

Town of Watertown

Comprehensive Plan

Adopted July 10, 2014

Acknowledgements

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

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

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INTRODUCTION

Purpose of the Plan

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

Periodic Review and Update of the Plan

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

The Organization of This Document

This document is organized into the following parts:

Part I. Community Profile

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

Part II. Plan Elements and Strategies

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

Part III. Land Use Plan and Policies

This section includes policies which guide development in the town and form the framework for

its land use regulations and are intended to inform the decisions of the planning board and zoning board of appeals. All development projects in the town should conform to these policies.

Appendix A. Maps

Appendix B. SWOT Exercise Summary

Appendix C. Survey Results Summary

Appendix D. Open Space Protection Techniques

Appendix E. Roles of Various Town Boards

SECTION 1. COMMUNITY PROFILE

GENERAL

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

DEMOGRAPHICS

The Town of Watertown's population shrank very slightly between 2000 and 2010. Jefferson County experienced a 4% increase in population during the 00s while New York State grew 2.1%.

Table 1
Population Change 2000-2010

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

Source: US Census Bureau

While the number of households (a household includes all the people who occupy a housing unit) increased in the town, average household size decreased to 2.55. This is a national trend driven by decreasing family size. The number of households increased in Jefferson County and increased in NYS as well. Average household size decreased in the county and the state.

Median household income in the Town of Watertown remained stable from 2009-2011. In 2011, the town's median household income of \$68,864 was significantly higher than Jefferson County's as well as New York State's.

Table 2
Household Population

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

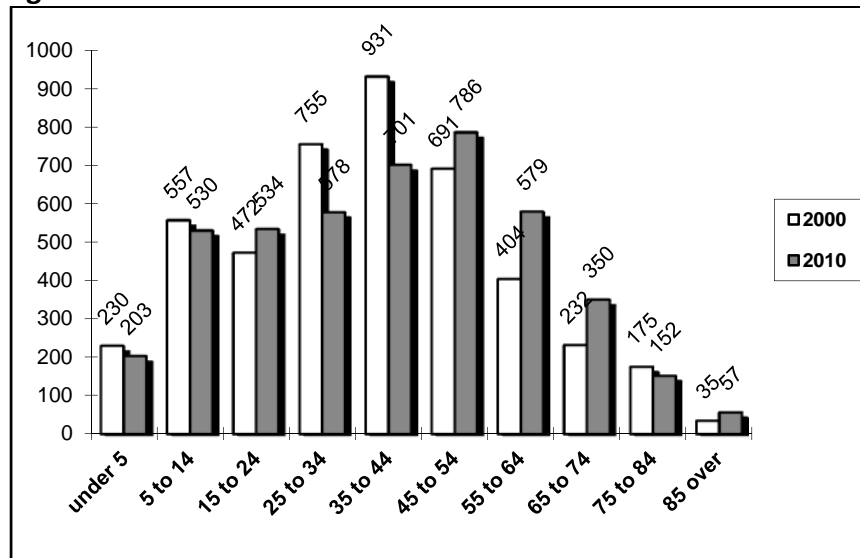
Source: US Census Bureau

Table 3
Median Household Income

	Median Household Income 2009	Median Household Income 2011	Percent Increase/ Decrease
Town of Watertown	69,663	68,864	-1.1
Jefferson County	45,554	45,559	0.0
New York State	57,911	56,951	-1.7

Source: US Census Bureau (figures are in 2011 dollars)

Figure 4
Age Distribution



Source: US Census Bureau

The median age in the town increased from 37.3 in 2000 to 43.3 in 2010, mirroring a trend that

is seen nationwide. Median age in Jefferson County was 34.2. There was an increase in the population aged 15-24, 45-74, and 85+ and a decline in the population aged 0-14, 25-44, and 75-84.

HOUSING

The Town of Watertown saw a net increase of 155 housing units between 2000 and 2010. That is a 10% increase. This growth outpaced Jefferson County (which added 7%) and New York State (which added 6%).

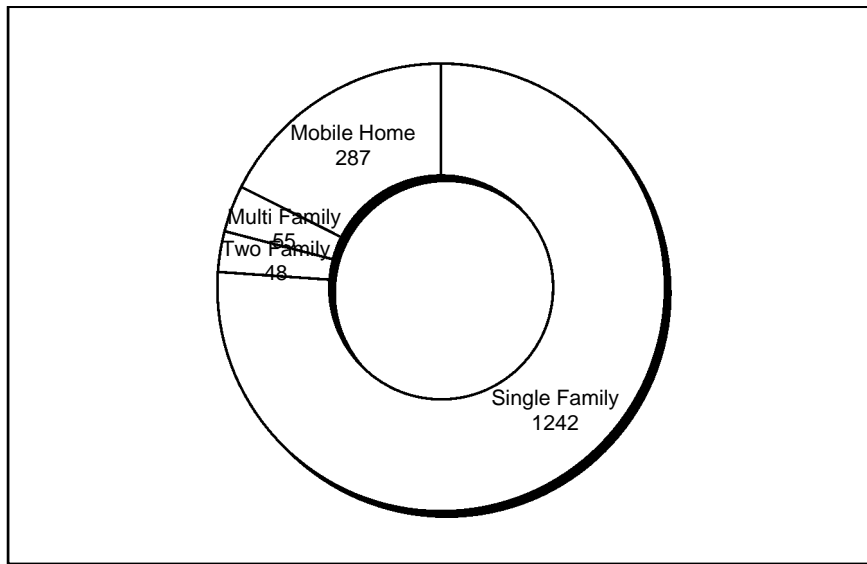
In 2010, about 76.1% of all housing units were single family dwellings, 17.6% were mobile homes, 2.9% were in two family dwellings and 3.4% percent were in multi-family dwellings.

Table 5
Total Housing Stock

	2000	2010	Percent Change
Watertown	1,502	1,657	+10.3
Jefferson County	54,070	57,966	+7.2
New York State	7,679,307	8,108,103	+5.6

Source: US Census Bureau

Figure 6
Dwelling Units by Type of Structure



Source: US Census Bureau

The housing stock in the Town of Watertown tends to be newer than that in Jefferson County as a whole and NYS as a whole. This reflects the building activity that has taken place in the last few decades. A rough measure of housing affordability is obtained by dividing median housing value by median household income. A score of 2 or lower is considered an indicator of affordability. Watertown scores 2.17, which is lower than Jefferson County 2.69 and NYS 5.47.

Table 7
Housing Affordability 2010

	Median Value for All Owner-Occupied Units	Median Household Income	Score
Watertown	144,200	66,331	2.17
Jefferson County	116,800	43,410	2.69
New York State	303,900	55,603	5.47

Source: US Census Bureau

EMPLOYMENT CHARACTERISTICS

Town residents are employed in a diverse group of fields. The top three in 2010 were education, retail trade, and public administration.

Figure 8
Employment by Industry 2010

Industry	#	%
Educational, health, social services	539	26.9
Retail trade	399	19.9
Manufacturing	161	8.0
Public administration	294	14.6
Finance, insurance, real estate, rental and leasing	98	4.9
Professional, scientific, management, admin., waste management	92	4.6
Construction	128	6.4
Other services (except public administration)	115	5.7
Arts, entertainment, recreation, accommodation, food services	127	6.3
Wholesale trade	0	0.0
Transportation, warehousing, utilities	42	2.1
Information	0	0.0
Agriculture, forestry, fishing, hunting, mining	12	0.6

Source: US Census Bureau (percentage total includes rounding error)

EDUCATION

Town residents are well educated according to census data. The Town of Watertown as a whole has a proportion of high school graduates similar to Jefferson County and New York State. The proportion of residents with bachelor's degrees is in line with that of the County but lower than state percentages.

Table 9
Educational Attainment (25 years and older) 2010

	% High School Diploma	% Bachelors Degree
Watertown	85.5	20.9
Jefferson County	87.8	20.2
NYS	84.4	32.1

Source: US Census Bureau

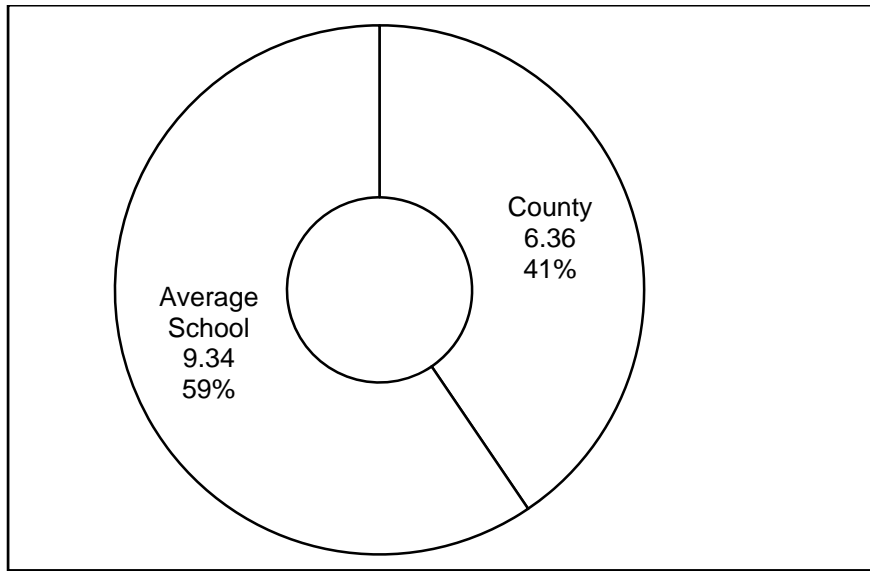
EMERGENCY SERVICES

Ambulance service is provided by a private not-for-profit company funded primarily by billing. Fire protection is provided through a town-wide district that is a separate taxing jurisdiction. Three fire stations are located throughout the town.

PROPERTY TAXES

In 2012, town property owners paid 16.94 to 19.22 per \$1000 assessed value in property taxes (depending on school district). The median total tax rate for all Jefferson County towns was 18.00 per \$1000 assessed value.

Figure 10. 2012 Property Tax Breakdown

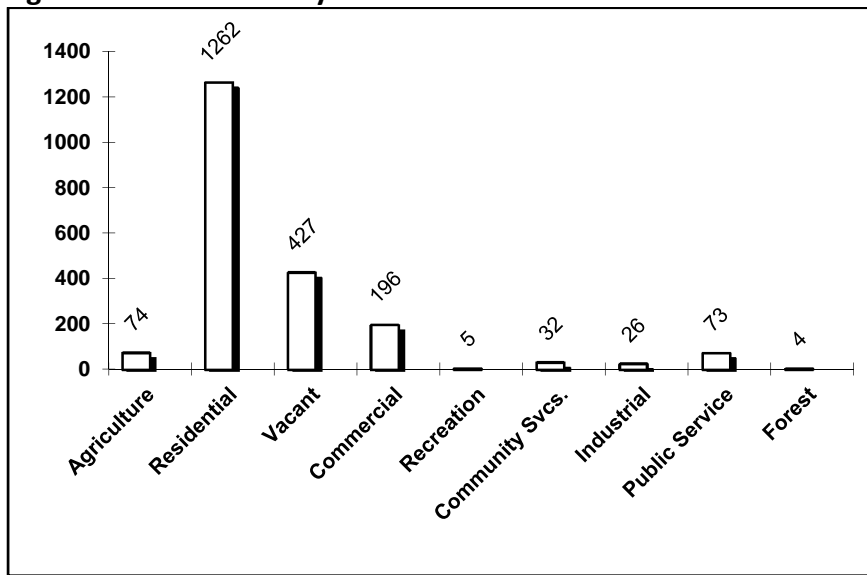


Source: NYS Comptroller's Office

LAND USE

The majority (60.1%) of the 2,099 tax parcels in the town as a whole were assessed as residential in 2012. The next largest categories were vacant lands (20.3%) and commercial (9.3%). See definitions on page 9.

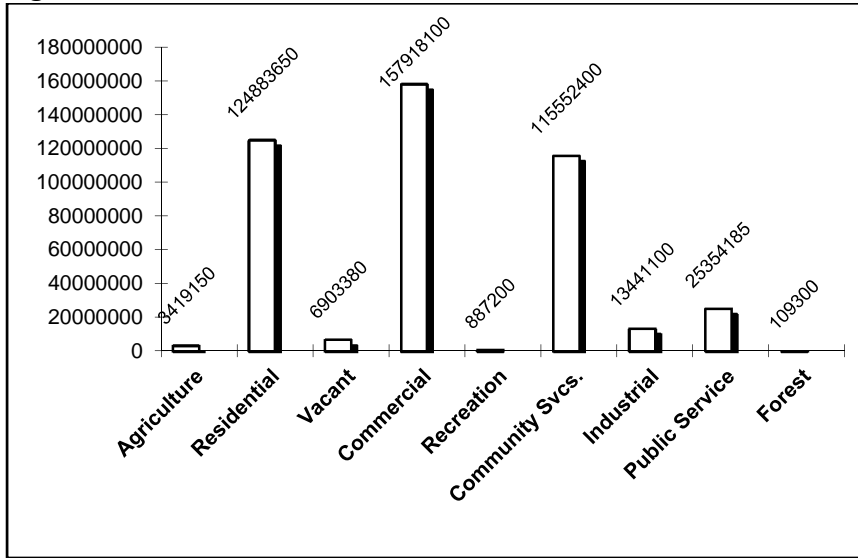
Figure 11. Land Use by Number of Parcels 2012



Source: NYS Office of Real Property Tax Services

When total assessed value is broken down by property class, 35% of the value is in commercial parcels. Next were residential (28%) and community services (26%). 31% of the town's assessed value is tax exempt, the majority of this value being in state owned property.

Figure 12. Full Assessed Value 2012



Source: NYS Office of Real Property Tax Services

DEFINITIONS

Agricultural – property used for the production of crops or livestock

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

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

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

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

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

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

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

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

Source: NYS Office of Real Property Services

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PART II. GOALS AND STRATEGIES

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

INFRASTRUCTURE AND UTILITIES

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

Public Water

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

Public Sewer

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

Natural Gas

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

Alternative Energy

Private alternative energy systems such as photovoltaic (PV) solar power systems and small scale wind energy systems are gaining popularity in the region. The use of these will likely continue to grow as the technology becomes more affordable and with currently available tax incentives. The town should evaluate its zoning and other development regulations to make sure that these systems are regulated properly.

Municipal Buildings

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

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

- 1. Pursue future participation in the Joint Infrastructure Management Initiative (JIMI) project to digitally map all infrastructure.**
- 2. Pursue formation of new water district to serve residents in the northeast corner of the town.**
- 3. Extend water district #4 out Route 11 to the Adams town line and up Cagwin Road to include Pheasant Run and Deer Run.**
- 4. Extend sewer lines where appropriate.**
- 5. Explore development of a sewage treatment facility in Industrial Park for development out NYS Route 12F and NYS Route 3.**
- 6. Work with National Grid to extend natural gas service to more town residents.**
- 7. Pursue funding for installation of renewable energy equipment at town facilities.**
- 8. Educate residents on benefits of renewable energy and conservation measures.**
- 9. Evaluate and possibly amend zoning law to better promote, accommodate, and regulate**

renewable energy systems.

10. Cooperate with other Municipal Separate Storm Sewer System (MS4) impacted communities on program implementation.

11. Convert street lighting to LED.

ECONOMIC DEVELOPMENT

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

Commercial Development

The town currently has a large amount of retail businesses, including major national chains such as Walmart, Target and Kohls located immediately west of the City near Interstate 81. This area includes the Salmon Run Mall, opened in the mid-1980s, which is a major retail center for the North Country region and also attracts Canadian shoppers. Immediately south of the city are several large automobile dealerships along Route 11. Other businesses are scattered throughout these areas. While these businesses are doing quite well currently, two threats exist which diminish their potential. These are the rise of internet shopping which allows companies to not charge sales taxes and the continuing development of the Destiny USA mega mall in Syracuse which draws shoppers away from Watertown.

Light Manufacturing

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

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

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

6. Protect existing commercial development from “outlet mall” type development.

OPEN SPACE, AGRICULTURE, AND RURAL CHARACTER

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

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

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

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

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

RECREATION AND HISTORIC RESOURCES

Historic Resources

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

Recreation

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

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

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

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

1. Support the town historical society's applications for funding to improve maintenance on

the one room school house.

2. Inventory historic resources.
3. Utilize existing standards in the Neighborhood Commercial zoning district where applicable. Continue efforts with developers to create walking and hiking trails along County Route 202 and other areas in town where appropriate.
4. Pursue partnerships for development of a multipurpose recreation/convention facility.
5. Work to develop a parking area for canoeing/kayaking access along Sandy Creek.

TRANSPORTATION

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

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

State roads

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

County Roads

Jefferson County highways in the Town of Watertown include Route 67 (Brookside Dr.), Route 155 (Dry Hill Rd.), Route 202 (Enterprise Drive), Route 196 (Fisher Rd.), Route 159 (Gotham Street Rd.), Route 65 (Ives Street Rd.), Route 200 (Little Trees Dr.), Route 63 (Massey Street Rd.), Route 160 (Middle Rd.), Route 156 (Plank Rd.), Route 49 (Rutland Hollow Rd.), Route 62 (Sulphur Springs Rd.), Route 64 (Talcott Falls Rd.), Route 165 (Watertown Center Dr.), and Route 68 (Zoar Rd.). Total mileage of County highway in the town is approximately 26.84 miles.

Town roads

The Town contains approximately 35.21 miles of town maintained roads.

Railroad

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

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

- 1. Develop an official road/highway map.**
- 2. Work with county and state officials to reduce speeding problems on town roads in high density residential areas (i.e. Floral Drive, Outer Ives Street).**

- 3. Work with agricultural community to address problem of road deterioration caused by large equipment.**
- 4. Advocate for improvement of the Spring Valley Drive/County Route 165 intersection issue.**
- 5. Promote railroad infrastructure in the town.**
- 6. Encourage privately maintained sidewalks and walkways in residential and commercial development through zoning for new development and retrofitting of existing development.**

PART III. LAND USE AND DEVELOPMENT

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

ENVIRONMENTALLY SENSITIVE AREAS

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

Steep Slopes

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

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

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

Wetlands

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

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

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

Stream Corridors

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

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

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

improper development.

CHARACTER AREAS

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

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

Location/General Description

Low density rural residential and agricultural areas generally make up the southern half of the town with the exception of the Route 11 and Route 283 corridors. These areas are served by county and town roads (and small stretches of state roads) and are characterized by farmlands, woodlands, and vacant lands interspersed by single family dwellings. There are a few instances of more concentrated dwellings such as Deer Run Rd. and Pheasant Run, but for the most part, residential development is scattered in nature. These areas are not served by public water or sewer.

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

The loss of farmlands to development so far has been characterized mainly by small, incremental development decisions being made by farmers to subdivide small parcels over long periods of

time. The acreage of vacant agricultural land is minimal as this land has mostly reverted to succession growth. Some of the agricultural lands have changed hands from small family farms to large “factory” farms and crop farming.

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

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

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

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

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

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

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

Policies

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

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

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

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

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

Nonfarm intrusions into agricultural areas should be minimized, thus minimizing conflicts with existing agricultural operations.

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

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

Nonresidential development can be allowed in certain parts of the rural town. Standards

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

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

Location/General Description

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

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

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

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

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

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

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

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

Policies

Lots should be kept smaller so that efficient use of existing infrastructure (sewer system, sidewalks, etc.) is made.

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

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

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

Sidewalks and street trees should be required.

Multi-family dwellings require parking to the rear, adequate space, screening, bulk control, sidewalks and street orientation. Accessory apartments and multi-family dwellings should not be glaringly out of character with single-family dwellings.

BUSINESS AND MIXED USE (B, NC ZONING DISTRICTS)

Location/General Description

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

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

southwestern corner of the town.

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

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

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

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

Policies

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

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

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

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

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

Uses shall comply with drainage controls.

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

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

Signs should conform to established standards.

Multi-family dwellings require parking to the rear, adequate space, screening, bulk control,

sidewalks and street orientation. Accessory apartments and multi-family dwellings should be in character with single-family dwellings.

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

Location/General Description

Heavy industrial and manufacturing uses require access to major transportation routes, such as railroads and/or important highways. In the past, such areas were also located along rivers and streams, with water being used to power mills and other operations. Flat topography, availability of utilities, soil bearing characteristics and compatible land uses are also important considerations. A manufacturing area is located in the southwestern portion of the town along State Route 283 and Rices Road.

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

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

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

NP – To provide exclusive areas for natural products extraction.

Policies

Uses should be buffered and screened from residential areas.

Uses should comply with drainage controls.

Lighting controls needed to protect nearby residences

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

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APPENDIX A – Maps

1. Aerial View
2. Topography
3. Population
4. Land Use
5. School Districts
6. Agricultural Districts
7. Development Constraints

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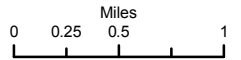
Comprehensive Plan Aerial View

Town of Watertown, Jefferson County

Created By: THC/MDD - 05/29/14

Updated: N/A

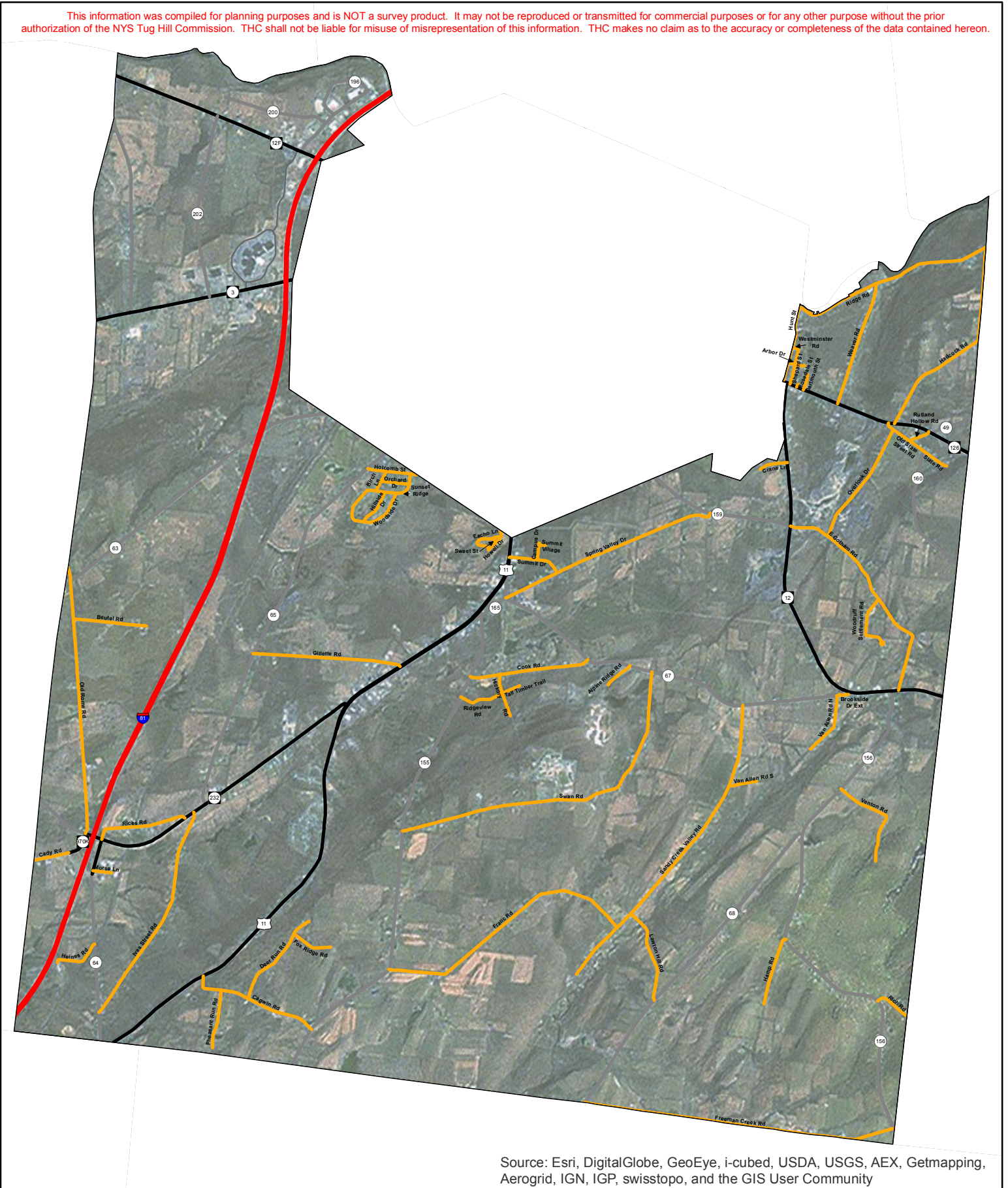
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Legend

 Town Roads

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Source: Esri, DigitalGlobe, GeoEye, i-cubed, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

Comprehensive Plan

Topography

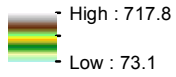
Town of Watertown, Jefferson County

Created By: THC/MDD - 03/04/13

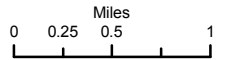
Updated: 05/29/14

Legend

Elevation



N



Legend

- Agricultural
- Residential
- Vacant
- Commercial
- Recreational
- Community Services
- Industrial
- Public Services
- Forest

Comprehensive Plan Landuse Map

Town of Watertown, Jefferson County

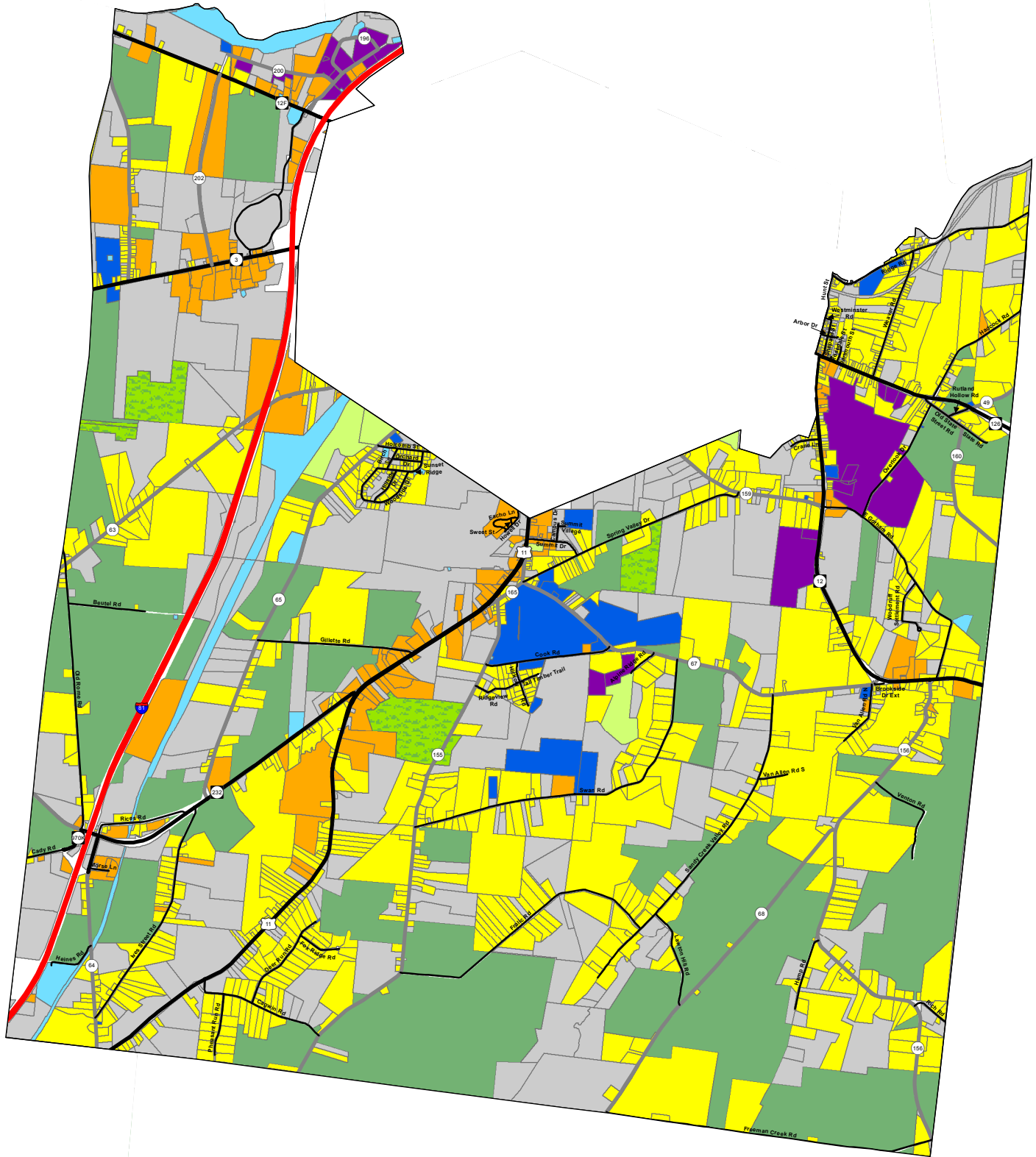
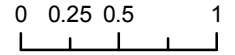
Created By: THC/MDD - 03/04/13

Updated: 05/29/14

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Miles



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Legend

School District

- GENERAL BROWN
- SOUTH JEFFERSON
- WATERTOWN

Comprehensive Plan

School District Map

Town of Watertown, Jefferson County

Created By: THC/MDD - 03/04/13

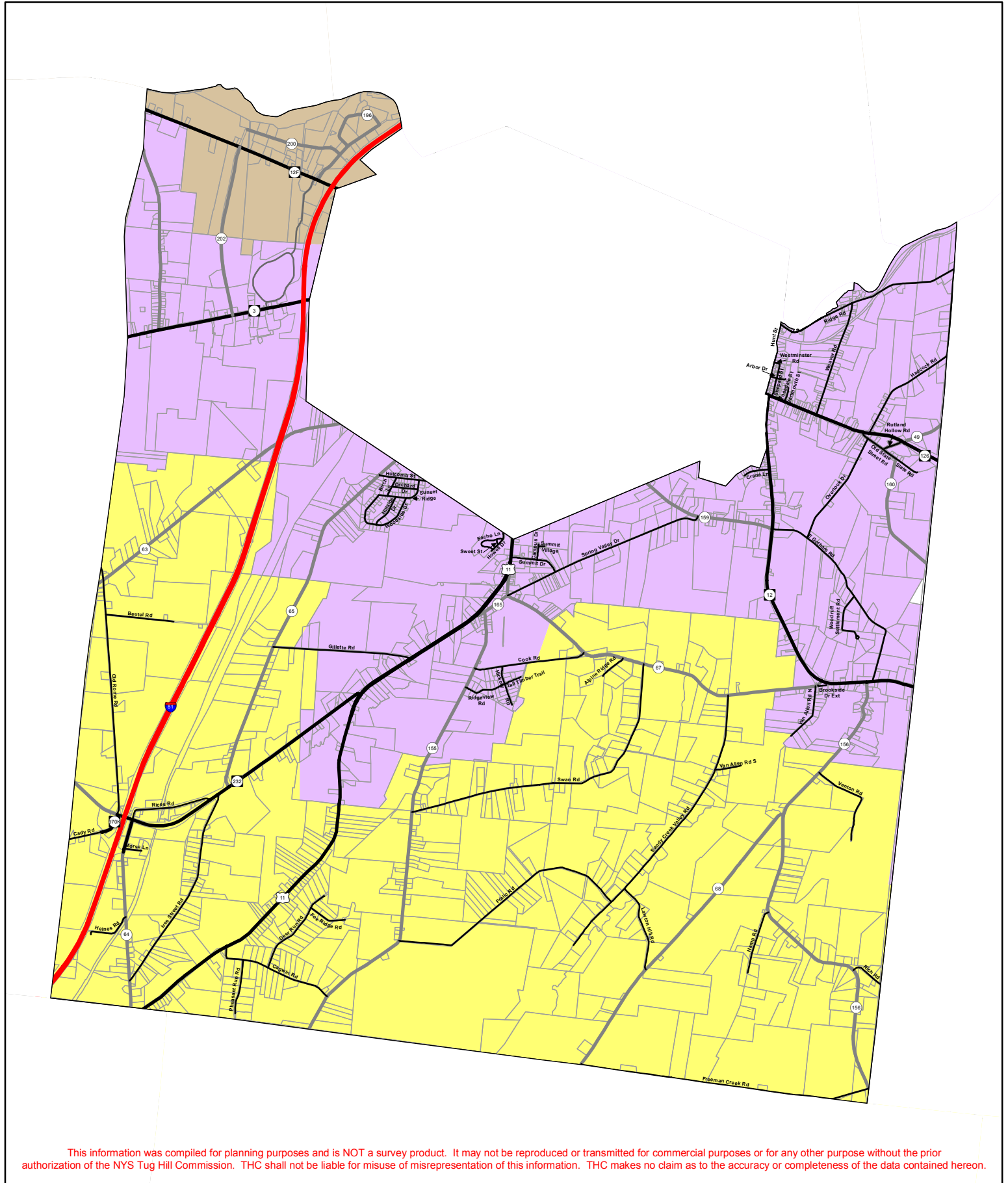
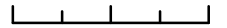
Updated: 05/29/14

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Comprehensive Plan Agricultural Districts Map

Town of Watertown, Jefferson County

Created By: THC/MDD - 03/04/13

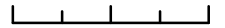
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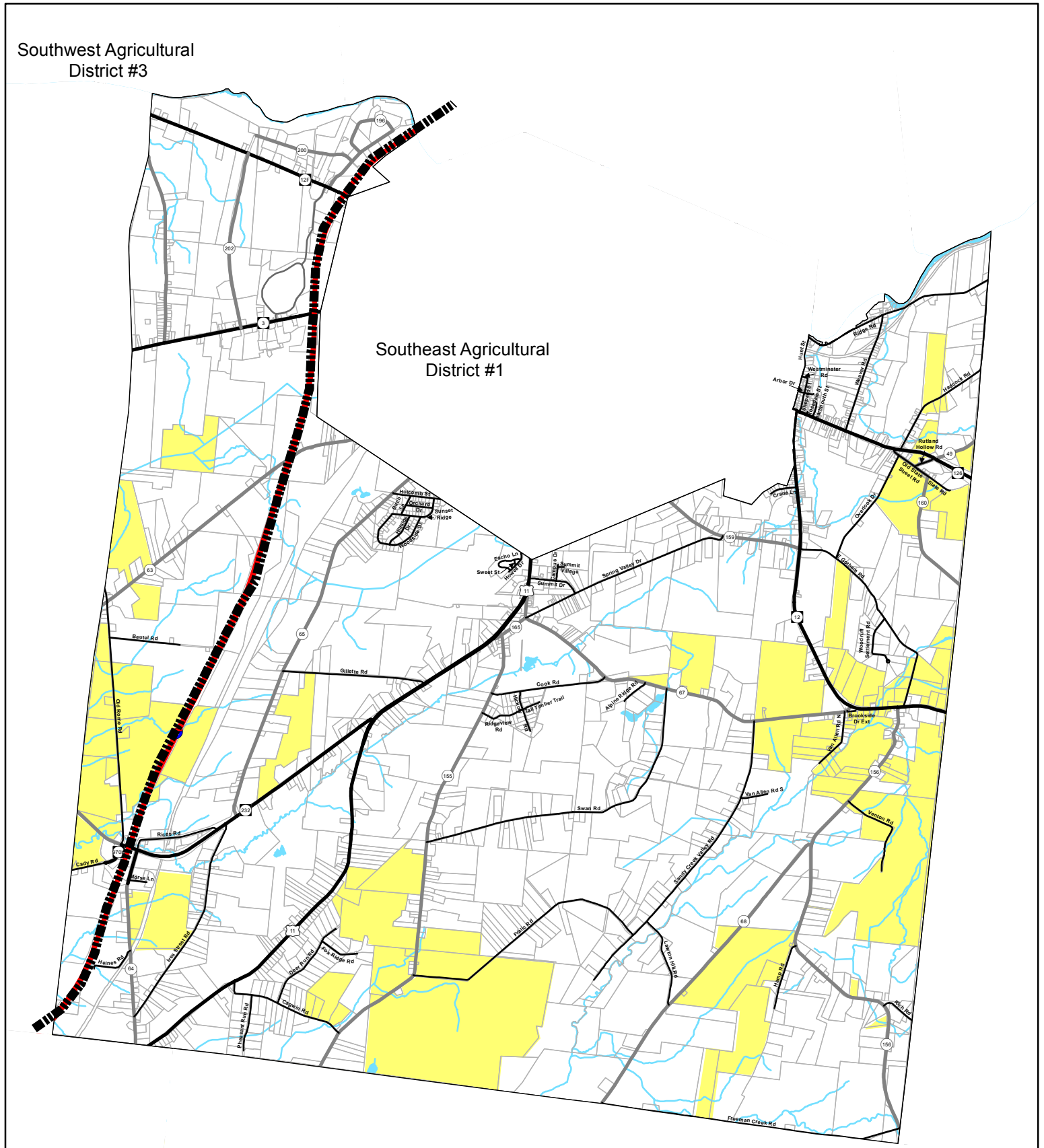


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 Agricultural Districts





Southwest Agricultural District #3

Southeast Agricultural District #1



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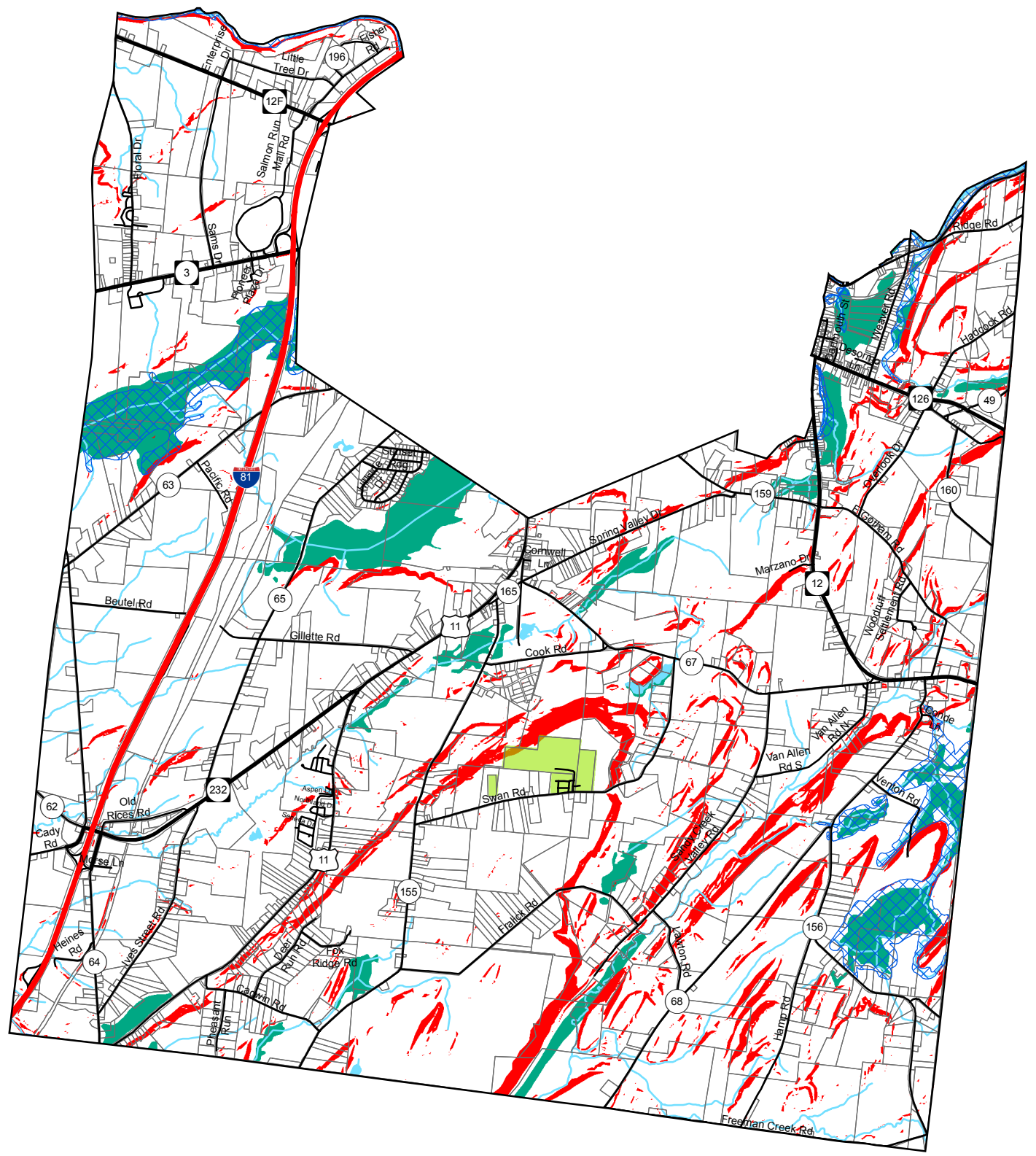
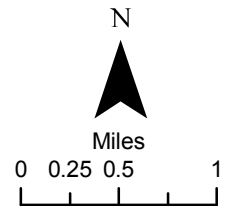
Legend

-  Flood Plains (1996)
-  Public Lands
-  Steep Slopes
-  DEC Wetlands

Comprehensive Plan Development Constraints

Town of Watertown, Jefferson County

Created By: THC/MDD - 03/04/13
Updated: 05/29/14



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Strengths-Weaknesses-Opportunities-Threats (SWOT) Exercise

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

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

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

STRENGTHS

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

WEAKNESSES

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

OPPORTUNITIES

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

THREATS

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

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

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

Community Survey Results 2012

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

Dear Watertown Resident,

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

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

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

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

Sincerely,

Jim Smith, Tom Boxberger, Pam Desormo,
Randy Vaas, Terry MacAdam

Watertown Planning Board

Community Characteristics

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

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

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

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

Town Character

3. Should the Town be concerned with protecting open space?

82.3% *yes* 13.7% *no*

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

60.6% *to help maintain rural character*
53.1% *to protect environmentally sensitive areas*
45.7% *to protect agricultural lands*
44.0% *to protect scenic views*

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

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

Residential Development

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

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

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

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

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

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

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

See attached for written comments

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

See attached for written comments

Commercial Development

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

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

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

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

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

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

Public Services

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

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

Further Comments

Survey Comments

Q#12

Water/Sewer

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

Development

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

Recreation

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

Transfer Station

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

Taxes

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

Other

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

APPENDIX D
Growth Management Tools

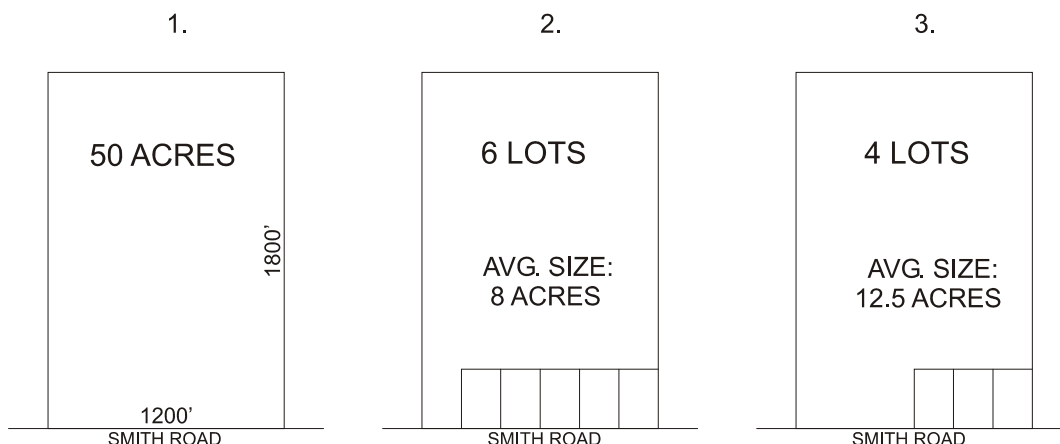
A. Clustering

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

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

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

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



B. Conservation Development

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

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

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

C. Conservation Easements

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

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

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

D. Purchase of Development Rights (PDR) Program

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

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

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

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

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

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APPENDIX E

Roles and Responsibilities of Various Boards

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