be outweighed by the

negative impact to the surrounding property owners, and a negative impact on a tourism-based economy. Any monetary support WECs provide to leaseholders may potentially support a farmer's ability to continue owning the property during hard times. It can, however, directly increase the incentive to remove land from production, as direct agricultural practices are no longer necessary to profit from farmland. On balance, it is probable that in this location, WECs, though potentially boosting the leaseholder's ability to maintain possession of property, can create negative pressure on the overall Town's economy.

### **Environmental Impacts**

There are many potential environmental impacts of WECs and other large projects. The Town of Clayton is part of a unique regional setting that includes rare and fragile environments. The potential impacts to the Town from large industrial projects can have both foreseeable and unforeseeable negative consequences which must be addressed. These impacts include:

#### **1. Potential Impacts to the Alvar Environment**

The impacts of a large scale development, such as WECs, are potentially extreme and substantial to the area's fragile alvar landform. The alvar hydrology is extremely fragile, with little to no soils overlaying the limestone bedrock, and any project requiring blasting, combined with the surface disruption of service roads, can have

negative and permanent impacts to the aquifer/hydrology.

#### **2. Potential Impacts to Wildlife**

The human health effects, as cited earlier, could have a similar impact on native wildlife, including endangered species, threatened species, and species of concern.

#### **3. Potential impacts to Avian and Bat Wildlife**

These potential impacts include, but are not limited to, strikes, disorientation from lights, low frequency sound, low pressure pulses and avoidance behavior. They can also impact endangered or threatened avian and bat species in and around critical habitats within the Town of Clayton.

This area provides nesting, feeding and resting habitat for waterfowl. The lake plain and escarpment, especially where they are located relatively close to Lake Ontario, define important avian migratory flyways, providing crucial resting and feeding areas during migratory periods, and critical airspace for migrating birds. They also provide important and unique nesting and wintering habitats for critical avian species, including the American bald eagle, short-eared owl, northern harrier and other species of conservation concern.

French Creek Wildlife Management Area, as well as the St. Lawrence River, its shorelines and many islands, are a main destination and feeding grounds for bald eagles, and crossing the airspace of the Town is a daily pattern for eagles. WECs promote risk for the eagles or

other endangered and resident avian species, as well as impacting the general migratory patterns of the area's transient avian population. The Township's other river, the Chaumont River, has nesting eagles below Depauville that traverse this same airspace.

The Migratory Bird Treaty Act of 1918 (MBTA) has international protections for a substantial number of birds found in our region, both common and rare/endangered. WECs that are located within a sensitive migratory corridor can substantially impact the ability to maintain the healthy number of species using these flyways.

While more specific information on bat distribution and overall ecology may be needed in our region some things are apparent. It is clear that bats in general, some species more than others, are extremely vulnerable, particularly to collisions with WECs. Threats from such development when combined with factors such as white nose syndrome, habitat destruction and pesticide impact, constitute severe impediments to the continued existence of these animals.

#### 4. Noise Pollution

Outside of the health effects mentioned earlier, there are multiple sound components of WECs that can potentially be deemed undesirable under the heading of "noise pollution." This includes effects that are regarded as nuisance level, distracting, or have impacts that intermittently or

consistently overwhelm the typical ambient background sounds and levels. It also includes the potential sound effects to citizens within the area of windfarms that may have direct health and safety impacts. Illustrative of these potential negative impacts are during the relatively low ambient sound levels occurring in winter, at dusk and at night. WECs can produce some of the greatest increases over ambient sound levels, crossing the threshold into nuisance or noise pollution.

#### 5. Light Pollution

The scenic value within the region does not end at sun down, nor do all the visual components of the quality of life end at nightfall, for both rural and river areas of the Town. The night skyline is the most prominent feature of the after dark scenic quality and the most under threat by light pollution. WECs must comply with Federal Aviation Administration (FAA) warning light standards, leading to multiple lights encompassing a significant portion of the Town's visible skyline. WECs warning light technology advancements may produce an FAA acceptable lighting that illuminates only when an aircraft is in proximity. However, the airspace in and around the Town is used frequently enough by civilian, commercial and military aviation to substantially negate the mitigation of this technology. One only needs to view Wolfe Island to appreciate WEC's impact during hours of darkness.

## 6. Creation of Low Level Aviation Hazards

WECs could create a substantial low level aviation hazard. The Town of Clayton, like much of the region, experiences fairly frequent low level aviation activity, including private, commercial, emergency service and routine military training flights during the day and nighttime. The Town contains one active airstrip (Ritchie Airfield, 35808 NYS Rte 12).

The general air traffic consists of recreational and commercial small plane traffic, recreation balloon flights, helicopter traffic for recreation and emergencies, various police agencies, border patrol and other Homeland Security agencies, Coast Guard and Department of Defense (DOD) flights.

Although this impact of WECs on aviation is regulated by the Federal Aviation Administration, many times emergency medical flights must occur in poor visibility conditions, such as fog, rain or snow, in both daylight and after dark, when visibility decreases exponentially. The addition of WECs can substantially reduce the safety of flights in those conditions.

## 7. Preservation of Open Spaces

Preservation of open space is an identified goal in the 1998 Comprehensive Plan, the Town Local Waterfront Revitalization Program (LWRP) related Law and the Chaumont River Corridor LWRP strategy. Preservation of open space is a key to the Town's rural character, a major element of our Town's identity. The open spaces

function as "green spaces", including woodlands and agricultural areas, vital to quality of life issues. They also play a large role in absorbing atmospheric carbon, a major element in climate stabilization. These spaces also function as components vital to the Town's and the regional environmental health and sustainability. Preserving open spaces is a basic component of "smart growth" policies. It is reasonable for a Town to determine the subjective elements of what constitutes open space, as it varies by degrees depending on local conditions. Many structures of Clayton's typical scale would, if added to the open spaces, be considered as having a negative impact on the view-shed. Larger scale structures such as WECs and other large renewable energy facilities cannot be reasonably considered as protective of open spaces. Open spaces are protected by minimizing development of man-made structures, and facilitating healthy economic conditions for rural property owners, such as the ability to sell development rights or conservation easements, localized incentives that directly promote green spaces. This impact or loss of open spaces is incompatible and inconsistent with goals and/or laws that seek to preserve and protect the open spaces of the Town of Clayton.

## 8. Hydrological Impacts

There are multiple impacts to the general hydrology that can result from WECs, both temporary during construction and long term or permanent impacts. These can affect the surface hydrology and the

subsurface aquifer directly, as well as indirectly impacting the overall watershed. A large area of the Town is considered to be shallow soil alvar terrain, a form of Karst topography that demonstrates a highly sensitive hydrology. The nature of the bedrock aquifer creates susceptibility to disturbance well beyond the footprint of the disturbed area. Ground water in the bedrock is primarily stored within, and flows along, fractures. Heavy disturbance of the surface and subsurface bedrock in a location can affect these bedrock hydrological storage/flow structures over distances by altering, blocking or collapsing of these structures. Disturbance of that magnitude is quite probable given the need for blasting/excavation to accommodate large renewable energy projects such as WECs foundations, and the altering of surface and subsurface drainage patterns from foundations, access roads and utilities. There is a reasonable expectation that the construction and presence of WECs in this geology and hydrology can affect the aquifer. There are additional hazards in this area's geology for replacement wells, such as a risk of introduced contamination from substantial bedrock disturbances. There are incorporated into limestone bedrock, areas of salt deposits or saline brine, sulfur or mineral brines that can be exposed and introduced into the aquifer structures, creating downstream contamination of potable water requiring treatment.

### **Preservation of Agricultural Lands**

The Town's 1998 Plan lacked a key component of what NYS guidelines now

recommend to be in a Comprehensive Plan; namely where agriculture is a substantial part of a Town, a Comprehensive Plan should have a specific agricultural section. In the Clayton Local Waterfront Revitalization Program (LWRP), agriculture is addressed and this updated version of the Plan contains information regarding agricultural production, priority farmland, and soils being important to New York State.

Nationally, statewide, as well as regionally, it is clearly noted, the importance of preserving farmland. As mentioned in Chapter 10, Agriculture, the Town has also placed a high value on the protection of farmland and the soils that support agricultural activities. WECs are typically sited in the more rural and agriculturally intensive areas, which would be the likely situation in the Town of Clayton. WEC's technology is expected to favor taller turbines with longer blades, and thereby require larger footprints for each installation. Each incremental increase of size for an individual turbine increases the footprint that is potentially removed from agricultural production, as each turbine requires an exclusion zone proportional to the turbine size. Each unit also requires an access road and utility/power output corridors. The Town's agricultural lands are a finite resource and the recent rise in demand for, and monetary value of, tillable acreage underscores that the loss of agricultural acres to any types of development, including WECs, is not desirable. Due to the net effect of loss of agricultural acreage necessitated by WEC's

installation and operation requirements, they are incompatible and inconsistent with the goal and value of preserving and protecting farmlands in the Town of Clayton.

### **Historic/Prehistoric Cultural Resources**

Commercial or industrial renewable energy developments can have significant impacts on Clayton's historic and pre-contact cultural resources.

The Town of Clayton has a rich cultural history, both pre- and post- European contact. There are several recorded instances of early Europeans in the area, but most of the historic period activities in the Town began at the end of the 1700's to early 1800's. Most of these locations of historic cultural activities that occurred in Clayton are known structures or sites. Research, local knowledge, and typical survey methods generally can protect these types of resources. It is probable that large scale WECs, and to various degrees other large renewable energy developments, such as commercial solar placement, would use standard methods to identify and mitigate impacts if needed or possible regarding most historic period cultural resources.

There are also, however, vast and important Native American cultural resources that can be negatively impacted by the large scale development of renewable energy such as WECs that may not be readily or easily identified using typical survey methods or have clear references. In the Town of Clayton there was a substantially long period of cultural activities for pre-contact Native

American occupations. In Northern New York, human occupations started as the last ice age ended, and other paleo peoples were among the earliest human occupants of the Northeast and the Americas. The Jefferson County region has all three periods of pre-contact Native American occupations present: the paleo, archaic and woodland periods, spanning over 10,000 years. Clayton has such a high concentration of woodland period Iroquoian village that the term, "the Clayton Cluster", is commonly used by archeologists referring to this well-known group of sites. The Town is home to multiple other sites from a wide range of time periods, located across a variety of terrain.

The demonstrable high density of sites, the understood limitations and potential fallibility of conventional survey methods in the area, and a less than adequate sensitivity map, combine to create a high probability of unintended disturbance or destruction of cultural resources. This can be the case even if following the typical protocols and the proper monitoring. Some of these cultural resources contain not only invaluable archeological evidences, but can contain on site human remains, with ancestral cultural ties to the Onondaga, Oneida and Mohawk Nations. Throughout historic times, there have been frequent reports and investigations of the unintended exposure of human remains attributed to Native Americans here in the Town of Clayton and surrounding areas.

The Town's assessment in regard to the Native American cultural resources is, that

the amount of acreage disturbed by feasible modern commercial or industrial energy developments, such as WECs or large scale solar:

- a.) Is unlikely to be completely surveyed and monitored in a manner that identifies fully the pre-contact cultural resources with the Town;
- b.) Would be tested using criteria and standard survey methods that are effective in most areas of NYS but can be shown to be potentially insufficient for this area;
- c.) Can pose a strong potential to disturb unrecorded or unknown cultural remains;
- d.) Must develop a mechanism to gather input or guidance from the Iroquois Nations with cultural and ancestral ties to Clayton; and
- e.) Must address ceremonial landscapes and their view-sheds (including some with evidence of nocturnal activity associated with astronomical observation) as an important Native American cultural resource and consideration.

The Town reasonably concludes for those reasons stated, that to protect and preserve the physical locations, landscapes and Native American cultural resources, both known and unknown, to a substantial degree, prior to any site disturbance on any proposed large scale commercial energy facility such as commercial WECs, large site development, or large scale commercial solar energy development or disturbance that:

- a.) A full consultation with, and consent of, the Iroquois Nations should be completed and accepted by the Town and the State Historic Preservation Office (SHPO);
- b.) An acceptable, extensive, comprehensive archeological investigation under the supervision of the Iroquois Nations who have purview over our area (Onondaga, Oneida and Mohawk) and the SHPO be completed. This should be performed, as well as implementing an acceptable comprehensive construction monitoring program. These steps should be considered as a condition for approving development proposals of this nature;
- c.) A determination whether there are any view-shed impacts to important ancestral Native American sites and ceremonial landscapes.

The considerable footprint or zone of disturbance needed for commercial energy development and construction is by its nature on a scale never before encountered in the Town, and can impact the Town's abundant Native cultural resources. The minimum degree of processes described should occur to identify any potential Native American sites, to avoid their destruction or disturbance and to ensure no identified and unidentified cultural resources are disturbed.

## Heavy Industrial/Large Commercial Development Background and Considerations

The town of Clayton, has gone through extensive changes in its economy. While many of our economic elements have evolved to meet the considerations and reality of the 21<sup>st</sup> century economy, such as Tourism and Agriculture, some elements are no longer present. The military element that has been present in our region since the hostilities of 1812 has evolved and maintains a symbiotic relationship with the surrounding communities.

A main economic element that has no longer has a strong presence in Clayton is non-marine or contractor related heavy or large industrial entities, such as the former Frink's or Graphic Controls. The community's response to this change was to revitalize the area of tourism, hospitality and recreation. We have a more sustainable agricultural paradigm. Clayton has evolved into a bedroom community where people want to live, year round and seasonally.

Clayton has also encouraged many forms of sustainable agricultural, small businesses and entrepreneurship that meshes with the community vision. The Town has successfully attracted commercial development fitting the description and criteria for the only clearly identified *desirable* larger scale development/redevelopment. Comparable to a heavy industrial/commercial development, the redevelopment of the former Frink's site to the new Hotel is an example of the type of commercial larger scale development/activity that is both desirable, acceptable and in large part achieves the goals and vision of the Town.

The consequences of the heavy industries of the past on our environment and economic stability

has taught hard lessons to Clayton that dictate a careful, deliberative and considerate approach to any new heavy or large industrial development. Heavy industrial, or large commercial development could be, but not limited to, a large industrial manufacturing plant or chemical/hazardous materials storage facility, commercial enterprises with large, visible footprints such as substantial strip malls or "big box" stores. Certain agricultural processing plants can reach the level of heavy industry if large or concentrated enough, such as a large-scale slaughterhouse or any type of *regional-scale* agricultural processing plant. These types of heavy industrial scale developments should consider compatible areas only. The following considerations need to be addressed in an update to the zoning Laws and regulations to protect and further the community's vision for the future.

### Heavy industrial/large commercial Defined

The definition given here is only general, as a more specific definition can be generated during a zoning review/update process. This general term can be defined as including:

- Heavy manufacturing or high impact industrial processing, or large commercial enterprises involving large-scale structures and or substantial impervious surfaces (paved) areas over 5 acres.

- Developments exceeding the Towns existing scale or mass of structures, or historically significant current structures and/or developments. This can include any future substantial multi-unit or single-family residential development with more than 50-100 units.

- Industrial and commercial developments that require substantial *changes* in the historically prevalent, and/or current land-use.

- Substantial sized (of comparable entities), *over-scaled* or out of scale mass commercial retail spaces, and or similar spaces containing multiple units with a cumulative substantial scale, mass, footprint or road frontage.

-Traditional energy generation, production or extraction or large petroleum/LP storage facilities\*

\* This category can reasonably be assumed to cover most any *substantial scaled, impactful* industrial or commercial activities/development, not related and generally excluding:

-Tourism or eco-tourism, food and/or lodging, recreational, marine, small to mid-sized local agricultural processing, or most all other *Town identified desirable* developments.

For example, any retail or commercial enterprise covering over 5 acres for instance, could have the type of substantial impacts that should be covered by this category.

Clayton's 1998 Comprehensive plan noted that attracting industry of low environmental impact, should focus on scenic/tourism for economic growth. The Town/Village LWRP continued this theme, refining what the Town's economic and environmental goals are in many areas. This developing Town/Village vision and consensus emphasized tourism and marine based industry as well as residential and several recreational-eco tourism elements. In the Comprehensive Plan the Town further reinforces this common vision for the goals and reasonable limitations for development in the Town. Renewable energy is introduced in more detail within Chapter 9, Renewable Energy.

### Heavy Industrial/ Large Commercial Development Pressures

Industrial development pressures are not always foreseeable as technology and economic conditions change. Through several public processes, documents and stated goals developed over time, the Town has framed the types of development that it considers desirable. Many types of development that this Heavy industrial/ large commercial category covers have been identified as *not desirable* development in the Town, and are either not permitted or are very limited in scope and location. One of the rationales for this Section is to clarify the issues and to address *unforeseen heavy industrial/large commercial developments* that may be proposed in the future, and provide the ability to limit or regulate through zoning of such development. Identified zones or corridors outside of the Village, where public consensus may allow some forms of development, will have proper zoning and protections. These corridor areas may be at the greatest risk of development pressures. This can lead to pressures for developments or levels of developments that are inconsistent with the community vision and goals, and would be outside the Towns dedicated industrial zone.

For example, NYS Route 12 from the Village as it travels easterly towards Alexandria Bay will eventually have additional utilities in the corridor. Utilities/services can be a key factor for development feasibility. This NYS Route 12 east corridor is likely to be the section of Clayton under the most development pressure over the next 10 years. Other main roads such as NYS 12E west to Cape Vincent, and NYS Route 12 south to Gunn's Corners are potential corridors with future development pressure. NYS 12 and 12E along the St. Lawrence River are within the Town's Scenic Overlay District and subject to

important landscape protections, similar protections should be applied to NYS Route 12 south regarding all heavy industrial/large commercial developments. Open spaces of the residential, rural, agricultural landscapes and the Town's "gateways" are identified as a key and cherished characteristic of the Town. These factors could necessitate the full application of those Scenic Overlay standards for the NYS Route 12 gateway. Other areas of concern are on the periphery of the Village, at transition points to the rural or scenic landscapes on secondary roads, leading to encroachment on agricultural lands and operations.

## Impacts and Considerations for heavy industrial/large commercial development

**1) Health and safety** The type of industry or commercial development within this definition will likely need to have industry specific health and safety standards applied or developed if it is determined that this is an allowable development of this category.

Health and safety issues can lead to a determination that a particular type or proposed heavy industrial/large commercial development or activity should be highly limited with appropriate restrictions.

**2) LWRPs and Consistency** All allowable developments in Clayton must be consistent with both the Town and Village LWRP, and the Chaumont River Corridor Waterfront Revitalization Strategy. Within the boundaries of, or if impacting the LWRP's, all development must comply with the regulations promulgated in the LWRP, , guidance or goals of the LWRP's.

The Town/Village Clayton LWRP priorities limit this type of development in that, its protections,

restrictions and goals may lead to a determination of a non-permitted use or limited compatibility with the LWRP. A determination of restricting such development *within or effecting the LWRP* priority areas may also be made.

### **3) Examination of the socio-economic impacts.**

The community vision lays out a road map for future development of large scale need to be evaluated regarding its over-all benefit to the community. The socio-economic impacts must be carefully weighed and can be highly divergent depending on the individual heavy industrial/commercial use.

Most development types under this heading are not identified as desirable by the public. The potential negative impacts to the culture, economics and landscape by these kinds of development is high. Factors such as quality of life issues, neighborhood or local character, property values and traffic patterns also need to be carefully considered.

**4) Environmental impacts.** Larger structures and the accompanying impermeable surfaces (paving) can have harmful impacts to the environment. These need to be carefully considered as they can take place both during construction and use. Many components of these developments can be unique to certain industries, and it may be necessary to address these specifically where applicable to ensure protection of community environmental assets.

**4.1 Impacts to flora and fauna** must be carefully considered. Visual and other mitigations can require large setbacks, and are likely to necessitate development placement in areas with large, open and less populated landscapes. This can place developments within sensitive wildlife habitats directly affecting the ecology and adding to habitat fragmentation.

These types of projects are likely to affect wildlife in some manner. Careful consideration of these types of impacts can lead to a determination of restricting this type of development in sensitive or important ecological areas.

**4.2 Impacts on open spaces.** Any alteration to the open space landscapes should always be carefully considered. Mitigation of alterations to open spaces can be difficult to achieve, as even mitigation actions can alter the landscape. Heavy industrial/large commercial development can have some of the most profound and difficult to mitigate impacts to open spaces making mitigation more problematic.

The importance of Clayton's open spaces and their protection can lead to a determination of limited or restricted development in open spaces.

**4.3 Large structures/impermeable surfaces.**

These can amplify all the typical environmental impacts, and should be taken into consideration. Hydrological systems can be highly impacted by large physical footprints of heavy industrial/large commercial developments. Fragmentation of habitats and surface drainage altering patterns can affect aquifers during and after construction.

**4.4 Tall structures/communication towers.**

The environmental impact of tall structures can be similar and should be considered the same as, tall structure/WECs impacts described in the Renewable energy section.

Applicable considerations and standards developed from the renewable energy section should be applied to tall structures/towers.

**4.5 Topography/terrain changes.**

The Town discourages "cut and fill" or major alterations to the topography and terrain for any heavy industrial/large commercial allowable developments. Wetlands, drainages or other natural features must be incorporated into all new development's design, and be minimally disturbed during construction. Open spaces, scenic value, forest cover or agricultural spaces should be considered a terrain feature, and accordingly be protected.

Any allowable heavy industrial/large commercial development must maintain and preserve the landscape or terrain, and the topography.

**4.6 Noise pollution considerations**

The noise issue is a complex and important area that the Town needs to consider. Heavy industrial/large commercial development can have major impacts to the ambient sound levels in the Town. The Town should consider all forms of sound/noise in all the audible and inaudible frequencies or range. Low frequency sounds as well as audible ranges can have adverse health effects and negatively impact the quality of life and character of the community.

The Town needs to examine this issue in depth and create a form of noise standard for heavy industrial/large commercial development or activities. Noise can cross-over the Towns boundary and affect surrounding municipalities. The standards the Town adopts should be no less, or match, the strongest standard of adjacent townships. The Towns of Cape Vincent, Lyme and Orleans noise standards or equivalents should be examined and utilized to create a similar noise standard for Clayton for heavy industrial/large commercial development.

**4.7 Light pollution considerations.**

Clayton has some guidelines for commercial lighting, but the impacts from lighting can be

amplified by the scale of the development. The night skyline should be a primary consideration for this type of development when looking at any lighting standard. Tall structures/towers should be encouraged to stay below the FAA lighting requirement. The night sky is a feature of the scenic attraction of our Town, and should be protected from additional sources of light pollution to the greatest extent possible.

**5) Industrial energy production, petroleum/natural gas storage.** The Township has not had to face this possibility previously but it should be clear that any fossil fuel power production, and any related activity such as disposal of fracking fluid or gas/oil exploration should not be considered as a permitted use. That type of land-use is not compatible with the community vision or the consensus of the citizens. Large-scale storage of petroleum or natural gas for energy production or any other purpose should be considered a non-permitted land use.

The Town would not, based on community vision and environmental concerns, consider any further large hydro dam projects on the St. Lawrence River, the Chaumont River or any navigable waterway in the Town.

**6) Structure scale, massing, and/or height.** The scale, massing, and/or height of structures regarding these heavy industrial/large commercial uses must be appropriate to Clayton's vision, goals, objectives and character. It also must be a demonstrable enhancement to all the key components of Clayton that includes the environment, economy and culture.

Based on these criteria, the height of structures for heavy industrial/large commercial development should be limited to the current standard of 35' for structures. The exception being a communication tower\*\*, though a

stationary structure, must adhere to the same standards applied to other tall structures/towers found in the Renewable section where applicable. The Height for communication towers should be a standard elevation just below FAA required lighting standard or 200'.

The overall scale and mass of structures in general, even those meeting the height limits, still must be considered as though they can have major adverse impacts. The mitigation methods for *larger than historically typical* commercial structures, whether it be total area, length, or width may need to go well beyond large setbacks from highways and adjacent properties. Proper standard considerations for all heavy industry or certain large commercial development should consider using screening methods such as large scale plantings and terrain features that would mitigate visual, noise, lighting and environmental impacts. Development of large, incomparable sized or scaled structures or multiple units that have a similar cumulative large scale that cannot be fully mitigated, should be considered as incompatible. The length of road frontage should also be a metric of scale. For example, a strip mall can have multiple units of relatively small volume, but can heavily impact road frontage. Hence it could be considered inconsistent with the scale of Clayton structures.

Conversely, some large structures have a historical role in our Town and are considered desirable in the appropriate locations. For use as a metric for considerations and impacts for what can be expected in larger scaled development we utilize the example of the new hotel (1000 Islands Harbor Hotel). Though that development would not necessarily fall in this category, it is representative of a positive, large scaled development. It generally met the height standard as a first hurdle, and though the

volume or mass of the structure had no current comparable, it clearly replicated the historical scale of Clayton's long history with the hospitality industry. It broke up its appreciable mass with suitable architectural techniques. It also met a number of the goals and strategies created through public consensus and underwent a vigorous public process resulting in highly supported development. Any comparable scaled development should consider meeting that standard as well.

Most heavy industrial/large commercial development encompass structures or footprints that are out of scale, mass, or height and unequaled historically or currently, and are inconsistent with the community vision and goals.

### **7) Architectural considerations.**

Any unscreened visible elements of structures inconsistent with the Town/Village character concerning heavy industrial/large commercial development can have major impacts on the rural character and scenic qualities of Clayton and may not be consistent with the Town's vision and goals.

The Town/Village value the heritage architecture of the community. All clearly visible structures should be consistent with the historic architecture of the Town. Examples of this highly valued aspect in new structures is, the Community Bank building on the corner of Webb St. and 12E, and the 1000 Islands Harbor Hotel. These examples demonstrate the modern use of Clayton heritage architecture that is desired by the Town and Village to be applied to visible elements of heavy industrial/large commercial developments.

\*\*Other exceptions to the structure height standard include only religious structures, point of use power generation, and agricultural on site storage such as

silos or barns all covered in non-industrial related sections.

## Heavy Industrial, Large Commercial, and Renewable Energy Development Summary

To ensure human health and safety throughout the Town of Clayton, Village of Clayton, and Hamlet of Depauville, Wind Energy Conversion Systems (WECs) and Heavy Industrial, Large Commercial Facility placement should meet adequate residential, business, institutional and property line setbacks based on the considerations in this document. Setbacks are established by the Town and Village pursuant to their Zoning Laws, consistent with municipalities' right to regulate land use within their boundaries.

It is the Town's conclusion that WECs and Heavy Industrial Facilities or Large Commercial projects would not be visually compatible and not allow the community to maintain compliance with, and follow the spirit/intent of the State certified Local Waterfront Revitalization Program Law and the Chaumont River Corridor vision statement. The only acceptable mitigation would be to set them back far enough to limit or eliminate their view from these priority areas.

In order to protect the over-all tourism industry and the economic value of the scenic elements of the Village, Town and region, it is concluded that these types of developments: commercial WECs, renewable energy, heavy industrial facilities, and large commercial projects, are only compatible with areas away or not visible from the scenic and tourism destinations.

The Town deems any commercial WECs, renewable energy, and heavy industrial/large commercial facilities should be set back from residences, residential properties, and

agricultural properties in order to protect and maintain property values, to include stringent property value protections if prohibition is not upheld.

To insure the future stability of the Village and Town as well as the region's multi-faceted economy, the prudent and reasonable course of action is to limit placement of commercial WECs and heavy industrial facilities from the Town and consider them to be undesirable, restricted land-uses in the Town, Village, or Hamlet.

It is concluded that commercial WECs, renewable energy, and heavy industrial facilities can have adverse impacts on agricultural production. They provide minimal potential benefits to the Town's agricultural economy, and should be considered land-uses that do not encourage long-term farming or preserving priority agricultural soils for production. Proper restrictions or limitations should be created to protect the Town's agricultural assets.

Until impacts can be determined to be mitigatable, and studies can be conducted that would rule out negative impacts on the training mission, rapid deployments, and security function of the installation, the Town determines commercial WECs and heavy industrial facilities to be potentially incompatible with Fort Drum communications, radar security, and airspace use. The Town finds that permitting any commercial wind development or heavy industrial facilities in the Town should be in concert with Joint Land Use Study findings to limit encroachment impacts that could jeopardize continuing efforts to protect Ft. Drum as a regional, statewide, and national asset.

The Town has determined that commercial renewable energy development and heavy Industrial/large commercial development are not compatible with the Alvar environment,

which can experience extremely detrimental impacts. Alvar geology, surface and subsurface hydrology, and the ecological systems they support are fragile, rare and extremely susceptible to disruption or destruction from human activities. The Town has concluded that: The Alvar areas are an irreplaceable element of our Town's character. They are rare environments/ecological systems, supporting flora and fauna that are rare. These areas are part of a finite environmental landscape nationally, as well as globally, and should be protected from adverse large scale development in close proximity.

The Town finds that these areas should be fully surveyed and identified, then studied regarding geology, ecology, hydrological systems and to the Alvar's specific relationship with endangered avian species migration and habitats, as part of the pre-application process for this type of development. Therefore, the Town finds that heavy industrial/large commercial and renewable energy developments should generally avoid placement within these areas.

Flora and fauna could experience extremely detrimental impacts from WECs, to a lesser degree commercial solar facilities, and heavy industrial or large commercial development. Studies should be conducted regarding identification of flora and fauna species that could be impacted, and made part of any pre-application process for these types of development. The Town concludes that full environmental wildlife studies and assessments, by a Town selected authority, should be considered when reviewing projects within three miles of sensitive areas. Zoning updates should reflect this conclusion.

The Town of Clayton and the region are part of an important migratory flyway. The Town is clearly within an international border zone subject and obligated to abide by the MBTA 1918. New York State recognizes the significance

of avian wildlife and the need to preserve and protect this regions avian habitats and environments. The Township is host to a variety of migrating and resident rare, endangered, threatened or recovering species as well as common avian species. The Township has rare habitats and ecological systems that support species at risk. The airspace of these habitats is interconnected, and has daily and/or migratory transient activity in all seasons.

Heavy industrial/large commercial and commercial WECS, as well as large solar projects potentially have negative impacts to resident and migratory avian habitats as well as the supporting ecological systems and airspace. Zoning should reflect the applicable degree or scale of restrictions and regulations as well as enforce any required reviews. Minor to full multi-year avian studies shall be applied based on the scale level of impacts. The largest potential impact to avian species and supporting ecology is from commercial WECS. Added infrastructure such as transmission lines can have potential major negative impacts. WECS clearly have the most severe and permanent potential impacts locally, regionally, nationally and internationally regarding avian species and ecology. Avian studies by Town selected authorities, shall be a pre-application condition for WECS, large solar or other high impact heavy industrial/large commercial developments. The Town concludes that heavy industrial/large commercial and renewable energy regarding large solar and WECS should be a restricted or a limited land use in the Town of Clayton, as a way to protect, preserve and enhance the critical avian habitats and species in this area.

This region and the Town of Clayton are home to multiple species of bats, their habitats and ecological systems. There are identified hibernation locations with endangered bat species and there are other similar habitats in the Township. The rare and unique land forms

and environments in the Town are critical to the survival of all species of bats, especially the endangered and threatened species, and are a keystone ecological fauna element.

All forms of heavy industrial/large commercial and renewable energy development can have negative impacts to resident and migratory bat habitat as well as the supporting ecological systems. Zoning should reflect the applicable degree of restrictions or regulations and enforce any reviews and ensure that minor to full multi-year localized bat studies be undertaken when applicable and scaled accordingly as a pre-application condition. The largest potential impact to bat species and supporting ecology is from renewable energy development. Large solar arrays can have potential major impacts. WECS clearly have the most severe and permanent potential impacts locally and regionally regarding bat species and ecology. The Town concludes that heavy industrial/large commercial development, and renewable energy development regarding large commercial solar and commercial WECS should be a restricted or prohibited land use in the Town of Clayton in order to protect, preserve and enhance the critical bat habitats and species in this area.

Noise pollution is an ever-increasing issue that can have profound effects on quality of life, as well as potential to health, and safety to Town and Village residents. One element of character that is integral to the Town is the noise levels that are, and have been typical for our Town over the four seasons. Noise can also negatively impact ecological systems. Noise pollution can cross over into surrounding Towns. The Town should develop standards and procedures concerning heavy industrial/large commercial and all commercial renewable energy systems. The Towns noise standards and procedures shall consider meeting or exceeding the surrounding Towns' standards.

Light pollution is an increasing concern as any growth or development occurs. The most notable impact to the night sky is outside of the Village. The night sky view-shed of the Town's open spaces, rural areas, and of the River and Islands part of the cherished quality of life. The night sky and the current level of visibility of the stars is a key element of the Town's character and must be protected to the greatest extent possible. Light pollution can affect adjoining Townships and add to regional aggregate light pollution levels.

The light pollution from heavy industrial/large commercial, and commercial WECs can have severe impacts to Native American ceremonial landscapes, as well as to Fort Drum's night training activities. The lighting needs for tall structures, large facilities/structures and parking areas associated with most Heavy industrial/large commercial, as well as renewable (WECs) developments, are not compatible with preserving and protecting the night sky view-shed. The Town concludes that these types of developments should be restricted or prohibited as a land use.

The Town has multiple watersheds, drainages and sub-surface hydrological systems and aquifers. Much of the Town has a karst geology with accompanying hydrology and aquifer(s) systems. These areas also have the added factor of fragile, rare alvar surface terrain(s) zones. These fragile karst and alvar zones and their aquifers are extremely susceptible to surface drainage alterations and fragmentation. The sub-surface aquifer flows and storage structures are extremely susceptible to bedrock disturbance from, drilling, blasting, large-scale excavations or other surface/subsurface actions necessary for tall structures, WECs, and other large projects. Development that can negatively affect area wells, aquifers and recharge systems are not compatible with preserving and

protecting the environment and the quality of life for citizen's dependent on these hydrological systems. Disturbance to these surface and subsurface systems can introduce contaminants into these systems affecting aquifers over distances. Full multiyear hydrological studies should be conducted as a pre-application process, as well as protections and guarantees for aquifer disruption/disturbances. The Town concludes that heavy industrial/large commercial, large-scale solar arrays and commercial WECs development should be restricted, or prohibited in areas with susceptible aquifers such as the karst-alvar zones of the Town.

There are multiple modes of aviation activity that are within Clayton's active low-level airspace. Vital emergency services utilize this airspace year-round in all visibility conditions. Tall structures and WECs towers will negatively affect this airspace for low-level aviation. Low visibility emergency flights currently available could, become no longer viable. Aviation radar or instrumentation can be affected by WECs, leaving most low-level flights or airport use no longer viable in low visibility conditions. Recreational balloon flight/tourism has no avoidance methods and would not be safe or possible near or within a WECs development.

The Town concludes that to preserve and protect the low-level airspace of the Town for transit, recreational, emergency, private airport use, and DOD training that this type of development be restricted as a land use in the Town.

The Town of Clayton places a high value on open spaces and the unobstructed view-sheds of our scenic, rural and historic landscapes and their inseparable contribution to Town Rural Character. These areas are at increasing risk from development pressures. The Town has determined that the current and historic open space areas of the Town as reflected on the Character Areas Map such as Farmland,

Forest/Scrub/Grassland, wetlands, water, waterfront residential and rural residential are the definition and standard for what the Town considers its priority open spaces. The Town has noted that heavy industrial/large commercial or renewable energy development could detract significantly from such open spaces and their character. The Town has concluded that heavy industrial/large commercial or renewable energy development should be a major consideration for avoiding open spaces or in areas affecting priority view-sheds.

There are potential issues with communication systems such as digital TV signals from large structures, tall structures or WECs. Radar interference issues are associated with WECs. The Town concludes that communication interference can be an issue for the above listed types of development and appropriate studies, should be part of any application regarding these developments.

There are substantial and irreplaceable historic cultural resources in and around the Township. A major portion of Clayton's cultural resources is Native American, including an Iroquoian Village sequence with one of the largest Native mortuary complexes in northern NY in the Hamlet of Depauville. Native American cultural resources, and relationships to this area spans over 10,000 years, and is of great importance to the Mohawk, Onondaga and Oneida Nations as well as the citizens of Clayton.

In order to protect and preserve the physical locations, ceremonial landscapes, view-sheds and all Native American cultural resources. The Town concludes:

Heavy industrial/large commercial and renewable energy development should be limited in the Town. Any of these

developments should trigger all efforts by the Town to ensure early and proper consultation and notification of the Mohawk, Oneida and Onondaga Nations, Federal and State authorities as a precondition of any application.

Typical sensitivity assessment and survey methods would not be adequate in this unique setting. The Town concludes that the Nations are best suited to interpret and determine the sensitivity of Native cultural resources, their ceremonial landscapes and treatment, as the primary partner with New York State Historic Preservation Office (SHPO), as well as the Town of Clayton.

The Town should, due to its unique cultural resources and the acknowledged ancestral relationship to the Iroquois Nations, pursue proper, sanctioned abilities to directly communicate with these sovereign Nations. This would further the Town's efforts to understand, protect and respect Native American cultural resources.

The Town should consult with and assist, local archeologists, SHPO and the Nations in consideration for, and with the process of application for a Historic District status for the "Clayton Cluster" of Iroquoian Village sites. Placement on the National Historic registry as a Historic District of Native American Landscapes and Ceremonial Landscapes, for these cultural resources is consistent and encouraged in the NYS SHPO Plan 2015-2020 (pages 13, 14, 19 and section V 2015-2020, Goals, objectives and strategies). The Town should support an effort in the Town of Orleans for a similar Historic District status for the Perch Lake Mounds.

Historic Districts should also be considered for legacy landscapes such as the rural farmlands or the Amish enclaves, the Hamlet of Depauville and other qualifying areas or elements. The town should support any ongoing efforts to list the Thousand Islands as a Historic District.

The Town of Clayton's year-round and seasonal citizens hold the character of the Town to be the single most important element of quality of life. The character of the Town includes the natural, physical and cultural elements of our Town. The character of the Town is self-determined and can be subjectively assessed, qualified and determined to a satisfactory level as described in the character sub-section. The Town has determined that a primary planning tool should be a Guiding Principle: To protect, preserve and enhance the character of the Town of Clayton.

The Town has, as a community, a commonly perceived and acknowledged character in terms of the entire Town. There are also localized character components at the neighborhood or even the use level, and its setting or location within the Town. For example, the waterfront/island residential areas, the Village, Hamlet, or the rural residential and farming areas of the Town, all have their own unique characteristics. Together, they all equally contribute to an aggregate overall character of the Town. Each of these singularly, overall, and the localized elements or components of Town character all must be addressed as part of the character assessment for planning or an application process. The Town's or Village's self-determined character, and its character assessment can therefore be equally applied throughout the Town, as each component is an essential element to the Towns aggregate character.

The Town's understanding regarding some types of large commercial developments is they can impact the character of the Town. They are inconsistent with the guiding principle of preservation, protection and enhancement of the character of the Town of Clayton. These types of developments, due to the level of impacts to the Town's character, quality of life, cultural resources, and wildlife should be restricted or limited in the Town.

The Guiding Principle should be considered for all forms of future commercial development in the Town as a standard line item in the planning process/applications. The response-assessment should be reciprocal to the degree of potential impact to the Character.



## Clayton Comprehensive Land Use Plan Survey Questions

The Town and Village of Clayton is beginning the job of updating its Joint Comprehensive Land Use Plan from 1998. A Comprehensive Plan is a document that describes the history, current state, and future vision for the community. It acts as a road map to guide future growth and development while promoting the health, safety and general welfare of the people.

This survey is one of the ways to allow residents the opportunity to provide input into the process. The Committee would like to know what type of development the residents would like and where this development should occur, so several questions will be area-specific while others will be more general in addressing a variety of topics usually associated with future community planning. There are three main categories in this survey:

1. Demographics
2. Area-Specific development
3. Quality of life

The purpose of this survey is to solicit public input for use in updating the Joint Town/Village Comprehensive Plan. A duly appointed committee is overseeing this process and hopes to submit a draft of the revised Comprehensive Plan to the Town and Village Boards by 2016.

If you are interested in reading Clayton's current Comprehensive Plan, you can find it online at: <http://townofclayton.com/wp-content/uploads/2012/07/Joint-Comprehensive-Plan-.pdf>. Or you may review a paper copy at the municipal offices.

The Comprehensive Plan should reflect the ideas and opinions of the community's residents. EVERY Clayton resident and/or property owner is invited to complete this survey. Each person may submit the survey once.

Your survey responses will be kept confidential.

Please submit your completed survey by May 7, 2015.

Estimated time to complete the survey: 15 minutes.

# Clayton Comprehensive Land Use Plan Survey

## Questions

\* Required

### DEMOGRAPHIC QUESTIONS

1. **Where do you live? \***

*Mark only one oval.*

- Town of Clayton
- Village of Clayton
- Live outside, but own property within

2. **Do you own where you reside?**

*Mark only one oval.*

- Yes
- No
- Live outside, but own property within

3. **Are you a seasonal resident?**

*Mark only one oval.*

- Yes
- No

**4. Please select your age range: \***

*Mark only one oval.*

- 5 - 10
- 11-17
- 18-20
- 21-25
- 26-30
- 31-35
- 36-40
- 41-45
- 46-50
- 51-55
- 56-60
- 61-65
- 66-70
- 71-75
- 75+

**5. How do you get news about the Town/Village?**

*Check all that apply.*

- Municipal websites
- TI Sun
- WDT
- TV
- Newzjunky
- Social Media

**6. Where do you work?**

*Check all that apply.*

- Clayton
- Surrounding Towns
- Watertown
- Other area in the County
- Out of County
- Do not work
- Student
- Retired

# QUESTIONS ABOUT THE WAY LAND IS USED

The way land is used (residential, retail, office, parks etc.) in the Town/Village has changed over time. The Comprehensive Plan will help to guide the Town/Village on the types of land uses the community would like to preserve or change.

Please indicate what changes you would like to see in the Town/Village:

**7. Would you encourage or discourage the following LAND USES in the TOWN?**

*Mark only one oval per row.*

	Encourage	Discourage
Residential - single family homes	<input type="radio"/>	<input type="radio"/>
Residential - multiple unit family homes (i.e. townhouses)	<input type="radio"/>	<input type="radio"/>
Affordable housing	<input type="radio"/>	<input type="radio"/>
Senior/assisted living	<input type="radio"/>	<input type="radio"/>
Agriculture	<input type="radio"/>	<input type="radio"/>
Retail Development	<input type="radio"/>	<input type="radio"/>
Public outdoor recreation	<input type="radio"/>	<input type="radio"/>
Protection of natural areas/open space	<input type="radio"/>	<input type="radio"/>
Light Industrial/Manufacturing Uses	<input type="radio"/>	<input type="radio"/>
Motels/Hotels	<input type="radio"/>	<input type="radio"/>
Convenience Stores	<input type="radio"/>	<input type="radio"/>
Retail Stores	<input type="radio"/>	<input type="radio"/>
Tourism- based (i.e. Bed & Breakfasts, restaurants, gift shops, eco-tourism)	<input type="radio"/>	<input type="radio"/>
Professional Offices (medical, legal, technology)	<input type="radio"/>	<input type="radio"/>
Department Store	<input type="radio"/>	<input type="radio"/>
Service Businesses	<input type="radio"/>	<input type="radio"/>
Home-based Businesses	<input type="radio"/>	<input type="radio"/>

**8. If you have another land use you would like to either encourage or discourage in the TOWN, please write in below:**

.....

.....

.....

.....

.....

**9. Where should commercial/retail growth be directed within the TOWN?**

.....

.....

.....

.....

.....

**10. Would you encourage or discourage the following LAND USES in the VILLAGE?**

*Mark only one oval per row.*

	Encourage	Discourage
Residential - single family homes	<input type="radio"/>	<input type="radio"/>
Residential - multiple unit family homes (i.e. townhouses)	<input type="radio"/>	<input type="radio"/>
Affordable housing	<input type="radio"/>	<input type="radio"/>
Senior/assisted living	<input type="radio"/>	<input type="radio"/>
Retail Development	<input type="radio"/>	<input type="radio"/>
Public outdoor recreation	<input type="radio"/>	<input type="radio"/>
Protection of natural areas/open space	<input type="radio"/>	<input type="radio"/>
Light Industrial/Manufacturing Uses	<input type="radio"/>	<input type="radio"/>
Motels/Hotels	<input type="radio"/>	<input type="radio"/>
Convenience Stores	<input type="radio"/>	<input type="radio"/>
Retail Stores	<input type="radio"/>	<input type="radio"/>
Tourism- based (i.e. Bed & Breakfasts, restaurants, gift shops, eco-tourism)	<input type="radio"/>	<input type="radio"/>
Professional Offices (medical, legal, technology)	<input type="radio"/>	<input type="radio"/>
Department Store	<input type="radio"/>	<input type="radio"/>
Service Businesses	<input type="radio"/>	<input type="radio"/>
Home-based Businesses	<input type="radio"/>	<input type="radio"/>

**11. If you have another land use you would like to either encourage or discourage in the VILLAGE, please write in below:**

.....

.....

.....

.....

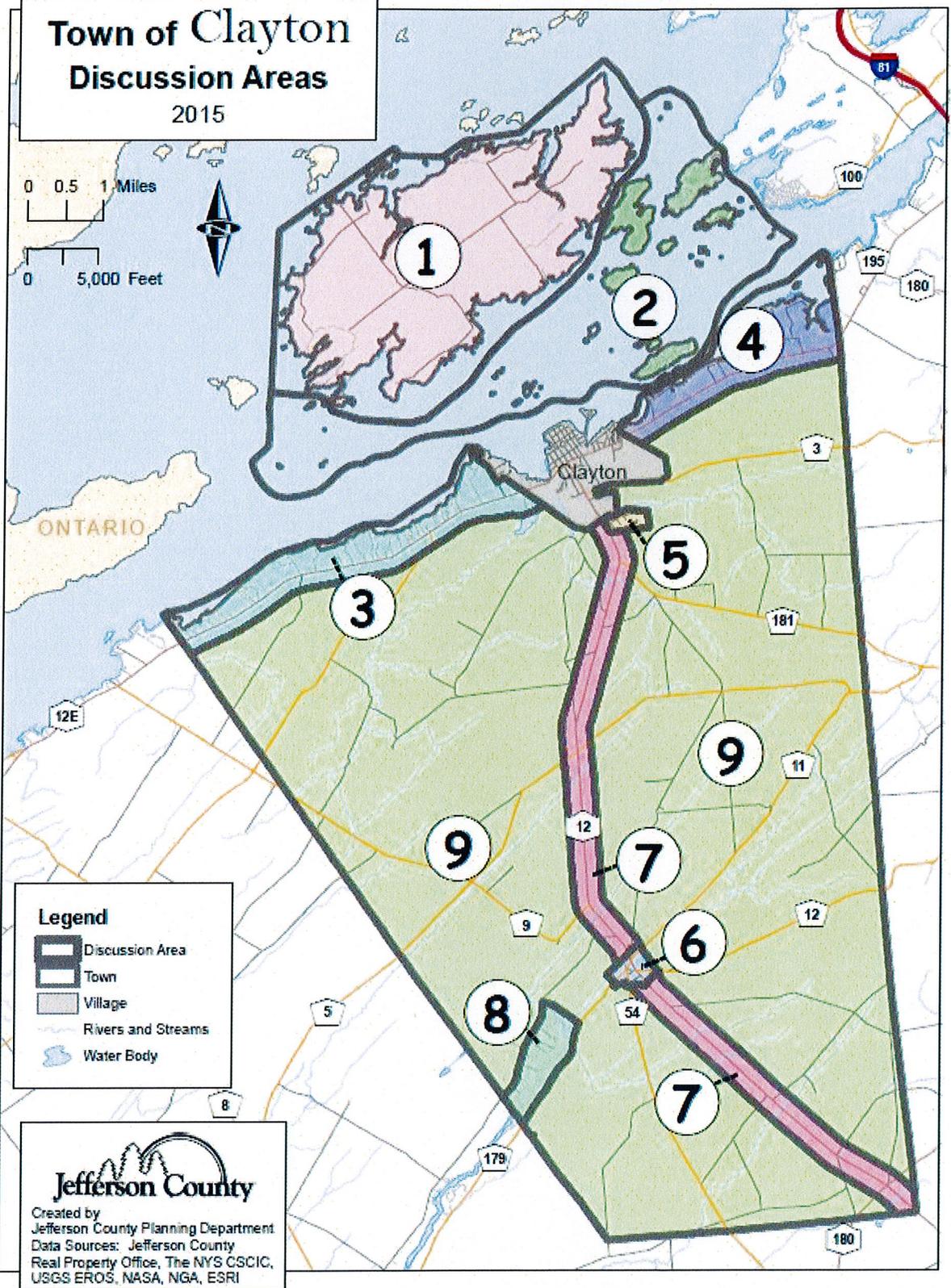
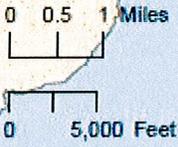
.....

12. **Where should commercial/retail growth be directed within the VILLAGE?**

.....  
.....  
.....  
.....  
.....

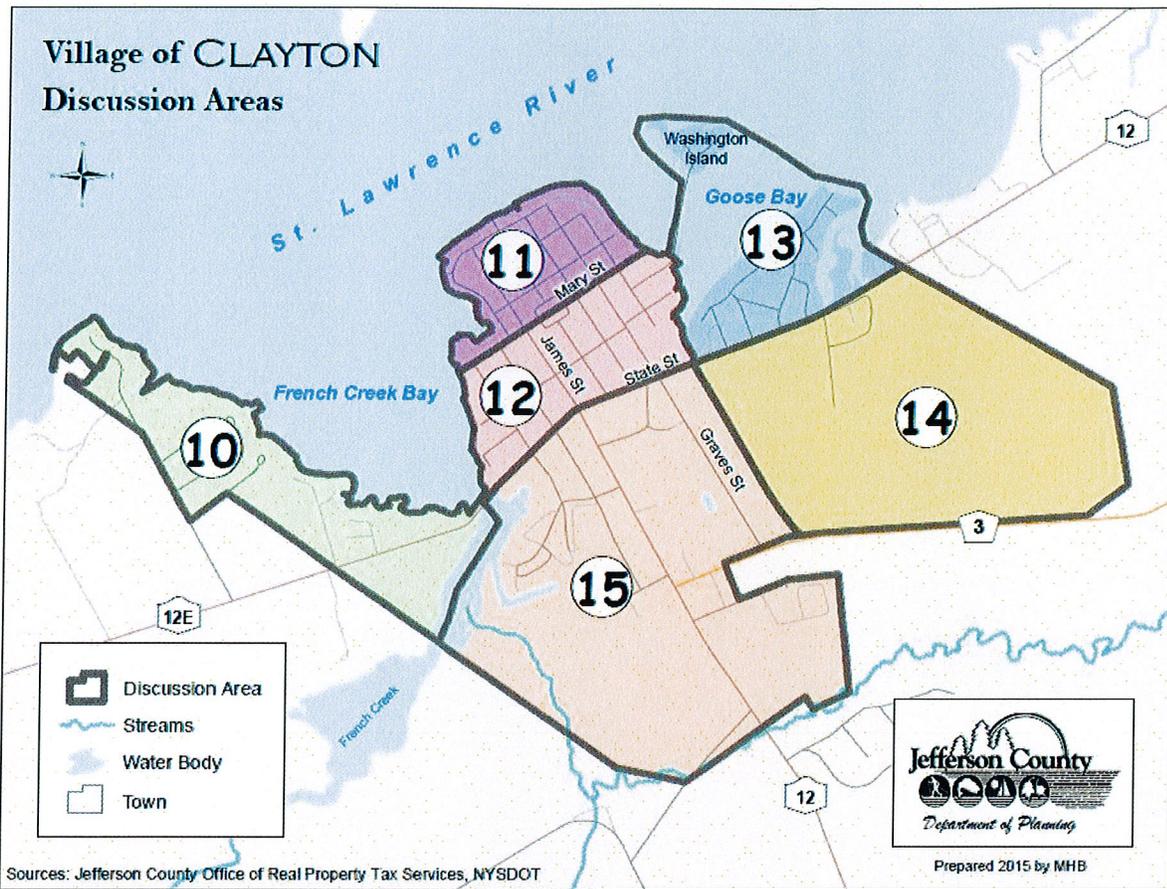
**DISCUSSION AREAS**

# Town of Clayton Discussion Areas 2015



- Legend**
- Discussion Area
  - Town
  - Village
  - Rivers and Streams
  - Water Body

**Jefferson County**  
Created by  
Jefferson County Planning Department  
Data Sources: Jefferson County  
Real Property Office, The NYS CSCIC,  
USGS EROS, NASA, NGA, ESRI

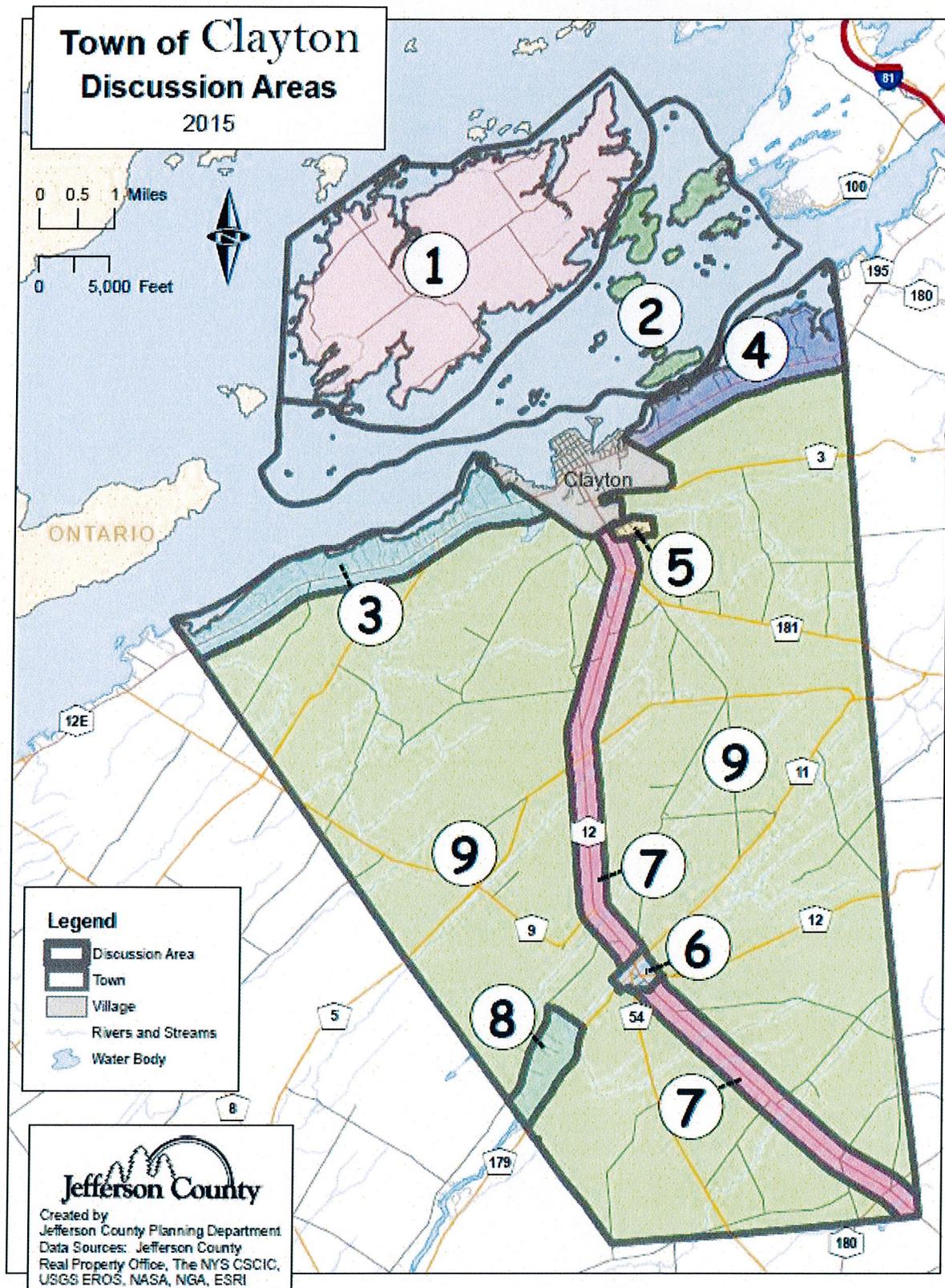


13. Please select the area where you live: \*

If you do not live in the Town/Village, please select where you own property.  
Mark only one oval.

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12
- 13
- 14
- 15

The Land Use Comprehensive Plan Committee identified areas in the Town by similar land use. Please select where you would like the specific land uses to be developed in areas 1-9.



14. **Check all of the areas in the Town you would like to see SINGLE FAMILY RESIDENTIAL: \***

*Check all that apply.*

- Area 1: Grindstone Island
- Area 2: Other Islands
- Area 3: NY Route 12E
- Area 4: NY Route 12 East of Village
- Area 5: Heritage Heights
- Area 6: Depauville
- Area 7: Route 12 Corridor South
- Area 8: Chaumont River
- Area 9: Rural Ag Interior
- No Area

15. **Check all of the areas in the Town you would like to see MULTI FAMILY RESIDENTIAL: \***

*Check all that apply.*

- Area 1: Grindstone Island
- Area 2: Other Islands
- Area 3: NY Route 12E
- Area 4: NY Route 12 East of Village
- Area 5: Heritage Heights
- Area 6: Depauville
- Area 7: Route 12 Corridor South
- Area 8: Chaumont River
- Area 9: Rural Ag Interior
- No Area

16. **Check all of the areas in the Town you would like to see COMMERCIAL uses: \***

*Check all that apply.*

- Area 1: Grindstone Island
- Area 2: Other Islands
- Area 3: NY Route 12E
- Area 4: NY Route 12 East of Village
- Area 5: Heritage Heights
- Area 6: Depauville
- Area 7: Route 12 Corridor South
- Area 8: Chaumont River
- Area 9: Rural Ag Interior
- No Area

17. **Check all of the areas in the Town you would like to see AGRICULTURAL uses: \***

*Check all that apply.*

- Area 1: Grindstone Island
- Area 2: Other Islands
- Area 3: NY Route 12E
- Area 4: NY Route 12 East of Village
- Area 5: Heritage Heights
- Area 6: Depauville
- Area 7: Route 12 Corridor South
- Area 8: Chaumont River
- Area 9: Rural Ag Interior
- No Area

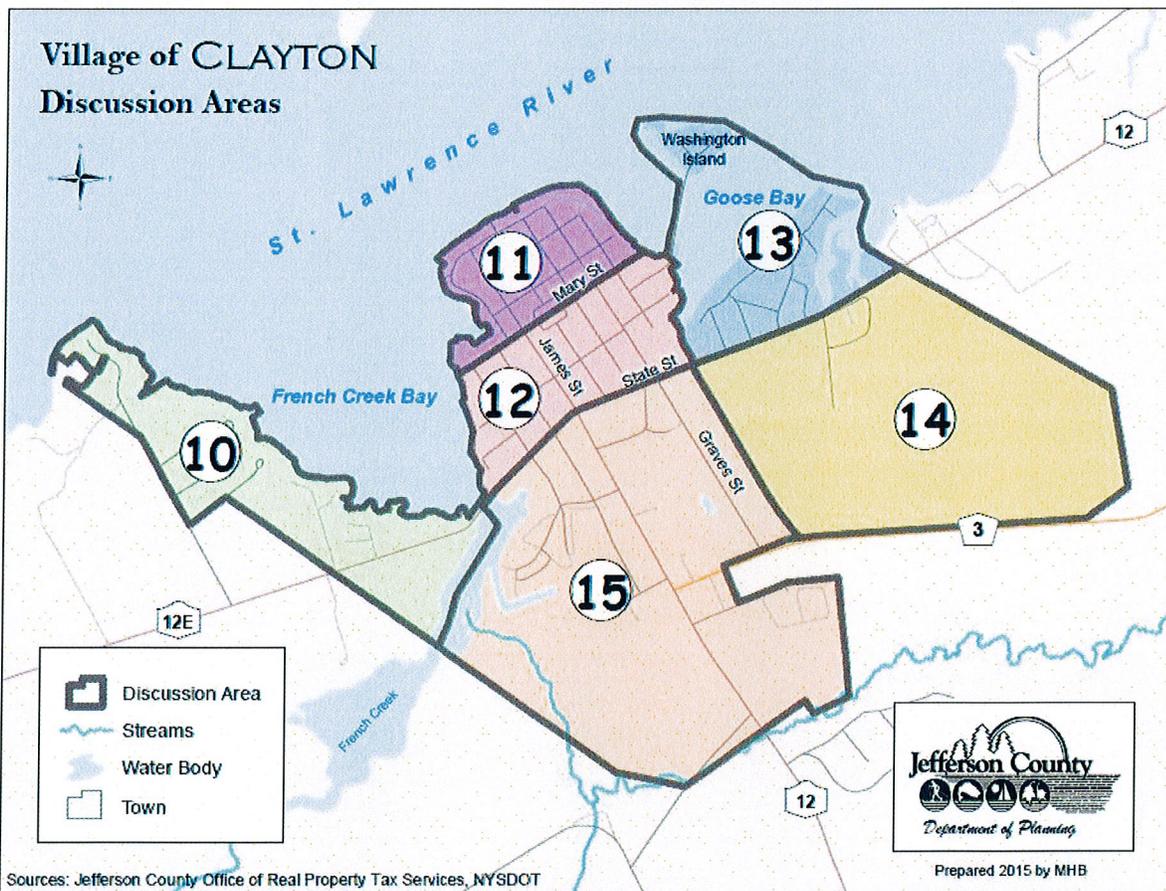
18. Check all of the areas in the Town you would like to see LIGHT INDUSTRIAL/MANUFACTURING: \*

Check all that apply.

- Area 1: Grindstone Island
- Area 2: Other Islands
- Area 3: NY Route 12E
- Area 4: NY Route 12 East of Village
- Area 5: Heritage Heights
- Area 6: Depauville
- Area 7: Route 12 Corridor South
- Area 8: Chaumont River
- Area 9: Rural Ag Interior
- No Area

### VILLAGE DISCUSSION AREAS

The Land Use Comprehensive Plan Committee identified areas in the Village by similar land use. Please select where you would like the specific land uses to be developed in areas 10 - 15.



19. **Check all of the areas in the Village you would like to see SINGLE FAMILY RESIDENTIAL: \***

*Check all that apply.*

- Area 10: Bartlett's Point
- Area 11: Downtown
- Area 12: Midtown
- Area 13: Steele's Point/Washington Island
- Area 14: Golf Course/East Line Road
- Area 15: Outer James Street
- No Area

20. **Check all of the areas in the Village you would like to see MULTI FAMILY RESIDENTIAL: \***

*Check all that apply.*

- Area 10: Bartlett's Point
- Area 11: Downtown
- Area 12: Midtown
- Area 13: Steele's Point/Washington Island
- Area 14: Golf Course/East Line Road
- Area 15: Outer James Street
- No Area

21. **Check all of the areas in the Village you would like to see COMMERCIAL uses: \***

*Check all that apply.*

- Area 10: Bartlett's Point
- Area 11: Downtown
- Area 12: Midtown
- Area 13: Steele's Point/Washington Island
- Area 14: Golf Course/East Line Road
- Area 15: Outer James Street
- No Area

**22. Check all of the areas in the Village you would like to see LIGHT MANUFACTURING/INDUSTRIAL uses: \***

*Check all that apply.*

- Area 10: Bartlett's Point
- Area 11: Downtown
- Area 12: Midtown
- Area 13: Steele's Point/Washington Island
- Area 14: Golf Course/East Line Road
- Area 15: Outer James Street
- No Area

**QUALITY OF LIFE QUESTIONS:**

**23. What do you like most about the Town/Village?**

.....

**24. What do you like least about the Town/Village?**

.....

**25. The Town/Village contains a number of special places that make the community unique. What places do you think are a great asset to the Town/Village?**

.....  
.....  
.....  
.....  
.....

**26. How do you use the St. Lawrence? Any other body of water?**

*Check all that apply.*

- Powerboating or sailing
- Canoe or kayaking
- Swimming
- Fishing
- For the view
- Scuba diving
- Winter recreational activities
- Other: .....

27. **In the Village Historic District, do you support burying the utilities?**

*Mark only one oval.*

- Yes
- No
- No opinion/Not sure
- Other: .....

28. **Do you favor the preservation of older historic and architecturally relevant structures and districts?**

*Mark only one oval.*

- Yes
- No
- No opinion

29. **Do you believe that agriculture should be supported in the Town?**

*Mark only one oval.*

- Yes
- No

30. **Do believe that craft beverage industry (i.e. breweries, wineries, and distilleries) should be encouraged?**

*Mark only one oval.*

- Yes
- No
- No opinion/Not sure

31. On a scale from **STRONGLY AGREE** to **STRONGLY DISAGREE**, please check which box matches your opinion the closest:

*Mark only one oval per row.*

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion/Not Sure
The quality of water resources is important	<input type="radio"/>				
Areas important to wildlife habitat should be preserved	<input type="radio"/>				
Preserving the rivers' shoreline character is important	<input type="radio"/>				
Protection of natural resources is important	<input type="radio"/>				
Identifying and preserving historical buildings is important	<input type="radio"/>				
Attracting new light industry is important	<input type="radio"/>				
Night lighting of buildings and parking lots should have minimal impact on adjacent properties	<input type="radio"/>				
Access to rivers for recreation should be increased or enhanced	<input type="radio"/>				
Attracting commercial development is important	<input type="radio"/>				
It is important to provide for affordable housing	<input type="radio"/>				
It is important to provide senior/assisted living	<input type="radio"/>				
The Town is managing growth well	<input type="radio"/>				
The Village is managing growth well	<input type="radio"/>				

32. Do you think the Village is a walkable community?

*Mark only one oval.*

- Yes
- No

33. Do you believe there is a parking problem in the Village?

*Mark only one oval.*

- Yes
- No

34. If yes, then what recommendations do you have to lessen the problem?

.....  
.....  
.....  
.....  
.....

35. Recreational activities in the Town/Village are:

Mark only one oval.

- Adequate
- Inadequate

36. Are there other recreational activities or facilities you would like to see in the Town/Village, please suggest an activity or activities:

.....  
.....  
.....  
.....  
.....

37. Have you noticed significant changes that have had a positive or negative impact in our community? If so, what changes have you noticed?

.....  
.....  
.....  
.....  
.....

38. What issues trouble you living in the Town/Village?

Check all that apply.

- Maintenance issues, i.e. junky cars, blight cleanup, enforcing zoning, repairing old buildings
- Government issues, i.e. road improvements, taxes, crime, drugs, speed limits, access to waterfront
- Community, i.e. pollution, internet access, lack of appropriate housing, lack of cooperation between different levels of government
- Satisfied, no issues
- Other: .....

39. If you checked any of the first three above, please elaborate.

.....  
.....  
.....  
.....  
.....

40. If you checked any of the first three above, what changes would be helpful?

.....

41. What is your biggest concern about the future of the Town/Village?

.....

42. Additional comments or suggestions on issues in the community that this survey did not cover:

.....  
.....  
.....  
.....  
.....

**Sign-in Sheet**  
**Town/Village of Clayton**  
Public Input Meeting

Monday, July 18, 2016, 4:00-7:00pm

Please Sign In

**Print Name**

CHET MASSARI

Toni Gibson

STEVE MAER

Audrey Blackburn

Jeff Zoller

Geneva Phelps Miller

JOE Burnash

Gayle + Art Cady

Janice Beattie VIL RESIDENT WASH ISLAND

PHIL BEATTIE VIL RESIDENT WASH ISLAND

MARY ZOVISTOSKI

John Heaslip

MARY + GENE DONATHUE DEPAWVILLE

Jane Heaslip

John Byrne

Gunter Schaller Clayton

Tony RANUZZO Clayton

Pam McDowell

Twyla Webb Village Clayton

Doug Holbrook

JUSTIN Taylor

Donna Zimmer

Cindy Grant

Andy Nevin, Jeff County Planning

**The following is a listing of public comments regarding the draft of the Town/Village of Clayton Comprehensive Plan made at the public meeting held by the Comprehensive Plan Committee on Monday, July 18, 2016. (Please note that some statements were edited for clarity.)**

## **CHAPTER 1 PLAN INTRO AND HISTORY**

-The vision statement starts off only describing the Village of Clayton. It should start off with a generalized statement that encompasses both village and town. There seems to be a focus on what's available in the village with the town mentioned as a side comment. The town outside the village is very much overlooked. Making the Town of Clayton, along with the village continually grow and be attractive should be a top priority. The village is not the only thing that can make this area great.

-We love the vision of this community. We do not want the area marred with big industry and especially industrial wind turbines. We moved here because it is a gorgeous tourism and scenic destination.

-Parking is not only insufficient, but may deter visitors from staying to enjoy what the village has to offer. With parking meters enforced until 8:00pm and very easily could be metered until 6:00pm as it is in neighboring communities. This is a sore point among visitors and deters some from returning.

-All the murals depicting local history/scenes should be promoted as a reason to come to Clayton-use Athens, Ontario as an example.

-Balancing development and the rights of residential property owners is a tough balancing act. Many people who live here have a significant investment in their properties. This is not about real estate values but rather the right to solitude and the quiet enjoyment of their property. Be careful what you wish for, you will surely get it.

-Introduction needs a rewrite. Mr. Angel, a Whig himself as was most of the voters in the area.

-Careful planning is needed for future commercial development. Clayton over the next five years will be "discovered" by more people precisely due to the new hotel-55+ weddings and countless business meetings. The challenge will be to retain Clayton's special character while encouraging and placing/siting new commercial development.

## **CHAPTER 2 DEMOGRAPHIC TRENDS**

-Population percentages don't add up-Town/Village 28%, Village 9% and Town outside village 28%???. *(Response: the rates are different in the portions of Town vs. Village because the population increased at different rates from 1980 to 2010, so they aren't meant to add up to 100%)*

-Same number of Village residents in 2010 census as in 1940 census yet industry has left Village implies more residents. Need to see if any of the data is statistically significant.

-In general emphasis should be placed on infrastructure maintenance and renovation in Village before new items such as burying wires are begun. Specifically sewer and water issues. Taxes in Clayton Village should not increase any more than 1.5% a year.

-Why do we need a Village?

-Many changes (?) of people, infrastructure and buildings-negative impact to the Village.

### **CHAPTER 3 HOUSING**

-Considering housing goals, especially #3, how do you justify changing zoning regulations on 12E for one business when so many long term home owners objected? Protect?

-Seriously concerned that the use of MD2 does not become a precedent that could be used on any 5+ acre parcel that is waterfront in an MR district. Assessment and property taxes would be reduced. What would the impact be for prospective buyers? Property taxes are most expensive on the riverfront and would be adversely affected by the use of MD2. It's use needs to be restrained and limited.

### **CHAPTER 4 ECONOMIC TRENDS**

-47% of Village residents earn less than 50,000 dollars yet Village taxes continue to increase.

-What % of property taxes are from seasonal residents? Are they represented in this plan?

-Hoping for more tourists, you need more parking.

-Industrial wind turbines will destroy the tourists coming to our area. All economic issues should be thoroughly vetted.

### **CHAPTER 5 NATURAL RESOURCES**

-Clarify green infrastructure.

-Migrating bird flyways and industrial wind do not mix. The natural beauty and scenic values of the St. Lawrence River need to be respected and protected. Would wind turbine towers be placed next to the Washington Monument or the Lincoln Memorial? Same principal here. French Creek should be taken and restore it.

-Cluster development may work out well for existing grasslands, but their respective habitats are slowly being diminished through agriculture and development pressure.

-Good water is essential for Clayton's citizens. It is important that everyone understand how fragile are water sources are here.

### **CHAPTER 6 TRANSPORTATION**

-Our roads and highways are critical in keeping our Town going. I hope that they are kept in good shape for everyone's safety. Industrial wind turbine activity and construction tends to destroy local roads by all the heavy equipment and use.

-Agree with walkability, parking behind buildings and sharing driveway entries. There is a need to identify future new roads in the Town of Clayton. For example a new connector road from route 12 to East Line Road. This will help in deciding how large tracts of land will be subdivided and developed. Developers can more clearly see how land can be developed.

## **CHAPTER 7 COMMUNITY FACILITIES**

-Trails, especially those that could be used by snowmobiles and others pursuing recreational activities could help offset the present dependence of seasonal tourism in Clayton.

-If new docks are part of the recreation facilities, what is the long range impact of income versus maintenance to the taxpayer?

## **CHAPTER 8 PUBLIC INPUT**

-The following question may not have been asked on the survey and data key to do market representation----How long have you lived in the Town/Village of Clayton?

## **CHAPTER 9 RENEWABLE/ALTERNATIVE ENERGY**

-The health, safety and welfare of the citizens should be considered before the profit of a couple of large property owners and a foreign-owned wind company.

-Wind: 1. Need to protect endangered birds/bats

2. Setbacks setbacks setbacks

3. Noise limits for day and night

4. Light pollution (open skies)

5. Need a substantial escrow fund to take down the turbines at the end of their lives. Town needs to hold this escrow as these facilities are sold-resold-and sold again. Tax payers cannot be left holding the bag. Faced with the end of pilots and dying turbines, wind companies will walk away (example, Hudson Valley).

6. We have wells outside the Village-protection. Mitigation will be impossible in Karst formations.

7. Property values

8. Fort Drum Aviation/Missile/ Interceptor base. Interferes with training and force readiness. Jobs: 1800 plus jobs at Fort Drum (permanent) vs 3 permanent jobs for industrial wind site.

## **CHAPTER 10 AGRICULTURE**

-The agricultural areas in our town are very valuable and hopefully will be cherished. I am especially pleased with all the 25+ families that have moved into our area. They take abandoned or neglected farms and have turned them into very productive farms. The Amish (contrary to popular belief) pay all their taxes-school and property taxes. They are great additions to our community.

-Stress importance of family farming. Ag district regulations out of date.

## **CHAPTER 11 LAND USE/LAND COVER**

-Wind-very good, no excellent info in the draft document. An article appeared in the "Watertown Daily Times" where Denise, the former Clayton Town assessor is quoted something to the effect that "Before the Wolfe Island turbines were built I didn't think property values would be impacted. But in the three years since, I've seen property values on Tibbets Point decline on the average by 25%.

-The north side of Route 12 should remain primarily residential to maintain scenic vistas of the river. There is ample space for commercial development on the south side of route 12, should more commercial development be needed.

The following comments note some common areas from those who submitted letters:

-ground water supply should be studied and protected, regulate commercial development

-the small town feel of our community is very important

-Amish families have added value to our community

-Great school system and libraries

-need to improve and expand internet access

-Fort Drum as a major employer is appreciated

-this area is a major migratory route for birds

-enjoy the rural lifestyle

-no light pollution

-important to maintain roads and bridges

-appreciate the close knit community

**July 18, 2016**

**Dear Town of Clayton and Comprehensive Plan Committee,**

**I heard that you are looking for feedback about what we want our town to look like in the future. The following are some of my suggestions and concerns.**

**Our ground water supply should be studied and protected.**

**I am fortunate that I have good water and my well is shallow, but I know of many others who have a lot of problems and without a good and safe supply of water you can't live in your homes. It wouldn't take much to contaminate and destroy the drinking water for many of our citizens so all commercial operations should be regulated so they don't contaminate our ground water. The public should be regularly reminded how to properly dispose of waste materials. Also large agricultural operations, such as a large pig farm, should be designed to protect everyone's water.**

**Our area is known for the karst rock formations and water issues. We also have some naturally occurring pockets of radon gas. All future developments should bear this in mind.**

**Tom Carr 31035 Co. Rte. 54 Chaumont, NY 13622**



Appendix 25

783-1562

July 18, 2016

Dear Town of Clayton Comprehensive Plan Committee,

I heard that you were updating our comprehensive plan and wanted some suggestions about what we like in our town. Here are my "likes".

I like the small town feel of my community. Everybody knows one another and is willing to chip in to help. I like the peaceful nights. I like all the wildlife we get to see and hear. The birds really like our area too and use it as a resting place as they migrate each year. We are even seeing many turkeys and deer.

But one of the things I love is the many Amish families who have chosen to make this area their home. I am not sure how many there are now, but at one time we counted over 25 Amish families in the area. They make wonderful neighbors and they supply me with great fresh vegetables!

Hope this helps and thank you for your service!

Keitha Haas PO Box 153 Depauville, NY 13632

A handwritten signature in cursive script that reads "Keitha Haas".

July 18, 2016

Dear Clayton Comprehensive Plan Committee,

Thank you for your hard work to update our Comprehensive Plan. I know that you have invested much time and effort.

I enjoy living in the Town of Clayton with it's great school system and local libraries. If there was one thing that I think the Town could improve it would be internet service for everyone. At my house we have to use a satellite system to receive internet and it doesn't work well, especially in bad weather.

We appreciate all the jobs that Fort Drum produces and we hope it stays here!

This area is a major migratory route for birds and we hope that is always protected.

Ground water is precious and should also be protected.

Thanks for all your hard work!

Cindy Grant



12610 House Rd.

Clayton, NY 13624

July 18, 2016

Dear Town of Clayton and the Comprehensive Plan Committee,

We read that you wished to find out what the community thinks about the future development of the Clayton area. In a few short words here is what we'd like to see:

We found the rural lifestyle was a great place to raise a family. We've enjoyed the peace and quiet of living in the country and the abundant wildlife. We hope that this area will remain mostly rural in nature.

We hope that our local ground water supply will be safeguarded because everyone needs good water to live. Our rock formation (karst) and water is very fragile in this area.

We hope that Fort Drum is able to stay here because it provides a lot of jobs for our area.

We would like to see better and more wide spread internet connection for our area. It might enable more people to work from home.

Thanks for listening!

Edwin and Diane Carr 15162 Carr Rd, Clayton, NY 13624

A handwritten signature in cursive script that reads "Edwin & Diane Carr".

Dear Town of Clayton Comprehensive Plan Committee,

My family and I live outside Depauville in the country and we hope it will always be as peaceful and quiet as it is today! My children and I can safely ride our bikes on our road all the time.

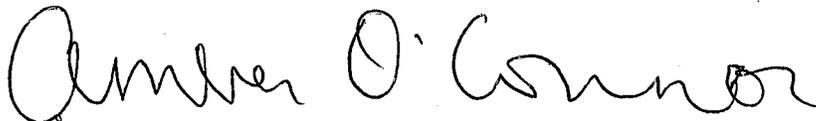
We also enjoy a lot of wildlife that have also chosen this area to call home too! Every time we go outside we are greeted by the beautiful birds talking to us or the deer who like to raise their babies in our backyard!

The nights give us beautiful skies filled with stars because there are no bright lights to disrupt or disturb our views.

This is a great "bedroom community" since we are close to Watertown (which is where my husband works). But my children can still go to the great school system at Thousand Islands School.

We like where our home is and hope it always stays peaceful like it is now! Thanks for all your hard work!

Amber O'Conner 17398 Morris Tract Rd. Chaumont, NY 13622

A handwritten signature in black ink that reads "Amber O'Conner". The signature is written in a cursive, flowing style.

July 18, 2016

Dear Town/Village of Clayton Comprehensive Plan Committee,

We thank you for your service to update our comprehensive plan and wanted to share some of the things we like about our town and hope to have way into the future.

We enjoy the rural area we live in and how quiet and peaceful our community is. There are 25 Amish families that live here outside Depauville and into Lafargeville. It is wonderful to see them take an abandoned farm and restore it to a productive farm once again! The Amish families have made excellent neighbors and are very hard working members of our community. They also provide us with a source for delicious fresh vegetables and eggs.

We also appreciate all the birds that use this area year round, as well as those that use it as they migrate back and forth.

We also hope your comprehensive plan includes our desire for safe and well maintained roads and bridges so we can safely get around.

Jasper and Leona Wilkie PO Box 54 Depauville, NY 13632

*Jasper R Wilkie*  
*Leona Wilkie*

July 18, 2016

Town of Clayton Comprehensive Plan Committee,

We heard that you want input into what we like about our town.

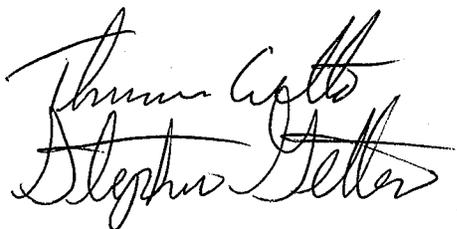
My husband and I like how everyone here knows one another and is very friendly and really cares about each other. Both my husband and I have lived through some very serious health issues and my community and friends rallied around us and even held fundraisers to help us pay our medical expenses. You won't find a better place to live than my community!

We hope it always stays a quiet community where people want to move to, to raise a family. My husband and I grew up in the city of Watertown and we are so glad we could raise our own family in this town.

We also have a great school system and library here!

Thank you!

Theresa and Steve Getter P.O. Box 24 Depauville NY 13632

Handwritten signatures of Theresa and Steve Getter. The top signature is 'Theresa Getter' and the bottom signature is 'Steve Getter'.

## ***Clayton Coalition to Preserve Residential Zoning***

August 15, 2016

**To: Clayton Comprehensive Plan Committee**

Re: Comments on Draft Town and Village of Clayton Comprehensive Plan

Dear Committee Members:

The *Coalition* truly appreciates the extensive time and attention the Clayton Comprehensive Plan Committee has devoted to creating a draft Comprehensive Plan and is pleased to respond to the Committee's request for input and discussion on the draft.

It is noted that the draft Comprehensive Plan (as posted on the Town of Clayton website under Legal Notices) is an extensive document consisting of over 150 pages. The length and complexity of the document actually makes it difficult to fully digest. However, it is very important that the Clayton Community understands the findings of the Plan, since these findings are presented as the "vision of the Clayton Community" and will be used to effect zoning changes.

### **Town of Clayton already has a good Zoning Ordinance.**

The attached comments underscore the need for the draft Plan to recognize the current Town Zoning Ordinance as an important factor in the growth and success of Clayton overall. In fact, there are only two changes that are needed to the current law: (1) industrial wind development should be prohibited and (2) the landing MD2 development districts in residential areas should be prohibited. Both types of development will disturb and degrade residential properties and their important value to Clayton. Both endanger the tax base, economy and quality of life of Clayton.

### **Residential Development: Primary Driver of Clayton Economy.**

Based on all the information in the draft Plan, it is clear that the single most important factor driving the economic, social, cultural and environmental growth of Clayton is the fact that people want to live in Clayton and make it their home.

Clayton is no ordinary place. Clayton is a small, remote and very beautiful area that has attracted many residents both year-round and seasonal. The residential property owner in Clayton is far and away the most important driver of the growth that sustains the governmental, business, cultural, social and environmental institutions of Clayton. In particular, revenues to Clayton government from property taxes come primarily from residential property owners (81%). And, in turn, Clayton's share of the County's sales tax revenues is based on the level of Clayton's property assessments, not the level of its retail sales.

## **Comprehensive Plan must protect Residential property owners.**

Accordingly, for the updated Comprehensive Plan to reflect the interests of the community it must seriously protect the interests of residential property owners. This was well understood in 1989 when the Town's current Zoning Ordinance was enacted. The Town Zoning Ordinance provides important residential zoning rights on the mainland and the islands, while at the same time providing extensive districts for commerce and agriculture. It is not broken and, with the two exceptions noted above, it does not need fixing. In addition and without question, government should not be given any more discretion than it already has to alter the residential zoning rights of Clayton taxpayers.

An updated Comprehensive Plan should clearly and unambiguously preserve and protect the residential fabric of Clayton. The draft Plan is quite clear that industrial wind development will degrade the residential and economic fabric of Clayton while at the same time offering no real offsetting benefits. However, the draft Plan is frankly ambiguous with respect to other types of development, particularly MD2 commercial development of residential properties. Apart from industrial wind development, MD2 development is the biggest threat to residential rights in Clayton and it is not even mentioned in the draft Plan.

**Committee Members, please understand that Residential Property Owners Matter!** They are the primary payers of property taxes; they are the primary supporters of commerce in Clayton; they are the primary purchasers of products and services in Clayton; they are the primary givers of charitable contributions to Clayton institutions. In return, their property rights need to be clearly protected and preserved in the updated Comprehensive Plan.

## **Conclusions and Requests**

The updated Comprehensive Plan should do the following:

- Be clear about the value of residential property owners, both year-round and seasonal, and the essential revenue stream they provide to Clayton.
- With two exceptions, endorse maintaining the current Zoning Ordinance of the Town of Clayton and specifically recognize it as a significant reason why Clayton has been so successful in bringing new residents and new economic development to Clayton.
- Endorse prohibiting (1) industrial wind development in the Town and (2) landing MD2 districts in residential areas.
- Faithfully follow the sound advice and direction of the community survey.
- Not cede residential property rights to the whims and discretion of local government.

Again, we extend our thanks and appreciation for providing your time and talent to this important effort.

Sincerely,

*Clayton Coalition to Preserve Residential Zoning*

Ellen and Jim Adamson  
Carolyn and Andy Anderson  
Sandy and Bob Avery  
Audrey and Waring Blackburn  
Linda Blake et al.  
Bonnie and Tom Bogenschutz  
Mary and David Bowman  
Bari Bryant and Marv Hart  
Mary and Joe Burnash  
Jane Carver and Ron Cooper  
Wende and David Carver  
Michele and Jay Corey  
Pat and Dean Chamberlain  
Jennifer and Dan Churchill  
Bev and Rachel Cole  
Jerry and Art Couch  
Cherie and Doug Danforth  
Robyn and Tom Davison  
Ken Deedy  
Susan and Frank Delorio  
June Denny  
Suzanne and Bill Dertinger  
Shirley and Bob Digel  
Ann and John Dorr  
Janet and Rex Ennis  
Michaele Farber  
Luise and Tom Farrell  
Joan Flint  
Louise Ford  
Donna Fisher and Skip Berhorst  
Terri and James Ganter  
Deb and Walt Gardner  
Alyssa and Jim Geiger  
Mary Ellen and Bruce Gilmore  
Ann and George Grobe  
Carol and George Gershowitz  
Alicia and Joe Guardino  
Cathy and Pete Haak  
Jenn Hayes and David Doubilet  
Johanna and Harold Hambrose  
Deborah Heineman et al.

Yvonne and Mike Hogan  
Ginger and John Howard-Smith  
Sherry and Harvey Hurley  
Linda and Fred Jackson  
Caroline and Ken Larson  
Ledgewood Partners et al.  
Elaine and Herb Listemann  
Marc Leuthold  
Mary and Ted Mascott  
Ann and Chet Massari  
Linda and Tom McCausland  
Janice and Dan McPhail  
Barbara Mead  
Marianne and Geoff Mead  
Jen and Jon Mead  
Luke Metcalf  
Lisa and Patrick Moynihan  
Eliza Moore and Jeremy Greene  
Karen and Gary Muisus  
Carol and Dick Munro  
Judy and Bill Munro  
Gloria Musser  
Carol and Rudy Napodano  
Ron Napodano  
Katherine and James Nyce  
Roxane Pratten and Betsey Fitter  
Barb and Chuck Peterson  
Lolita Pfeiffer  
Pat and Don Pickworth  
Peggy and Jim Pontious  
Carol Reed and Bill Moth  
Jean and Sam Rivoli  
Toni and John Rivoli  
Joan and Fred Rueckert  
Jackie Sanson and Dan McCollister  
Katrín Schubert  
Phyllis Schwartz et al.  
Dawn and Sam Showers  
Rick Spencer  
Liz Raisbeck and Zell Steever  
Marcia and Joseph Stio

Theresa Stolz and Bruce Baird  
Dan Tack et al.  
Shirley and David Taylor  
Joan and Skip Tolette  
Dorothy and Bob Topping  
Camilla Smith and Marty Kenner  
Sue and Dave Smith  
Chris Sterling  
Joyce Udovich  
Peggy and Leroy White  
Pat and Bruce Zicari  
Courtney and Jeffery Zoller  
Ineke and Martin Zonnenberg

## **Comments on Draft Clayton Comprehensive Plan**

### **Summary of Comments**

Since fewer words would probably create greater clarity for the Plan, there is a reluctance to suggest that certain important items are missing. Yet, this is the case. We feel that certain items need to be addressed for the general welfare of Clayton, its residents and its taxpayers. Please note our comments relate largely to the Town of Clayton outside the Village.

The purpose of the Plan is to “set forth the Community vision, goals, objectives and strategies for future development”. On page 88, the Plan states that “after the Plan is completed, a Zoning Law Update should be initiated to ensure that both the Town’s and the Village’s Zoning requirements continue to be in compliance with the Community vision and related strategies”.

In actual fact, the Town Zoning Ordinance as it now stands is very much in compliance with the Community’s vision for Clayton. The 2015 Community Survey certainly demonstrates that. Indeed, the Town Zoning Ordinance has played a pivotal role in the physical and economic development of Clayton. Furthermore, the types of development desired by the majority of survey respondents are adequately addressed by the current Zoning Ordinance.

The current Town Zoning Ordinance was carefully crafted to protect residential rights and residential neighborhoods while providing extensive areas for commerce and agriculture. But this fact is not discussed in the Plan. Also, recent actions by town government to undermine those residential rights and neighborhoods (via “landing” an MD2 commercial district in a residential neighborhood) is not referenced in the Plan.

Changes in the draft Plan are needed to underscore the importance of residential development (past, present and future) to Clayton and the importance of maintaining a strong Town Zoning Ordinance which does not give broad license to town government to curtail residential rights.

### **Specific Comments**

#### **1. Section 3. Housing**

In order for the important connection between land use and real property tax revenues to be clear to the public, more information is needed concerning the extent of properties owned by “seasonal residents”. The current information understates the extent of ownership by seasonal residents.

Figure 19 on page 22 shows that 52.8% of housing units are “year-round” while 45.9% are “seasonal”. This information is based on the Jefferson County/New York State coding system for identifying real property units. This system describes “seasonal residences” as “not constructed for year-round occupancy (inadequate insulation,

heating, etc.)". However, it is a well-known fact that an extensive number of "seasonal" residents are occupying "year-round" units in Clayton. This is particularly true of seasonal residents on the mainland.

Many seasonal residents spend May through October in Clayton and thus need heated, insulated residences which are coded as "year-round" residences. In order for the Comprehensive Plan Committee to better identify the number of housing units of seasonal residents, the mailing address for real property tax bills would be a more appropriate reference.

Why is this information important? The public needs to be given the most accurate information available on the type of residents living in Clayton. Seasonal residents are a significant and growing part of the economy of Clayton. Seasonal residents provide a significant portion of Clayton's real property tax revenues and, equally important, require very little in terms of town and school expenses.

## **2. Section 4. Economic Trends and Development**

Continuing on with the need for accurate information about seasonal residents and their importance to Clayton, more data is need concerning the breakdown in the assessed value of residential property between year-round and seasonal residents. On page 44 under Town Assessed Values, it is concluded that seasonal residences comprise 49% of the total residential assessment and year-round residences comprise 51% of the total. Again, this is based on a government coding system and not on reality. In actuality, units owned by seasonal residents represent well more than 50% of the assessed residential value.

It is important for the Comprehensive Plan Committee to be clear with the public that seasonal residents produce high real property tax revenues for Clayton thus helping to keep Clayton's tax rate one of the lowest in Jefferson County. Certainly a Comprehensive Plan for Clayton would want to protect and promote residential zoning rights for seasonal residents as well as year-round residents.

## **3. Section 8. Public Input**

In this section, the responses to the spring 2015 Community Survey are set forth in some detail. These responses are very informative and certainly show what the respondents think about further development and where it should occur. Interestingly, there is nothing in these responses which would call for any changes in the Town of Clayton Zoning Ordinance. If anything, the responses show that better code enforcement is desired.

Certainly respondents want Clayton to continue to grow. But respondents seem to be equally concerned about the high real property taxes they are paying. Some residents are concerned about being “priced out” of their home town.

No responses indicate that current zoning presents a barrier to new development. In addition, the survey shows that many respondents are concerned with the effects of too much development and fear that Clayton could become an “Alexandria Bay”.

#### **4. Section 11. Land Use**

The intent of this final section is to pull together conclusions as to what changes, if any, are needed in the Town’s Zoning Ordinance in order to realize the “vision” of the Town’s residents. But while this section is twenty pages long, it does not answer basic questions such as:

- Is the current Zoning Ordinance of the Town Of Clayton adequate to protect the property and investments of Clayton residents as additional growth occurs?
- If any zoning changes are needed, what are they and who is suggesting them? How will they benefit the general welfare of Clayton? This question is only answered with respect to industrial wind development.
- What prevents town government from arbitrarily threatening the property rights of residential owners in particular? A very wordy, so-called “guiding principle” is suggested based on “protecting, preserving and enhancing the character of Clayton”. This guiding principle is, on its face, completely subjective and gives Clayton town government “carte blanche” to make zoning changes never envisioned or supported by the general public.
- Why is the 2015 landing of a “floating” commercial zone (MD2) in a residential neighborhood (leaving surrounding property unsaleable) not even mentioned? When MD2 was “landed” on an historic residence, the Town Council claimed that it was NOT precedent setting but was a unique move not to be followed in the future. If that is the case, why is there not a recommendation to circumscribe the landing of an MD2 district? If MD2 provisions are not changed, no waterfront residential neighborhood is safe from commercial development facilitated by town government.
- And even more unsettling, why is the concept of “mixed use” normally used for downtown areas, suddenly suggested as appropriate for the Route 12E corridor and the Route 12 east of the Village? Does this mean that the Marine Residential zones along the north side of these routes are to become “mixed use”? Why would this be necessary when currently the Town Zoning Ordinance permits commercial development all along the south side of these routes? The community survey supports residential and commercial development in the

12/12E corridors, but nowhere does the public suggest that zoning changes are necessary or desirable or that residential areas be used for commerce.

- Lastly, why, in the extensive draft Plan, is a Clayton Zoning Map not included? The Clayton Zoning Map actually shows that much development, both residential and commercial, is more than possible under the current zoning ordinance.

Submitted by the *Clayton Coalition of Preserve Residential Zoning*

# MEETING SIGN-IN SHEET

Meeting Type: REGULAR MEETING OF THE VILLAGE BOARD

Meeting Date:

PLEASE PRINT

Place/Room: CLAYTON MUNICIPAL BUILDING

Name	Address	Phone	E-Mail
Preston L Lowe	39735 St 12 Clayton	672-3180	plowe@tdcnv.org .com
Janie Roberts	Clayton	3852	
Andra L. Brown	Clayton	3380	Kmotel@verizon.net
Loe			
Gardner Schaller	17348 CTRY RD 5 Clayton		
Jan P David Mellow	Clayton		
Bobby Cantwell	Clayton		
Dan Murdochie	Lowville		
Mike Ringel			
HILARY SHEEDER	CLAYTON		
JOHN VERDIGAAL	CLAYTON		
SCOTT McDONALD	CLAYTON PARK		
Ann Roberts	Clayton	3852	
Michael Boney	County Planning Dept		
Henry Curtis	Grindstone Isl	4311	
Donna Peck	CLAYTON		
Art & Gayle Cady	Clayton Village		
Jan & Phil Beattie	Clayton - Village		



**The following is a listing of comments regarding the draft of the Town/Village of Clayton Comprehensive Plan made at the Committee Public Hearing - held on Monday, September 19, 2016.**

Please note that this is a written summary of spoken comments, therefore the statements were meant to be a general recollection, and not a word for word quotation as a stenographer was not present.

**Norma Zimmer (the Village Mayor):** Opened the meeting introducing the Committee members and County Planning staff in attendance. She stated the purpose of the public hearing is for the Committee to hear public comments. She said staff will present a short presentation summarizing the Comprehensive Plan process.

**Andy Nevin:** I'm Andy Nevin, a Senior Planner from the Jefferson County Department of Planning. Our office has been providing technical assistance throughout the Planning Process, while I've not been involved since the beginning, we had some staff turnover since the project started so I became involved about a year ago.

I'd like to present a 10 to 20 minute PowerPoint presentation highlighting the state definition of a Comprehensive Plan, planning process followed, the Vision, Goals and objectives within the plan, and some selected data, maps and other relevant aspects of the plan for those who may not have had time to look over the draft materials online. After that we'd like to open the public hearing up for public comments for the committee to hear and consider during this phase of the process. Afterwards, the committee will consider the comments received and potentially edit the document further based on the comments. Written comments will be accepted in case someone could not attend tonight, or if something occurs to someone later they can still submit their thoughts in a timely manner.

**Cindy Grant:** The Mt. Zion Church name has been changed to...New Life Christian Church.

**Michael Ringer:** Stated he was impressed reading through the Comprehensive Plan. However, he's concerned with a potential wind turbine project's effect on residences in the community. He stated a 10,000 acre industrial wind complex shouldn't be located here in Clayton. He said it will hurt property values, will be much harder to sell homes, and that we've got to stop it. He said renewables sound good but the average time wind projects generate electricity is 27 percent, but in upstate New York it only averages out to be about 22 percent of the time. He said the parent company is the largest collector of wind incentives in the world. He said they're only being proposed because of the subsidies and rate guarantee. A major concern of his are the tourists that frequent the area, would they return to visit again if they had to travel through a corridor of wind turbines, and see them as a backdrop to the Thousand Islands? A recent Clarkson University survey indicated the 95% of visitors said visitors wouldn't come back if wind turbines become a part of the community. Imagine even a 30% drop in tourists, that would be a huge economic impact.

**Henry Custis:** Grindstone Island resident, he agrees that the character of the community is important. However, the current marine residential district is primarily residential and therefore the potential placement of an MD2 floating district would be contrary to the character of the MR district and should not be considered by the Town. He feels that low

density housing areas should not be subjected to higher density, conflicting uses. He's worried about a non-compatible use coming in using this term.

**Mike Geiss:** He stated the next step will be a review and update of the zoning law, and that the ZBA will do this.

**Henry Custis:** He also wondered about the political bureaucratic reality of merging the Town and Village? How long range are the considerations, and whether the plan should look at potential dissolution of the Village to merge with the Town way into the future?

**Mike Geiss:** The Plan did not consider this.

**Norma Zimmer:** Staff from Department of State considered this and made a presentation, but did not come back with any follow-up after their initial presentation.

**Bobby Cantwell:** responded that Clayton is ahead of the curve with many aspects of sharing resources and consolidation of operations. He added that sometimes sharing is good, and in some cases its not. Current examples are the fuel depot, H/W garage, and the joint PB and ZBA as well as the joint zoning and building code officer position.

**Gunther Schaller:** noted that some of the data used in the Comp Plan is limited that the conclusions were based upon, implying that perhaps additional data could be sought. He stated that with the online survey, the limited access to broadband internet in parts of the town limited the number of respondents and therefore skews the data. He also noted the limitations of conducting an online survey. Also that during the time the survey was conducted (2014) most people in the Town felt that the feasibility of establishing a wind turbine project in the Town had expired and that it would no longer be pursued. Therefore, most people no longer considered it a possibility so they didn't feel it necessary to comment on it within the survey. He felt like the lack of input regarding wind would give a false impression of the community's desires. Therefore, now giving the potential wind project being closer to a real potential, he urged the committee to consider conducting another survey to gauge public support for a wind project in the community now. He felt that the Committee shouldn't rush to finish the Comprehensive Plan without either looking at more data or conducting another survey to be certain about peoples' feelings toward a wind project in the community. He said, how much money will be spent defending the Town against wind, slow down and examine people's opinion toward wind energy facilities to ensure the Town follows their desire.

**Larry Aubertine:** French Creek causeway mentioned on page 50 has not been the cause of low water within French Creek. Siltation has limited navigation in the creek. He said it should be reworded.

**Don Willinghamu:** Tourism is the leading industry in the Town, therefore what are the Town and Village doing about supporting tourism to maintain local businesses that depend on it.

**Mike Geiss:** The Plan stresses the importance of tourism and tries to consider it as a priority.

**Doug W:** Echoed Mike Ringers stated concerns. Also, concerned with red lights on the wind turbines as seen on Wolfe Island. Also, green energy development should be balanced appropriately with other environmental concerns. Marine residential areas need to be protected.

**Cindy Grant:** Mentioned Iberdrola's website regarding the Horse Creek Wind Project. She said that Depauville is an ideal bedroom community with easy access to Watertown and the Village of Clayton. She said as residents move out of the City seek areas close by but it is quieter, have good schools, etc. However, a series of wind turbines close to the Hamlet will alter its desirability as a bedroom community. She also mentioned there are 27 Amish Families living, working, and educating their families in the area who never anticipated such a project to be within their close proximity of their front/back yards. She said that NYS Route 12 is the gateway to the community and should be recognized/protected as such.

She concluded with the point that tourists will have to travel through the wind farm to get to Clayton. She feels that the Town is generally flat which will allow turbines to be viewed from most if not all the Town, and likened the turbines to being visual pollution.

**Gunther Schaller:** Talked about a lack of broadband access in many areas of the Town, and while the Town has come a long way, it has to recognize that many of its residents may not be accessing information through the internet, so involving them in surveys must use broader outreach. Also, could the community show a desire to expand broadband access coverage?

He said to the Village and Town should consider promoting the expansion of broadband access to the remaining areas of the Town that may not have access currently.

**Norma Zimmer:** Said that members of the audience or those who may not have attended can submit written email comments to the Committee before September 22 so they can be considered by the Committee as well.

September 19, 2016

Dear Town/Village Comprehensive Plan Committee,

Thank you so much for all the hard work on the Comprehensive Plan!

I work in the Real Estate field and I am glad you included a whole section which included industrial wind in your Renewable Energy section.

Industrial wind turbines can clearly effect the property values of any neighboring parcels. In the Village of Cape Vincent, the homes for sale that had a view of the industrial wind turbines on Wolfe Island saw their property values go down and some prospective buyers didn't even want to consider the properties (no matter the costs) because of the view shed of the turbines.

Industrial wind turbines are not compatible in the beautiful Thousand Islands region!

Sincerely,



Judy E. Tubolino

19014 Tubolino Rd.

LaFargeville, NY 13656

September 19, 2016

Dear Clayton Town/Village Boards and  
Comprehensive Plan Committee Members,

Thank you for all your hard work at updating the Town/Village Comprehensive Plan. It is a very professional and a very thorough and impressive document!

Thanks especially for including all the up-to-date information on renewable energy. Things are changing at a faster rate than ever before. Who would have thought ten years ago that people would have their own drones or electric cars or driverless cars!!

I hope that the Clayton Town Board considers making the proposed LL#5 into a "Renewable Energy Ordinance" which could list and regulate all present and FUTURE renewable energy systems. Things are changing so quickly that having a separate "Renewable Energy Ordinance" would put all your renewables in one location. I can see in the future that there may be small household wind turbines that a private homeowner puts up to generate enough energy to charge his electric car and his home. Who knows!

All these kinds of renewable energy systems need to be managed to protect the health, the safety and the welfare of the residents.

Thanks! Cindy Grant 12610 House Rd Clayton, NY 13624



September 19, 2016

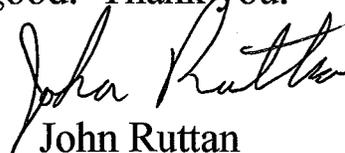
Dear Town of Clayton,

My family bought a home on Miller Road in the Town of Clayton a couple years ago. We have invested many hours and much money to make a beautiful home that we are proud of.

Recently we were informed that the foreign owned industrial wind giant Iberdrola wants to put 500-600' tall industrial wind turbines all around our home!! This is wrong that our rights to a peaceful existence can be taken away.

We of course have many concerns. We don't think that industrial wind turbines should be permitted so close to where people live. We hope our town will protect us and our property.

The draft Comprehensive Plan looks good. Thank you.



John Ruttan

31280 Miller Rd.

Lafargeville, NY 13656

September 19, 2016

To Whom it may concern,

We wish to congratulate your committee on a good job of updating our Comprehensive Plan.

We are pleased to see that you developed a large section on Renewable Energy. This whole topic has exploded in the last twenty years and it will keep evolving as new technology is invented.

Thank you for really exploring all the negative effects of industrial wind.

We live in the Hamlet of Depauville and are very concerned about the proposed industrial wind project, Horse Creek. It is proposed to be placed right adjacent to the Hamlet of Depauville. In February the developer even said they wanted to put the industrial wind turbines in Clayton Center which would mean Depauville would be surrounded by 500 foot tall industrial wind turbines.

The Hamlet of Depauville is situated at the bottom of a steep valley with rock walls on both sides. When noise falls into this valley, it bounces off these rock walls. Please don't let them put industrial wind turbines new Depauville. Thank you.

Jasper and Leona Wilkie PO Box 54 Depauville, NY 13632

*Jasper and Leona Wilkie*

Dear Clayton Comprehensive Plan Committee,

Your draft of the updated Comprehensive Plan was very impressive!!  
Looks like you did a lot of hard work! Thanks!

I am grateful that you included some information on industrial wind turbines. These things need to be regulated and placed in areas where people already don't live!

I have a great well at my residence. It didn't even have any issues this summer with the severe drought conditions. I am concerned what might happen to my well if the industrial wind turbines were permitted nearby.

My well is only 32 feet deep. If my well was affected from the blasting to put in the huge concrete bases for these 500 feet tall industrial turbines, who would pay to fix my well? I also have a natural creek behind my house that my pet ducks live next to.

Please consider how you would safeguard the wells, springs and ponds of the residents who live here already. How about protecting the Amish too.

They live a peaceful life here and shouldn't be forced to live near industrial wind turbines too. Thanks.

Tom Carr

31035 Co. Rte. 54

Chaumont, NY 13622

A handwritten signature in cursive script that reads "Thomas J. Carr".

9/19/16

Dear Comprehensive Plan Committee,

I think your updated Comprehensive Plan looks very nice. It looks like a lot of hard work went into drafting this document!

My husband and I live in the Hamlet of Depauville and we have many concerns about the proposed industrial wind project Horse Creek that Iberdrola wants to put on the south side of Depauville.

Depauville and the surrounding area is heavily populated already with people who have made this their home. We are centrally located so we make a good bedroom community to people who work in Watertown or Fort Drum. At the February 4<sup>th</sup> 2016 Planning Board meeting Iberdrola representatives said they even want to put industrial wind turbines in Clayton Center! This is no place for industrial wind turbines!

Please protect the citizens that have homes and live in and around Depauville. Please enact laws to protect us from industrial wind.

Sincerely, 

Theresa Getter

PO Box 24

Depauville, NY 13632

# Young / Sommer LLC

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September 19, 2016

Via Fax 315-686-2651 and  
[Email zoning@townofclayton.com](mailto:zoning@townofclayton.com)

Town/Village of Clayton  
Comprehensive Plan Committee  
Village of Clayton Municipal Building  
425 Mary Street  
Clayton, NY 13624

Re: Joint Town/Village of Clayton Draft Comprehensive Plan  
Posted On-line September 2016

Dear Comprehensive Plan Committee Members:

We represent Atlantic Wind, LLC ("Atlantic Wind") and submit these comments on the Joint Town/Village of Clayton Draft Comprehensive Plan posted on the Town of Clayton's website at: <http://townofclayton.com> (hereinafter "Comprehensive Plan"). These comments focus on Chapter 9 of the Comprehensive Plan, entitled "Renewable Energy." The references to Chapter 9 in this letter refer to the version of the draft Comprehensive Plan posted on the Town's website on September 13, 2016.

The Town of Clayton ("Town") is revising/updating its Comprehensive Plan at the same time it is considering a major overhaul of its law governing the development and operation of wind energy facilities. Like proposed Local Law No. 5 of 2016, the Renewable Energy section of the draft Comprehensive Plan is inconsistent in many respects with current State policy supporting wind development; it is also unsupportable as a vehicle for guiding the Town's land use choices because it reaches far beyond the proper scope of local zoning matters and presents a biased and largely unsubstantiated view of the relative costs and benefits of wind energy. As a result, the draft Comprehensive Plan requires considerable revision before it can be finalized.

On first glance, what is most striking about Chapter 9 is the extraordinary level of detail and bias exhibited relative to other chapters in the draft Comprehensive Plan. Chapter 9 reads not like a reasoned analysis of the land use and related issues surrounding the development of renewable energy in the Town but like a diatribe against wind energy. The only other chapter containing a similarly detailed and biased analysis is Chapter 11 "Land Use and Land Cover" where many sections of Chapter 9 are repeated.

Chapter 9 also is striking for its inconsistency with the public input that supposedly drove the formation of the Plan. As set forth in Chapter 8, "Public Input," an online survey was conducted to gauge public sentiment on a number of issues. Those survey results evidenced a striking lack of concern over large-scale wind projects. In fact, of the 73 respondents to an open-ended inquiry as what other land use should be encouraged or discouraged in the Town, only 4% of the respondents (or approximately 3 people) identified "wind turbines" as a land use to be discouraged (Chapter 8, p. 94, Question 8,). Survey respondents were also given the opportunity to identify negative changes they have observed in the town or village. Of the 37 responses to that question, only 2.7% identified changes that were grouped as a combined "marine resource changes/potential wind farm" as a negative change (Chapter 8, p. 109, Question 37b).

Given that the public input solicited for the Plan barely mentioned wind projects as an area of concern, the degree of attention the draft Plan directs at wind farms is clearly out of context and out of proportion, suggesting possible bias by at least some members of the comprehensive plan committee. As set forth more fully below, that bias is demonstrated by the unfounded allegations and "conclusions" regarding the negative impacts of wind projects, particularly the unfounded statements that wind projects have a negative impact on agriculture.

### **The Draft Comprehensive Plan Includes Extensive Discussion of Subjects that are Not Properly Addressed During the Local Land Use Review Process.**

Comprehensive plans are intended to guide municipalities in their development of local land use laws, setting out their future land use development goals and providing a road map to help the municipality achieve those goals. Once the plan is adopted, changes to the municipality's zoning laws are compared to the Plan to ensure consistency. The focus of comprehensive plans is necessarily on local land use concerns. The comprehensive plan is not a vehicle for the municipality to assume control over areas of statewide or national concern, nor does it confer jurisdiction on the municipality to act in ways not otherwise authorized by statute or regulation.

Over the years, conflicts have continually arisen between the state's need to ensure an adequate supply of energy and local land use concerns. The State Legislature resolved this conflict by enacting Article 10 of the New York Public Service Law ("PSL"), which creates a centralized system for review and approval of large electric generators, including large wind energy projects, by a state-level Siting Board. The Siting Board is charged with ensuring that

each project conforms with certain application and review requirements, making findings regarding the nature of probable impacts from the construction and operation of the proposed project, and deciding whether to certify the project at the proposed location. NY PSL § 168. As part of this process, the applicant is required to submit extensive studies covering a wide variety of areas including: land use; electric system effects; public health and safety; noise and vibration; cultural resources; geology, seismology and soils; terrestrial ecology and wetlands; and water resources and aquatic ecology, among many other subjects. 16 NYCRR §§ 1001.4-1001.6, 1001.

More generally, the Siting Board is charged with reviewing each project within the broader context of State energy policy, statewide generation needs, resiliency and reliability of the State electric grid, and various other broad-stroke issues that are not specific to any one project in a particular location. Ultimately, the Board's decision must include a finding that the project is consistent with the State energy policy and represents "a beneficial addition to or substitution for the electric generation capacity of the state;" that the project will "serve the public interest" and complies with applicable state or local laws not determined to be "unreasonably burdensome;" and that the applicant's proposal minimizes or avoids significant adverse environmental impacts to the greatest extent practicable, or mitigates them where avoidance is impossible. NY PSL § 168(3).

Smaller wind energy projects that are not covered by Article 10 must undergo an environmental review under the State Environmental Quality Review Act ("SEQRA"). The SEQRA process ensures that all environmental impacts associated with a wind energy project will be considered even if the project is not subject to Article 10.

Particularly with respect to wind energy facilities, Chapter 9 of the draft Comprehensive Plan oversteps the bounds of an appropriate planning document by including extensive (and uniformly negative) analyses of environmental and other impacts that are not properly the subject of local government regulation and/or are thoroughly addressed either by Article 10 or other mandatory review processes.

- In several cases, the Comprehensive Plan includes a discussion of "impacts" that are specifically and exclusively addressed by federal agencies and over which the Town has no jurisdiction. For example, the draft Comprehensive Plan includes an extensive discussion of the possible adverse impacts of large-scale wind energy projects on Fort Drum (which notably is located well outside the boundaries of the Town). *See* Section 9.C.2. However, wind energy developers must engage with the Department of Defense to ensure that proposed projects will not impair the operation of any nearby military facilities and must mitigate any identified potential adverse impacts. The Town has no role in this review. As a result, it is not a proper subject of the

Comprehensive Plan. Similarly, the possible impact of wind farms on aviation (Section 9.D.7) must be addressed by the developer in accordance with Federal Aviation Administration (“FAA”) requirements. Finally, any possible communication interference and civilian radar interference (Section 9.E) is addressed by the FAA, Federal Communication Commission and/or Public Service Commission (“PSC”). Because compliance with these requirements is within the sole purview of federal regulators, they are not properly the subject of the Town’s draft Comprehensive Plan and the Town should not pre-determine that a wind project is inconsistent with military activities or communications. Accordingly, all discussion of these subjects should be deleted from the Plan.

- More generally, the draft Comprehensive Plan includes a detailed discussion of various types of environmental impacts that do not relate directly to land use concerns and so are not properly the subject of a comprehensive plan. For example, the draft Comprehensive Plan includes a detailed discussion of the purported adverse impacts of wind farms on flora and fauna, birds and bats. See Sections 9.D.2, 9.D.3, 9.D.4. It also contains discussions of other non-land use-related subjects such as impacts to the alvar environment (Section 9.D.1) and hydrological impacts (Section 9.D.9). However, these types of purely environmental impacts are not typically addressed by municipal land use regulations and so are not properly the subject of a comprehensive plan. To the extent the Town is concerned about these issues, it is not appropriate to focus solely on wind energy to the exclusion of other projects that could have similar impacts. Finally, these subjects are thoroughly addressed during the Article 10 review process (for larger wind energy projects)<sup>1</sup> and under the SEQRA process (for smaller wind energy projects that are not subject to Article 10). As a result, all discussion of these subjects should be deleted from the draft Comprehensive Plan.<sup>2</sup>

It is worth noting that even those subjects—such as economic impacts (tourism and scenic impacts, agriculture, property values), preservation of open space, and cultural resources—that are arguably a proper subject of a comprehensive plan, will ultimately be addressed by the Siting Board as part of the Article 10 process in the case of larger wind energy

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<sup>1</sup> In fact, to the extent the Town imposes conditions on wind energy projects relating to wildlife, birds, bats, geology or hydrogeology that the Siting Board concludes are “unreasonably burdensome,” the Siting Board has the express authority under Article 10 to override the local requirements.

<sup>2</sup> The discussion of these topics also suffers from many of the same flaws as the remainder of Chapter 9.0. They are biased against wind, contain numerous factual errors, and lack scientific support. However, because these topics are not a proper subject for a comprehensive plan and so must be deleted altogether from the document, the flaws in the discussion of these subjects have not been specifically addressed in the remainder of these comments.

projects. The Siting Board will review the comprehensive plan and local zoning law and may reject any local laws that are determined to be “unreasonably burdensome.” Thus, to the extent the Town’s Comprehensive Plan contains unreasonable findings or requirements, they will likely be rejected by the Siting Board. This fact argues in favor of ensuring that the Comprehensive Plan contains reasonable/rational guidelines relating to wind energy development.

**The Draft Comprehensive Plan Misrepresents the Relative Costs and Benefits of Wind Energy and Renewable Energy Generally.**

**1. The Draft Comprehensive Plan Ignores the Benefits of Wind Energy.**

The draft Comprehensive Plan presents a biased and narrow view of the relative costs and benefits of wind power. The section entitled “Renewable Energy Perspective”—which is presumably intended to provide a broad perspective on the role of renewable energy—contains no background information concerning the important role wind energy and other renewable energy sources can and must play in New York’s energy grid. New York’s recent State Energy Plan, issued in 2015, contains a series of policy objectives to increase the use of energy systems that enable the State to significantly reduce greenhouse gas (“GHG”) emissions while stabilizing energy costs. Through the State Energy Plan, New York has committed to achieving a 40% reduction in GHG emissions from 1990 levels by 2030 and reducing total carbon emissions 80% by 2050. In addition, the State Energy Plan calls for 50% of generation of electricity from renewable energy sources by 2030. As set forth in the State Energy Plan, “renewable energy sources, such as wind, will play a vital role in reducing electricity price volatility and curbing carbon emissions.” New York State Energy Plan, p. 45.

In furtherance of these objectives, on August 1, 2016, the PSC approved the State’s Clean Energy Standard (“CES”), which represents the most comprehensive and ambitious clean energy mandate in the State’s history, to fight climate change, reduce harmful air pollution and ensure a diverse and reliable energy supply. The CES will require 50% of New York’s electricity to come from renewable energy sources like wind and solar by 2030, with an aggressive phase-in scheduled over the next several years.

In addition to ignoring the statewide, national and global benefits of renewable energy, the draft Comprehensive Plan also ignores the potential benefits of wind at the local level. Wind projects contribute significant funds to local budgets through local property tax revenues, host community agreements and/or Payment in Lieu of Taxes (“PILOT”) agreements, which help to offset local government spending and support the operating budgets of local schools. However, none of these benefits are cited in the Plan’s discussion of renewable energy.

Moreover, wind energy is helpful in sustaining local agriculture, and helping to insulate farmers from the uncertainties inherent in raising crops and livestock, producing milk, and

otherwise generating income from their land. Farmers face a host of challenges, from rising costs and fluctuating commodity prices, to unpredictable weather patterns and the risks of drought, pests or destructively heavy rains. Across the country, the agricultural community has welcomed wind energy development as a financial safety net during lean years, as well as an effective tool for practicing good stewardship of land. Wind turbines can exist harmoniously on the same parcel as grazing livestock or fields of corn or soybeans, giving farmers a greater per-acre return on their investment, while also preserving open space and the benefits it provides.

None of these obvious benefits of wind power (and renewable energy generally) are reflected in the draft Comprehensive Plan. As a result, the Plan presents a biased view of renewable energy generally and wind power, in particular.

**2. The Draft Comprehensive Plan Presents a Biased and Unsupported Negative Assessment of the Impacts of Wind Energy.**

The draft Comprehensive Plan reads as though it was prepared by an opponent of wind energy rather than as an objective assessment of the potential role of impact of wind energy facilities on land use in the Town. The “Wind Energy Conversion System (WECs) and Heavy Industrial Facility Considerations” section of the draft Plan is characterized by strong anti-wind rhetoric that is either not backed up by any facts/studies or presents only research that supports an anti-wind position. Nor is it an accurate reflection of the land use views and concerns of the community. An assessment of key sections of the Plan is set forth below:

- *Human health and safety section (Section 9.A)*: This section declares that “The potential negative health and safety impacts to the public have been reasonably determined to be an [sic] high and unacceptable level of risk.” However, the section contains no reference to any studies supporting this or any other conclusions regarding the purported health and safety risks of wind energy facilities. Although the section includes various notes suggesting studies may be added later, their absence makes it impossible to comment now on their merits. Moreover, much of the discussion of human health and safety impacts is focused on the suggestion that the increasing population density of the Town increases the likelihood and severity of potential impacts to human health and safety and makes mitigation difficult. In fact, however, as of 2010, the Town, which is 82.6 square miles in size considering land only, had a population of 3,175 (outside the Village of Clayton), for a population density of only 38.4 residents per square mile of land. The portion of the Town which is the location of the current Wind Energy Overlay District, is the least densely populated portion of the Town. Accordingly, any concerns relating to the increase in population density are clearly overstated and

certainly do not support the conclusion that wind energy projects pose a risk to public health and safety.

- *LWRP & Consistency (Section 9.B)*: This section of the plan declares that wind energy facilities will have an adverse impact on the Town's Scenic Overlay District and that large wind turbines are inconsistent with the Local Waterfront Revitalization Program ("LWRP") regardless of their location in the Town. As a preliminary matter, the focus of the LWRP from a scenic perspective is on the St. Lawrence River. Individuals looking at these views will necessarily be turned away from any wind energy facilities, which will be located in the Town's Wind Energy Overlay District, which is currently located at the opposite end of the Town many miles away. More generally, the draft Plan appears to be asserting that if wind turbines are visible from anywhere in the local waterfront area they are necessarily inconsistent with the LWRP and must therefore be prohibited. This conclusion reflects a complete failure to balance the various economic, land use and other concerns that should inform a comprehensive plan and so must be rejected.
- *Tourism and Scenic Impacts (Section 9.C.1)*: This section declares that "Impacts [to tourism, recreation and scenic elements] can be severe, substantial and demonstrable" and "severe and catastrophic." However, it includes no factual support whatsoever for these dire assertions. Moreover, as previously discussed, the analysis elevates preservation of scenic values over all other concerns and so fails to demonstrate the balance expected/required for a comprehensive plan let alone an actual project-specific review.
- *Negative impacts on property values (Section 9.C.3)*: This section declares that a "negative impact to property values is a supportable and logical consequence of this type of development in our Town." The study referenced in the draft Comprehensive Plan was conducted by North Carolina State University and concerned perceived impacts from an off-shore wind project on vacation rentals – the opposite of the situation in Clayton where any proposed wind development is on-shore and located in the opposite direction of the views cherished by tourists and second-home buyers. Studies of the actual impacts of wind energy development on nearby communities have overwhelmingly shown no negative impact on property values resulting from wind development.<sup>3</sup> It is inappropriate to present unproven and factually

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<sup>3</sup> In fact, in a study performed for the U.S. Department of Energy, which collected data on 7,500 sales of single family homes within 10 miles of 24 existing wind facilities in nine U.S. states, there was no evidence that wind facilities resulted in diminution of local property values or depression of home sale values. See <https://emp.lbl.gov/sites/all/files/REPORT%20lbl-2829e.pdf>. See also, *Relationship between Wind Turbines and*

unsupported anti-wind claims as “facts” upon which to base the Town’s Comprehensive Plan.

- *Agricultural economic impacts (Section 9.C.5)/Preservation of agricultural lands (Section 9.F)*: Section 9.F acknowledges and then dismisses the widely held conclusion that wind energy facilities benefit farmers by providing them with a stable source of income; it then goes on to declare that wind energy facilities may incentivize the removal of farmland from production. However, the Plan includes no evidence to support this assertion. In fact, multiple independent sources have confirmed that wind energy development helps sustain agricultural uses by providing farmers with predictable sources of income to insulate them in times of drought, crop losses, or downturns in commodity prices.<sup>4</sup> On the issue of preservation of farmland (Section 9.F), the draft Comprehensive Plan declares that constructing turbines takes agricultural land out of production and thus is incompatible with the goal of preserving farmland. However, this analysis ignores the obvious fact that providing farmers with a steady source of income in the form of rents on wind turbine sites enables them to continue farming by insulating them from the economic shocks that make farming difficult. While very small amounts of land must necessarily be taken out of production when constructing a turbine on a farm, wind turbine projects are likely to preserve agricultural land when viewed more broadly, since wind turbines and farming can readily coexist.
- *Light pollution (Section 9.D.6)*: This section declares that light from wind turbines would “impact the major portion of the Town with a drastic new element and source for unavoidable and unacceptable light pollution.” Again,

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*Residential Property Values in Massachusetts, a Joint Report of the University of Connecticut and Lawrence Berkeley National Laboratory* (C. Atkinson-Palombo and B. Hoen), January 2014 (available at [https://emp.lbl.gov/sites/all/files/lbnl-6371e\\_0.pdf](https://emp.lbl.gov/sites/all/files/lbnl-6371e_0.pdf)). *A Spatial Hedonic Analysis of the Effects of Wind Energy Facilities on Surrounding Property Values in the United States* (B. Hoen, J.P. Brown, T. Jackson, R. Wiser, M. Thayer and P. Cappers), August 2013; *Impact of the Lempster Wind Power Project on Local Residential Property Values* (M. Magnusson and R. Gittel), January 2012; *The Effect of Wind Farms on Residential Property Values in Lee County, Illinois* (J. Carter), Spring 2011; *Values in the Wind: A Hedonic Analysis of Wind Power Facilities* (M.D. Heintzelman and C.M. Tuttle), July 2011; *Wind Farm Proximity and Property Values: A Pooled Hedonic Regression Analysis of Property Values in Central Illinois* (J.L. Hinman), May 2010; and *The Impact of Wind Power Projects on Residential Property Values in the United States: A Multi-Site Hedonic Analysis* (B. Hoen, R. Wiser, P. Cappers, M. Thayer, and G. Sethi), December 2009.

<sup>4</sup> See Union of Concerned Scientists, *Renewable Energy and Agriculture: A Natural Fit*, available at [http://www.ucsusa.org/clean\\_energy/smart-energy-solutions/increase-renewables/renewable-energy-and.html#Vsb\\_AfkrKM8](http://www.ucsusa.org/clean_energy/smart-energy-solutions/increase-renewables/renewable-energy-and.html#Vsb_AfkrKM8). See also, Union of Concerned Scientists, *Farming the Wind: Wind Power and Agriculture*, available at [http://www.ucsusa.org/clean\\_energy/smart-energy-solutions/increase-renewables/farming-the-wind-wind-power.html#VriuV1L3TVI](http://www.ucsusa.org/clean_energy/smart-energy-solutions/increase-renewables/farming-the-wind-wind-power.html#VriuV1L3TVI).

the draft Comprehensive Plan dramatically overstates the problems associated with wind turbines without any factual support. Currently, wind turbines can only be located in the Wind Energy Overlay District which comprises approximately 17% of the Town. Furthermore, lighting associated with wind turbines is for air traffic only and thus only includes limited lighting that does not result in glare or impacts to night-sky conditions. Thus, contrary to the assertions in the Plan, light from any turbines actually constructed will not affect "the major portion of the Town." As with other aspects of the Plan, its absolutist approach to the lighting issue reflects a complete failure to balance the various economic, land use and other concerns that should inform a comprehensive plan.

- *Preservation of Open Spaces (Section 9.D.8):* This section declares "There is no past or present data from the Clayton's public to indicate that even a significant minority proportion of residents or visitors would consider the components of WECs as an element of Open Space. Using this benchmark, the potential negative impacts of WECs to Clayton's rural Open Spaces, can be substantial, severe, and permanent, and have no reasonable mitigation." Based on this finding, the document concludes that "if possible, WECs should not be considered as a permitted land-use or a desirable development." The flaw in this analysis is obvious. The draft Plan uses an admittedly non-existent benchmark to conclude that the purported negative impacts of wind turbines on open space are "substantial, severe and permanent." The quoted statements are baseless and unnecessarily inflammatory and must be deleted from the Plan. More generally, as noted above, wind turbines can currently be located only in the Wind Overlay District, which comprises a small percentage of the Town; the remainder of the Town's open space will be wholly unaffected by wind energy. Within the District, the wind turbines will be located in fields and other comparatively flat, vacant land, much of which is used for farming. And as noted above, only a very small percentage of residents who responded to the survey about land use issues identified wind turbines as a significant issue. These facts should be reflected in the Plan's analysis of open space impacts.
- *Historic/Pre-Historic Cultural Resources (Section 9.G):* The draft Comprehensive Plan appears to concede that that the impact of wind energy projects on cultural/historic resources associated with European settlement of the Town can be addressed by existing surveying methods. However, the document expresses considerable concern about the ability of developers and others to detect and address potential impacts of wind project development on Native American cultural resources and offers a framework for addressing this

impact. As a preliminary matter, the issues raised by wind energy construction are no different than those raised by any other actions in the area that necessitate the disturbance of the soil. If there are concerns that archaeological resources are not properly identified by a project applicant, the normal project review process under Article 10 or SEQRA provides ample opportunity to raise questions regarding the scope of the archaeological investigation. As a result, there is no reason to single wind energy out for special treatment in the Comprehensive Plan.

### **Many of the Recommended Local Standards for “Industrial Wind Turbines” Are Not Local Concerns and So Should Not Be Addressed in the Comprehensive Plan**

The Section entitled “Renewable Energy Regulations” is apparently intended to provide an outline for the development of local zoning or other regulations to ensure that renewable energy projects are consistent with the framework established by the Comprehensive Plan. However, as set forth above, several of the issues identified by the draft Comprehensive Plan for regulation by the local government are not a proper subject for local regulation. For example, the draft Comprehensive Plan suggests that Town standards should “[c]onsider avoiding aviation migration flyways” and “[a]dequate setbacks from: wildlife roost and habitat areas, recognized migration stopover areas, breeding grounds, and winter habitat areas.” However, wildlife impacts are not a proper subject of the comprehensive planning process. Moreover, as set forth above, the potential impacts of wind turbine projects on wildlife are thoroughly addressed by the Article 10 process (for larger wind projects) and SEQRA (for smaller projects), making local regulation under the Town’s zoning code unnecessary.

Similarly, the draft Plan recommends that the Town “[c]onsider limiting placement due to Fort Drum installation impacts.” However, as set forth above, the U.S. Department of Defense is responsible for reviewing the impacts of any wind energy project on the operation of military facilities. There is no basis for the draft Plan to act to preclude wind projects in any portion of the town without the benefit of a formal study demonstrating that such a project is *per se* incompatible with Fort Drum. No such study exists.

More generally, regardless of the standards set in the proposed law, the existing Article 10 siting law ensures that environmental and other interests are protected in the case of wind projects of 25 megawatts or more. Under Article 10, the Siting Board cannot issue a certificate unless it determines that potential adverse impacts from a project on the environment (which include impacts to human health, cultural resources, property values etc.) have been avoided or minimized to the maximum extent practicable. *See* PSL § 168(3)(c). This means that the Siting Board can require a greater measure of protection than required by local law if the actual Article 10 field studies show that the law does not provide appropriate protection in a given circumstance. For example, even in the absence of local laws addressing property value impacts,

the Siting Board has the authority to require project developers to implement mitigation measures if it determines that a particular project will negatively impact local property values. At the same time, Article 10 also makes clear that the Siting Board will not adhere to local laws if they are unreasonably burdensome. As a result, if a Town enacts “setbacks to mitigate or limit property value decreases causes [sic] by turbine placement”—as the Town has recommended here—the Siting Board may ignore those setback requirements if it finds that they are unreasonably burdensome.

In another example, the draft Comprehensive Plan calls on the Town to “[c]onsider limiting tower placement due to the potential impact of Native American artifacts or sites that may not be known as of yet.”<sup>5</sup> However, Article 10 specifically requires applicants to prepare studies of “cultural resources,” such as archeological resources, which includes impacts on Native American sites. 16 NYCRR § 1001.20 (cultural resources). An applicant must develop, in consultation with the New York State Historic Preservation Office (“NYSHPO”), archeological and cultural resources studies, as well as an “unanticipated discovery plan,” which outlines procedures for work stoppage in the event that possible artifacts or human remains are discovered during construction, and protocols for the proper handling of such items. 16 NYCRR § 1001.20(a)(6). If, as suggested in the draft Comprehensive Plan, there is evidence that Native American cultural resources are prevalent in the Town and cannot be adequately assessed by a Phase 1A archeological and cultural resources, NYSHPO can require a Phase 1B survey and/or a Phase II survey to more fully assess these resources. 16 NYCRR § 1001.20(a)(2)-(4). Participants in the Article 10 review process can provide information on the potential location of such resources during the application process to assist in these evaluations. Ultimately, however, the NYSHPO and the Siting Board will decide whether these resources are threatened by a particular project and whether the applicant must take steps to mitigate any adverse impacts. Any local standards, while they may be considered in making this evaluation, will not drive the result, since these issues fall squarely under the jurisdiction of NYSHPO, are governed by provisions of State and federal law (Section 106 of the National Historic Preservation Act and Section 14.09 of the New York State Historic Preservation Act), and must be conducted in accordance with established state protocols, including the agency’s Standard for Cultural Resource Investigation and Curation of Archeological Collections in New York State.

With respect to small wind turbine projects that are not regulated under Article 10, the applicant must comply with the SEQRA process, which provides a well-tested means of assessing the environmental impacts of all types of government actions. That review process covers the issues addressed by Article 10 and identified as concerns in the draft Comprehensive Plan, including land, surface and groundwater, plants and animals, agricultural resources,

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<sup>5</sup> This statement is something of a tautology since it suggests that the Town consider limiting wind turbine placement due to the potential impact “on sites that may not be known as yet.” If the Town does not know where the sites are located, how can they limit the placement of towers on them short of banning towers altogether from the Town.

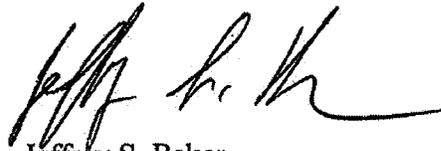
aesthetic resources, historical and archaeological resources, open space, critical environmental areas, noise and light, and human health. The SEQRA process ensures that any legitimate concerns arising from the development of small scale wind energy projects will be fully addressed and renders the detailed and biased assessment of these concerns in the draft Comprehensive Plan wholly unnecessary.

### Conclusion

For the reasons set forth above, Chapter 9 of the draft Comprehensive Plan addressing renewable energy is overly broad, biased and unsupported by facts, particularly as it relates to wind energy. Accordingly, Atlantic Wind recommends that the Town revise this section of the plan to reflect the issues identified above and make it available for further review as well as any comparable discussions in Chapter 11.

Thank you for your consideration.

Respectfully submitted,



Jeffrey S. Baker  
Young/Sommer LLC  
Attorneys for Atlantic Wind LLC

cc: Michelle E. Gaeta, Village Clerk (Fax: 315-686-2132 Email: [clerk@villageofclayton.org](mailto:clerk@villageofclayton.org))  
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John Russell, Esq., (Via Fax 315-786-7852 Email: [jrussell@menterlaw.com](mailto:jrussell@menterlaw.com))

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David M. Storandt, Jr., Supervisor  
Kathleen E. LaClair, Town Clerk/Tax Collector

**RESOLUTION No. 43 - A RESOLUTION TO ADOPT THE AMENDED AND  
RESTATED JOINT COMPREHENSIVE PLAN FOR THE TOWN OF CLAYTON  
AND VILLAGE OF CLAYTON, JEFFERSON COUNTY  
DATED: FEBRUARY 8, 2017**

**Title of Resolution:** A resolution to adopt the amended and restated Joint Comprehensive Plan for the Town of Clayton and Village of Clayton.

At a regular meeting of the Town Board of the Town of Clayton, held at the Town offices, 405 Riverside Drive, Clayton, New York, on February 8, 2017 at 5:00 p.m. there were:

**PRESENT:**

David M. Storandt, Jr., Supervisor  
Robert W. Cantwell III, Councilman  
Mary Zovistoski, Councilwoman  
Donna Patchen, Councilwoman

**ABSENT:**

None

**WHEREAS**, pursuant to Section 272-a of the New York Town Law, the Town of Clayton is authorized to adopt and/or amend a Comprehensive Plan; and

**WHEREAS**, pursuant to Section 7-741 of the New York Village Law, the Towns and Villages within New York are granted specific statutory authority to enter to agreements to undertake comprehensive planning with each other; and

**WHEREAS**, the Town of Clayton and the Village of Clayton have heretofore entered into an agreement to establish a Joint Comprehensive Plan Committee to review the Joint Comprehensive Plan last adopted in the year 2000, to seek public input thereon, and to prepare recommendations to the Town Board of the Town of Clayton and the Board of Trustees of the Village of Clayton concerning amendments and/or update thereto; and

**WHEREAS**, the Joint Comprehensive Plan Committee has solicited public input in connection with the Joint Comprehensive Plan through a public input survey, public meetings and a public hearing all as required by statute, has completed a draft Amended and Restated Joint Comprehensive Plan, and has referred the same to the Town Board of the Town of Clayton and the Board of Trustees of the Village of Clayton for consideration and adoption; and

**WHEREAS**, on January 18, 2017, the Town Board of the Town of Clayton and the Board of Trustees of the Village of Clayton conducted a joint public hearing on the proposed Amended and Restated Joint Comprehensive Plan as prepared by the Joint Comprehensive Plan Committee; and

“This institution is an equal opportunity provider, and employer. To file a complaint of discrimination, write:  
USDA, Director, Office of Civil Rights, 1400 Independence Avenue, S.W., Washington, D.C. 20250-9410,  
or call (800)795-3272 (voice) or (202)720-6382 (TDD).”

**WHEREAS**, following the joint public hearing the Town Board of the Town of Clayton and the Board of Trustees of the Village of Clayton referred the proposed Amended and Restated Joint Comprehensive Plan to the Jefferson County Planning Board as required by law for its review and recommendation; and

**WHEREAS**, on January 31, 2017, the Jefferson County Planning Board reviewed the proposed Amended and Restated Joint Comprehensive Plan, and following such review recommended approval by the Town Board of the Town of Clayton and the Board of Trustees of the Village of Clayton; and

**WHEREAS**, pursuant to the New York Environmental Quality Review Act (SEQR) the Town Board of the Town of Clayton with the approval and consent of the Board of Trustees of the Village of Clayton, acted as lead agency and conducted a SEQR review of the proposed Joint Comprehensive Plan to determine whether adoption of the same would have any significant negative impacts on the environment; and

**WHEREAS**, in connection with the SEQR review the Town Board has reviewed parts 1 and 2 of a Long Form EAF in connection with the Amended and Restated Joint Comprehensive Plan, made a determination that the adoption of the Joint Comprehensive Plan will result in no significant adverse impacts on the environment, and adopted a negative declaration in connection therewith.

**NOW, THEREFORE**, be it resolved by the Town Board of the Town of Clayton as follows:

1. The foregoing recitations are incorporated herein and made a part hereof as if fully set forth hereafter.
2. Based upon the comments and recommendations received from the Joint Comprehensive Plan Committee, the Jefferson County Planning Board, and the input received from the public, the Town Board hereby determines that the proposed Amended and Restated Joint Comprehensive Plan is in the best interest of the Town of Clayton, and hereby adopts the same as the Joint Town of Clayton and Village of Clayton Comprehensive Plan.

**BE IT FURTHER RESOLVED**, that this Resolution shall take affect immediately.

A motion to adopt the foregoing Order was made by Robert W. Cantwell III and seconded by Councilmember Donna Patchen, and upon a roll call vote of the Board was duly adopted as follows:

Supervisor David M. Storandt, Jr.	yes <u>X</u> no ___
Councilman Robert Cantwell, III	yes <u>X</u> no ___
Councilwoman Donna Patchen	yes <u>X</u> no ___
Councilwoman Mary Zovistoski	yes <u>X</u> no ___

Dated: 2/8/2017  
(SEAL)

  
Kathleen E. LaClair, Town Clerk

**RESOLUTION 2017-5 TO ADOPT THE AMENDED AND RESTATED  
JOINT COMPREHENSIVE PLAN FOR THE TOWN OF CLAYTON  
AND VILLAGE OF CLAYTON,  
JEFFERSON COUNTY**

At a regular meeting of the Board of Trustees of the Village of Clayton, held at the Village offices, 425 Mary Street, Clayton, New York, on February 13, 2017 at 5:30 p.m. there were:

**PRESENT:**

Mayor Norma Zimmer  
Trustee Anthony Randazzo  
Trustee John D. Buker  
Trustee Michelle Grybowski  
Trustee Nancy Hyde

**ABSENT: NONE**

**WHEREAS**, pursuant to Section 7-741 of the New York Village Law, the Towns and Villages within New York are granted specific statutory authority to enter to agreements to undertake comprehensive planning with each other; and

**WHEREAS**, the Town of Clayton and the Village of Clayton have heretofore entered into an agreement to establish a Joint Comprehensive Plan Committee to review the Joint Comprehensive Plan last adopted in the year 2000, to seek public input thereon, and to prepare recommendations to the Town Board of the Town of Clayton and the Board of Trustees of the Village of Clayton concerning amendments and/or update thereto; and

**WHEREAS**, the Joint Comprehensive Plan Committee has solicited public input in connection with the Joint Comprehensive Plan through a public input survey, public meetings and a public hearing all as required by statute, has completed a draft Amended and Restated Joint Comprehensive Plan, and has referred the same to the Town Board of the Town of Clayton and the Board of Trustees of the Village of Clayton for consideration and adoption; and

**WHEREAS**, on January 18, 2017, the Town Board of the Town of Clayton and the Board of Trustees of the Village of Clayton conducted a joint public hearing on the proposed Amended and Restated Joint Comprehensive Plan as prepared by the Joint Comprehensive Plan Committee; and

**WHEREAS**, following the joint public hearing the Town Board of the Town of Clayton and the Board of Trustees of the Village of Clayton referred the proposed Amended and Restated Joint Comprehensive Plan to the Jefferson County Planning Board as required by law for its review and recommendation; and

**WHEREAS**, on January 31, 2017, the Jefferson County Planning Board reviewed the proposed Amended and Restated Joint Comprehensive Plan, and following such review recommended approval by the Town Board of the Town of Clayton and the Board of Trustees of the Village of Clayton; and

**WHEREAS**, pursuant to the New York Environmental Quality Review Act (SEQR) the Town Board of the Town of Clayton with the approval and consent of the Board of Trustees of the Village of Clayton, acted as lead agency and conducted a SEQR review of the proposed Joint Comprehensive Plan to determine whether adoption of the same would have any significant negative impacts on the environment; and

**WHEREAS**, in connection with the SEQR review the Town Board has reviewed parts 1 and 2 of a Long Form EAF in connection with the Amended and Restated Joint Comprehensive Plan, made a determination that the adoption of the Joint Comprehensive Plan will result in no significant adverse impacts on the environment, and adopted a negative declaration in connection therewith; and

**WHEREAS**, on February 8, 2017, the Town Board of the Town of Clayton approved the Amended and Restated Comprehensive Plan as the Joint Town of Clayton and Village of Clayton Comprehensive Plan.

**NOW, THEREFORE**, be it resolved by the Board of Trustees of the Village of Clayton as follows:

1. The foregoing recitations are incorporated herein and made a part hereof as if fully set forth hereafter.

2. Based upon the comments and recommendations received from the Joint Comprehensive Plan Committee, the Jefferson County Planning Board, and the input received from the public, the Board of Trustees hereby determines that the proposed Amended and Restated Joint Comprehensive Plan is in the best interest of the Village of Clayton, and hereby adopts the same as the Joint Town of Clayton and Village of Clayton Comprehensive Plan.

**BE IT FURTHER RESOLVED**, that this Resolution shall take effect immediately.

A motion to adopt the foregoing Order was made by Trustee Grybowski and seconded by Trustee Buker, and upon a roll call vote of the Board was duly adopted as follows:

Mayor Norma Zimmer	Voting Aye
Trustee Anthony Randazzo	Voting Aye
Trustee John D. Buker	Voting Aye
Trustee Michelle Grybowski	Voting Aye
Trustee Nancy Hyde	Voting Aye

Dated:

(Seal)

  
Michelle E. Gaeta, Village Clerk