

City of Watertown

*Local Waterfront  
Revitalization Program*

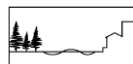
*For the Black River*



**DRAFT**

**Date: February 2010**

**Prepared By:**



Behan Planning Associates, LLC  
Planning Community Futures



## City of Watertown

# *Local Waterfront Revitalization Program for the Black River*

### **Mayor**

Jeffrey Graham

### **City Council**

Stephen Bradley (former)

Roxanne Burns

Jason Burto (former)

Joseph Butler, Jr.

Peter Clough (former)

Timothy LaBouf (former)

Teresa Macaluso

Jeffrey Smith

### **Advantage Watertown Committee**

Angela Baier (former)

P.J. Banazek

John Bartow, Jr.

Gary Beasley

Stephen Bradley (former)

Roxanne Burns (former)

Donald Coon (former)

Gary Derouin (former)

James Fayle

Carolyn Fitzpatrick

Rev. Frederick Garry (former)

Jeffrey Graham

John B. Johnson, Jr.

Kevin Jordan

Robert Juravich (former)

Mark Lavarney

Maxine Quigg

Albert Romano

Donald Rutherford

Douglas Schelleng (former)

Peter Schmitt

Gordon Silverthorne

Patti Stabins (former)

Jason White

Alex Velto (former)

### **City of Watertown Staff**

Mary Corriveau, City Manager

Kenneth Mix, Planning and Community Development Coordinator

Christine Hoffman, Planner (former)

Mike Lumbis, Planner

### **Plan and Design Consultants**

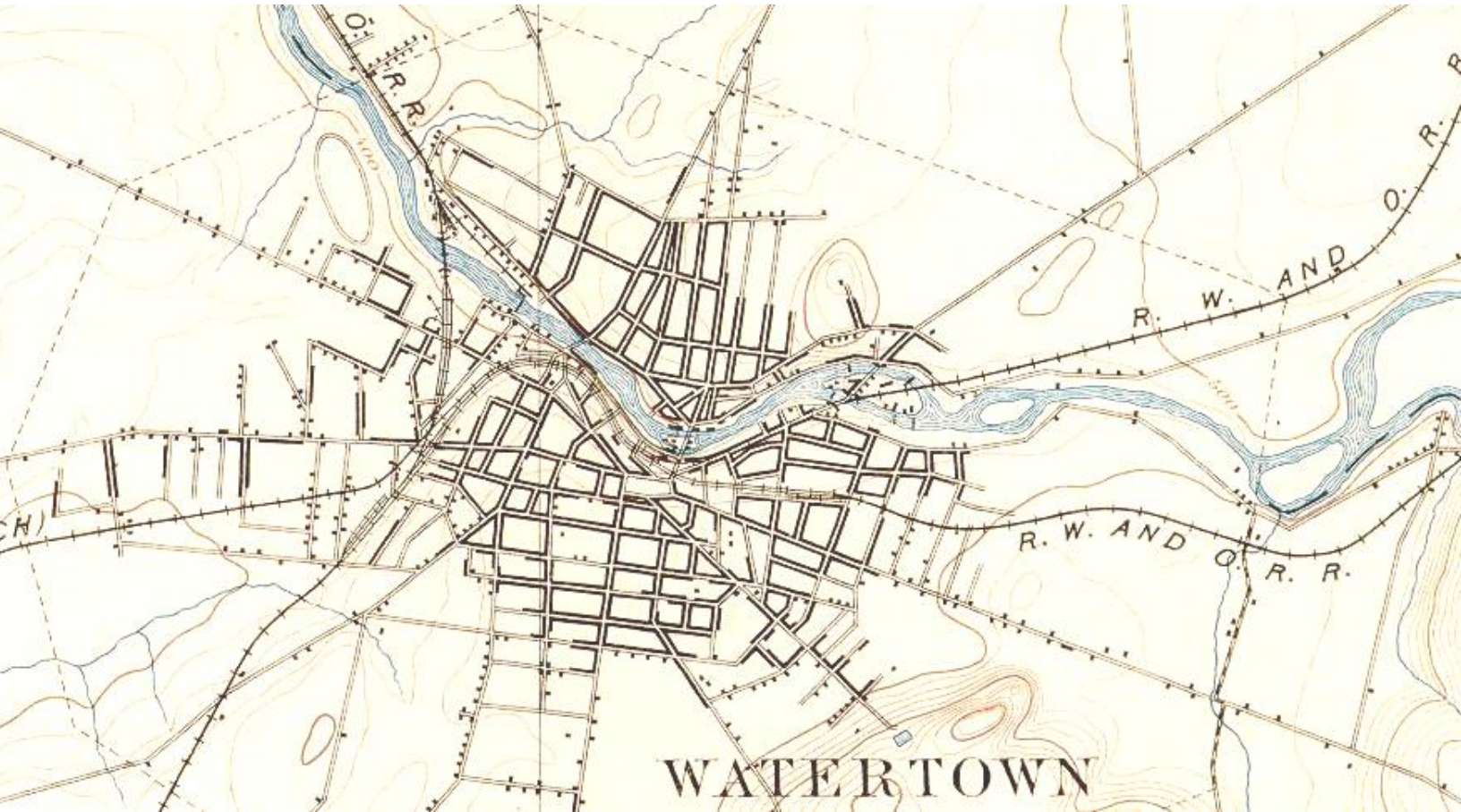
Behan Planning Associates, LLC

Environmental Design & Research, PC

This report was prepared for the New York State Department of State Division of Coastal, Local Government and Community Sustainability with funds provided under Title 11 of the Environmental Protection Fund.

*“The New England Pioneers who chose our area [Watertown] did so based on foresight of creating an industrial center, which would draw its power from the mighty Black River.”*

*–Dutton, Donna, Images of America: Watertown*



*“What has made and maintains the city of Watertown as a place of commercial importance is principally the excellent water-power furnished by the Black River.*

*–City of Watertown: History Segment from Child’s Gazetteer of Jefferson County, N. Y. (1890)*

**City of Watertown**  
**Local Waterfront Revitalization Program**  
*For the Black River*

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# *Acronyms*

AWC – Advantage Waterfront Committee

CCD – City Center (overlay) District

CMP – Coastal Management Program

DANC – Development Authority of the North Country

DEC – Department of Environmental Conservation (New York State)

DGEIS – Draft Generic Environmental Impact Statement

EPA – Environmental Protection Agency (United States)

FEMA – Federal Emergency Management Agency

GEIS – Generic Environmental Impact Statement

JCC – Jefferson Community College

LWRP – Local Waterfront Revitalization Program

NPS – National Park Service

NRI – National Rivers Inventory (of the National Park Service)

PCB – Polychlorinated Biphenyl

RD – Riverfront (overlay) District

WRAB – Waterfront Revitalization Area Boundary

## City of Watertown

# *Local Waterfront Revitalization Program (LWRP) for the Black River*

## Executive Summary

### *Rising Up to the Challenge*



Watertown residents have faced many challenges. From the early settlers' floods and washouts of their fragile timber crib dams and mills, to the more recent generation's challenge of factory closings and store vacancies, blizzards, and ice storms. Facing adversity with wisdom and courage has made Watertown a stronger community.

The city, unfortunately, has witnessed a staggering level of disinvestment. In rebuilding this great city, a historic center of northern New York, the leadership and citizenry continue to rise to the challenge. Not wanting any symbol of the city's culture tarnished, the community has pulled together project after project; the Roswell P. Flower Memorial, Thompson Park and the Zoo, the renovations to Public Square, to list but a few.

Today, the community is poised for rebirth. Not as a mill town anymore, but as a quality of life city. A city with friendly neighborhoods and pleasant streets. A city with a historic downtown and many cultural amenities. A city on the Black River, with world-class outdoor water sports. Many communities have done much with less. Think of San Antonio's famous Riverwalk, built around a creek. Watertown has the mighty Black River.

In its name, Watertown speaks of its identity. This plan presents a challenge to the leadership and all citizens of the city to continue to rise up to the challenge by investing toward the continuing rebirth of the identity of the city. In Watertown's history, along the Black River, and among the neighborhoods, lies its future opportunity.



## *A Riverfront Vision*

The Black River waterfront is a diverse and dynamic interface between natural, urban, and suburban development. The vision for the Black River calls for maintaining the existing water-dependent uses such as hydroelectric facilities, and whitewater rafting outfitters. It also calls for supporting the transition of much of the



waterfront from industrial and warehouse facilities to uses such as restaurants, specialty stores, and quality residential options. This new development should form a mixed-use pattern that fully showcases the natural, scenic, historic, and recreational opportunities of the riverfront and provides “people places” and areas for public interaction. A proposed land-use vision for the riverfront includes the following uses, described in detail below and illustrated on **LWRP Map 4.1: Proposed Land and Water Uses**.

### **Black River Corridor: Proposed Land and Water Uses**

*Water-Dependent Uses: includes hydroelectric facilities and whitewater rafting and kayaking facilities in a pattern that allows for waterfront open space and access.*

*Water-Enhanced Uses: primarily recreational, cultural, retail or entertainment uses that are enhanced by a waterfront location.*

*Open Space and Recreation: includes waterfront preserves, parks, recreation, trails, fishing access, boating access, open space and park-and-play whitewater access.*

*Waterfront Trail: an interconnected trail system that follows the Black River shoreline (and other important connections) and links together many of the open space and community resources along the Black River.*

*Dams: dams, diversions, and infrastructure for water-dependent uses.*

*Access points: access to the river for fishing, kayaking, canoeing, and rafting.*

*Blueway Trail: dedicated access for navigation by kayaks, rafts and other non-motorized boats; fishing; and canoe access along shoreline and flatwaters.*

## *Proposed Riverfront Revitalization Boundary Area*

The LWRP proposes to extend the existing state coastal boundary, which currently follows the Black River (with an approximately 100-foot buffer of the north and south banks of the river) for a length of approximately 7,300 feet (1.3 miles) from the city's western border east to an area near downtown Watertown. The proposed waterfront boundary includes the entire 5-mile length of the Black River in Watertown, and extends beyond the river banks to incorporate important roadways such as Newell Street, Water Street, Main Street, Factory Street and Huntington Street, and important revitalization areas such as Sewall's Island, Factory Square, and Public Square. Refer to **LWRP Map I.1: Waterfront Revitalization Area Boundary (WRAB)** for more detail. *The WRAB is the area of focus for the LWRP's inventory, analysis, policies, and recommendations.*

## *Inventory and Analysis*

An extensive inventory of the existing natural, physical, historical, scenic, and cultural resources of the WRAB was undertaken to engender a comprehensive understanding of the Black River and surrounding area. Chapter II of this LWRP summarizes the inventory and accompanying maps are provided in Appendix A. The inventory, along with early community visioning workshops, led to the identification of several major opportunities and constraints to waterfront revitalization, as follows:

### **Constraints**

- ***Zoning and land use patterns along the river corridor are incompatible with the desired future use of the riverfront.***
- ***Many riverfront properties are currently vacant, underutilized, and unmaintained, creating an unattractive and potentially unsafe waterfront experience.***
- ***Some lands and roadways act as physical barriers to pedestrian-scaled waterfront access and circulation. Specifically, there is a lack of connection between the downtown and the waterfront because the roadways serve as barriers.***

### **Opportunities**

- ***The downtown-Black River connection offers a very unique urban-natural setting and an opportunity for reciprocal tourism between the downtown and the Black River.***

- ***The Black River’s exceptional whitewaters and scenery offer opportunities for expansion and diversification of whitewater activities, as well as supporting retail and other services for tourist markets. The Black River also offers the potential for improved whitewater access areas, linked together by a continuous trail system.***



- ***Watertown’s vacant waterfront lands offer opportunities for top-quality residential development, to fill the current demand for housing in the area.***
- ***The islands and open lands of the eastern portion of the Black River offer potential for passive and active recreation, nature preservation and viewing areas, as well as expanded public access.***

## *Riverfront Policies*

The riverfront policies developed in the LWRP (Chapter III) help to implement the goals of the LWRP. The policies are the basis for Federal and State consistency determinations for activities affecting the waterfront area. Under the locally-adopted consistency review law (Appendix B), all new projects and actions that meet certain thresholds defined in the law would be reviewed to ensure that they are consistent with the policies of the LWRP. These policies are broad, and cover four major topic areas: developed waterfront policies; natural waterfront policies; public waterfront policies; and working waterfront policies. Policies that are of particular importance to the Black River revitalization are summarized in the text box below.



**Policy 1** *Foster a pattern of development in the proposed waterfront area that enhances community character, preserves open space, makes efficient use of infrastructure, and minimizes adverse effects of development.*

**Policy 2** *Preserve historic resources of the waterfront area.*

**Policy 3** *Enhance visual quality and protect scenic resources of the waterfront area.*

**Policy 9** *Provide for public access to, and recreational use of, waters, public lands, and public resources of the waterfront area.*

**Policy 10** *Protect water-dependent uses and promote siting of new water-dependent uses in suitable locations.*

## *Riverfront Opportunity Areas*

In an effort to focus planning, resources, and investment, the community has helped to identify a vision for six focus areas along the Black River. These opportunity areas are summarized in the text box below and discussed in more detail in Chapter IV of the LWRP. **Map 4.2: Proposed Land and Water Projects** illustrates these opportunities.

### **Opportunity Areas**

**Van Duzee Street Barns Residential Community:** *a waterfront-oriented residential community that features adaptive reuse of existing brick warehouse buildings.*

**Downtown Connection:** *a pedestrian-oriented connection between Public Square and the downtown waterfront that draws people to the waterfront.*

**Whitewater Park Waterfront Loft District:** *a mixed-use loft-style residential district oriented towards Whitewater Park and the Black River.*

**Factory Square and Sewall's Island Mixed-Use Communities:** *revitalized mixed-use complexes that offer opportunities for dining, shopping, retail and office space, and residential living surrounded by a revitalized Black River corridor.*

**Eastern Islands Park and Recreation Area:** *a park offering opportunities for active and passive recreation as well as preservation of wildlife habitat and natural and scenic landscapes.*





*The Whitewater Park Loft District pays homage to Watertown’s industrial heritage and waterfront opportunities in a mixed use environment.*

### *Priority Project Highlights*

The community has identified short-term priority areas through the LWRP planning process. The most important priority to the community is developing the linkage between Public Square and the waterfront (the “Downtown Connection” opportunity area). This linkage is viewed as the most critical in terms of long-term success of the waterfront and also as a way to build momentum for the continued revitalization and success of existing businesses along Public Square.

#### **Priority Projects**

- **Physical Connection Between Downtown and the Waterfront**
- **Sewall’s Island and Factory Square Redevelopment**
- **Whitewater Park Shoreline Improvements**
- **Route 3 Wave Access Improvements**

Additionally, progress in the redevelopment of the Sewall’s Island and Factory Square area, while a massive undertaking, is important to the community. Along the Black River’s edge, community priorities are focused on shoreline and access improvements at Whitewater Park and Route 3 Wave areas. In both locations, it is understood that a small amount of public investment in access and shoreline enhancements will substantially improve the areas for further private investment.

## *Implementation Program*

The implementation program includes a set of recommendations to help guide future actions to achieve the riverfront vision. These actions include necessary up-front organization to begin implementing waterfront revitalization, such as retaining adequate oversight for the project. Developing a financial strategy for implementing waterfront revitalization is an absolute necessary action, and should be considered integral to success of the program. Planning, marketing, and promotion are also critical to the success of the program, because this type of public investment paves the way for private investment in the riverfront. Capital projects, such as construction of trail segments and riverfront access improvements are critical catalysts for private investment and help to raise expectations and awareness of the Black River's vast potential. Implementation actions are summarized in the text box below and in the following pages. Additional information on the implementation program is available in **LWRP Section V: Local Implementation Techniques**.

### **Taking Steps to Implement Waterfront Revitalization**

- 1. Get Started: Become Organized and Structured for Implementation of Waterfront Revitalization**
- 2. Develop a Financing Strategy: Identify How to Structure and Support Waterfront Revitalization Projects and Actions**
- 3. Plan for the Future of the Waterfront: Conduct the Necessary Planning Processes to Help Advance the Waterfront Vision and Projects**
- 4. Promote and Market Waterfront Opportunities: Develop Materials to Encourage Private Investment and Public Awareness**
- 5. Continue to Implement Waterfront Capital Projects: Advance the Waterfront Vision and Projects for the Opportunity Areas Identified in Chapter IV of this LWRP**

## *Implementation Actions*

The implementation program includes detailed recommendations for each of the five (5) action areas. Major recommendations for each action area are summarized below.

### **Action 1: Get Started**

#### **Adopt the LWRP as Policy**

Following adequate review and feedback, this draft LWRP will be modified to reflect both public comments and the New York State Department of State review. Upon completion, the final LWRP should be adopted by the Watertown City Council as policy. A review under the state environmental quality review act (SEQRA) procedures is required prior to adoption of the plan. The adopted LWRP will contain a consistency law which requires review of projects within the WRAB.

#### **Conduct Training for Consistency Review**

The Planning Board is the recommended entity for conducting consistency review. A series of workshops should be conducted to train the Planning Board and all other parties that will be involved in implementing the Consistency Review Law, including the Planning Department, Engineering Department, Code Enforcement, and City Council.

#### **Increase Staffing and Capacity to Implement Revitalization**

Ensure that adequate funding is allocated within the City's Planning Department to support and staff the implementation of the LWRP.

#### **Adopt the Revised City Zoning Law for the Waterfront Area**

As part of this LWRP, draft waterfront zoning have been created. These zoning districts should be reviewed by the community and should be integrated into the city's existing ordinance, which needs to be fully updated and revised from its 1959 format.

#### **Develop Waterfront Design Guidelines**

Create an illustrated set of waterfront design guidelines that can be used by the Planning Board and others during the review of proposed projects. Train Planning Board members and others in the use of the design guidelines. These guidelines and training sessions could be developed in conjunction with the consistency review training.

### **Action 2: Develop a Financing Strategy**

A financing strategy is integral to the success of this waterfront revitalization program. It should be responsive to Watertown's capacity and needs and should be designed to accommodate public-private partnerships. This strategy should build off of this LWRP and the complimentary economic study. It should address both soft costs and capital costs and should provide a realistic but aggressive phasing program.

A public-private partnership model should be used in financing waterfront revitalization. The city should continue to work with interested developers, landowners, and others to create conceptual plans and cost estimates for adaptive reuse projects (the development of site assessment and marketing plans will help to set the stage for public investment). Help to identify potential funding solutions for projects, and work collaboratively with developers to

identify cooperative agreements for investment (for example, the city may help to fund the necessary infrastructure improvements if the developer provides some level of commitment to the project.) These types of plans can be developed for a single property or building as well as for a larger focus area such as Factory Square or VanDuzee Street.

### **Action 3: Plan for the Future of the Waterfront**

#### **Create a Black River Greenway and Blueway Master Plan**

The concept of a greenway for Watertown is a linear trail that connects a sequence of parks and access areas together. The blueway is similar – it is a river trail that connects water access points together for kayaks, canoes and other non-motorized boats.

The City of Watertown should conduct a local planning process to develop a master plan for a Black River Greenway and Blueway in close coordination with landowners, the Tug Hill Commission, community and local and regional trails advocates, open space, recreation and tourism partners. This plan will determine a preferred alignment for a continuous waterfront trail, develop cost estimates for planning and construction or trail segments, and identify areas in need of additional study, among other things. The plan can be coordinated with the ongoing work of the Tug Hill Commission to develop a blueway trail system along the Black River. The trail plan in this LWRP can serve as a starting point for the master plan.

#### **Conduct a River-wide Brownfield Assessment and Remediation Program**

This recommendation has already been advanced through the city's applications to state grant programs. This program would provide grant funding for the city to conduct area-wide assessment and planning for brownfields in Watertown. It would help to assess on a site basis, the level of contamination and costs associated with remediation, and thus provide information to possible investors and others currently interested in waterfront properties but with potential concerns about the unknowns.

#### **Develop a City-wide Comprehensive Plan**

Planning for successful waterfront redevelopment and investment requires a holistic review of the city and region's overall land use and settlement patterns. A city-wide comprehensive plan would help to identify desired future land-use patterns in a more balanced approach to ensure that waterfront areas and other existing neighborhoods and commercial centers are prioritized as key redevelopment areas. The comprehensive plan would result in zoning revisions and other necessary policy and implementation actions. For example, zoning revisions can help to support focused development and revitalization efforts in the waterfront and downtown areas by providing incentives for developers who implement projects within the waterfront boundary. These incentives might include reduced development review period, increased flexibility in zoning provisions, or a reduction in fees, for example.

#### **Conduct a Planning Process to develop an Eastern Islands Nature Area Master Plan**

As identified in Chapter IV of the LWRP, the Eastern Islands (Delano, Huntington and environs) offer the opportunity for expanded partnership in creating a regional nature park with recreational amenities. A master planning process to identify potential options for ownership, natural areas for protection, appropriate uses for passive and



active recreation, etc. should be initiated. The master planning process should include extensive community and stakeholder participation.

### **Work with the Community to Identify Interest and Develop Waterfront Community Center**

Work with the community to develop concepts for a waterfront community center. Begin by conducting initial scoping (possibly through a community charrette) to identify interest and potential programming/needs for such a community center. This LWRP recommends a potential site for the community center along the eastern edge of the Van Duzee Street property, however through the scoping process, the community may identify a more desired location.

### **Periodically Review this LWRP**

Continue to review this LWRP, as well as other local plans, to ensure that the community's vision and goals are being met. The LWRP should not be viewed as a static document but rather as a suite of visions and ideas for shaping the future. Ultimately, however, the future will depend on multiple factors, including local investment, regional, state and federal grant monies, the private sector (and associated real estate market), etc. Review of the LWRP's overall vision and policies, however, can help to ensure that future endeavors are consistent with the community's long-term waterfront vision.

## **Action 4: Promote and Market Waterfront Opportunities**

### **Expand the Promotion of Local and Regional Tourism Opportunities**

Continue to work with the Thousand Islands International Tourism Council on the development of a regional tourism plan. Also, work to develop some local strategies for tourism along the Black River. For example, local plans might identify gateway kiosks that will provide visitors with information on recreational activities, dining, shopping, lodging, etc. in the waterfront area. Ensure that plans allow for flexibility as the waterfront grows and tourism options diversify.

### **Continue to Complete Initial Site Assessment and Marketing Packages for Key Waterfront Revitalization Buildings**

Continue to work with the current owners to conduct initial site assessment for buildings with adaptive reuse potential in the near-term (such as the existing Factory Square and Samaritan Hospital warehouse buildings). This assessment could identify whether the building is for sale, lease, etc.; potential uses; floor plans; details on the building's condition; and other useful information. This information could be packaged together into spec-sheets for each building and marketed along with more general materials such as information on the local and regional opportunities, financial opportunities for renovation, and potential partners who might assist with business development, employee recruitment, etc.

### **Continue to Provide Educational and Interpretive Opportunities Along the Waterfront**

Within new projects, develop educational materials and opportunities along the river's edge to capture and promote Watertown's rich industrial and architectural history, such as the interpretive signs developed at Marble Street Park. Opportunities for interpretation can range from very simple "industrial heritage" walking tour brochure,

to a series of interpretive signs along the future Black River Waterfront Trail, to a more elaborate opportunity for an industrial heritage museum to feature the region's many industrial innovations.

## **Action 5: Continue to Implement Waterfront Capital Projects**

### **Continue to Work Towards Implementing Priority Waterfront Projects**

Chapter IV provides explanation as to the details of the many proposed projects within opportunity areas. To give order to the extensive list of desired waterfront projects, the community has helped to prioritize waterfront opportunity areas and projects. These priority projects are as follows:

- **Physical Connection Between Downtown and the Waterfront**
- **Sewall's Island and Factory Square Redevelopment**
- **Whitewater Park Shoreline Improvements**
- **Route 3 Wave Access Improvements**

### **Develop a Building Stabilization Program**

Create a building stabilization program for short-term protection of vacant adaptive reuse sites and waterfront properties to protect them from neglect and demolition. Identify a "top-ten" list of buildings in need of immediate stabilization (for example, roof repair, boarding of windows, protection from water damage, etc.) and prioritize and obtain any necessary clearance from property owners to implement stabilization measures. Explore potential sources of funds (e.g., CDBG) to create a revolving fund for building stabilization and recoup the costs during the sale/auction of the building.

### **Create a Waterfront Façade Program**

Explore the option of expanding the city's existing façade program to include the back sides of buildings on Public Square that face the Black River, as well as commercial buildings on Factory and Newell Streets. In conjunction with such a program, create an illustrated *Waterfront Façade Improvement Manual* to help property-owners undergoing façade renovations.

### **Construct the Sewall's Island Rail Trail**

Conduct planning and engineering design (Phase I), and subsequently construct the Sewall's Island Rail-Trail including potential anchor destinations at each end of the island.

### **Work Towards Completing the Waterfront Trail**

Continue to acquire and construct waterfront properties and trail easements as available. Waterfront properties may become available through tax foreclosure and/or sale. In addition, as new development is proposed along the waterfront, a trail easement can be obtained as part of the development review process. Defining the trail alignment through the master planning process is an important step that provides clear guidance for future planning and development efforts as to the location and design of the desired trail alignment.



*The existing Sewall's Island rail bridge (left) and the potential for a future rail-trail (right).*

## *Conclusion*

In addition to sustaining and revitalizing Watertown's downtown and existing neighborhoods, the community has identified a new element of public investment and planning – the waterfront. The community has helped to shape a vision for the Black River waterfront that includes residential, commercial, recreational, and tourism options that complement and promote the Black River's exceptional opportunities. This vision calls for both public and private investment in the future of the Black River. It also calls for a transformation in the way that the community experiences, envisions, and invests in the waterfront.

This waterfront revitalization program is a call to action – for the City of Watertown and its leaders, entrepreneurs, and the larger community. Fulfilling this riverfront vision will take time, effort, and investment – but it will provide lasting returns in the quality of living for current and future generations.



# Chapter I: LWRP Boundary

## Introduction

In 1972, Congress passed the Coastal Zone Management Act, which encourages coastal states (including Great Lakes states) to “preserve, protect, develop, and where possible, to restore or enhance, the resources of the Nation’s coastal zone for this and succeeding generations.”<sup>1</sup> In response, the State of New York prepared a Coastal Management Program (CMP), which was enacted into law in 1981 as the Waterfront Revitalization of Coastal Areas and Inland Waterways Act (Article 42 of the Executive Law). Article 42 set forth policies for the protection and redevelopment of waterfront resources. It also provided a funding mechanism and process for applicable state municipalities to prepare a local plan and program, known as the **Local Waterfront Revitalization Program (LWRP)**.

New York State’s coastal area boundary was delineated within the 1972 Coastal Zone Management Act<sup>2</sup>. As part of the LWRP process, it is recommended that a municipality review the existing State coastal area boundary and revise it as necessary to meet the needs and goals of the LWRP. This geographic area of focus for the LWRP is known as the Waterfront Revitalization Area Boundary (WRAB).

This chapter provides a description of the existing state coastal area boundary as well as the proposed WRAB. It also provides justification for changing the state coastal area boundary. Both the existing state coastal area boundary and the proposed WRAB are illustrated in **Map I.1: Waterfront Revitalization Area Boundary**. The proposed waterfront boundary in the downtown area is illustrated in **Map I.2: Waterfront Revitalization Area Boundary – Public Square Area**. All of the maps referenced in this document are located in Appendix A.

## Existing State Coastal Area Boundary

Watertown’s existing state coastal area boundary is within the Eastern Great Lakes Region. The landward coastal boundary extends 100-feet from the north and south bank of the Black River for a length of approximately 7,300 feet (1.3 miles) from the city’s western border east to an area near downtown Watertown. The coastal boundary ends approximately 900 feet west of the Court Street Bridge. The coastal boundary is shown as a dashed blue line in **Map I.1**.

## Proposed Waterfront Revitalization Area Boundary

The proposed WRAB includes approximately 4.5 linear miles of the Black River and is described in a counterclockwise direction, beginning at the northwesterly city boundary and following east along the south side of the Black River, continuing through downtown Public Square to the eastern city boundary, and then changing direction west along the north side of the Black River. In the eastern portion of the city, the waterfront boundary follows the city boundary around Huntington Island to the north side of the river, and continues west back to the starting point. Unless otherwise noted, the WRAB follows the road centerline. All distances are approximate.

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<sup>1</sup> Coastal Zone Management Act of 1972, 16 U.S.C. §1452 Congressional Declaration of Policy (Section 303)

<sup>2</sup> 16 U.S.C. section 1455 (d)(2)(A)



### **South Side of the Black River**

Beginning at the northwesterly corner of the city boundary, the WRAB follows the existing city boundary in a southwest direction (parallel to and south of I-81) for 500 feet. The boundary then turns southeast to follow the waterfront along parcels owned by Jefferson Community College (JCC) for 1,600 feet. Along the JCC property, the boundary extends 150-feet inward from the south river bank. At the eastern edge of the JCC parcels, the boundary bends southward and follows the westernmost edge of the city-owned fairgrounds and water treatment plant parcels for 2,400 feet until reaching Coffeen Street (Route 12F). The boundary then follows east along the south side of Coffeen Street (6,300 feet) until it intersects with Court Street.

### **Downtown and Public Square**

At Court Street, the WRAB continues (940 feet) in a southeast direction until it intersects with Arcade Street, at which point it turns southwest (170 feet) and south along Arcade Street (560 feet), east on Stone Street (900 feet), south on Washington Street (130 feet), east along the alley behind the Black River Valley Club (580 feet) and the south side of Franklin Street (260 feet) behind Olympic Apartments, north on Armstrong Place until intersection at State Street (400 feet), east on State Street (435 feet), and northeast on Polk Street (435 feet).

From downtown, the waterfront boundary continues east along the back side of parcels located along Factory Street (700 feet), east on Jefferson Street (600 feet), northeast on High Street until the intersection with Factory Street (520 feet) (near Factory Square), east on Factory Street (400 feet) until intersection with Huntington Street, and east on Huntington Street (5,800 feet) until intersection with Parkside Bible Church parcel.

The WRAB travels around the western (400 feet) and southern (600 feet) edges of the Parkside Bible Church parcel, and continues southwest along the western side of a parcel adjacent to Route 3 (500 feet). After crossing Route 3, the WRAB continues eastward along parcels owned by New York State (1200 feet). From this point, the WRAB follows the city boundary around Delano and Huntington Islands until reaching the north side of the River.

### **North Side of Black River**

Beginning on the north side of the Black River at the intersection of the city boundary with Route 3, the WRAB continues north on Eastern Boulevard (400 feet), west on Marble Street (1,400 feet) (along north side of city's Marble Street Park), north (800 feet) and west (2,000 feet) along privately owned parcels, northwest (900 feet), southwest (1,500 feet) and south (300 feet) following the edges of city-owned property, northwest and then southwest along East Main Street (3,200 feet), southeast on East Street (400 feet), west on Moulton Street (1,800 feet until intersection at Mill Street), northwest on Main Ave (1250 feet), west on Main Street (1,000 feet until intersection at Leray Street), west on West Main Street (12E) until reaching northwestern edge of city boundary (4,400 feet). The WRAB follows the city boundary back to the starting point at the northwesterly city boundary.

### **Proposed Changes to the Existing Coastal Area Boundary**

Changes to the existing coastal boundary are proposed in order to meet the many goals of this LWRP (see text box, page 3). These goals include the need to physically connect the downtown to the Black River, the need to provide pedestrian connections to and along the waterfront, and the desire to embrace the river's economic and recreational potential. It is proposed that the existing coastal boundary be amended to include the entire Black River corridor through the City as described in the previous section. It is also proposed that the coastal boundary be extended beyond the river's edge to

include lands along the riverfront that are key components in creating a comprehensive, river-wide recreational and economic revitalization plan.

Several key waterfront areas in need of revitalization were identified during the LWRP visioning process, which was the first phase of this waterfront revitalization planning process. The visioning process

resulted in the *Black River Vision Plan*, a documentation of the community's desired vision for the Black River corridor. This visioning process is described in more detail in Chapter 7. These key areas include the following potential activity nodes as

presented in the *Black River Vision Plan* (Figure 1.1): the fairgrounds, Newell Street, Poplar Street Park, Downtown/City Center, Abe Cooper Site, Sewall's Island, Waterworks Park, and Marble Street Park. The proposed WRAB amends the existing coastal boundary to incorporate all of these potential activity nodes. The proposed WRAB also amends the existing coastal boundary to include landside portions of the riverbank, which vary depending upon the location.

In addition, the inventory and analysis phase of this LWRP identified the need to enhance connections between downtown and the Black River as a critical and strategic action that will help to create momentum and drive redevelopment both downtown and elsewhere along the river corridor. For this reason, the downtown core and Public Square area were included in the WRAB.

In order to develop a comprehensive, river-wide plan for the Black River, the proposed WRAB also amends the existing coastal boundary to include the entire length of the Black River within the city boundary. This includes city-owned lands of Delano and Huntington Islands, as well as other city and state-owned lands on the north and south banks of the Black River in the eastern portion of the city.

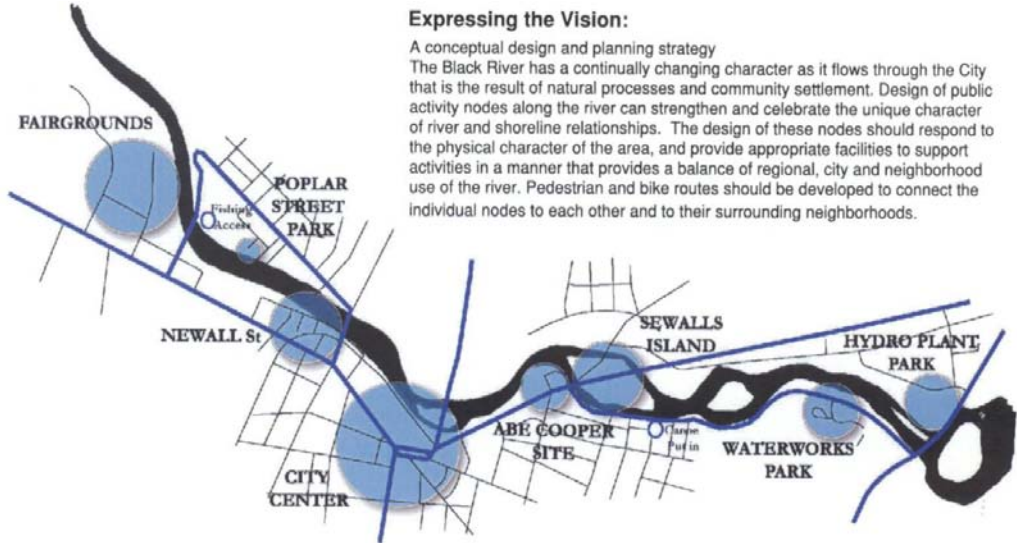


Figure 1.1: Activity nodes identified in the Black River Vision Plan.

**LWRP Goals (excerpted from the Black River Vision Plan):**

**Goal 1:** Recognize, improve, and maintain the environmental quality of the Black River and adjacent lands

**Goal 2:** Embrace the river as an economic and recreational resource within the community by expanding opportunities along it that stimulate a balance of public and private growth.

**Goal 3:** Establish a strong relationship between downtown and the River, which provides year-round businesses and services tailored to the needs of the community and visitors.

**Goal 4:** Create an inviting pedestrian network that connects neighborhoods, Public Square, and the Black River, and minimizes the conflict between pedestrians and vehicles.

**Goal 5:** Recognize Watertown's role in the larger regional and national context to coordinate the development of tourism on the Black River.

**Goal 6:** Build on the tradition of community participation to implement the River vision.

## Chapter II: Inventory & Analysis

### Part 1: Inventory

#### **Watertown History: Watertown Courage, Creativity and Culture**

The Jefferson County region was historically occupied by the Oneida and Onondaga tribes of the Iroquois, who hunted and fished in the area's diverse forests, streams, and lakes<sup>1</sup>. The region was a main corridor between Canada and the Hudson Valley and was the site of many gruesome battles between the Canadian Algonquins and the Iroquois. The Mohawk tribe of the Iroquois and the Algonquin Indians occupied the Black River as well as major portions of the Adirondack Mountains for hunting and trapping<sup>2</sup>.

With the exception of a period of French exploration and occupation in the area, the earliest settlers of what we now know as the City of Watertown arrived from New England in the early 1800s (Figure 2.1). These settlers, with their courage and creativity, laid the groundwork for a cultural center at downtown Watertown, as well as the beginnings of a long legacy of industrial ingenuity and success.

These Watertown pioneers have been described as “men of strong feeling, vivid imagination and dauntless courage<sup>3</sup>.” Henry Coffeen, Jonathan Cowan, Hart and Isaiah Massey, and Zachariah

Butterfield were among the most widely-recognized early settlers<sup>4</sup>. They created a small hamlet around what is now known as Public Square. In 1805, they, along with several other property owners, deeded the square for public use, which was a common practice for many New England villages of the time. It was not long before the downtown was dotted with hotels, businesses, and residences of extraordinary architecture.

Johnathan Cowan was the first man known to harness the Black River's power for industry. Cowan constructed a dam on the south bank of the Black River, opposite Beebee's Island (then known as Cowan's Island), which he used to power his newly-constructed saw and grist mills. Cowan's foresight and ingenuity led the beginnings of a long-lasting industrial era which was rooted in the discovery of the potential to capitalize on the power of the mighty Black River.

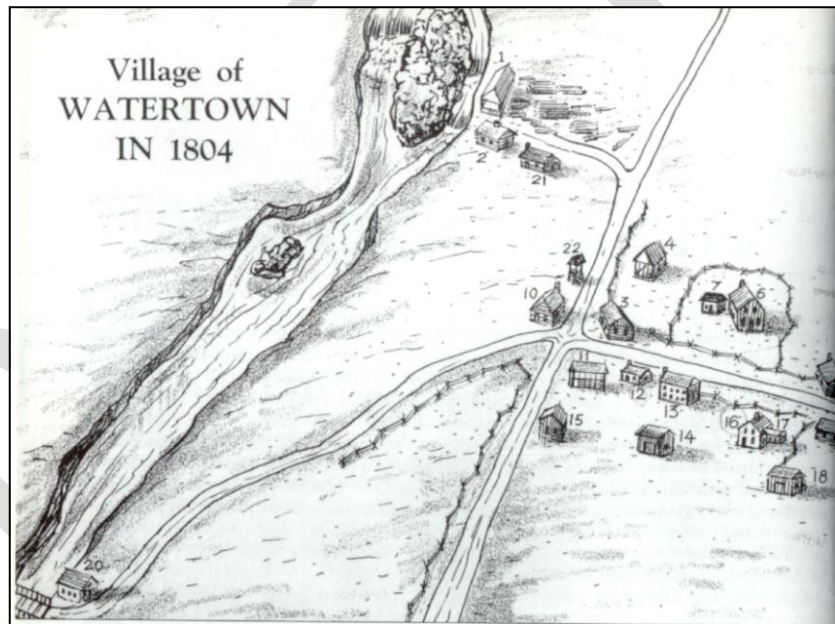


Figure 2.1: Map of the Village of Watertown in 1804, showing the beginnings of Public Square (at the crossroads on the right side of the image) and Cowan's industrial legacy at Cowan's Island (now Beebee's Island -top of image). Source: [Images of America, Watertown](#)

Watertown was incorporated as a village in 1816 and as a city in 1869. By 1824, the population of Watertown had doubled. Steady population growth between 1850-1860 gave way to the industrial boom, which lasted from about 1860 until 1910. During the height of the industrial era, Watertown was known for its importance in the paper-making industry, as well as for its saw and grist mills. Textiles (predominantly cotton and wool), tanneries, foundries, and carriage making were also important elements of the city's economy. Other industries began to appear along the Black River, filling in the gaps between Cowan's Island (Beebee's Island) and Factory Square along Factory Street.

By the early 1900s, Watertown had become a major city in New York, important locally and regionally for its industry and exports. Yet, as industry gave rise to technology and changing transportation modes, Watertown experienced a slow decline similar to many post-industrial cities nationwide. By the 1960s, urban renewal had obliterated vast areas of the city's historic infrastructure and architecture, replacing it with more "modern" counterparts. Similarly, much of Watertown's industrial legacy has been cleared away, and a significant amount of the remaining industrial infrastructure is in dire need of restoration and reuse.

### Regional Location

The City of Watertown, NY is located in northern New York State (Figure 2.2). It is the Jefferson County's seat and contains the largest population center in the county, with a population of 26,705, according to the U.S Census 2000. Excepting the City of Watertown and the Fort Drum Military Installation, the majority of Jefferson County is rural in nature.

The City of Watertown lies within the northern edge of the Tug Hill Region, a heavily forested and remote region between the Adirondack Mountains and Lake Ontario. Watertown is known locally as the "Gateway to the Thousand Islands" due to its proximity to Interstate 81 and the Lake

Ontario/Thousand Islands

region. To the north and northwest, Watertown is surrounded by the St. Lawrence Seaway, the Thousand Islands Region, and Canada. The Watertown area is bordered by Lake Ontario to the west. To the east, the Black River Valley gives rise to the Adirondack foothills and mountains. To the south lies the Tug Hill plateau.

As noted above, the City of Watertown is accessible from Interstate 81, which connects to Interstate 90 (NY State Thruway) to the south and continues north to Canada (Figure 2.3). In addition, many state and county highways connect the city to regional destinations.

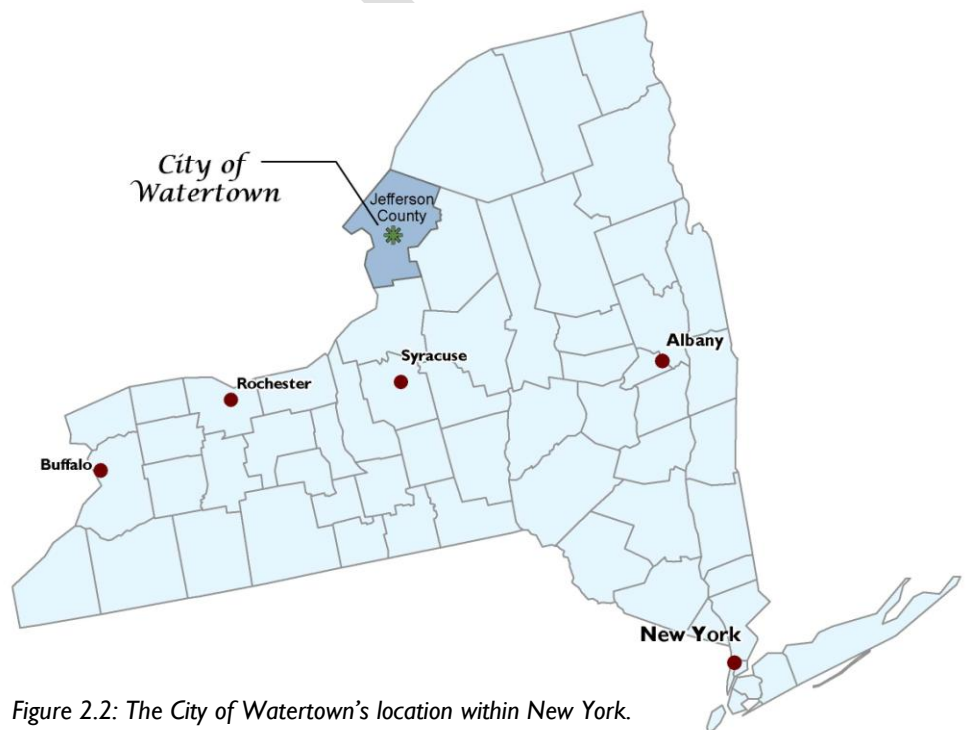


Figure 2.2: The City of Watertown's location within New York.



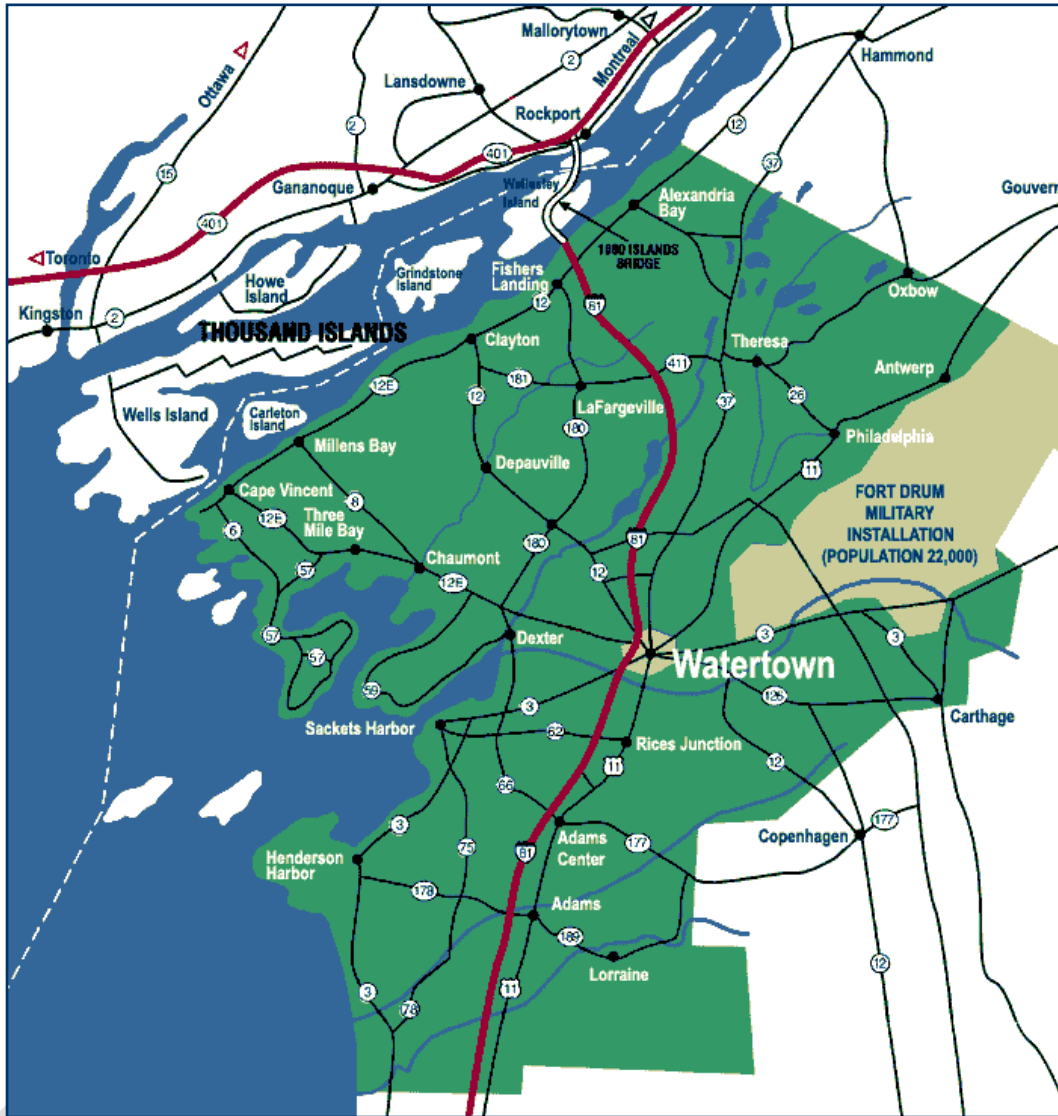


Figure 2.3: A map of Jefferson County depicts Watertown’s central location within the county and its proximity to I-81. Source: Greater Watertown-North Country Chamber of Commerce website, <http://www.watertownny.com/countymap.html>

### The Black River and Its Watershed

Beginning at its headwaters in Hamilton County, within the Adirondack region, the Black River flows westward through the Adirondack Mountains and foothills, the Black River Valley (Herkimer, Lewis and Jefferson Counties) and terminates in the Black River Bay at Lake Ontario. The Black River travels through three counties and a number of towns, villages, and hamlets. The river is approximately 114 miles long.

The Black River watershed (or basin), which includes the entire length of the Black River, as well as many smaller tributaries, drains an area of approximately 2,500 square miles (Figure 2.4). The watershed’s land uses are rather diverse - from the forests and woodlands of the Adirondack Mountains to farms and agricultural uses in the Tug Hill Plateau. While the majority of the Black River basin is forested, a smaller but significant portion of the basin consists of agricultural lands. The City of Watertown contains the largest urban population within the watershed.

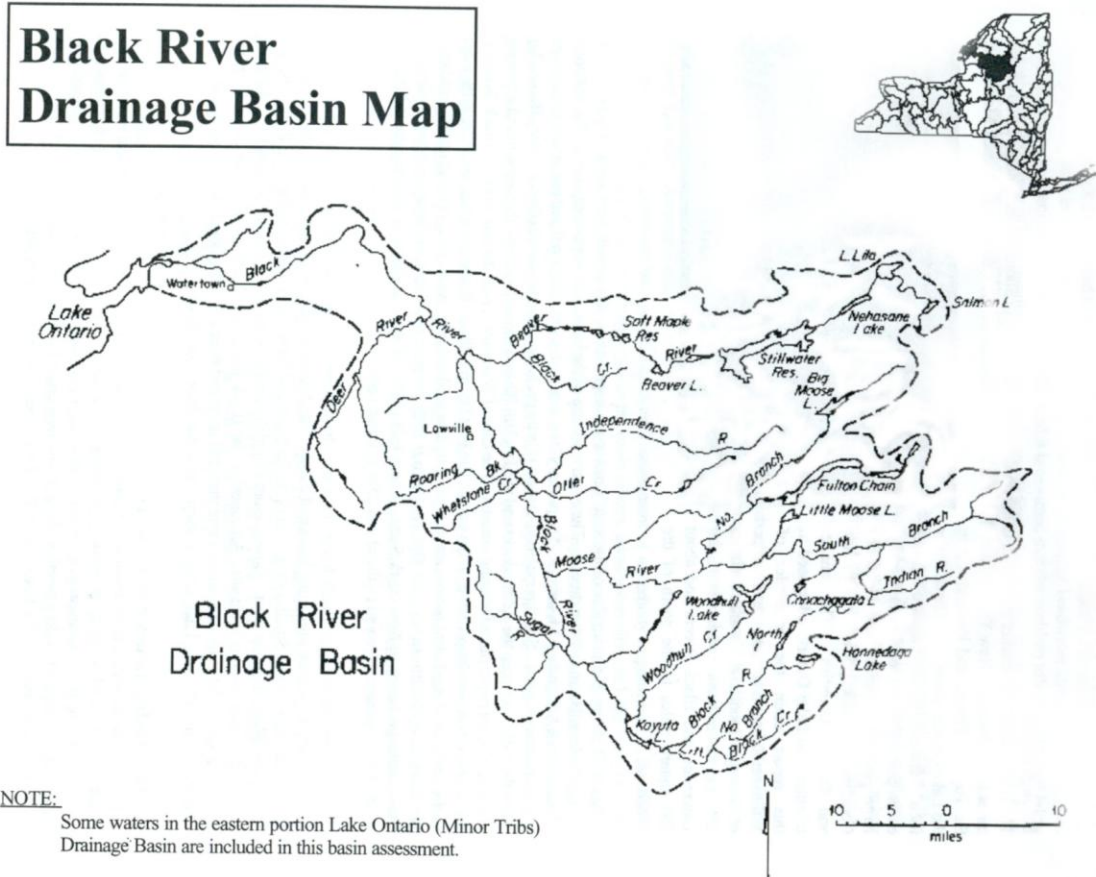


Figure 2.4: The Black River Watershed includes the entire length of the Black River, as well as the many smaller tributaries that drain into it. Source: New York State Water Quality 2000

Within the City of Watertown, the Black River extends for approximately 4.5 miles through the city. In comparison to the portions that flow through downtown and points west, the easternmost portion of the river corridor is relatively undisturbed and contains significant areas of natural habitat, including some designated wetlands. This easternmost area, including Huntington and Delano Islands, tends to be flatter and more open than the rest of the river corridor. As the river continues westward, the banks become steeper and the river corridor narrows, creating a canyon-like effect. A spectacular stretch of river rapids and steep limestone cliffs traverses the industrial waterfront and continues past downtown Watertown. After passing downtown, the river corridor becomes wider and flatter, with isolated spots of rapids and waves.

12 miles of the Black River from Dexter Dam to the U.S. 11 bridge in Watertown are listed on the National Rivers Inventory (NRI) of the National Park Service. The NRI is a “listing of more than 3,400 free-flowing river segments in the United States that are believed to possess one or more *outstandingly remarkable* natural or cultural values judged to be of more than local or regional significance. Among the Black River’s many features, the NRI recognizes the river as being important for its scenic, recreational, and fish resources, including the scenic Black River Gorge (just west of Watertown), the Class IV rapids at the Black River Gorge, and the outstanding fisheries including walleye, anadromous salmon, and steelhead trout.



## Water Quality

Water quality is both an ecological and social concern for Watertown. The river's water quality is a critical part of the greater ecosystem, draining as it does, into the Black River Bay and Lake Ontario. It is also important for many types of localized critical habitats, such as Dexter Marsh, a bay-head marsh complex which supports large populations of breeding birds. The quality of the water is a social concern because the City of Watertown, Fort Drum, and surrounding communities obtain their drinking water from Black River and also because the Black River is used by people for recreation.

Historically, industrial uses such as paper mills and factories were a significant source of pollution along the Black River. While many are no longer active, the lands can still hinder water quality, especially as a source of toxic contamination, PCBs, oil and grease. Remediation of such lands, often in connection with redevelopment, can reduce the likelihood of continued contamination of the river. The Abe Cooper Surplus Company near Factory Square is an example of a formerly contaminated site that was subsequently remediated and no longer poses a major threat to water quality.

The New York State Department of Environmental Conservation (NYSDEC) publishes a list of priority water quality problems and issues for waterbodies throughout the state, called the *Priority Waterbodies List (PWL)*. This list identifies the current water quality classification, as well as any water quality problems or issues and enacted resolutions, focusing on both point and non-point sources pollution.

The current water quality classification for the majority of the Black River corridor in the waterfront boundary is Class C. This classification means that the waters are best used to support fisheries and non-contact recreational activities. This designation applies to all Black River waters from Carthage to Dexter, except for a 4-mile segment of Class A waters that extends from the water treatment plant intake near Route 3 upstream to a point two miles above the eastern end of Huntington Island<sup>6</sup>. Class A waters can be used as a drinking water supply, and for primary and secondary recreation and fishing.

Known types of pollutants for the 31-mile Class C segment of the Black River from Carthage to Dexter include priority organics (mainly PCBs), nutrients and pathogens. Suspected pollutants include oil and grease. Known sources of the pollutants include the Carthage Waste Water Treatment Plant, combined sewer overflow, and failing on-site septic systems. Suspected sources of the pollutants include toxic and contaminated sediments, agricultural runoff (Towns of Rutland and Champion) and urban runoff (City of Watertown and Fort Drum Military Reservation). Habitat modification is also suspected to be a pollutant source<sup>7</sup>.

For the shorter, 4-mile segment of Class A water, types and sources of pollution are similar to the Class C segment. Because this segment coincides with Watertown's drinking water treatment plant, water quality as it relates to drinking water is of primary concern. Turbidity and suspended solids during high flow season (spring thaw) impair drinking waters. While turbidity and suspended solids are a natural attribute of the river, failing septic systems, streambank erosion, agricultural activity, urban runoff, and snow removal and dumping in river exacerbate this condition to the degree that additional treatment is needed during peak periods<sup>8</sup>.

It is important to note that many improvements have been implemented since the last *Priority Waterbodies List* for the Black River Basin was published in 1998, including improvements along the Route 3 sewer corridor that have remedied many failing on-site systems and improvements to the Carthage Waste Water Treatment Plant. Assessment is currently underway, and a new *Priority Waterbodies List* for the Black River Basin is scheduled to be released some time in the future.

Also of concern for both ecological and recreational reasons, are the high levels of PCBs that have been found in non-game fish along the Black River, according to bioaccumulation studies conducted by the United States Environmental Protection Agency (EPA). For this reason, fish consumption is considered a use impairment for the entire river corridor within Watertown. Fish consumption warnings are in effect along the Black River corridor below the Mill Street Dam for several species, including brown trout (greater than 20 inches), Chinook (all sizes), rainbow trout and small brown trout (less than 20 inches), and coho (greater than 25 inches, one/month)?.

Although not necessarily a major contributor to water quality issues, aesthetics also play a key role in people’s treatment and relationship to the river. Numerous types of aesthetic improvements, such as the removal of trash and debris along the river edges, advance the visual quality of the river, which in turn helps to foster appreciation and stewardship for the river.

## Existing Land and Water Uses

### Land Uses

The Black River waterfront is currently a mix of land uses, with much of the waterfront property vacant or underutilized. Predominant land uses within the LWRP boundary include commercial (21%), public services (18%) and vacant land (17%)<sup>10</sup> (Figure 2.5) **Map 2.1: Existing Land Use** illustrates the land use composition of the river corridor.

Commercial land use is concentrated within the downtown business district in the Public Square area, as well as along Factory and Coffeen Streets, where storefronts and businesses line the roadways. Public services (such as lands used for water supply and treatment and hydropower facilities) are concentrated in the eastern section of the LWRP boundary area and include the city’s hydroelectric facility and water plant near Route 3. Also included is the city wastewater treatment plant in the western portion of the LWRP boundary, near the fairgrounds. Vacant lands are scattered throughout the study area, with some of the larger parcels located near Sewall’s Island and on the north side of the river along Water Street.

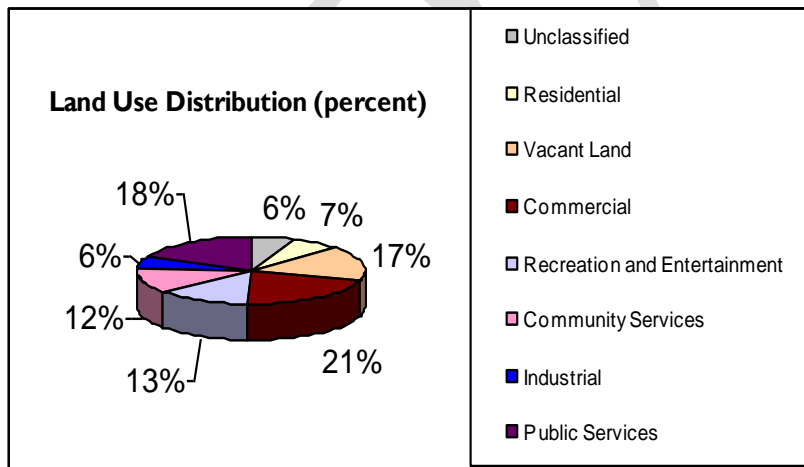


Figure 2.5: Distribution of land uses (in percent) within the waterfront boundary of the Black River LWRP. Source: City Tax Parcel Data

Remaining land use within the LWRP boundary is a mix of industrial (6%), residential (7%), community services (12%), and recreation and entertainment (13%). Smaller areas of industrial land use are scattered throughout the river’s edge. Residential land uses consist of higher-density apartment buildings and single-family detached homes. On the south side of the river, residential land use is concentrated within the existing neighborhood south of the Van Duzee Street Bridge and along Huntington Street. On the north side of the river, residential land use occurs predominantly along West Main and Water Streets.

On the north side of the river, residential land use occurs predominantly along West Main and Water Streets.

Community services include Jefferson Community College (JCC) along the southwestern edge of the LWRP boundary and numerous churches and community facilities concentrated in and near Public Square and along Coffeen Street. Lands used for recreation and entertainment primarily consist of the city-owned and managed Alex T. Duffy Fairgrounds.

### **Water Uses**

Historically, the Black River provided a water source for powering the mills and factories that lined Watertown's industrial waterfront. The waters of the Black River today still serve as a primary power source. Public and private hydroelectric facilities are in operation along the river and generate power that is used and sold locally and regionally. Water uses along the river corridor also include water treatment and supply, stormwater drainage, wastewater supply, and water-based recreation.

Existing water-dependent uses along the Black River include: the five major hydroelectric facilities along the river corridor. Water-dependent uses also include fishing and recreational boat navigation. Protecting these uses in the face of Watertown's existing transition is a challenge as many of these uses are situated on large areas of land and essentially "interrupt" an otherwise potential for long stretches of public access to the waterfront.

The City of Watertown operates a 6,500 kW hydroelectric facility in the eastern area of the LWRP boundary, near Route 3 and Delano Island. In addition, several private companies own and operate hydroelectric facilities along the Black River. Hydroelectric facilities are identified on Map 2.1.

Located in the eastern section of the waterfront boundary, the city's 15 MGD water treatment plant delivers approximately 2 billion gallons of potable drinking water each year to city residents, businesses, industries and other property owners, and also delivers water to several other locations in the region. Fort Drum receives 1.5 MGD from the City of Watertown through the Development Authority of the North Country (DANC), which maintains and operates water and sewer pipelines that serve Fort Drum and western Jefferson County. The westernmost portion of the city's water treatment property is used as a public park known as Waterworks Park. The city also owns and operates a wastewater treatment facility, which is located in the western portion of the waterfront boundary near the fairgrounds.

The waters of the Black River also provide opportunities for recreation. Kayaking, rafting, and fishing are all popular activities for residents and tourists in the region. Water recreation is discussed further in the recreation section of this chapter.

### **Existing Zoning**

Zoning within the WRAB underscores the important industrial history of the Black River as a source of power. The current industrial zoning in many cases does not reflect existing land use patterns, which have changed significantly as Watertown's industry has declined during the past several decades. For example, major portions of Factory Street (Figure 2.6), which are zoned light industrial, have transitioned to commercial land use. **Map 2.2: Existing Zoning** illustrates existing zoning patterns within the WRAB.

As shown in the map, the majority of the WRAB is zoned light industrial, with some heavy industrial zoning focused on Sewall's Island and the north bank of the river along Water Street in the eastern portion. The light industrial zoning designation allows for lower-impact industrial uses such as warehouses; lumber, building material and coal storage; electric substations; and light manufacturing that is "free from any objectionable odors, fumes, dirt, vibration or noise."<sup>11</sup> The heavy industrial designation

allows for more intensive uses such as cement manufacturing, petroleum product refining or reclaiming, and the smelting of tin, copper, iron or zinc ores to name a few. These uses are subject to approval by the Planning Board. Junkyards are permitted within the heavy industrial district only by special approval of the City Council<sup>12</sup>.



Figure 2.6: Businesses and underutilized and vacant industrial buildings line Factory Street.

Other significant zoning districts within the study area include commercial, residential, and neighborhood business districts. Commercial zoning is focused in the downtown/Public Square area, and along Court and Newell Streets west of downtown. Small pockets of residential zoning, mostly higher density (Residence B and Residence C designations, which allow for two- and three-family dwellings and multifamily dwellings in Residence C), are scattered throughout the WRAB. A significant area of land in the western portion of the WRAB is zoned low-density residential. Most of this area is now occupied by the Jefferson Community College, the city’s wastewater treatment facility, and the fairgrounds.

The city’s zoning ordinance also includes two overlay districts that are applicable to the WRAB: The Riverfront Development Overlay District (RD) and the City Center Overlay District (CCD). The Riverfront Development Overlay District requires a setback of 30 feet from the top of bank for buildings and structures (excepting those used for public access or safety). The City Center Overlay District (CCD) includes provisions for signage and parking.

### Land Ownership Patterns

A significant amount of the land along the Black River is in public ownership (**Map 2.3: Publicly Owned Lands**). The City of Watertown owns approximately 181 acres of land within the WRAB. Much of this property is used for public services such as the city’s water and wastewater treatment plants and the city’s hydroelectric plant. Other city-owned lands include the fairgrounds, several public parks, and Huntington and Delano Islands. In addition, the State of New York owns approximately 3 acres of land within the WRAB. These lands include the DEC fishing access area on the north side of Van Duzee Street and lands located along former railroad right-of-way in the eastern section of town. The remaining lands are in private ownership and are used for a variety of land uses as discussed in the previous section on land use.

Along the Black River, property rights extend to the top of the bank or the river’s high water mark, or in some cases to the center of the river. In some cases, the city and hydroelectric facilities have rights to the river bottom, as well. The Black River channel itself, excluding any diversions, buildings, or human-made structures, is known to be the property of the people of New York State. However, there are several parties that have license to the waters for specific uses such as hydroelectric power generation, water supply, and control of water flows for recreational uses<sup>13</sup>.

## **Infrastructure**

As discussed in the land use portion of this chapter, the city owns and operates a water treatment facility along Huntington Street in the southeast portion of the WRAB. This facility treats and distributes Black River water through a system that includes over 100-miles of water mains. The city's water treatment facility also serves the neighboring towns of Watertown, Leray, Pamela, Rutland, and Champion, as well as Fort Drum.

The lands within the WRAB are part of Watertown's municipal sewer district. Sewage treatment takes place at the city's wastewater treatment plant located in the western portion of the WRAB. The city's sewage treatment plant also serves the neighboring towns of Watertown, Leray, Pamela, Rutland, and Champion, as well as Fort Drum. As with any older sewage collection system, there are areas of the City that have combined sanitary and storm sewers. There are 25 collection basins within Watertown. Fifteen of them have combined sewer overflow structures (CSO's) where they meet their interceptor sewers. There is also a bypass device at the sewage treatment plant. These structures and devices divert flows to the river when the capacities of pipes and/or treatment plant are exceeded because of a storm event.

The City of Watertown and other private haulers provide curbside solid waste removal on a weekly basis to residents by private contract. The city also offers a recycling program as well as seasonal programs for collecting yard waste and bulk items. Solid waste is sent to the Development Authority of the North Country's (DANC) landfill in Rodman.

For the most part, the existing infrastructure in the WRAB is in good condition. As most of the existing water and sewer lines are located within the existing street areas, access to the riverfront properties will require infrastructure extensions or upgrades in order to support development. In some cases, sewer lift stations will be required.

The area lying between East Main Street and the Black River, from East Street to Pearl Street, will require upgrading of both the water mains and the sewer systems. There are currently no sanitary sewer facilities serving Marble Street, Van Duzee Street north of the river, or Main Street West from the railroad underpass to West Street. The infrastructure in all other areas should be sufficient for virtually any type of development.

## **Transportation System**

The Black River is not designated as a harbor, and due to the extensive system of dams and diversions, it is not navigable for any purpose other than recreation.

Watertown's transportation network consists of a system of local roads that connect Watertown to the larger region by state and county highways (Figure 2.7). Interstate 81 connects Watertown to other southern U.S. states and Canada. Three exits bring travelers from I-81 to Watertown: exits 45, 46, and 47. Within the city, major regional roadways include U.S. Route 11, and State Routes 3, 12, 12E, 12F, and 283.

The city's road network is reminiscent of Watertown's early settlement patterns. The major local roadways (Arsenal Street, State Street, Washington Street, Coffeen Street, Franklin Street, Mill Street) radiate outward from the historic center of town – Public Square. State Route 3 (Arsenal Street on the west side of Public Square and State Street on the east) provides an east-west connection through the city, while U.S. Route 11 (Washington Street south of Public Square and Mill Street north of Public Square) provides a north-south connection. Both roads meet at Public Square. These roadways, along



with Coffeen Street, formed the beginnings of a transportation system for Watertown that is still in place today.

Other roadways closer to the Black River provide local connections to industrial, commercial and residential areas. Factory Street, which once linked industries along Factory Square (then Factory Village) and Sewall's Island to Public Square, is now a primary commercial corridor. Huntington Street, which parallels the south side of the Black River from Sewall's Island to the Route 3 area, is currently a mixture of commercial and residential development, with the bulk of the residential development on the south side of the road.

On the north side of the Black River, major roadways include LeRay Street, Mill Street, Bradley Street, and Main Street, which primarily serve residential neighborhoods on the north side and industrial and commercial development on the south side closer to the river. Water Street and Marble Street provide access to industrial development and vacant lands in the eastern edge of the waterfront boundary, as well as city services in the eastern portion.

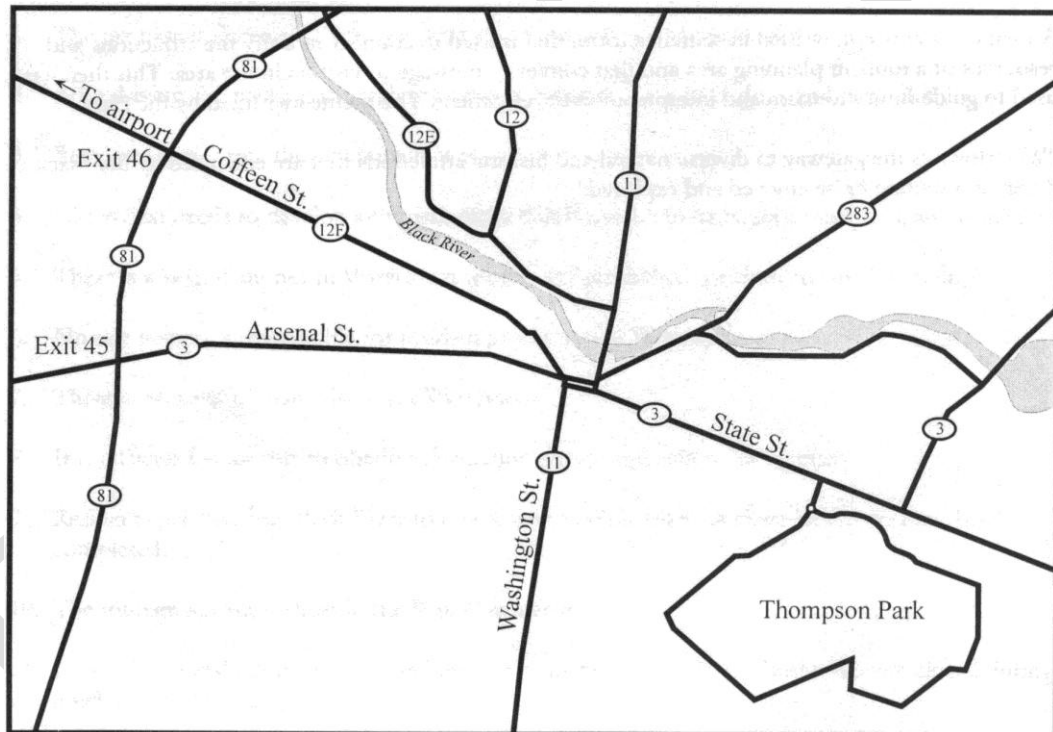


Figure 2.7: Map of Watertown's Primary Roadways. Source: *A Tourism Plan for the City of Watertown*, July 1993.

Five major highway bridges traverse the Black River in Watertown, providing north-south connections through the city. Listed geographically from west to east through the city the bridges are: Vanduzee Street Bridge, Court Street Bridge, Mill Street Bridge, Pearl Street Bridge and Route 3 (Eastern Boulevard) Bridge. Bridges are discussed further in the following section on scenic resources.

## Scenic Resources

Scenic resources in Watertown include natural features, such as the Black River and the unique topography of the area, as well as numerous architectural treasures. Roadways and bridges are also an

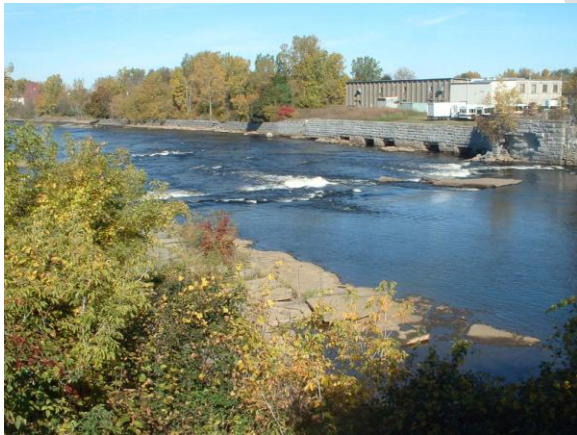
important component of Watertown’s scenic infrastructure. **Map 2.4: Scenic Resources** identifies the key resources for experiencing Watertown’s scenic quality. Following is more information on scenic resources in the WRAB.

### The Black River

The exceptional scenery of the Black River is without question one of Watertown’s strongest assets. The area’s natural topography offers dramatic contrasts and panoramic views of the river corridor. The downtown historic infrastructure and the industrial architecture also contribute significantly to the community character. Watertown’s unique scenic character is perhaps due to this uncommon combination of natural and urban environment.

The Black River corridor itself is one of Watertown’s most important scenic resources. Several areas along the river stand out as unique and important locations for preservation of scenery. In the eastern portion of the study area, the river corridor near Huntington and Delano Islands provides the most remote and natural experience. This area is relatively undisturbed compared to the rest of the river corridor within the city and contains critical wetland and forested upland habitat. Views of Huntington Island and across to the shoreline are exceptional in this location.

In the downtown area, south of Beebee Island, the river meanders into a very unique, canyon-like experience that provides astonishing views from above and below. This portion of the river offers a unique opportunity for a natural-urban experience.



*Figure 2.8 and Figure 2.9: Hole Brothers (left) and the Route 3 Wave (right) are two unique hydrological features of the Black River.*

In addition, the river contains two important whitewater features that are unique from both a recreational and a landscape perspective, known locally as Hole Brothers (Figure 2.8) and the Route 3 Wave (Figure 2.9). Hole Brothers is located in Whitewater Park in the western portion of the WRAB, as the river exits the downtown canyon and continues downstream. The Route 3 Wave is located upstream, in the eastern section of the study area and closer to the Route 3 Bridge. Both of these whitewater features are popular “park-n-play” locations for kayakers.



*Figure 2.10: Scenic views of the hydropower waterfall on the east side of the Mill Street Bridge.*

Bridges along the Black River also provide important viewing locations. The existing bridges are underutilized as scenic vantage points and most do not even provide acknowledgement that the river is within sight. All five of the bridges that cross the Black River are key scenic vistas, offering panoramic perspectives of the river, and each with its own unique features. The Mill Street Bridge, for example, provides views of the “downtown canyon” to the west and views of hydropower waterfalls and power canals to the east (Figure 2.10).

In some portions of the river corridor, selective clearing could be used to open up views of the river and also to remove the exotics and invasives. There is a need for removal of debris and, in some places, abandoned structures or foundations, along the river bed and banks for aesthetic purposes.

On the land side, views of the river from the roadways should be opened up. For example, along Factory Street, there are numerous properties upon which fences have been erected for safety that obstruct access to, and views of, the river. The City’s zoning code stipulates regulations for fence height and transparency, and a permit is required in order to erect a fence. Some fences may have been erected prior to the enactment of these regulations.

In general, there is a need for land uses along the riverfront to support less intensive uses and for existing and new development to open itself up to the river. Parking lots, vacant lands and other uses should be reduced along the river corridor in favor of more compatible uses that take advantage of the recreational and scenic resources of the Black River.

### **Architectural and Landscape Features**

While not within the WRAB, Thompson Park is a key visual and cultural icon for the city. Aerial views of the Black River and valley are afforded from Thompson Park’s many vantage points. Likewise, views of the park, which sits high atop the wooded Pinnacle Hill, can be seen from the valley. Thompson Park is discussed in more detail under the “Parks” heading of this chapter on page 18.

The city’s many architectural resources, which will be discussed further in the historic resources section of this chapter, also contribute to the overall scenic quality of the area. Specifically, the downtown Public Square Historic District contains a large variety of historic resources that are an important element of the urban-natural experience that is obtained in the downtown area.

### **Scenic Roads and Byways**

Within the WRAB, the Olympic Trail, or Route 3, is designated as a state scenic byway. The Olympic Trail Scenic Byway spans northern New York for 170 miles from Lake Champlain to Lake Ontario, and ends near Lake Placid. The Olympic Trail Scenic Byway traverses Watertown along Route 3. The Adirondack North Country Association manages the Olympic Trail Scenic Byway in accordance with the Olympic Trail Scenic Byway Corridor Management Plan.

### **Recreational Framework**

Watertown offers an abundance of recreational opportunities, depicted in **Map 2.5: Waterfront Access, Trails and Parks**, for people of all ages and skill levels. The Black River is increasingly becoming known as a premiere whitewater destination, with local residents and tourists recognizing the abundant recreational opportunities offered by its rapids. Within the region a strong recreational culture and constituency has been rapidly gaining momentum as the Black River’s opportunities are recognized and expanded.

A strong network of recreational access to the Black River is already in place within the city. Parks, trails, and public and private access sites already exist. These areas need to be connected together and supported with additional infrastructure such as event viewing areas, staging areas for competitions, and an interconnected riverside trail system.

Whitewater rafting and kayaking are among the most popular recreational activities. Sport fishing also continues to be an important recreational pastime. The region also offers ample opportunities for hiking, biking and walking, all of which are discussed in more detail in the following subsections.

### **Whitewater Opportunities: Kayaking and Rafting**

The stretch of the Black River that traverses the City of Watertown is unique and challenging, offering opportunities for both long-distance excursions as well as localized “park-n-play” (areas where kayakers and other whitewater boaters can park their car and launch at the river edge) experiences. The whitewater season, which has fairly consistent water flows through the summer months, can begin as early as April and continue through November. Controlled releases at dams help to regulate the flow of the river and create a relatively reliable experience.

The U.S. Freestyle Kayak Association held its 2004 team trials in Watertown, using the Route 3 Wave as an event and staging area. The team trial event was organized and promoted through a private partnership organization known as Blackwater Challenge that was developed to solicit and market whitewater events along the Black River.

As previously mentioned, two main park-n-play spots are located in Watertown: the Route 3 Wave and Hole Brothers at Whitewater Park. These two whitewater features are discussed in more detail in the scenic resources section of this chapter. Most longer kayaking and canoeing excursions begin in Watertown at or near the Adirondack River Outfitter’s private launch site, traverse “Hole Brothers” and continue past Watertown, through what is known locally as the Black River Gorge. Rafters typically “take out” in Dexter, while kayakers “take out” in Brownville, near the Brownville Bridge. Class III and Class IV rapids are scattered throughout the course<sup>14</sup>.

There are several public launch sites located along the Black River. Public parking and access for launching is provided at the City Rotary Fishing Access and Car-top Launch discussed in the following section, as well as within Waterworks Park and at Brookfield Renewable Power’s Sewall’s Island Car-top Launch on Huntington Street. Kayakers and other whitewater adventurers can also launch from Waterworks Park.

Four private outfitting companies also offer river access: Adirondack River Outfitters, Hudson River Rafting Company, B.O.B. Rafting, and Whitewater Challengers (business located in Dexter, launches from Adirondack River Outfitters). Adirondack River Outfitters was the first outfitter to provide excursions along the Black River in 1983. It is located off of Newell Street close to Downtown and just west of the Mill Street Bridge. Hudson River Rafting Company and B.O.B. Rafting are located farther downstream, closer to Hole Brothers, the former being located on the south side of the river and the latter on the north side of the river.

Watertown’s existing whitewater infrastructure could benefit from additional parking and portage trails, as well as an interconnected trail and park system with both local and regional linkages. Supporting amenities such as whitewater event viewing and staging areas, campgrounds, and food and retail services would help to bolster an economic market oriented upon water recreation.

### **Fishing**

The NYS DEC lists the Black River in Jefferson and Lewis Counties as one of the state's most popular fishing waters, with specific mention of the following species as being among anglers' favorites: pacific salmon, walleye, and black bass<sup>15</sup>. Fish ladders at Dexter and Glen Park Dams allow upstream migration of chinook, coho, and atlantic salmon, steelhead and brown trout. Much of these fishing resources are due to stocking efforts of the DEC to create a salmonid fishery in the Great Lakes. To protect these fisheries, DEC has imposed a one fish per day creel limit for rainbow trout and steelhead fishing from the Mill Street Dam to downstream areas in Jefferson County.

Fishing access is provided within the city along the Black River in several designated locations. The Van Duzee Street DEC fishing access is located on the northeast side of the Van Duzee street bridge and abuts a now mostly-vacant conglomeration of properties that were once owned by the state Department of Transportation. This fishing access area is owned and managed by the state DEC and is accessible directly from Van Duzee Street.

Additional designated fishing access is provided on the north side of the Black River near Huntington Island and is accessible from Route 3. This fishing area is known as the Route 3 Fishing Access and Car-top Launch. It is owned and managed by the City of Watertown and is accessible to people with disabilities, and includes a boat launch site as well as a handicap fishing deck.

Another accessible fishing area is located within Veterans' Memorial Riverwalk Park, and can be reached from Route 11. The city-owned Alex T. Duffy Fairgrounds also offer a fishing area adjacent to the picnic area, which can be accessed from William T. Field Drive.

### **Swimming**

Currently, there are no designated swimming areas along the Black River within the city of Watertown. The Black River's steep cliffs and rocky edges and bottom, combined with a current water quality classification which does not support recreational swimming, do not provide opportunity for swimming within the river. The swift current is also a factor. However, areas for swimming in low-lying areas with shallow and calm waters should be designated for the future, as efforts to improve water quality are advanced.

### **Parks**

Watertown has made great strides in the past decade on increasing and improving waterfront parks and amenities. Existing parks, many of which have been constructed in recent years, provide opportunities for biking, walking, picnicking, fishing, and other passive family-oriented activities.

The largest green space within the WRAB is the Alex T. Duffy Fairgrounds which includes Bicentennial Park. The fairgrounds, which date back to the mid 1800s, are the largest and most used recreational complex in the city, with over 150,000 visitors annually. The park contains many active and passive recreational amenities, including a stadium and an extensive system of ballfields, an indoor ice skating rink, playgrounds, picnic areas and fishing access.

The Veteran's Memorial Riverwalk is a linear park that parallels the Black River shoreline on the south side of the river from an area near downtown to the Court Street Bridge. This park's close proximity to the downtown area makes it an important connection and staging area for a future river-wide trail and park system. Veteran's Memorial Riverwalk includes a waterfront sidewalk/trail, pavilion, picnic tables, limited parking on either end, and an observation area for viewing or fishing. Currently, the park's main access road is closed to vehicular traffic, which provides a safer and more enjoyable experience for walkers, cyclists, and others.



On the eastern side of the WRAB, two smaller local parks provide recreational opportunities for neighborhoods. Waterworks Park is adjacent to the city's water treatment plant on the west side of the Route 3 Bridge. This park contains hiking trails, including a short loop trail, picnic areas and access to the river for fishing, kayaking and other water sports. Marble Street Park (Figure 2.11), located on the north side of the Black River, east of the Route 3 Bridge, is a small park that includes a picnic area and interpretive signage. Marble Street Park also provides direct access to the Black River.



Figure 2.11: Signs at Marble Street Park help to interpret the Black River's past.

Although outside of the WRAB, Thompson Park (Figure 2.12) should be mentioned. Watertown's largest (375 acres) park was donated to the city by John C. Thompson in 1917. The park is historically and architecturally significant, created as it was by the Olmsted brothers, of the same Olmsted family that designed Central Park in New York. The design is reminiscent of many of the great "pleasure grounds" of the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, boasting grand stone steps, walls and detailing flanking entrances, a stone pavilion, water features and scenic overlooks. The park also contains a pool, playground, tennis courts, an 18-hole golf course, and numerous hiking, cross-country skiing, and mountain biking trails. It also houses the New York State Zoo, which features educational exhibits on wildlife and habitat indigenous to New York State. The zoo is currently in the process of creating an exhibit featuring the Black River and its habitat and history.



Figure 2.12: Stone walls frame panoramic views along the roadways within Thompson Park.

### Local and Regional Trails

Within the WRAB, there are several miles of completed hiking, walking and riding trails. These trail segments, mostly located within existing parks, are not connected together and do not provide for a continuous trail experience.

The Athletics and Physical Education Department of Jefferson Community College maintains two short (less than a mile) waterfront trails on college property in the western portion of the WRAB. These trails are surfaced with compacted dirt and were recently widened to 10-12 feet. While they are frequently used for physical education classes, they are also available to the public. The department has plans to expand the trail system in the future, providing connections between the individual trails as well as creating signs and maps<sup>16</sup>.

A paved asphalt trail is accessible within the Veterans' Memorial Riverwalk Park along the waterfront. As mentioned previously, this park has the potential to serve as the gateway entrance to a larger river-wide trail system. Additionally, there is a short loop trail system located within Waterworks Park and an extensive trail system located within Thompson Park.

The city recently obtained a \$125,000 matching National Park Service (NPS) Land and Water Conservation grant, which will be used to improve and extend the existing waterfront trail system. Plans are underway for a new trail segment and overlook with parking at the Abe Cooper site near Factory Square. Another trail segment is planned for the waterfront at the Alex T. Duffy Fairgrounds, along with a connection between trails at the fairground and Jefferson Community College. The city also plans to use grant funds to improve pedestrian access at Veterans Memorial Park. Another trail segment is planned for city-owned property located on Newell Street to the west of the Black River Brewing Company. Plans for the site include a new kayaking and fishing access area, overlooks areas, and aesthetic improvements<sup>17</sup>. Also, the north shore access at the Route 3 wave will allow river access from Marble Street Park.

A trail along the south bank of the Black River has recently been developed at the city's eastern edge. This trail links the eastern boundary of the city to the Village of Black River. This trail follows an old rail bed and is being developed by the New York State Office of Parks, Recreation, and Historic Preservation. Additionally, the Development Authority of the North Country (DANC) maintains a 2-mile trail in Calcium, which is situated on the right-of-way of sewer lines.

There is one designated bicycle route in Watertown, which follows Route 12F (Coffeen Street) in the western portion of the city to Black River Parkway. However, there is no identified route for traversing the busy downtown intersection.

### **Scenic Byways**

Scenic byways provide an opportunity for long-distance automobile travel along routes that are recognized for their historical, natural, cultural, and scenic significance. They provide important marketing benefits by linking local tourism destinations into a regional framework.

Two long-distance scenic byways are located in or near the WRAB: the Olympic Trail Scenic Byway and the Seaway Trail. The Olympic Trail Scenic Byway is a state-designated byway that traverses Watertown along Route 3. The Adirondack North Country Association manages the Olympic Trail Scenic Byway in accordance with the Olympic Trail Scenic Byway Corridor Management Plan.

The Seaway Trail is a national scenic byway, 454-miles of which are located in New York and parallel Lake Ontario and the St. Lawrence and Niagara Rivers, from Ripley to Massena. Although the Seaway Trail does not traverse Watertown directly, there is an opportunity to connect the Seaway Trail to the Olympic Trail along Route 3, making Watertown a key staging area for tourism information related to both scenic byways.

### **Camping Facilities**

There is one RV park near the eastern portion of the WRAB known as Kelly's Travel Park. This RV park includes 17 sites and is located on the northwest side of the Route 3 bridge. Another campground is currently being developed on privately-owned lands on the south side of the Black River, adjacent and west of Waterworks Park. Additional campgrounds are located on state parklands in nearby communities south of Sackets Harbor (Westcott Beach State Park).

## Geology, Topography and Soils

### Geology

The bedrock geology of the WRAB area is predominantly sedimentary limestone of Ordovician age. The Black River corridor is underlain by the black river limestone-trenton limestone formations, with the boundary between the two formations skirting the river corridor. This limestone is apparent along the river corridor's ledges and rocky cliffs.

Limestone forms when pressure builds up sediment into rock, and thus it is often layered with sediment from different periods of time. Fossils become very well preserved in the limestone layers, and the Trenton-Black River units are fairly easily separated along layers, making them useful for fossil studies.

Adjacent to the Black River corridor, the Tug Hill Plateau displays significant geological formations that frame the Black River valley in Watertown. The Tug Hill plateau is a tilted mesa with north facing scarps and gentler south facing slopes. It consists of a rock strata of Paleozoic origin and was westward tilted as a result of the uplift created during formation of the Adirondack Mountains<sup>18</sup>.

### Topography

Elevations within the WRAB range from approximately 380 to 530 feet (**Map 2.6:**

**Topography**). The most prominent topographical features within the waterfront boundary are the steep limestone cliffs along the Black River. The adjacent Tug Hill Plateau also plays a significant role in the topography of the area, as discussed in the previous geology section. The steepest slopes in the study area focused along an approximately mile-long segment of the river corridor from the Newell Street area east to the Sewall's Island and Diamond Island area.



*Figure 2.13: Views of the Black River from the Mill Street Bridge exposing the steep south-facing limestone cliffs.*

On the south side of the Black River, the Newell Street area and downtown/Beebee's Island area both contain steep limestone slopes that form a canyon-like environment (Figure 2.13). Steep slopes also flank the south riverbanks along Sewall's Island and Diamond Island. Most of these steep slopes are bordered by industrial, commercial, and vacant lands. On the north side of the river, very steep cliffs along the north side of Sewall's Island continue on the southern side of Moulton Street. This area is mostly comprised of residential homes.

### Soils

According to the *Soil Survey of Jefferson County*, the WRAB consists of two main soil map units: Collamer-Galway-Niagara and Plainfield-Windsor-Deerfield. Both soil units are deep and fairly well drained, and thus help to act as an aquifer for water storage and floodwater retention. The Collamer-

Galway-Niagara unit consists of “very deep and moderately deep, well drained to somewhat poorly drained, clayey and loamy soils, on lowland plains.” The Plainfield-Windsor-Deerfield unit consists of “very deep, excessively drained to moderately well drained, sandy soils, on terraces and plains.<sup>19</sup>”

## **Wetlands**

Wetlands are areas that are covered with shallow water either permanently or intermittently for periods long enough to support aquatic or semi-aquatic habitat. They provide innumerable benefits for humans and wildlife, including stormwater management and flood control, pollutant filtering, groundwater recharge, wildlife habitat and passive recreation. Mapped wetlands within the WRAB include those identified in the National Wetlands Inventory of the US Fish and Wildlife Service and those identified and regulated by the New York State Department of Environmental Conservation (DEC) (**Map 2.7: Wetlands**).

The National Wetland Inventory identifies the entire Black River corridor as a non-tidal riverine perennial wetland (131 acres). Riverine wetlands are generally associated with a river channel and are typically influenced by seasonal runoff. They provide habitat for water-tolerant plants and animals. Most are upper perennial, meaning that the gradient and velocity of the water traveling through the channel are high.

A significant portion of the corridor is also identified as a non-tidal lacustrine wetland (205 acres) concentrated in the eastern portion of the waterfront boundary, surrounding Delano Island and the western side of Huntington Island. This type of wetland occurs along lakes and river banks and floodplains or in depressions formed by topography or damming. They are more influenced by groundwater variations than surface variations such as runoff.

Palustrine wetlands are the most common type in the northeast and are commonly known as swamps, marshes and bogs. These wetlands are dominated by trees, shrubs and other emergent vegetation and are seasonally flooded. Palustrine forested/shrub wetlands are located mostly along the eastern edge of the river, including 7.8 acres on the western side of Huntington Island, 4.5 acres between Delano Island and Huntington Island on the north bank of the river, and 10.5 acres between Delano Island and Huntington Island on the south bank of river.

The DEC regulates freshwater wetlands greater than 12.4 acres in size, as well as those designated locally as a wetland of unusual importance. Only one DEC mapped wetland is located within the waterfront boundary and it is a Class II wetland of 7.5 acres in size located between Delano and Huntington Islands.

## **Significant Habitat**

### **Significant Coastal Fish and Wildlife habitat**

The Black River is part of a State-designated significant coastal fish and wildlife habitat complex classified as the Dexter Marsh and Black River. This complex extends from the Dexter Marsh at the northeast side of the Black River Bay east along the Black River to an area near Sewall’s Island. This designation is given by the Division of Coastal Resources of the New York State Department of State. A coastal habitat is designated as significant fish and wildlife habitat if it possesses one or more of the following characteristics<sup>20</sup>:

- It is essential to the survival of large portion of a particular fish or wildlife population

- It supports populations of species which are endangered, threatened, or of special concern
- It supports populations having significant commercial, recreational, or educational value
- It exemplifies a habitat type which is not commonly found in the state

The Dexter Marsh and Black River habitat complex is significant from an ecosystem and species level as well as for human use of the fisheries of the marsh and river. The Black River is an important part of the Dexter Marsh habitat, which serves as a productive nesting area for many waterfowl and marsh birds, including a colony of marsh terns, a species of special concern. The endangered bald eagle and threatened osprey have also been seen in the area during migration, although there have been very few studies to document the extent of their use of the habitat.

The Dexter Marsh also provides important reproductive habitat for fish populations. As such, it plays a key role in ecosystem integrity as well as in the recreational fishing industry. Due to DEC's stocking efforts (which have actually been significantly reduced in recent years), the area has become a major salmonid fishery, with coho and chinook salmon, brown trout, and atlantic salmon running the Black River in the fall and steelhead migrating in two seasons.

The habitat documentation for the Significant Coastal Fish and Wildlife Habitat should be reviewed and incorporated into the planning and design of any proposed improvements. Proposed plans and designs should address any potential impacts to the Significant Coastal Fish and Wildlife Habitat by incorporating design guidelines and standards for the protection of the Significant Coastal Fish and Wildlife Habitat. The Coastal Fish & Wildlife Habitat Rating Form for the Dexter Marsh and Black River is provided in Appendix E.

### **Locally Important Fish and Wildlife Habitat**

Due to the long history of industrial use and urban settlement, the Black River within the WRAB has been significantly altered from its natural state. Previous sections of this report have discussed the importance of resident and stocked fisheries to the ecological integrity of the Black River and the Lake Ontario ecosystems, as well as for recreational fishing.

According to the New York State Natural Heritage Program, there are two state-threatened vascular plant species listed as being located within the proposed WRAB: Crawe's sedge and lake-cress. Recent documentation of their presence has not been made. The Indiana brown bat, which is both state and federally endangered, is also located in the WRAB. The osprey and the bald eagle have reportedly been seen in the vicinity of the area, but have not been officially documented.

Above the Mill Street Dam, the warm waters of the Black River support species such as bass, walleye, and northern pike. The area below the Mill Street Dam is part of an anadromous Lake Ontario salmon run that supports species such as steelhead, walleye and small mouth bass<sup>21</sup>.

As discussed elsewhere in this report, the eastern section of the river corridor, near Huntington and Delano Islands, provides the most natural experience. This area is more remote than the rest of the river corridor, and contains some important wetland habitat. This large area provides an opportunity to create a larger wildlife preserve, which could link together the islands, river and shoreline habitats, and expand the existing stopover for migrating birds as well as habitat for resident species. No surveys or documentation on the existing habitats within this area have been completed to-date.



## Flooding and Erosion

Due to the extensive dam system along the Black River, which allows for controlled flows, flooding of the river within the WRAB is not a major concern. In addition, the Hudson River-Black River Regulating District regulates downstream flows of the Black River at the Stillwater Dam in Herkimer County. The district can control some flooding effects by increasing reservoir storage.

Peak flows correspond with spring thaw and occur in the early spring months, typically March and April. In the downtown area, the steep banks help to control flooding. The Hudson River-Black River Regulating District also controls the flow in the downtown area through controlled discharges. However, as the river descends in elevation, lower lying areas in the western portion of the WRAB may experience some topping off of the river banks<sup>22</sup>.

Some retaining walls have been constructed along steep embankments to protect structures from flooding and erosion. Most of these retaining walls are constructed in the vicinity of downtown, where development is close to the river's edge.

The Federal Emergency Management Agency (FEMA) maps floodplains throughout the country for the purposes of flood hazard insurance. The 100-year floodplain is typically of the most concern for flood hazard and is used by most state and federal agencies as a standard for floodplain management. The 100-year floodplain demarcates the limits of the 100-year flood, which is a flood that has a 1% chance of being equaled or exceeded in any year. Most of the Black River Corridor is within the 100-year floodplain (FEMA zones A and AE). In the eastern area, near Huntington and Delano Islands, base flood elevations have been determined for the corridor, while for the remaining western portion, they have not been determined. Portions of Kelsey Creek, a Black River tributary which runs northeast from the Van Duzee Street Bridge area are within the 100-year and 500-year floodplain. **Map 2.8: Floodplain** illustrates the FEMA flood zones within the WRAB.

## Brownfields

Watertown's industrial past has left a legacy of environmental pollution, contamination and vacant and deteriorating buildings and infrastructure. In an effort to redevelop abandoned properties, the City of Watertown is encouraging the development of brownfield sites. Known brownfields within the study area include the Abe Cooper site near Factory Square and Sewall's Island. As previously mentioned, the Abe Cooper site (Figure 2.14) has been remediated and is no longer a brownfield. The city is currently in the process of redeveloping the lands into a public park. Sewall's Island is currently under investigation.



Figure 2.14: Panoramic photograph showing the recently-remediated Abe Cooper site.

For many former industrial sites, the extent of the contamination has not yet been determined. Presently, the City of Watertown is involved in three Brownfields programs including the EPA's Brownfields Pilot Program, the State Department of Environmental Conservation's (DEC) Environmental Restoration Program (ERP), and the Department of State's (DOS) Brownfield

Opportunity Area (BOA). These programs will create an inventory of brownfields within the Black River corridor, which will help to characterize the existing conditions and future needs with respect to brownfields remediation. The Environmental Restoration Program will provide additional information on the level of contamination at Sewall's Island, with the next steps being remediation and redevelopment of Sewall's Island (see Chapter II for more information). The City of Watertown owns the land associated with Sewalls Island and is currently in the process of investigation and clean-up of the property. It is anticipated that the property will be remediated by the end of 2009 to a standard that will allow for recreational and commercial development.

## Navigation and Dredging Issues

Currently, the Black River is accessible only to small, human-powered watercraft, such as canoes, kayaks and rafts. The shallow, rocky channel and the extensive dam and diversion system hinder commercial or recreational navigation by larger boats. If navigation of the river through Watertown was of interest, extensive hydrological studies would need to be undertaken to provide an understanding of the extent of dam removal and dredging necessary to accommodate different types of navigational uses. The City of Watertown conducts dredging of the Black River along the city's settling basin on the eastern edge of the city by Huntington Island.

## Historic and Archaeological Resources

While planning for Watertown's future, it is critical to acknowledge and pay tribute to its rich and diverse history. Historic buildings are an important link between the past and the present, and as such should be recognized and preserved for future generations. Watertown's architectural heritage includes an assemblage of mostly post-civil war buildings in diverse styles ranging from Greek and Classical Revival to Victorian. Watertown's historic resources are illustrated in **Map 2.9**.

The **Public Square Historic District** (Figure 2.15) was placed on the National Register of Historic Places in 1984 and includes 58 buildings of significance. This boundary is roughly delimited by Court, Arsenal, Washington, Franklin and State Streets, and falls entirely within the WRAB. In addition, the Paddock Arcade, which is located on Washington Street within the study area is also listed on the National Register. The Paddock Arcade, which was built in 1850, is said to be the second oldest arcade of this type in America. It is distinguished by its 174-foot long vaulted ceilings that open up the top floor balconies to the first floor.

Locally, several buildings and districts have been recognized by the city and the public. A historic and architectural resources survey completed for the City of Watertown in the 1980s delineated several study areas within the city, including the Black River corridor, which is called the "Industrial Waterfront Area." This area is the center of Watertown's industrial history and contains many of the city's oldest structures. However, because of the steady decline in industry over the past several decades, many of these structures



*Figure 2.15: An aerial view of a portion of the Public Square Historic District.*

have either been demolished or are in disrepair.

Industrial settlement along the river often consisted of a complex of buildings of similar industries surrounded by worker housing and basic infrastructure such as roads and local grocers and other essential services. Locally-significant historic complexes are/were located along the Black River at Factory Square, Engine and Newell Streets, and on Sewall's Island and Beebee's Island. Much of the historic infrastructure of these industrial complexes has been removed or replaced. For example, the former Black Clawson Company's complex on Sewall's Island has been completely removed. Brownfield remediation is now being undertaken.

Factory Square (Figure 2.16) may be the only surviving industrial complex that retains some of its original historic character. The existing complex of buildings, while in need of major renovations, has remained as a cohesive industrial complex, where the historic relationship between the buildings and the river is still somewhat evident. Many of the existing buildings in Factory Square are still being used for storage and light manufacturing purposes.



Figure 2.16: Looking at Factory Square from the Abe Cooper site.

In the Beebee's Island area, the Knowlton Specialty Paper building, a 19<sup>th</sup> century brick industrial building is significant because it houses the longest-operating independent paper mill in the country. This building and its adjacent power canal, while still in use, are in need of major structural and cosmetic renovation.

## Cultural and Archaeological Setting

The City of Watertown was settled in 1800, mostly by New England pioneers looking to tame the wilderness and make their fortunes in potash, timber, and land speculation. Upon discovering the mighty Black River, and recognizing its nearly limitless potential for industry, many more settlers poured in to the little settlement, quickly making it one of the largest urban centers in upstate New York. By 1827, there were more than 2,000 inhabitants in the village, and well over 100 industries.

Many cultural institutions were established during Watertown's formative years and remain strong contributors to the cultural life of the city today. Educational institutions, such as Jefferson Community College, provide opportunities for local and regional residents. Other local institutions, such as the YMCA, Little Theatre of Watertown, Flower Memorial Library, Jefferson County Historical Society, and numerous churches and civic establishments all contribute to the cultural identity that is unique to Watertown. The Thompson Park Conservancy and the New York State Zoo provide a setting for education and experience and help to preserve a century-old park that is in itself a historical gem. Lastly, numerous not-for-profit organizations such as Neighbors of Watertown both contribute to and help to conserve Watertown's unique culture and history.

The historical record is but a small part of the whole story, however. Jefferson County was inhabited by Native Americans for over 10 millennia prior to the birth of what would become the City of

Watertown. There is no doubt that these native peoples valued the Black River as well, yet the record of their occupations has been largely obliterated by urban development.

Archaeological research has occurred sporadically along the river valley through the City of Watertown. Mandated survey projects have been ongoing for the last three decades, inventorying and assessing scores of archaeological sites and potential resources. Individual river development projects will no doubt be confronted with these resources, and planning will have to be undertaken to identify, assess, and perhaps mitigate impacts to these cultural resources.

Much of the Black River corridor is located within an area of archaeological sensitivity, as identified by the State Historic Preservation Office. Prior to undertaking major construction activities in the WRAB, anyone proposing such activity shall consult with the State Historic Preservation Office to determine whether significant archaeological resources are present and what measures are necessary to preserve these resources.

### **State Agency Facilities in the Region Located in the Community Center**

Downtown Watertown currently hosts a major state office building, which houses many of the state's regional offices. The Dulles State Office Building is located at 317 Washington Street, adjacent to Watertown City Hall, and within a short walk to Public Square. The new Jefferson County Court House and Jefferson County Building are located downtown on Arsenal Street.

## *Part 2: Analysis*

### **Introduction**

Analysis of the information gathered in the inventory phase has helped to confirm many of the comments and ideas suggested by the community during early LWRP workshops. Specifically, it has helped to confirm **goals and opportunities for waterfront revitalization**, discussed further in this section. The inventory and analysis also helped to confirm two major conclusions on the revitalization of the Black River:

1. **The Black River is an outstanding resource** that should be fully utilized and promoted for its local and regional recreational opportunities.
2. A strong and dynamic **connection between the downtown and the Black River** is critical to the revitalization effort.

Additionally, the inventory and visioning phases have helped to identify many of the opportunities and constraints associated with the revitalization of the Black River. With this understanding, six specific **“opportunity areas”** along the river have been identified as prime locations for revitalization. These areas are depicted on **Map 4.2: Proposed Land and Water Projects**. Alternatives for the type and magnitude of the revitalization projects will be discussed in Chapters 3 and 4 of this report.

### **The Black River as a Recreational Resource**

The Black River provides a tremendous recreational amenity for residents of Watertown, as well as recreationists across the country. Active and passive activities such as biking, walking, and fishing should be supported to the highest extent possible through an interconnected trail and park system along the river. Supporting these activities is important for the future of the Black River. However, it is the opportunity to build upon and expand the existing whitewater recreation system that offers the most potential for revitalizing the Black River. New appropriate water-dependent uses may include swimming (in shallow, calm waters), and commercial fishing guide boats.

The Black River is already emerging as one of the best whitewater runs in the country. To date, this success has been largely attributed to the foresight of a small group of creative entrepreneurs, such as the Adirondack River Outfitters, who recognized the immense potential of the Black River and created a niche in Watertown. Market-driven demand has slowly increased the amount of private and public investment in recreational amenities along the river. Yet, taking the Black River to the next level will require a significant amount of additional public and private investment. It will require modifications to the Black River’s dams and diversions. It will also require infrastructure on the land side to support whitewater recreation activities, as well as event viewing and staging areas. Although there presently are no swimming areas within the waterfront area, areas for swimming in low-lying locations with shallow and calm waters should be designated in the future.

### **The Downtown-Black River Connection**

A major conclusion of this LWRP process is the importance of connecting two of Watertown’s key assets- the Black River and the downtown. As has been stated in previous sections, Watertown has a very uncommon setting that combines a beautiful, whitewater canyon with a historic, urban downtown environment. This unique experience should not be overlooked. Watertown has the potential to design a tourist destination centered on this urban river that could be likened to the “Riverwalk” in San Antonio, Texas. The close proximity of the Black River to downtown also makes it a unique recreation experience that offers a challenging whitewater course as well as a place for an interesting day of shopping or eating.



## Major Goals Identified in this LWRP

The LWRP visioning and inventory stages have revealed several major goals, which are set forth below:

- Foster appropriate zoning and land use patterns along the Black River.
- Create a dynamic, diverse pedestrian connection between the Black River and the Downtown.
- Build upon and diversify the existing whitewater recreation system, including the whitewater courses and “play spots” as well as land-side amenities such as parking areas, portage trails, parks, and event staging and viewing areas.
- Clean up and reuse vacant industrial sites and buildings.
- Create physical, pedestrian-scaled connections to the Black River waterfront from roads, neighborhoods, commercial centers, parks and other recreational amenities.
- Implement aesthetic improvements such as removing large obtrusive signs along riverfront roads and cleaning up junk and trash.

## Opportunities and Constraints to Revitalization of the Black River

### Major Constraints

- Zoning and land use patterns along the river corridor are incompatible with the desired future use of the waterfront.
- Many waterfront properties are currently vacant, underutilized, and/or unmaintained, creating an inactive and potentially unsafe/secure waterfront experience.
- Lands, roadways and other physical barriers to pedestrian-scaled waterfront access and circulation.
- Steep slopes along river banks in many areas create a challenge for access and safety.

### Major Opportunities

- Downtown-Black River connection (as mentioned above): offers a very unique urban-natural setting.
- Existing water recreation framework: offers opportunities for expansion and diversification of whitewater opportunities (such as current rafting opportunities) as well as supporting retail and other services for local and tourist markets.
- Bridges offer opportunities for scenic vistas and viewpoints.
- Islands offer potential for parks and viewing areas, as well as expanded public access. For example, Beebee Island, with its proximity to Downtown could be used as a park/picnic area with a trail around the perimeter.
- Industrial history, buildings and infrastructure provide an opportunity for interpretation of Watertown’s industrial heritage.
- Vacant riverfront lands and buildings offer unlimited potential for mixed-use waterfront development/redevelopment including opportunities to create new residential housing for the Fort Drum market.
- The natural eastern area near Huntington and Delano Islands provides an opportunity to create a large nature preserve and/or passive park.
- The large amount of city-owned waterfront property provides opportunities to expand waterfront access through trails, parks and access sites.



**Endnotes:**

- <sup>1</sup> Sullivan, James. 1927. The History of New York State. Book IV, Chapter I. Lewis Historical Publishing Company. accessed online at: <http://www.usgennet.org/usa/ny/state/his/>
- <sup>2</sup> Ibid.
- <sup>3</sup> Dutton, Donna. 2001. Images of America: Watertown. Arcadia Publishing.
- <sup>4</sup> Ibid.
- <sup>5</sup> population 114, 651 according to the U.S. Census 2000.
- <sup>6</sup> NY DEC, 1998. The 1998 Black River Basin Waterbody Inventory and Priority Waterbodies List (PWL).
- <sup>7</sup> Ibid.
- <sup>8</sup> Ibid.
- <sup>9</sup> Mr. Frank Flack, NYSDEC, telephone interview on February 17, 2006.
- <sup>10</sup> Note: Land use categories were determined using the property classification code of the NYS real property tax parcels as provided by the City of Watertown.
- <sup>11</sup> Zoning Ordinance of the City of Watertown, New York. As amended through May 1, 2003.
- <sup>12</sup> Ibid.
- <sup>13</sup> Black River Recreational Plan. 1988. Prepared by Wilhelmi, Landscape Architects and Community Planners
- <sup>14</sup> Whitewater rapids are classified from Class I to Class VI, with Class I being the *least* dangerous and difficult and Class VI being the *most* dangerous and difficult.
- <sup>15</sup> NYS DEC, Some of New York State's Top Fishing Waters, <http://www.dec.state.ny.us/website/dfwmr/fish/foe4cwtr.html>
- <sup>16</sup> Laurie Smith, Jefferson Community College, Athletic-Physical Education Department, Correspondence dated 11/10/04 and phone conversation on 11/9/04
- <sup>17</sup> Press release dated September 9, 2004, McHugh Announces National Park Service Grant for Watertown. [http://mchugh.house.gov/pr2004/090904\\_NPSWatertown.html](http://mchugh.house.gov/pr2004/090904_NPSWatertown.html)
- <sup>18</sup> Van Diver, Bradford B. 1985. Roadside Geology of New York. Mountain Press Publishing Company.
- <sup>19</sup> US Department of Agriculture, Soil Conservation Service, Soil Survey of Jefferson County, New York. September 1989.
- <sup>20</sup> NYS Department of State, Division of Coastal Resources, Protecting and Restoring Habitats, [www.nyswaterfronts.com/waterfront\\_natural\\_resources.asp](http://www.nyswaterfronts.com/waterfront_natural_resources.asp)
- <sup>21</sup> Mr. Frank Flack, NYSDEC, telephone interview on February 17, 2006.
- <sup>22</sup> Black River Recreational Plan. 1988. Prepared by Wilhelmi, Landscape Architects and Community Planners

## *Chapter III: LWRP Policies*

### **Introduction**

This chapter of the Local Waterfront Revitalization Program (LWRP) presents waterfront policies that consider the economic, environmental, and cultural characteristics of Watertown's waterfront.

They take the place of the statewide policies of the New York State Coastal Management Program. The policies are comprehensive and reflect existing State laws and authorities. They provide a balance between economic development and preservation that encourages beneficial use of the proposed waterfront revitalization area boundary (WRAB) while preventing adverse effects on coastal resources. The policies are the basis for Federal and State consistency determinations for activities affecting the WRAB.

The policies are organized under four headings: Developed Waterfront Policies, Natural Waterfront Policies, Public Waterfront Policies, and Working Waterfront Policies. Following each policy statement is a description of the policy and its relation to the Black River waterfront, as well as a listing of the standards or guidelines used to evaluate compliance for consistency determination.

### **Summary of Policies**

The following is a summary list of the LWRP policies.

#### ***Developed Waterfront Policies***

***Policy 1 Foster a pattern of development in the WRAB that enhances community character, preserves open space, makes efficient use of infrastructure, and minimizes adverse effects of development.***

***Policy 2 Preserve historic resources of the WRAB.***

***Policy 3 Enhance visual quality and protect scenic resources of the WRAB.***

#### ***Natural Waterfront Policies***

***Policy 4 Minimize loss of life, structures, and natural resources from flooding and erosion.***

***Policy 5 Protect and improve water quality and supply in the WRAB.***

***Policy 6 Protect and restore the quality and function of the WRAB ecosystem.***

***Policy 7 Protect and improve air quality in the WRAB.***

***Policy 8 Minimize environmental degradation in the WRAB from solid waste and hazardous substances and wastes.***

**Public Waterfront Policies**

**Policy 9** *Provide for public access to, and recreational use of, waters, public lands, and public resources of the WRAB.*

**Working Waterfront Policies**

**Policy 10** *Protect water-dependent uses and promote siting of new water-dependent uses in suitable locations.*

**Policy 11** *Promote sustainable use of living riverine resources in the WRAB.*

**Policy 12** *Protect agricultural lands.*

**Policy 13** *Promote appropriate use and development of energy and mineral resources.*

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## Developed Waterfront Policies

**Policy 1** *Foster a pattern of development in the WRAB that enhances community character, preserves open space, makes efficient use of infrastructure, and minimizes adverse effects of development.*

The Black River weaves together Watertown's many diverse residential and commercial enclaves. The character of Watertown is distinguished by the Black River and its relationship to the historic downtown and residential communities that surround it. This relationship, although weakened in recent decades, is also Watertown's most promising opportunity for economic development and revitalization.

As the Black River traverses Watertown, it provides dramatic scenery and extensive recreational opportunities. In the eastern part of the city, the river corridor is more open and flat, and is surrounded by relatively undisturbed natural vegetation and scenery. As it traverses the downtown area, the river becomes very steep, creating visual interest with its canyon-like atmosphere and hydropower waterfalls. The majority of the Black River corridor is surrounded by adjacent industrial land uses, many of which are no longer considered to be the "highest and best use" of prime waterfront property and scenery.

Historically, Watertown had strong economic ties to the Black River as a source of power for industry. The waterfront was once lined with paper mills and factories that harnessed the Black River's waters for power. As the economic influences of industry have shifted in recent decades, the industrial nature of the waterfront has declined, leaving behind many vacant, underutilized and blighted waterfront properties and buildings. The use of the Black River's water for power, however, is still a dominant use along the waterfront, with several hydropower facilities located along the river banks. Water-dependent uses such as hydroelectric facilities are currently dispersed along the waterfront in locations that provide the necessary hydrological environment.

### **Water-Dependent and Water-Enhanced Uses**

Water-dependent uses are defined as "activities which can only be conducted on, in, over or adjacent to a body of water because such activities require direct access to that water body, and which involve, as an integral part of such activities the use of water." In contrast, water-enhanced uses are defined as "activities which do not require a location adjacent to coastal waters, but whose location on the waterfront adds to the public use and enjoyment of the water's edge." Thus, water-dependent uses are those that need to be physically located on or near water whereas water-enhanced uses do not have to be physically located on or near water, but are much enhanced by this distinction. Examples of water-dependent uses include kayaking, rafting and hydroelectric facilities. Examples of water-enhanced uses are boardwalks and restaurants with waterfront dining.

The link between the downtown Public Square commercial area and the waterfront was once extremely important in the formation of the city. In recent years, this link has been weakened by the development of incompatible waterfront uses, vacant buildings, roads and other barriers. Rebuilding a strong connection between the downtown and the waterfront is a primary goal of this LWRP. Historic buildings in downtown Public Square are a key component of the character of the area and should be preserved. New development should complement this historic nature, building on the diversity of architecture and quality of materials and craftsmanship that is characteristic of these historic buildings.

Watertown's residential neighborhoods, many of which sprung up as worker housing for the factories and mills that lined the Black River, have been, for the most part, disconnected from the Black River. As the uses along the river corridor transition, it is critical that connections between neighborhoods and the waterfront are expanded and created. A continuous public waterfront experience that provides diverse opportunities for users is desired along the river corridor.

Watertown is transitioning from an industry-dependent city to a more diversified economy that includes services, tourism, and the government sector. This transition furnishes the opportunity to create a new philosophy for the Black River. The waterfront is a place of opportunity and economic development. Finding the right balance between economic development and revitalization while preserving the existing character of the community is critical to this effort.

This balance should foster a pattern of development that makes the best use of waterfront property given the Black River's high economic potential for recreation, tourism, and appropriately-scaled waterfront housing, retail and services. Development, public investment, and regulatory decisions should be focused on uses that enhance and build upon waterfront, open space and recreational resources, and sustain the historic downtown as a primary center of activity. Development that enforces Watertown's traditional patterns should be encouraged, supported, and assisted to the highest extent possible. Infill development, restoration and adaptive reuse within the downtown and WRAB should be given priority over conventional suburban development.



Figure 3.1: Maintain and enhance traditional neighborhoods such as this one.

The policy is intended to foster a development pattern that provides for beneficial use of waterfront resources. The primary components of the desired development pattern are: strengthening traditional waterfront neighborhoods as centers of activity; encouraging water-dependent uses to expand; enhancing stable residential areas; and preserving open space.

### 1.1 Concentrate rehabilitation and development in or adjacent to traditional waterfront neighborhoods.

1. Maintain traditional neighborhoods in the WRAB and ensure that development within these neighborhoods supports and is compatible with their character.
2. Concentrate funding and efforts on rehabilitation and redevelopment of the downtown Public Square area and the connection between the downtown and the river corridor.



Figure 3.2: Waterfront uses that do not take full advantage of the waterfront location, such as this parking lot (with the river obscured behind overgrown vegetation), should be discouraged.



3. Encourage and prioritize adaptive reuse and infill development in the WRAB. Focus public investment, actions, and assistance in waterfront redevelopment areas and reclaim unused waterfront land and brownfields for new purposes.
4. Locate new development where infrastructure is adequate or can be upgraded to accommodate new development.

## **I.2 Ensure that development or uses are beneficial to their waterfront location.**

1. Reserve the immediate waterfront for water-dependent uses and activities. These uses include: hydroelectric power and associated dams and diversions; water procurement and treatment; and recreational uses such as rafting, boating, kayaking, canoeing, fishing and swimming. The following criteria should be considered when determining if a proposed water-dependent use is appropriate:
  - \* Boat launch areas, fishing decks, and surface water uses will not be sited so as to encroach upon water uses such as recreational boat navigation.
  - \* By careful consideration and analysis of the access for and uses taking place or planned on the water itself, match water-dependent uses with the most suitable locations thereby reducing or eliminating conflicts between potential uses.
  - \* In selecting appropriate locations for water-dependent uses, consideration will be given to the availability of public sewers, public water lines, parking, pedestrian access, and access to roads for delivery and emergency vehicles.
  - \* Native flora and fauna should be protected and encouraged in the eastern section of the Black River corridor, near Huntington and Delano Islands.

2. Accommodate water-enhanced uses where they are compatible with surrounding development, do not displace or interfere with water-dependent uses, and reflect the unique qualities of a waterfront location through appropriate design and orientation.

Water-enhanced uses include trails, parks, open space, and associated recreational uses. They also include retail, entertainment, and residential developments that take advantage of the waterfront location, but will not be allowed to interfere with existing or potential future public access to the waterfront. Water-enhanced uses shall not be allowed on or over surface waters unless the proposed use meets all of the following criteria:

- \*The proposed use will not be sited so as to encroach upon water uses such as recreational boat navigation.
- \* The proposed use will not be sited so as to degrade or diminish natural resources.
- \* The proposed use will not be sited so as to degrade or diminish significant scenic views.
- \* The proposed use will not be sited so as to degrade or diminish the reasonable exercise of riparian rights by waterfront owners.
- \* The proposed use will not create conflicts between potential water-dependent uses.
- \* The proposed use shall provide meaningful public access.



*Figure 3.3: Vacant waterfront buildings such as this one located on the north side of Van Duzee Street provide an opportunity for mixed-use redevelopment.*



3. Allow mixed-use infill development, including residential development, in areas that will derive benefit from a waterfront location and help to revitalize deteriorated sites and buildings.
4. Avoid uses on the waterfront which cannot by their nature derive economic benefit from a waterfront location, such as parking lots, warehouses and storage.

### **I.3 Protect stable residential areas.**

Maintain stable residential areas and allow for compatible residential and supporting development in or adjacent to such areas. Enhance the visual and physical connections between neighborhoods and the Black River, as well as with commercial and mixed-use areas.

### **I.4 Minimize potential adverse impacts of new development and redevelopment.**

1. Minimize potential adverse affects of all uses and activities; potential adverse impacts on the physical environment; and potential adverse economic impacts that would result from new development or redevelopment.
2. Avoid expansion of infrastructure and services which would promote conversion of these areas to other uses.

### **I.5 Minimize adverse impacts of new development and redevelopment.**

1. Minimize potential adverse land use, environmental, and economic impacts that would result from proposed development or redevelopment.
2. Minimize the potential for adverse impacts of development or redevelopment which individually may not result in a significant adverse environmental impact, but when taken together, could cumulatively result in significant adverse impacts.

## **Policy 2 Preserve historic resources of the WRAB.**

Historical and cultural resources are tangible links to the development of Watertown—both its cultural and economic life—providing a connection to past generations and events that shaped the city. In a broader sense, these resources, taken together, continue to shape the waterfront culture of New York State.



*Figure 3.4: The historic buildings that line the downtown Public Square Historic District are an important visual element of Watertown's heritage and visual character.*

Watertown's history as an industrial forerunner is evident in its legacy of waterfront buildings and complexes that line the waterfront. Existing and former industrial buildings and complexes have a unique relationship to the river that was necessitated by the need for the structures to directly abut the river. These buildings provide distinctive opportunities for adaptive reuse and redevelopment of prime waterfront property. In many cases, these buildings provide engaging opportunities with extensive views of the waterfront and close contact with the water.

The downtown Public Square area is Watertown's primary historic resource, with a

diverse concentration of architectural styles surrounding a formal “public square.” These buildings shape the downtown experience and help to maintain the distinctive character of Watertown. Preserving buildings within the Public Square Historic District is of primary importance to the redevelopment of the waterfront. Preservation and adaptive reuse of key waterfront buildings that are not listed federally, state or locally, such as the Knowlton Specialty Paper building, just off Public Square, is also important to the character of the area and should be considered a priority.

Preservation of the historic and archaeological resources of the WRAB extends not only to the specific site or resource but to the area adjacent to and around specific sites or resources. The quality of adjacent areas is often critical to maintaining the quality and value of the resource. Effective preservation of historic resources must also include active efforts, when appropriate, to restore or revitalize. While the LWRP addresses all such resources within the WRAB, it actively promotes preservation of all historic, archaeological, and cultural resources that have a waterfront relationship.

This policy is applicable to the historic resources identified in Chapter II. It also applies to areas of archaeological sensitivity in the waterfront area, as identified by the State Historic Preservation Office, which includes the majority of the Black River Corridor. Prior to undertaking major construction activities in the WRAB, anyone proposing such activity shall consult with the State Historic Preservation Office to determine whether significant archaeological resources are present and what measures are necessary to preserve these resources.

Note: The *U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties: with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings* shall be used to assist in appropriate evaluation and treatment of historic buildings. <http://www.cr.nps.gov/hps/tps/standguide/>

## **2.1 Maximize preservation and retention of historic resources.**

1. Prioritize appropriate preservation and adaptive reuse of historic resources as a primary component of the waterfront and a key element of economic development.
2. Preserve the historic character of the resource by protecting historic materials and features or by making repairs using appropriate measures.
3. Provide for compatible use of the historic resource, while limiting and minimizing alterations to the resource.
4. Minimize loss of historic resources or historic character when it is not possible to completely preserve the resource.
  - a. Relocate historic structures only when the resource cannot be preserved in place.
  - b. Allow demolition only where alternatives for retention are not feasible.
5. Avoid potential adverse impacts of development on nearby historic resources.

## **2.2 Protect and preserve archaeological resources.**

1. Minimize potential adverse impacts by redesigning projects, reducing direct impacts on the resource, recovering artifacts prior to construction, and documenting the site.
2. Prohibit appropriation of any object of archaeological or paleontological interest situated on or under lands owned by New York State, except as provided for in Education Law, § 233.

**Policy 3 Enhance visual quality and protect scenic resources of the WRAB.**

Protecting and enhancing the scenic nature of the Black River is a necessary component of revitalizing the waterfront. Visual quality along the Black River is a major contributor to the character of the area. The Black River's flowing whitewater rapids; its steep and picturesque limestone cliffs; and its trees and riparian vegetation all contribute to the scenic quality of the river. Even as important, however, is the surrounding urban context. The historic downtown buildings, the residential homes that sit atop the limestone cliffs, and the commercial and industrial buildings that line the waterfront, all make a direct contribution to the character of the waterfront.

This policy is applicable to the scenic resources identified in Chapter II.

**3.1 Protect and improve visual quality throughout the WRAB.**

Below are guidelines for protecting visual quality along the waterfront:

1. Enhance existing scenic characteristics by minimizing introduction of features and materials that do not complement the waterfront, such as large signs, incompatible lighting, and barbed-wire fencing.
2. Restore and/or remove degraded visual elements, such as blighted buildings, trash, and debris.
3. Where feasible, remove visual barriers to the waterfront and screen activities and views which detract from visual quality. Avoid creating new visual barriers to the waterfront.
4. Preserve existing vegetation and establish new vegetation to enhance scenic quality.
5. Group or orient new structures to preserve open space and provide visual organization.
6. Major structures, such as the Black River Paper building (when restored and reused) contribute to scenic quality and should be preserved, protected, and reused whenever possible.
7. Improve the visual quality associated with urban areas, specifically the visual quality between the downtown Public Square area and the waterfront.
8. Anticipate and prevent impairment of dynamic landscape elements that contribute to ephemeral scenic qualities (such as the Route 3 Wave, Hole Brothers, and other hydrologic features). Recognize water-dependent uses as important additions to the visual interest of the waterfront
9. Protect scenic values associated with public lands, including public trust lands and waters, and natural resources.
10. Maintain or restore original land forms except where altered land forms provide useful screening or contribute to scenic quality.
11. Carefully manage, and where practicable, avoid structures or activities which introduce visual interruptions to natural landscapes including:
  - a. Introduction of intrusive artificial light sources.
  - b. Fragmentation of and structural intrusion into open space areas.
  - c. Changes to the continuity and configuration of the natural shoreline and associated vegetation.

### **3.2 Protect aesthetic values associated with the Black River.**

1. Protect aesthetic and scenic values associated with the waterfront, such as the natural vegetated edge of the riverbanks which composes much of the waterfront excepting the downtown and industrial areas; limestone ledges and caves; and the natural vegetation on the islands and riverbanks in the eastern portion of the waterfront area, including Sewall's, Diamond, Huntington, and Delano Islands.
2. Protect views along the Olympic Trail Scenic Byway, which passes through the waterfront area along NYS Rt. 3 and near downtown Public Square, in accordance with the Olympic Trail Scenic Byway Corridor Management Plan.

### **Natural Waterfront Policies**

#### ***Policy 4 Minimize loss of life, structures, and natural resources from flooding and erosion.***

There are many dams and associated structures along the Black River which control water flows and provide flood control. Controlled release of waters at dams also helps to maintain the flow of the Black River for recreational purposes. When alterations or improvements to existing dams are planned, they should be made increasingly safer for in-stream navigation and to minimize risks to human life and structures up-river.

While some erosion control structures are necessary to protect development, there are many erosion control structures that are not necessary for erosion protection or may, in fact, actually cause erosion. Erosion protection structures often contribute to erosion both on and off the site due to poor design, siting, and lack of downdrift remediation. Increased erosion, aesthetic impairments, loss of public recreational resources, loss of habitats, and water quality degradation can result from erosion protection structures. The cumulative impact of these structures can be large. Before a permit is granted to allow construction of erosion protection structures, the purpose, function, impact, and alternatives to a structure need to be carefully evaluated to determine that the structures are necessary. If erosion protection structures are necessary, adverse impacts associated with their construction should be avoided.

Although some sections of the shoreline have been altered, significant stretches of the waterfront remain in a natural state. Streambank erosion and deposition is a natural process that is important to the overall ecological function of a river. The natural shoreline has an inherent ecological, social, and economic value that should be respected to ensure continuing benefits to the State and the region. Consequently, those portions of the shoreline that are not fortified should generally remain in a natural condition to respond to natural processes.

Development and redevelopment in hazard areas needs to be managed to reduce exposure to hazards. Hardening of the shoreline is to be avoided except when alternative means, such as soft engineering alternatives, are not effective. Natural methods of erosion control, such as riparian vegetation plantings, are preferred approaches to control erosion because of fewer environmental impacts than hard structures. Hard structures may be more practical to protect principal structures or areas of extensive public investment. Areas of extensive public investment are found in developed centers.

Barrier landforms that protect significant public investment or natural resources should be maintained. Soft structural protection methods are to be used to conform with the natural riverine processes.

This policy seeks to protect life, structures, and natural resources from flooding and erosion hazards throughout the waterfront area. The maintenance of natural processes and functions is preferred.

**4.1 Minimize losses of human life and structures from flooding and erosion hazards.**

1. Use the following management measures, which are presented in order of priority:
  - a. Avoid development other than water-dependent uses in flood prone and erosion prone areas.
  - b. Locate or move development and structures as far away from hazards as practical.
  - c. Use vegetative non-structural measures which have a reasonable probability of managing flooding and erosion, based on shoreline characteristics including exposure, geometry, and sediment composition.
  - d. Enhance existing natural protective features and processes, and use non-structural measures which have a reasonable probability of managing erosion.
  - e. Use hard structural erosion protection measures for control of erosion only where the above measures are not sufficient to protect the principal use or the use is water-dependent or reinforces the role of a waterfront redevelopment area.
2. Mitigate the impacts of erosion control structures.
3. Manage development in floodplains outside of flood prone and erosion areas so as to avoid adverse environmental effects, to minimize the need for structural flood protection measures, and to meet Federal flood insurance program standards.

**4.2 Protect public lands and public trust lands and use of these lands when undertaking all erosion or flood control projects.**

1. Retain ownership of public trust lands which have become upland areas due to fill or accretion resulting from erosion control projects.
2. Avoid losses or likely losses of public trust lands or use of these lands, including public access along the shore, which can be reasonably attributed to or anticipated to result from erosion protection structures.
3. Mitigate unavoidable impacts from erosion or flood protection projects on adjacent property, natural riverine processes and natural resources, and on public trust lands and their use.

**4.3 Manage navigation infrastructure to limit adverse impacts on riverine processes.**

1. Manage navigation channels to limit adverse impacts on riverine processes by designing channel construction and maintenance to protect and enhance natural protective features and prevent destabilization of adjacent areas; and make beneficial use of dredged material suitable for other applications pursuant to state and federal regulations.
2. Manage stabilized inlets to limit adverse impacts on riverine processes.

**4.4 Ensure that expenditure of public funds for flooding and erosion control projects results in a public benefit.**

1. Give priority in expenditure of public funds to actions which: protect public health and safety; mitigate flooding and erosion problems caused by previous human intervention; protect areas of intensive development; and protect substantial public investment in land, infrastructure, and facilities.



2. Limit expenditure of public funds to those circumstances where public benefits exceed public cost. Prohibit the expenditure of such funds for the exclusive purpose of protecting private development.
3. When constructing or making improvements to dams and other flooding and erosion control structures, maximize the public benefit through improvements to recreational and commercial navigation, fisheries, water quality, and aquatic habitats where possible.

**Policy 5 Protect and improve water quality and supply in the WRAB.**

The Black River is the major water source for the City of Watertown, as well as other municipalities in the area. The purpose of this policy is to protect the quality and quantity of water in the WRAB. Quality considerations include both point source and nonpoint source pollution management. The primary quantity consideration is the maintenance and protection of an adequate supply of potable water in the region. It is also important to protect water quality for drinking water, recreational and ecological purposes.

Water quality protection and improvement in the region must be accomplished by the combination of managing new and remediating existing sources of pollution. In some areas with existing water quality impairments, more aggressive remediation measures will be needed.

These policies are intended to provide guidance on decisions made within the WRAB. They are meant to supplement, but not supplant, existing state, federal and local regulations regarding water quality.

**5.1 Prohibit direct or indirect discharges which would cause or contribute to contravention of water quality standards.**

1. Prevent point source discharges into surface waters and avoid land and water uses which would:
  - a. Exceed applicable effluent limitations.
  - b. Cause or contribute to contravention of water quality classification and use standards.
  - c. Materially adversely affect receiving water quality.
  - d. Violate a vessel waste no-discharge zone prohibition.
2. Ensure effective treatment of sanitary sewage and industrial discharges by:
  - a. Maintaining efficient operation of sewage and industrial treatment facilities.
  - b. Providing secondary treatment of sanitary sewage at a minimum.
  - c. Improving nitrogen removal capacity.
  - d. Incorporating treatment beyond secondary level for new wastewater treatment facilities.
  - e. Reducing demand on facilities.
  - f. Reducing loading of toxic materials by including limits on toxic metals as part of wastewater treatment plant effluent permits.
  - g. Reducing or eliminating combined sewer overflows.
  - h. Managing on-site disposal systems.

**5.2 Protect and enhance the quality of waterfront area waters.**

1. Protect water quality based on physical factors (pH, dissolved oxygen, dissolved solids, nutrients, odor, color, and turbidity), health factors (pathogens, chemical contaminants, and toxicity), and aesthetic factors (oils, floatables, refuse, and suspended solids).
2. Minimize disturbance of streams, including their beds and banks, in order to prevent erosion of soil, increased turbidity, and irregular variation in velocity, temperature, and level of water. Where streambed disturbance is useful for providing public benefit, do so in a manner that minimizes adverse impacts to natural communities.
3. Protect water quality of the waterway waters from adverse impacts associated with excavation, fill, dredging, and disposal of dredged material.

**5.3 Limit the potential for adverse impacts of watershed development on water quality and quantity.**

1. Protect water quality by ensuring that watershed development protects areas that provide important water quality benefits, maintains natural characteristics of drainage systems, and protects areas that are particularly susceptible to erosion and sediment loss.
2. Limit the impacts of individual development projects to prevent cumulative water quality impacts upon the watershed which would result in a failure to meet water quality standards.

**5.4 Protect and conserve the quality and quantity of potable water.**

1. Prevent contamination of potable waters by limiting discharges of pollutants and limiting land uses which are likely to contribute to contravention of surface and groundwater quality classifications for potable water supplies.
2. Prevent depletion of existing potable water supplies in aquifers and estuaries through conservation methods or restrictions on water supply use and withdrawals and allowing for recharge of potable aquifers.
3. Limit cumulative impacts of development on groundwater recharge areas to ensure replenishment of potable groundwater supplies.



*Figure 3.6: Kayaking is just one of the many water-dependent uses along the Black River that is influenced by water quality.*

**Policy 6 Protect and restore the quality and function of the WRAB ecosystem.**

The ecosystem consists of physical (non-living) components, biological (living) components, and their interactions. Its physical components include environmental factors such as water, soils, geology, energy, and contaminants. The biological components include the plants, animals, and other living things in and around the waterfront.

Certain natural resources are important for their contribution to the quality and biological diversity of the ecosystem of the Black River and have been specifically identified by the State for protection. These natural resources include regulated freshwater wetlands; the Dexter Marsh and Black River Significant Coastal Fish and Wildlife Habitat; and rare, threatened, and endangered species, such as the Indiana brown bat.

In addition to specifically identified discrete natural resources, the quality of the ecosystem also depends on more common, broadly distributed natural resources, such as the extent of forest cover, the population of overwintering songbirds and/or benthic communities. These more common natural resources collectively affect the quality and biological diversity of the ecosystem.

### **6.1 Protect and restore ecological quality.**

Much of the Black River has been excessively altered through the years as it became industrialized and as the city grew; there are still areas with intact ecological integrity, such as the wetland and upland areas of Delano and Huntington Islands and their surroundings. Maintaining unfragmented forest and wetland cover in these areas is important. Because the Black River drains into Lake Ontario, the entire riverine ecosystem integrity is connected to the river and the quality of its waters. Values associated with natural ecological communities should be maintained.

1. Avoid significant adverse changes to the quality of the ecosystem as indicated by physical loss, degradation, or functional loss of ecological components.
2. Retain and add indigenous plants.
3. Support efforts to combat invasive species.
4. Avoid fragmentation of natural ecological communities and maintain corridors between ecological communities.
5. Maintain structural and functional relationships between natural ecological communities to provide for self-sustaining systems.
6. Avoid permanent adverse change to ecological processes.
7. Reduce adverse impacts of existing development when practical.
8. Mitigate impacts of new development; mitigation may also include reduction or elimination of adverse impacts associated with existing development.

### **6.2 Protect and restore the Dexter Marsh and Black River Significant Coastal Fish and Wildlife Habitat.**

The Dexter Marsh and Black River Significant Coastal Fish and Wildlife Habitat shall be protected from uses or activities which would destroy habitat values or significantly impair the viability of the designated habitat beyond its tolerance range; which is the ecological range of conditions that supports the species population or has the potential to support a restored population where practical. Wherever practical, enhance or restore designated habitats so as to foster their continued existence as natural systems.

### **6.3 Protect and restore freshwater wetlands.**

Wetlands in the LWRP boundary include those identified by the National Wetland Inventory (NWI) and those mapped by the State Department of Environmental Conservation (DEC). Most regulated wetland areas in the LWRP boundary occur in the eastern portions of the city, closer to Delano and Huntington Islands. Wetlands are discussed in more detail in Chapter II of this plan.

1. Comply with statutory and regulatory requirements of the State's wetland laws.
2. Use the following management measures, which are presented in order of priority: (1) prevent the net loss of vegetated wetlands by avoiding fill or excavation; (2) minimize adverse impacts to the maximum extent possible resulting from unavoidable fill, excavation, or other activities; (3) provide for compensatory mitigation for unavoidable adverse impacts. Provide and maintain adequate buffers between wetlands and adjacent or nearby uses and activities to protect wetland values.

3. Restore freshwater wetlands wherever practical to foster their continued existence as natural systems.

#### **6.4 Protect vulnerable fish, wildlife, and plant species, and rare ecological communities.**

According to the New York State Natural Heritage Program, there are two state-threatened vascular plant species listed as being located within the WRAB: Crawe's sedge and lake-cress. The Indiana brown bat, which is both state and federally endangered, is also located in the WRAB. The osprey and the bald eagle have reportedly been seen in the vicinity of the WRAB, but have not been officially documented.

#### **6.5 Protect natural resources and associated values in identified regionally important natural areas.**

The Black River is an important component of the state and regionally-important New York and Coastal Great Lakes Ecosystem. This area has recently been designated as a state priority, with funding and project resources being focused on the ecosystem. The Black River corridor has also been identified as a regional resource.

1. Protect natural resources comprising a regionally important natural area. Focus State actions on protection, restoration, and management of natural resources.
2. Protect and enhance activities associated with sustainable human use or appreciation of natural resources.
3. Provide for achievement of a net increase in wetlands when practical opportunities exist to create new or restore former wetlands.
4. Adhere to management plans prepared for regionally important natural areas.

#### **Policy 7 Protect and improve air quality in the WRAB.**

This policy provides for protection of the WRAB from air pollution generated within the WRAB or from outside the WRAB which adversely affects air quality.

These policies are intended to provide guidance on decisions made within the WRAB. They are meant to supplement, but not supplant, existing state and federal laws regarding air quality.

#### **7.1 Control or abate existing and prevent new air pollution.**

1. Limit pollution resulting from new or existing stationary air contamination sources consistent with applicable standards, plans, and requirements.
2. Recycle or salvage air contaminants using best available air cleaning technologies.
3. Limit pollution resulting from vehicle or vessel movement or operation.
4. Limit actions which directly or indirectly change transportation uses or operation resulting in increased pollution.
5. Restrict emissions or air contaminants to the outdoor atmosphere which are potentially injurious or unreasonably interfere with enjoyment of life or property.
6. Limit new facility or stationary source emissions of acid deposition precursors consistent with achieving final control target levels for wet sulfur deposition in sensitive receptor areas, and meeting New Source Performance Standards for the emissions of oxides of nitrogen.

- 7.2 Discourage the siting of new stationary air contamination sources that are not water-dependent within the WRAB.**
- 7.3 Limit discharges of atmospheric radioactive material to a level that is as low as practicable.**
- 7.4 Limit sources of atmospheric deposition of pollutants to the waterway, particularly from nitrogen sources.**

**Policy 8 *Minimize environmental degradation in the WRAB from solid waste and hazardous substances and wastes.***

The intent of this policy is to protect people from sources of contamination and to protect waterfront resources from degradation through proper control and management of wastes and hazardous materials. In addition, this policy is intended to promote the expeditious remediation and reclamation of brownfield sites and other hazardous waste sites to permit redevelopment. Attention is also required to identify and address sources of soil and water contamination resulting from landfill and hazardous waste sites and in-place sediment contamination.

Presently, the City of Watertown is involved in three Brownfields programs including the EPA's Brownfields Pilot Program, the State Department of Environmental Conservation's (DEC) Environmental Restoration Program (ERP), and the Department of State's (DOS) Brownfield Opportunity Area (BOA). These programs will create an inventory of brownfields within the Black River corridor, which will help to characterize the existing conditions and future needs with respect to brownfields remediation. The Environmental Restoration Program will provide additional information on the level of contamination at Sewall's Island, with the next steps being remediation and redevelopment of Sewall's Island (see Chapter II for more information).

**8.1 Manage solid waste to protect public health and control pollution.**

1. Plan for proper and effective solid waste disposal prior to undertaking major development or activities generating solid wastes.
2. Manage solid waste by: reducing the amount of solid waste generated, reusing or recycling material, and using land burial or other approved methods to dispose of solid waste that is not otherwise being reused or recycled. Improved methods of waste management will be used as they are developed.
3. Prevent the discharge of solid wastes into the environment by using proper handling, management, and transportation practices.
4. Operate solid waste management facilities to prevent or reduce water, air, and noise pollution and other conditions harmful to the public health.

**8.2 Manage hazardous wastes to protect public health and control pollution.**

1. Manage hazardous waste in accordance with the following priorities: (1) eliminate or reduce generation of hazardous wastes to the maximum extent practical; (2) recover, reuse, or recycle remaining hazardous wastes to the maximum extent practical; (3) use detoxification, treatment, or destruction technologies to dispose of hazardous wastes that cannot be reduced, recovered, reused, or recycled; (4) use land disposal as a last resort.
2. Phase out land disposal of industrial hazardous wastes.



3. Ensure maximum public safety through proper management of industrial hazardous waste treatment, storage, and disposal.
4. Remediate inactive hazardous waste disposal sites.

**8.3 Protect the environment from degradation due to toxic pollutants and substances hazardous to the environment and public health.**

1. Prevent release of toxic pollutants or substances hazardous to the environment that would have a deleterious effect on fish and wildlife resources.
2. Prevent environmental degradation due to persistent toxic pollutants by: limiting discharge of bioaccumulative substances, avoiding resuspension of toxic pollutants and hazardous substances and wastes, and avoiding reentry of bioaccumulative substances into the food chain from existing sources.
3. Prevent and control environmental pollution due to radioactive materials.
4. Protect public health, public and private property, and fish and wildlife from inappropriate use of pesticides.
5. Take appropriate action to correct all unregulated releases of substances hazardous to the environment.

**8.4 Prevent and remediate discharge of petroleum products.**

1. Have adequate plans for prevention and control of petroleum discharges in place at any major petroleum-related facility.
2. Prevent discharges of petroleum products by following approved handling and storage, facility design, and maintenance principles.
3. Clean up and remove any petroleum discharge; giving first priority to minimizing environmental damage.

**8.5 Transport solid waste and hazardous substances and waste in a manner which protects the safety, well-being, and general welfare of the public; the environmental resources of the State; and the continued use of transportation facilities.**

**8.6 Site solid and hazardous waste facilities to avoid potential degradation of the waterfront area and its resources.**

**Public Waterfront Policies**

***Policy 9 Provide for public access to, and recreational use of, waters, public lands, and public resources of the WRAB.***

Creating a diverse and continuous waterfront experience composed of a mix of uses including recreation options and appropriate commercial opportunities is a major goal of this LWRP. As the Black River transitions from an industrialized corridor, increasing public access to, and recreational use of, the Black River is critical. Connecting existing parks and access points together with a sequence of destinations that engage people and invite them to continue along the waterfront will help to provide a long-lasting experience for residents and visitors. It is critical to connect existing residential neighborhoods to the waterfront to provide for continued long-term use and ownership of this resource.

This policy incorporates measures needed to provide and increase public access throughout the waterfront area. The need to maintain and improve existing public access and facilities is among these measures, and is necessary to ensure that use of existing access sites and facilities is optimized in order to accommodate existing demand. Another measure is to capitalize on all available opportunities to provide additional visual and physical public access along with appropriate opportunities for recreation.

Providing for “visual access” means opening up views to the waterfront which are obscured by buildings, vegetation, or other structures.

**9.1 Promote appropriate and adequate physical public access and recreation throughout the WRAB. Strive to create continuous public access along the waterfront, linking together existing and future parks, open space, access and recreation areas. Map 4.1 shall be used to guide decisions about future trail connections.**

1. Provide convenient, diverse, well-defined, physical public access to and along the shoreline for water-related recreation. This public access system should include: fishing access; launch access for kayaks, rafts, and canoes; parks; and trails.
2. Provide a level and type of public access and recreational use that takes into account proximity to downtown and neighborhoods, public demand, natural resource sensitivity, accessibility, compatibility with on-site and adjacent land uses, and needs of special groups.
3. Prioritize the development of non-motorized public access connections (such as trails and sidewalks) between the Downtown Public Square area and the Black River, as well as connections between existing residential neighborhoods and the river.
4. Protect and maintain existing public access and water-related recreation, including waterfront parks and trails, as well as public fishing and kayaking launch sites.
  - a. Ensure adequate management and maintenance to prevent deterioration of existing access and recreation sites.
  - b. Ensure adequate supporting infrastructure for existing access and recreation sites. Supporting infrastructure may include (depending on the use and intensity) such things as parking lots, bicycle racks, lighting, restrooms, and seating.
  - c. Protect existing access and recreation sites from the impacts of adjacent or on-site development.
5. Where appropriate, provide additional physical access and recreation facilities at public sites.
6. Prioritize the public acquisition of critical waterfront lands, easements or right-of-ways when feasible and as such private properties become available through sale or tax foreclosure.
7. Strive to create continuous public access along the waterfront, linking together existing and future parks, open space, access and recreation areas. Map 4.1 shall be used to guide decisions about future trail connections.
8. Include physical public access and/or water-related recreation facilities as part of all new waterfront development.
9. Encourage land uses which are water-dependent and/or water-enhancing that provide physical or visual access to the river.

10. Restrict public access and water-related recreation on public lands only where incompatible with public safety and protection of natural resources. Where safety or security issues restrict continuity of public access, work to develop creative solutions such as appropriately screened safety fencing.
11. Ensure access for the general public at locations where State or Federal funds are used to acquire, develop, or improve parkland.
12. Encourage and facilitate the appropriate development of private recreational facilities (such as whitewater outfitters) along the waterfront.

**9.2 Provide public visual access to waterfront lands and waters or open space at all sites where physically practical.**

1. Protect existing view corridors along the Black River waterfront, bridges and overlooks.
2. Minimize adverse impacts on visual access and incorporate design and building techniques to preserve and/or retain visual access.
3. Use landscape planting and other techniques to screen adjacent uses and structures that detract from visual quality.
4. Increase visual access wherever practical.
  - a. Increase physical and visual access to the water from bridges, such as the Vanduzee Street Bridge, Court Street Bridge, Mill Street Bridge, Pearl Street Bridge and Route 3 (Eastern Boulevard) Bridge, as improvement activities are undertaken.
  - b. Where possible, improve visual access to the Black River from main waterfront streets such as Black River Parkway, West Main Street, Coffeen Street, Factory Street, Huntington Street, Moulton Street, and Water Street.

**9.3 Preserve the public interest in and use of lands and waters held in public trust by the State and other public entities.**

1. Limit grants, easements, permits, or lesser interests in lands underwater to those instances where they are consistent with the public interest in the use of public trust lands.
2. Determine ownership, riparian interest, or other legal right prior to approving private use of public trust lands under water.
3. Limit grants, including conversion grants, in fee of underwater lands to exceptional circumstances.
4. Reserve such interests or attach such conditions to preserve the public interest in use of underwater lands and waterways which will be adequate to preserve public access, recreation opportunities, and other public trust purposes.
5. Evaluate opportunities to re-establish public trust interests in existing grants which are not used in accordance with the terms of the grant, or are in violation of the terms of the lease, or where there are significant limitations on public benefits resulting from the public trust doctrine.

**9.4 Assure public access to public trust lands and navigable waters.**

1. Ensure that the public interest in access below mean high water and to navigable waters is maintained.

2. Allow obstructions to public access when necessary for the operation of public water-dependent uses and their facilities or when there's an overriding public benefit for health and safety.
3. Use the following factors in determining the minimum access necessary: the size and nature of the water body, the uses of the adjacent waters by the public, the traditional means of access used by surrounding similar uses, and whether alternative means to gain access are available.
4. Minimize, to the maximum extent possible, obstruction of public use of public trust lands and navigable waters.

## **Working Waterfront Policies**

### ***Policy 10 Protect water-dependent uses and promote siting of new water-dependent uses in suitable locations.***

The intent of this policy is to protect existing water-dependent commercial, industrial, and recreational uses and to promote future siting of water-dependent uses at suitable locations. It is also the intent of this policy to enhance the economic viability of water-dependent uses by ensuring adequate infrastructure for water-dependent uses and their efficient operation. Proposals which preserve existing, and/or create new, water-dependent uses shall be given priority over those facilities that are not water-dependent or water-enhanced.

Water-dependent uses are defined as “activities which can only be conducted on, in, over or adjacent to a body of water because such activities require direct access to that water body, and which involve, as an integral part of such activities the use of water.” In contrast, water-enhanced uses are defined as “activities which do not require a location adjacent to coastal waters, but whose location on the waterfront adds to the public use and enjoyment of the water’s edge.” Thus, water-dependent uses are those that need to be physically located on or near water whereas water-enhanced uses do not have to be physically located on or near water, but are much enhanced by this distinction.

#### **10.1 Avoid actions which would displace, adversely impact, or interfere with existing water-dependent uses.**

#### **10.2 Promote the siting of new water-dependent uses at suitable locations and provide for their safe operation.**

#### **10.3 Improve the economic viability of water-dependent uses by allowing for non-water-dependent accessory and multiple uses, particularly water-enhanced and waterfront support services, including improved tourism infrastructure for water recreation.**

#### **10.4 Provide sufficient infrastructure for water-dependent uses.**

1. Avoid shore and water surface uses which would impede navigation for recreational boating and ensure that new water-dependent uses do not impair recreational navigation of the river.
2. Improve recreational navigation with the use of engineering improvements to dam structures and their operation, where feasible.

3. Maximize multiple-use benefits such as improved boat navigation, improved fish dispersal (fish ladders) and pedestrian connections such as walkways or bridges on dams.
4. Use suitable dredged material for waterfront land replenishment, wetland restoration, or other beneficial uses.

***Policy 11 Promote sustainable use of living riverine resources in the WRAB.***

Recreational uses of living riverine resources and their accompanying economic activity constitute an important contribution to the local and regional economies. Maintenance of the long-term health and abundance of fishing resources and habitats is critical, as is ensuring that the resources are sustained in usable abundance and diversity for future generations. This requires the protection and conservation of habitats, restoration of habitats in areas where they have been degraded, and maintenance of water quality at a level that will foster the occurrence and abundance of these resources. Use of the available resources must be consistent with the maintenance of healthy stocks and habitats, and maximize the benefits of resource use to provide valuable recreational experiences and viable business opportunities for commercial and recreational fisheries.

Protection of native stocks includes protecting the genetic integrity of recognizable native populations that can be placed at risk by inappropriate stocking. Native stocks also need to be protected from adverse impacts due to the introduction of non-indigenous species. Furthermore, the occurrence and abundance of riverine resources should be fostered through the protection, enhancement and restoration of habitats and water quality.

**11.1 Ensure the long-term maintenance and health of living riverine resources.**

1. Ensure that commercial and recreational uses of living riverine resources are managed in a manner that:
  - Results in sustained useable abundance and diversity of the riverine resource
  - Does not interfere with population and habitat maintenance and restoration efforts
  - Uses best available scientific information in managing the resources
2. Protect, manage, and restore sustainable populations of indigenous fish, wildlife species, and other living marine resources. Foster occurrence and abundance of riverine resources by protecting spawning grounds, habitats, and water quality; and by enhancing and restoring fish habitat.

**11.2 Provide for commercial and recreational use of river fisheries.**

1. Protect, manage, and restore sustainable populations of indigenous fish, wildlife species, and other living riverine resources.
2. Maximize the benefits of river fisheries so as to provide a valuable recreational resource experience.
3. Where fishery conservation and management plans require actions that would result in resource allocation impacts, ensure equitable distribution of impacts among user groups, giving priority to existing fisheries in the State.
4. Protect the public health and the marketability of river and fishery resources by maintaining and improving water quality.

**11.3 Promote recreational use of riverine resources.**

1. Provide opportunities for recreational use of riverine resources.



2. Provide adequate infrastructure to meet recreational fishing needs, including fishing piers, dockage, parking and livery services.

**Policy 12 Protect agricultural lands.**

*This policy does not apply to the LWRP. The proposed waterfront boundary does not contain any agricultural lands and the potential for agricultural use is minimal.*

**Policy 13 Promote appropriate use and development of energy and mineral resources.**

In dealing with energy problems, the first order of preference is the conservation of energy. Energy efficiency in transportation and site design, and efficiency in energy generation are the best means for reducing energy demands. Reduced demand for energy reduces the need for construction of new facilities that may have adverse impacts on waterfront resources.

In addition to the impacts of construction of new energy generating facilities, the potential impacts of oil and gas extraction and storage and mineral extraction must be considered. In particular are the potential adverse impacts of mining activities on aquifers.

**13.1 Conserve energy resources.**

1. Promote and maintain energy efficient modes of transportation, including mass transit and alternative forms of transportation.
2. Plan and construct sites using energy efficient design.
3. Capture heat waste from industrial processes for heating and electric generation.
4. Improve energy generating efficiency through design upgrades of existing facilities.

**13.2 Promote alternative energy sources that are self-sustaining, including solar and wind powered energy generation.**

In siting such facilities, avoid interference with waterfront resources, including migratory birds, and coastal processes. Also, avoid impacts to key scenic resources identified in Chapter 2.

**13.3 Ensure maximum efficiency and minimum adverse environmental impact when siting major energy generating facilities.**

1. Site major energy generating facilities in a waterfront location where a clear overriding public benefit is established.
2. Site major energy generating facilities close to load centers to achieve maximum transmission efficiency.
3. Site and construct new energy generating and transmission facilities, including updates to existing structures, so they do not adversely affect natural, recreational, and economic waterfront resources.
4. Include adequate measures to mitigate the adverse impacts of major energy generating facilities, including but not limited to mitigation fees to address impacts in neighborhoods.

**13.4 Minimize adverse impacts from fuel storage facilities.**

1. Regional petroleum reserve facilities are inappropriate in the WRAB.

2. The production, storage, or retention of petroleum products in earthen reservoirs is prohibited.
3. Protect natural resources by preparing and complying with an approved oil spill contingency plan.

**13.5 Minimize adverse impacts associated with mineral extraction.**

1. Commercial sand and aggregate mining is generally presumed to be an inappropriate use in the proposed waterfront area.
2. Preserve topsoil and overburden using appropriate site preparation techniques and subsequent site reclamation plans.

DRAFT

# *Chapter IV: Proposed Land and Water Uses and Projects*

## **Introduction**

This section provides both a “big picture” vision for the Black River waterfront that encompasses the entire WRAB, as well as site-specific design concepts and project recommendations for waterfront opportunity areas. The “big picture” is essentially a land and water use vision for the entire WRAB, with consideration given to the local and regional context outside of the WRAB (Map 4.1: Proposed Land and Water Uses). Following the discussion of the overall land-use vision for the WRAB, site-specific concepts in five focused waterfront opportunity areas are discussed (Map 4.2: Proposed Land and Water Projects).

## **The “Big-Picture” Proposed Land and Water Uses in the Waterfront Boundary Area**

### **Waterfront Vision**

The Black River waterfront is a diverse and dynamic interface between the natural and built environments. Water-dependent and water-enhanced uses should be promoted and prioritized along the riverfront in a pattern that maintains or enhances the waterfront experience. Existing and new development should adopt the following planning principles:

- Fully protect and showcase the natural, scenic, historic and recreational opportunities of the waterfront
- Complement existing economically stable areas (residential, commercial, and water-dependent uses)
- Maintain and connect (physically and visually) to other stable areas of the city
- Continue the waterfront trail
- Promote and/or support the heritage and recreational tourism opportunities of the river
- Provide and/or complement waterfront “people places” and areas for public interaction
- Provide opportunities where feasible for visual or physical access to the water

### **Proposed Land and Water Uses**

A land and water use vision for the WRAB area has been articulated through the public workshops and meetings held throughout the visioning and planning process. At the heart of this vision is the desire for the city’s residents to see the waterfront lands used for their “highest and best” use, such as the water-dependent and water-enhanced uses identified in Chapter III (see Policy 10). Water-dependent uses include hydroelectric facilities and associated infrastructure. They also include river outfitters, kayaking and kayak access areas and other recreational opportunities dependent upon the Black River. Desirable water-enhanced uses are likely to vary throughout the waterfront, but might include restaurants, bed and breakfast (B&B’s) and hotels, boutiques and specialty shops, and residential development.

A conceptual vision for the waterfront is depicted in **Map 4.1: Proposed Land and Water Uses**. Because the ideal waterfront includes a mix of uses, the vision identifies the predominant land-use category or pattern but provides room for a diversity of land uses within each category. The map

identifies the following land uses: water-dependent uses, water-enhanced uses, open space and recreation, and the waterfront trail. The land and water use categories are explained in more detail in the text box below.

## **A Waterfront Vision: Land and Water Uses**

To achieve the community's vision for the Black River waterfront, many of the existing land use patterns will need to be modified. The community's vision for a revitalized waterfront calls for trails, open space and public recreation areas. It includes whitewater rafting and kayaking access, restaurants, retail shops, and residential developments that accentuate the waterfront. A proposed land and water use map (Map 4.1: Proposed Land and Water Uses) articulates the community vision using the following land and water use categories:

### ***Land Uses***

*Water-Dependent Uses: includes hydroelectric facilities and whitewater rafting and kayaking facilities in a pattern that allows for waterfront open space and access.*

*Water-Enhanced Uses: primarily recreational, cultural, retail or entertainment uses that are enhanced by a waterfront location.*

*Open Space and Recreation: includes waterfront preserves, parks, recreation, trails, fishing access, boating access, and park-and-play whitewater access.*

*Waterfront Trail: an interconnected trail system that follows the Black River shoreline (and other important connections) and links together many of the open space and community resources along the Black River.*

### ***Water Uses***

*Dams: dams, diversions, and infrastructure for water-dependent uses.*

*Access points: access to the river for fishing, kayaking, canoeing, and rafting.*

*Blueway Trail: dedicated access for navigation by kayaks, rafts and other non-motorized boats; fishing; and canoe access along shoreline and flatwaters.*

## Detailed Opportunity Area Recommendations

In the following section, land use concepts and project recommendations are provided for the five opportunity areas as identified in **Map 4.2: Proposed Land and Water Projects**. These opportunity areas are set forth below:

### A. Van Duzee Street Barns Residential Community

Waterfront-oriented residential community that features adaptive reuse of existing brick warehouse buildings.

### B. Whitewater Park and Hole Brothers Waterfront Loft District

Mixed-use loft-style residential district oriented towards Hole Brothers and the Black River.

### C. Downtown Connection

Pedestrian-oriented connection between Public Square and the downtown waterfront that draws people to the waterfront.

### D. Factory Square and Sewall's Island Mixed-Use Communities

Revitalized mixed-use complexes that offer opportunities for dining, shopping, retail, office space, and residential living surrounded by open space and a revitalized Black River corridor.

### E. Eastern Islands Park and Recreation Area

Natural park offering opportunities for active and passive recreation as well as preservation of wildlife habitat and scenic landscapes.

Renderings, including plan views and perspectives, are used to illustrate potential waterfront redevelopment and preservation opportunities for each of the abovementioned opportunity areas. It should be noted, however, that these plans and images are conceptual in nature and are provided to illustrate the application of the overall vision for the waterfront at key areas. Future detailed designs will be created by interested developers and landowners and may vary from the conceptual plans.

## A. Van Duzee Street Barns Residential Community

The Van Duzee Street Barns area (Figure 4.1) is a privately-owned property located on the northeast side of the Van Duzee Street Bridge and includes the former New York State Department of Transportation (DOT) “barns” structures which currently are mostly vacant except for one active light manufacturing business. The New York State Department of Conservation (DEC) fishing access and parking area is adjacent to the Van Duzee Street



Figure 4.1: Long, narrow warehouse-style brick buildings typify the former DOT “barns” site on the northeast side of the Van Duzee Street Bridge.

Barns property. The property is surrounded by existing neighborhoods and commercial businesses along West Main Street, which form an important urban “fabric” that gives context and a sense of place to this area. An active railroad line crosses along the eastern boundary of the property.

The vision for the Van Duzee Street area (Figure 4.2) is to create development that enhances the very unique assets of the property, including a complex of brick warehouse-style buildings, over 1,000 linear



feet of south-facing waterfront property, and excellent access off of Van Duzee Street (close to I-81). Adaptive reuse of the existing “barns” buildings to create a waterfront residential community with a public shoreline and greenway is envisioned as one potential use of the property. Alternatively, commercial uses including retail and offices could be added to provide a mixed-use environment.

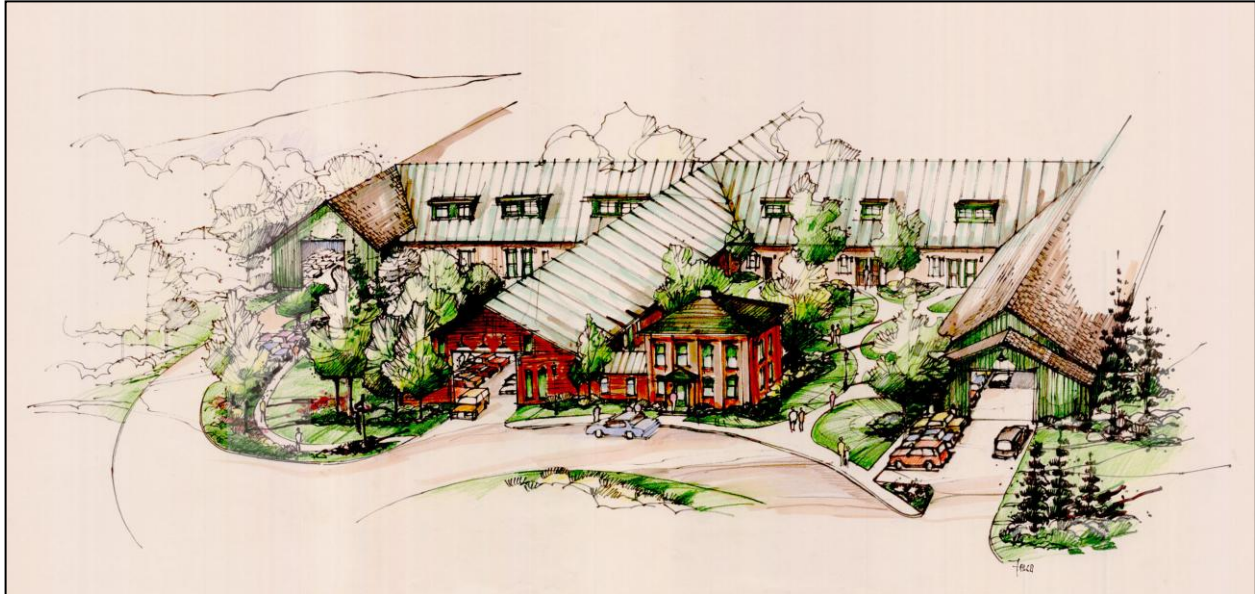


Figure 4.2: View of the main entrance to the proposed revitalized DOT “barns” buildings as a high-quality residential community. Parking is integrated into the existing structures. Interior courtyards and open space give character to the steel and brick buildings.

Making this vision a reality is not without its challenges. The feasibility of reusing the existing structures on this property will need further assessment. One of the main challenges for residential development in this area will be to buffer the residences from the negative effects of the freight train activity (such as noise and dust) on the adjacent property.

Connecting this proposed development (both by roads and by pedestrian linkages) to other nearby neighborhoods and commercial development will help to strengthen the area, and will also provide an opportunity for the existing residents to connect to the waterfront. Additionally, continuing the property’s waterfront greenbelt eastward along the shoreline to connect with Beebee’s Island and downtown will provide an important community trail linkage. The two small deteriorated buildings in the southeastern end of this property could offer opportunities for adaptive reuse (or new construction if the buildings are not structurally sound) as a community center for recreation, arts, or other desired use as identified by the community.

#### **Proposed Projects:**

- Develop a waterfront trail and greenway along the Black River shoreline. This could be accomplished through a public-private partnership or agreement in which a trail/greenway easement is provided and/or constructed through the development process. Include waterfront access areas and stone terracing along the river banks to allow for whitewater boating access.
- Work with the landowner and development community to explore options for the Van Duzee Street Barns residential community, ensuring that the development takes full advantage of its south-facing position along the Black River, its unique brick warehouse-style buildings, and the

surrounding residential fabric. As a first step in this process, an assessment of the site's capacity for such a development, including the potential for reuse of the existing structures, should be conducted. This site assessment would include environmental, architectural, and economic feasibility analysis.

- Explore the potential for a waterfront community center at the east end of the Van Duzee Street property with the landowner and with the community. Discuss with the community potential programmatic alternatives for the community center, including usage (for example as an arts facility, an educational facility, a recreational facility, etc.) and demographics of potential patrons.



Figures 4.3 and 4.4: The Van Duzee Street Barns current garage entrance (left image) compared to a rendering of potential future interior parking entrance and reception area to the right (right image).

## B. Whitewater Park and Hole Brothers Waterfront Loft District

The Whitewater Park and Hole Brothers Waterfront Loft District extends along Newell Street from Arch Street to Hawk Street. This area currently supports a mix of uses, with an emphasis on light industrial and commercial uses. Vacant buildings and properties can be found throughout. The area is home to the Hudson River Rafting Company, a water-dependent use that should be supported through the waterfront vision (Figure 4.5). Hole Brothers (a whitewater “play wave” in the Black River that is one of the most well used park-and-play whitewater destinations in the north-eastern United States) is also visible from the shoreline and is a key element of the waterfront experience in this area.

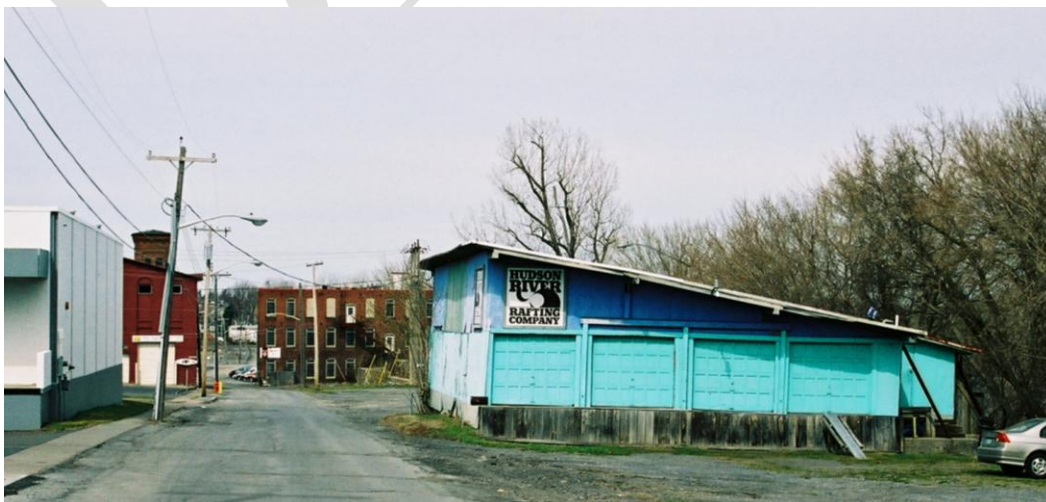


Figure 4.5: A view of Newell Street with the Hudson River Rafting Company (an existing whitewater outfitter) in the foreground and brick warehouse buildings in the background.

The Whitewater Park and Hole Brothers area includes opportunities for adaptive reuse of historic buildings, including several warehouse buildings with potential for loft-style residential living as well as first-floor commercial and office uses (Figure 4.7). Because of its proximity to the Black River and Hole Brothers wave area, it could become a vibrant waterfront residential "live-work" community that is centered around these unique water features. Waterfront open space and water-enhanced uses such as restaurants and retail would generate additional vitality.

With some basic improvements to the streetscape (a recommended minimalist "steel and stone" theme) such as lighting, signs, pedestrian walkways and planters, and some targeted marketing, this area could organically grow into the vision of a waterfront-based live-work loft district. Rehabilitation and reuse of buildings is the first step in this process. As these buildings become inhabited, some infill of key development parcels could begin to close the gaps in the streetscape.



*Figure 4.6: Two warehouse-style buildings in the Newell Street district. These types of buildings exemplify the loft-style adaptive reuse potential of the area.*

To facilitate the transition of this area, some basic bank improvements are necessary to allow for access and viewing along the river's edge. Specifically, in the area between Newell Street and the waterfront near Hole Brothers, on land currently owned by the city, it is recommended that a formal access area for kayakers and rafters be created. The banks of the Black River immediately downstream of Hole Brothers could be re-graded and terraced to allow viewing as well as access to Hole Brothers. Terracing of the bank's edge allows for direct access and interaction at the river's edge.

The City has already undertaken and completed the recommendations presented here for improved access to Hole Brothers as part of the Black River Parks Project.

In addition, the old warehouse across Newell Street from Whitewater Park (Figure 4.6) is currently being renovated into 30 apartments and 3 commercial spaces. This project will be completed in late 2009, or early 2010.





Figure 4.7: Realizing the full potential of the waterfront, this image depicts a pedestrian waterfront with opportunities to stand over the river on a deck/observation platform and opportunities for closer interaction at the river's edge along a landscaped bank. This enticing waterfront area is surrounded by a vibrant cluster of revitalized warehouse buildings.

#### **Proposed Short-term Projects:**

- Terrace, re-grade and landscape the river banks below Hole Brothers for improved access and viewing.
- Construct necessary streetscape improvements along Newell and Hawk Streets to create an area that is more amenable to loft-style living and working environments. Types of improvements might include lighting, sidewalks (if right-of-way is available), benches, and street trees. A theme of “steel and stone” materials is recommended as a minimalist approach to providing necessary amenities to match the character of the area. For example, steel industrial-style lighting could be placed off the sides of buildings rather than the more traditional gas lamp style historic streetlights.
- Work with property owners and others to rehabilitate key warehouse buildings to accommodate loft-style residential live-work uses.

#### **Proposed Long-term Projects:**

- Create an industrial heritage park that features the mill ruins and other important industrial heritage along the river's edge. One concept that was created for the Whitewater Park and Hole Brothers area includes a history garden and footbridge access that leads people over the mill ruins and helps to interpret the area's industrial history. This type of park would compliment the proposed riverfront access for kayakers and others and provide for a more diverse waterfront experience, leading people both to the water's edge as well as out over the water.
- Work with land owners and others to create new infill liner buildings (to fill in obvious gaps along the streetscape where buildings used to stand).

### C. Downtown Connection

The Downtown Connection is the physical connection between Public Square and the Black River.

Downtown Watertown represents in many respects the cultural and economic heart and soul of the region. It represents the history of the settlement and the growth of the Black River Valley and is the home to a significant set of architectural community assets. The majority of the area immediately linking downtown and the waterfront is currently occupied by the JB Wise parking lot. The main constraint to developing a connection between the downtown and the waterfront is Black River Parkway, which is a well-traveled bypass road.



Figure 4.8: Black River Parkway is currently a barrier to pedestrian flow between downtown and the waterfront.

Development of the connection between downtown and the waterfront has been identified by the public as the most critical need and should be given priority when implementing this LWRP. The vision for the Downtown Connection is a well-defined linkage between Public Square and the waterfront, one that encourages visitors and residents in the downtown area to continue on to the waterfront. More than just a connection between the downtown and the waterfront, it would be a destination unto itself, providing opportunities for shopping, recreation, and other touristic and community activities in a safe and enjoyable environment.

The conceptual plans for the Downtown Connection (following page) illustrate a pedestrian connection leading from Public Square to the waterfront, with a safe pedestrian crossing of Black River Parkway. It also provides for improved pedestrian access at the intersection of Mill Street and Black River Parkway. Recommended uses for this area include water-enhanced uses such as restaurants, cafes, river outfitters, and outdoor food stands, as well as open space, community and civic activities, parks and trails.



Figure 4.9: Strauss Memorial Walkway: an existing connection between downtown and the JB Wise Parking Lot.





Figure 4.10: A conceptual design for the Downtown Connection: in this plan, a linkage along a paper street (Anthony Street) is created. It extends across Black River Parkway. This plan also shows improved pedestrian intersections at Mill Street and an enhanced JB Wise parking lot that helps to guide pedestrian circulation.



Figure 4.11: In an alternative conceptual design for the Downtown Connection, the link is created using the same paper street (Anthony Street) but instead of a linear pedestrian walkway, the connection extends through a community pavilion.

Several alternatives for a connection between the downtown and the waterfront have been identified as potential options, including the ones shown in the conceptual plans on the previous page. However, these conceptual alignments require more study, including investigation of an appropriate location and configuration for a crossing of Black River Parkway, and a better understanding of parking needs in the immediate vicinity.



**Proposed Short-term Projects:**

- Create a plan to address public access and circulations improvements within and between downtown and the waterfront.
- Design and construct a covered walkway to be used for special events and to strengthen the connection between Downtown and the waterfront.

**Proposed Long-term Projects:**

- Reconstruct J B Wise parking lot with additional vehicular entrances and exits, enhance vehicular flow, improved pedestrian connections and improved pedestrian flow.

**D. Factory Square and Sewall’s Island Mixed-Use Communities**

Factory Square and Sewall’s Island are both located approximately mid-way along Watertown’s Black River corridor. Factory Square is located along the south side of the Black River, with direct access from Factory Street. Sewall’s Island is a teardrop-shaped island east of Factory Square with access from Pearl Street. Factory Square currently contains several active businesses, mainly for the purposes of light manufacturing. Sewall’s Island is currently vacant except for Brookfield’s hydroelectric facility. Both properties are within close proximity to Fort Drum and could serve as potential residential development sites for military families.

Factory Square provides substantial opportunities for mixed-use redevelopment, including residential, commercial, and open space uses. The area includes several very unique industrial waterfront buildings that have an interesting relationship to the waterfront. These buildings should be preserved and featured in new development efforts and can serve as the primary design interest for any new development.

Sewall’s Island offers the best opportunity for a destination whitewater park within the study area. Any future development on Sewall’s Island will be highlighted by access to this attractive stretch of the Black River. Future competitions and daily recreational use of this corridor would provide an attraction to the island and an anchor for potential future businesses.



Figures 4.12-14: The Black River Paper Company (right, top) is one of the most visually prominent buildings in the area, and offers substantial adaptive reuse opportunities. These buildings back up to an exceptional stretch of the Black River (right, bottom) that features limestone shelves and cliffs and calmer water currents.

The major challenge to the redevelopment of this area is the possibility of contamination of the land from past industrial practices. A portion of Factory Square (the Abe Cooper site) has already been remediated to allow for recreational use; however, much of Sewall's Island is likely in need of extensive remediation. This need for remediation can also be viewed as an opportunity, as there are a number of grants and tax incentives for redevelopment of contaminated properties, also known as "brownfields." The city is conducting an assessment of Sewall's Island (and other brownfields) under its Brownfield Opportunity Area (BOA) grant. Sewall's Island also presents challenges for development with its steep rocky edges and also with the need to preserve the hydroelectric activity and dams that create rapids and fast-flowing water. These challenges also present opportunities for kayaking and whitewater events.

An abandoned railroad line that bisects Sewall's Island provides an opportunity for reuse as a rail-trail. Conversion of the railroad to create the Sewall's Island Rail-Trail provides a relatively cost-effective way for the city to provide interim access to Sewall's Island and generate interest and enthusiasm for future redevelopment of the island. Development of small gateway areas at each end of the rail-trail will help to anchor the trail. These trail gateways might include, for example, interpretive signs, benches, food vendors, exercise stations, and small gardens. The trail could then be integrated into any future redevelopment plans.



Figures 4.15 and 4.16: The existing Sewall's Island rail bridge (left) and the potential for a future rail-trail (right).

Factory Square's existing industrial buildings are a unique asset to be reused and featured in design for the area. Factory Square is at a convenient and visible intersection of Factory, Huntington, Pearl and Fairbanks Streets and offers potential for a "mid-river" staging area or "gateway" entrance to Sewall's Island and Watertown's industrial riverfront.

Redevelopment of Factory Square and/or Sewall's Island could provide mixed-use opportunities, including residential, water-enhanced uses (restaurants, cafes, small-scale hotels or B & B's, river outfitters, bike rental and sales, and outdoor food stands), retail (for example, neighborhood grocery, video, and pharmacy), boutique and specialty stores, waterfront open space, parks and trails. It might also include an opportunity for waterfront education/interpretation through adaptive reuse of an existing building into a museum or other type of educational "gateway" feature. For example, the Black River Paper Company building could be reused as an interpretive center/museum exhibiting or featuring the area's industrial history.



The redevelopment of Sewall's Island and Factory Square will most likely be multi-phase projects which the city may need to initiate through early assessment for environmental contamination as well as for the feasibility of adaptive reuse of some of the buildings. Provision of aesthetic and open space amenities in the area will also demonstrate investment that may help to encourage the development community. The city has recently received a grant to help develop park improvements and a trail segment along the shoreline of the Abe Cooper site. Additional kayak and canoe access in this area is also being provided as part of this project. Similarly, private investment in façade improvement as well as public investment in improving the overall aesthetics of Factory Street (through sidewalks, lighting, planters and other amenities) will help to revitalize the area and create an environment for investment.

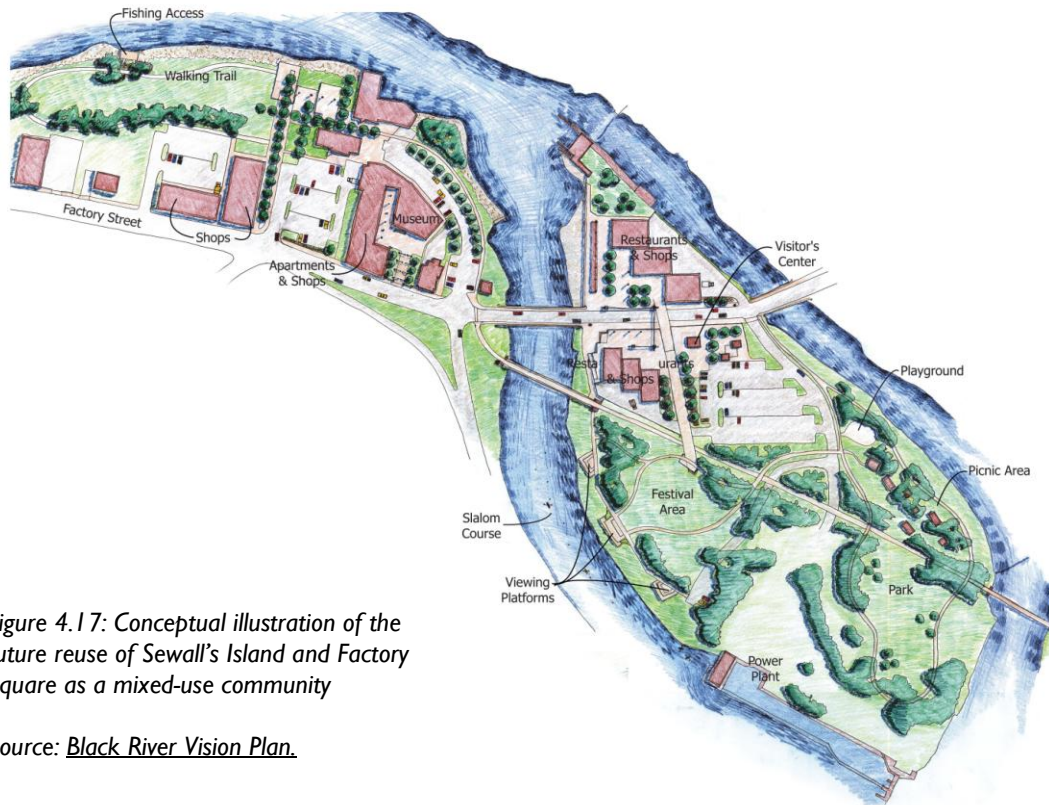


Figure 4.17: Conceptual illustration of the future reuse of Sewall's Island and Factory Square as a mixed-use community

Source: Black River Vision Plan.

### Proposed Projects:

- Construct trail and whitewater boating access along the western edge of the Factory Square area (Abe Cooper site). This project was completed by the City in 2009.
- Continue to evaluate and plan for brownfield remediation on Sewall's Island and investigate potential future uses for the island.
- Create necessary aesthetic improvements to Factory Street as funds are available. Recommended improvements include sidewalks, street trees, bicycle lanes, planters, lighting, and pedestrian crosswalks and pavement.
- Through a cooperative planning process, work with existing property owners, interested developers and investors to create a long-term plan for reuse of Factory Square Buildings. The plan should include a detailed scheme for access, parking, and landscape improvements. It

should also include the creation of an appropriately-scaled gateway entrance to this area with visitor information.

- Investigate the potential for a 50-50 façade program to provide property owners along Factory Street with matching funds for façade improvements.
- Create a plan for, and construct, the Sewall’s Island Rail-Trail. In the long-term, integrate rail bridges and trail into overall design scheme for redevelopment of Sewall’s Island.

## E. Eastern Islands Park and Recreation Area

The eastern Black River waterfront area, including the Route 3 Wave, Huntington Island, and Delano Island is different from the other opportunity areas discussed in this report. This area is mostly undeveloped and semi-natural and provides the majority of the non-urban waterfront experience in Watertown. Currently, this area hosts the city’s water treatment and hydroelectric facilities and waterfront access areas such as the Rotary Club fishing access, Marble Street Park and Waterworks Park. The north side of Huntington Island is used to store sludge generated as part of the city’s water treatment operations. The Route 3 wave is an important whitewater play wave and has hosted national level, freestyle kayaking events like the North American Championships and National Team Trials.



Figure 4.18: A view of the natural scenery of the Eastern Islands Park area.

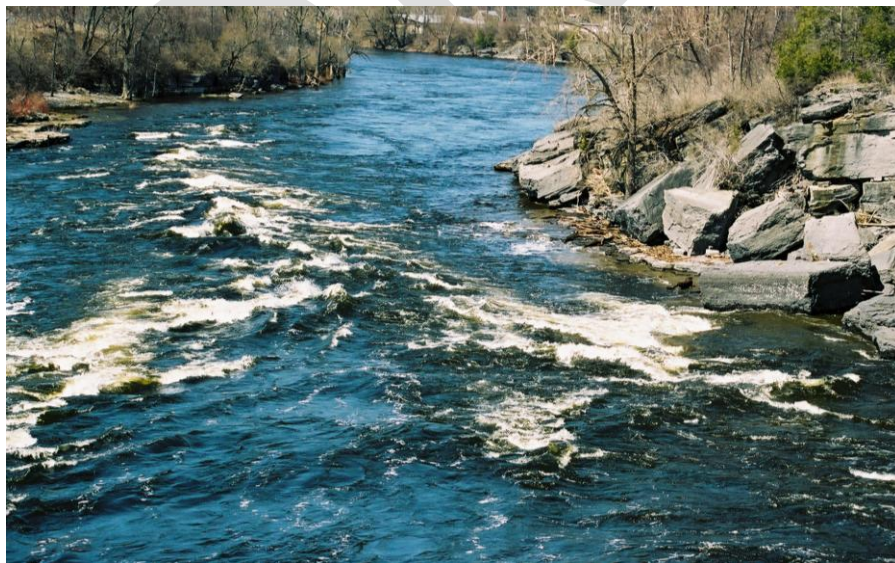


Figure 4.19: The Black River’s “natural” course in the area of the Route 3 Wave.

This eastern area is envisioned as a primary waterfront recreation destination and nature preserve. It would include diverse recreational opportunities including trails, kayak and boat access, viewing areas, waterfront parks and open space, and tent camping and other light recreational uses in moderation. It would also provide for the protection of significant wildlife habitat and natural lands through the creation of a nature preserve, with



opportunities for environmental education (for example, by development of a youth camp on Huntington Island or another appropriate location).

A recommended approach for realizing the vision of a recreation area and nature preserve is to conduct a more detailed park master planning process to develop a program and process for the park's creation. This plan should identify appropriate uses for passive and active recreation and for nature preservation. It should also help to define appropriate and feasible ownership, construction, management and maintenance partners for the park. This master planning process should be conducted with extensive community outreach and should include all potential partners in development of the park (such as state and county agencies, the Tug Hill Commission, and non-profit environmental or neighborhood organizations). The conceptual plan for the park and nature preserve identifies a future pedestrian bridge connection from the island below the Route 3 (vehicular) Bridge east to Delano Island. It also identifies loop trails along Delano Island and a continued pedestrian connection from Delano to Huntington Island. The Park Master Plan will help to confirm the feasibility and desirability of such connections.

In the short-term, some basic improvements to the Route 3 Wave area to allow for safe access for whitewater boating and observation are necessary. These improvements include connecting the existing parking area within Marble Street Park (completed in 2007) to river level for paddlers as well as spectators. The *Black River Whitewater and Trail Feasibility Study* provides a more detailed discussion of the types of improvements that are recommended in this area, as well as for the entire Black River corridor.



Figure 4.20: A conceptual plan for the Eastern Islands Park indicating potential for enhanced access at Route 3 Wave, pedestrian linkages between the eastern islands (Delano and Huntington), and improved gateway entrances to the park along the north and south touchdowns of the Route 3 Bridge.

There is also an opportunity to improve the area's existing access along Huntington Street by creating a small-scale gateway at the eastern side of the intersection of Huntington Street and the Route 3 Bridge.

This gateway could provide signage, landscaping and/or other amenities that help to introduce the river to passing vehicles.

**Proposed Projects:**

- Conduct a master planning process to identify ownership, maintenance, etc. for a nature preserve and passive recreation area on Delano and Huntington Islands. The plan should investigate the following: ownership options, water quality/conflicting uses, permitting, implementation, operation and maintenance, etc.
- Construct improved access at Route 3 wave, including a pedestrian connection between Water Works Park and Marble Street Park to the Route 3 Wave. The City completed this in 2007.
- Create a gateway entrance along south touchdown of Route 3 Bridge, to serve as visual indication of entering the Black River area.

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## Design at the River's Edge: Improving Access for Whitewater Paddlers

The Black River corridor in Watertown presents challenges to access for whitewater boaters and the general public alike. Most commercial rafting companies use private put-ins to start their trips. Private kayakers primarily access the river at either the Route 3 Wave or Hole Brothers and limit their paddling to the immediate areas surrounding these two play waves. Access along the rest of the corridor is limited by private land and dams.

Site specific improvements are recommended for both Whitewater Park where Hole Brothers is located and the Route 3 Wave in order to improve access to these sites. Bank terracing with large native stone allows for pedestrian movement, kayaking access and planting pockets for attractive landscaping. Access along the length of the study area can be improved through the gradual acquisition and development of public space along the corridor and the modification of the dams to allow safe boat passage through Watertown.

Trails should be placed as close to the river as possible and facilitate access to the water when physical conditions allow. The primary trail corridor should be ten feet wide and surfaced with asphalt or concrete with narrower spur trails connecting points of interest with the main corridor. In several places natural limestone shelves can be utilized as the foundation for river level trails.



*Examples of waterfront design treatments: terracing of the river bank to allow people to get down to the water (top left), trail access along the river's edge (top right) and pedestrian access at a bridge underpass (bottom).*

Images provided by Recreation, Engineering and Planning

## Recommended River-wide Projects:

### 1. Black River Greenway and Blueway Master Plan

Create a river-wide interconnected park and trail system, which includes a waterfront trail (land trail) that spans the Black River, and a designated blueway trail (water trail), which includes access points for kayaks, canoes and rafts as well as camping, restrooms, and other supporting facilities. In anticipation of developing this system, create a *Black River Greenway and Blueway Master Plan*, in close coordination with landowners, the community, and local and regional trails, open space, recreation and tourism partners. Use the **Proposed Land and Water Uses Map (Map 4.1)**, which outlines conceptual blueway and greenway trails, as a basis for developing more detailed trail alignments. The master plan should:

- Identify a specific alignment for the trail, detailed in shorter segments for ease of analysis.
- Identify major opportunities (such as educational or scenic) and constraints (such as ownership, environmental issues, and security) for completing the trail segments.
- Develop detailed cost estimates for design and construction of trail segments (as well as any cost estimates for additional feasibility analysis of difficult segments).
- Identify appropriate connections to regional trail systems, such as the Calcium Trail, the Black River Trail, and the regional Black River Blueway Trail being planned by the Tug Hill Commission.
- Identify potential trail staging/gateway areas and linkages to parks, open space and recreational features (including but not limited to the fairgrounds, Thompson Park, the Jefferson Community College trails, and all of the city's waterfront parks).
- Set short and long-term priorities for completing the trail, by segment.
- Identify potential grants, funding sources, and financial partners for completing the trail.
- Identify appropriate entities and partners for trail planning, construction, maintenance, and promotion/marketing.
- Provide general trail design guidelines such as appropriate materials, width and design treatments (which may vary depending on the setting), as well as a trail logo, trail marker, and sign guidelines.

### 2. Develop and Implement a River-Wide Sign Program

Conduct and implement a river-wide sign program to improve “visual access” to the river. Locate signs that direct people to the waterfront and river amenities, in prominent locations that are visible to pedestrians, cyclists, and motorists. Develop a “Black River” logo and use this logo in a consistent sign template throughout the river corridor. Signs should be consistent with the Black River’s designation as a blueway. The City is currently undertaking the design and installation of both park signs and wayfinding signs.

### 3. Develop a Financing Strategy for Implementing the LWRP

This LWRP calls for a substantial amount of public and private investment. The scale of capital investment needed may be out of the scope of the city budget. This type of revitalization endeavor calls for a targeted strategy for financing, including both public and private funds, that leverages investment to the highest capacity. Building on the work in this LWRP, as well as the parallel economic study, a strategy should be developed for financing both public and private projects. There are numerous potential financing options for the city to evaluate and explore (for example, expanded state and federal financial support, creation of a nonprofit

redevelopment agency, etc). These options should be evaluated, along with the local capacity, to create a program that will prove to be a good match for the city and the community.

**4. Develop a Local Black River Tourism Strategy**

Create a local tourism and marketing plan and strategy for the Black River, including gateway information areas that will provide visitors with information on recreational activities, dining, shopping, lodging, etc. in the waterfront area. Ensure that this plan allows for flexibility as the waterfront grows and tourism options diversify. Continue to designate a city staff person to act as a liaison to coordinate with regional tourism and marketing entities to ensure that Watertown's tourism resources are fully promoted.

**5. Develop a Building Stabilization Program**

Create a building stabilization program for short-term protection of vacant adaptive reuse sites and waterfront properties to protect them from neglect and demolition. Identify a "top-ten" list of buildings in need of immediate stabilization (for example, roof repair, boarding of windows, protection from water damage, etc.) and prioritize and obtain any necessary clearance from property owners to implement stabilization measures. Explore potential sources of funds (CDBG, e.g.) to create a revolving fund for building stabilization and recoup the costs during the sale/auction of the building.

**6. Conduct a River-wide Brownfield Assessment and Remediation Program**

This recommendation has already been advanced through the city's successful applications to state grant programs related to brownfields. These grants will provide grant funding for the city to conduct area-wide assessment and planning for brownfields in Watertown. Future grants would help to assess on a site basis, the level of contamination and costs associated with remediation, and thus provide information to potential investors and others currently interested in waterfront properties but with potential concerns about the unknowns. This type of brownfield assessment is necessary to the overall health and marketability of the waterfront. It can also help to set the stage for future investment in brownfield properties by providing potential investors with an understanding of the financial resources (grants, financing, etc.) available for brownfield redevelopment.

**7. Conduct Detailed Architectural Site Assessment for Adaptive Reuse Buildings**

For buildings with potential for adaptive reuse in the near-term, work with the current owners to conduct site assessment of the buildings, identifying potential use options and plans, including renovation costs and detailing key actions necessary. This will make the buildings more marketable for the owners or may potentially provide the incentive for the owners to renovate their buildings. A creative approach to this type of site assessment service could involve creating a grant program for the services, with options for the building owner to provide the following, for example:

- Provide a 50% match for the services
- Commit to a given percentage of the sales price of the building
- Provide a trail easement along their property (if such an easement is desired)

**8. Create a Waterfront Façade Program**

Explore the option of expanding the city's existing façade program to include the back sides of buildings on Public Square that face the Black River, as well as commercial buildings on Factory and Newell Streets. In conjunction with such a program, create an illustrated *Waterfront Façade Improvement Manual* to help property-owners undergoing façade renovations.

## **LWRP Priorities**

The community has identified short-term priorities through the LWRP planning process, including early visioning workshops and later workshops focusing on LWRP priorities. The most important priority to the community is developing the linkage between Public Square and the waterfront (the “Downtown Connection” opportunity area). This linkage is viewed as the most critical in terms of long-term success of the waterfront and also as a way to help build momentum for the continued revitalization and success of existing businesses along Public Square.

After the “Downtown Connection,” the community’s priorities are centered on Sewall’s Island, Newell Street and the Route 3 Wave areas. The remediation of Sewall’s Island is a critical step in advancement of the waterfront’s potential. In both the Hole Brothers and Route 3 Wave areas, it is understood that a small amount of public investment in access and shoreline enhancements will substantially improve the areas. This is particularly important for the Newell Street area. Small improvements such as bank terracing, parking and viewing areas may help to encourage additional investment in adaptive reuse of buildings, working towards the vision of the “Whitewater Park and Hole Brothers Loft District” opportunity area.

Overall, the community’s feedback on priorities was focused on the three opportunity areas mentioned above, and as follows:

- **Physical Connection Between Downtown and the Waterfront**
- **Sewall’s Island Remediation and Factory Square Redevelopment**
- **Hole Brothers Access and Shoreline Improvements**
- **Route 3 Wave Access Improvements**

The city has already begun to address these community priorities by submitting Environmental Protection Fund (EPF) applications (and thus committing to provide the local match) for grant funds for projects addressing much of the above priority areas. These projects, were funded and have provided design and construction funds for the “Downtown Connection,” as well as the recently completed improvements at Hole Brothers and the Route 3 Wave.

The projects described in Watertown’s LWRP should not be viewed as “cast in concrete”. Rather, the projects identified herein represent how one would look forward toward a vision of a riverfront that has transformed from the industrial era to the new economy. These projects and the concept plans illustrate the planning and design principles and policies defined in this report. In fact, it would not be surprising if some of these projects were completed exactly as conceived herein. On the other hand, the revitalization of the riverfront could also be achieved, for example, if a project described herein were to occur at another suitable location or be created with a different, yet equally attractive design. Hence, one should consider these projects both targets for success and illustrative of the standards sought—and the level of quality that is appropriate for this historic river community.

## **Summary**

This LWRP vision recommends a substantial amount of private and public actions and investment and may seem to be overwhelming at first. However, if these projects are adequately phased in steps that are achievable for both the private and public sectors, this waterfront vision will be obtainable.



## *Chapter V: Local Implementation*

### **Rising Up to the Challenge**

Watertown residents have faced many challenges. From the early settlers floods and washouts of their fragile timber crib dams and mills, to the more recent generation's challenge of factory closings and store vacancies, blizzards, and ice storms. Facing adversity with wisdom and courage has made Watertown a stronger community.

The city, unfortunately, has witnessed a staggering level of disinvestment. In rebuilding this great city, a historic center of northern New York, the leadership and citizenry continue to rise to the challenge. Not wanting any symbol of the city's culture tarnished, the community has pulled together project after project; the Roswell P. Flower Memorial, Thompson Park and the Zoo, the renovations to Public Square and State Street, to list but a few.

Today, the community is poised for rebirth. Not as a mill town anymore, but as a quality of life city. A city with friendly neighborhoods and pleasant streets. A city with a historic downtown and many cultural amenities. A city on the Black River, with world-class outdoor watersports. A river that can become part of everyone's life. Many communities have done much, with less. Think of San Antonio's famous Riverwalk, built around a creek. Watertown has the mighty Black River.

In its name, Watertown speaks of its identity. This plan presents a challenge to the leadership and all citizens of the city to continue to rise up to the challenge by investing toward the continuing rebirth of the identity of the city. In Watertown's history, along the Black River, and among the neighborhoods, therein lies its future opportunity. The past is prologue.

### **Introduction**

In addition to sustaining and revitalizing Watertown's downtown and existing neighborhoods, the community has identified a new element of public investment and planning – the waterfront. The community has helped to shape a vision for the Black River waterfront that includes residential, commercial, recreational, and tourism options that compliment and promote the Black River's exceptional opportunities. This vision calls for both public and private investment in the future of the Black River. It also calls for a transformation in the way that the community experiences and envisions the waterfront. As has been proven in countless other locales, waterfront property values are directly related to the importance that is placed on the waterfront by the community. A valuable waterfront is one in which the community appreciates and builds upon its natural and urban setting, its historic buildings, and its recreational potential by maintaining and investing in the waterfront.

Successful implementation and revitalization of the Black River is a public-private partnership in which both parties will need to be proactive and take risks in the short-term to obtain long-term benefits. Many of the projects identified in this LWRP will require private investment from the development community. For example, the proposed redevelopment of the Van Duzee Street barns as a residential community, the adaptive reuse of the Factory Square buildings, or redevelopment of Sewall's Island, will all require a visionary entrepreneur's investment (such as those whose ingenuity helped to build industry in Watertown).

The city also plays a key role in this process by providing the necessary framework for successful implementation of projects. This framework includes up-front investment in staffing and other resources to ensure that the LWRP is implemented. The initial investment is high, and may seem to be

infeasible or impractical, but in the long run it will pay off. The city will also need to revise its zoning regulations and other laws to encourage and facilitate the types of land uses that are envisioned as part of this LWRP. The city may also need to help catalyze the waterfront projects by displaying an initial level of investment in public infrastructure, or by providing early assessment of the potential for adaptive reuse of properties, for example. The city can also help to catalyze private investment in the LWRP projects by developing recreational infrastructure such as the proposed Black River Greenway (land trail that connects waterfront parks and open spaces) and Blueway (water trail) and the associated access for pedestrians and whitewater boaters. The Blueway and Greenway Trail concepts are discussed in more detail in Chapter IV.

This chapter includes an action plan for achieving the waterfront vision. It also includes a recommended approach for revision of the city's zoning law; a recommended structure for consistency review, and a discussion of some potential options for financing LWRP implementation.

### **Local Leadership Network**

The City of Watertown is governed by a five-member City Council, including the Mayor and four council members. The Mayor presides over City Council meetings. The four City Council members are non-partisan and serve four-year terms. The City Council appoints the City Manager, a full-time employee responsible for city administration. Numerous boards and committees are established for various purposes to help assist city government in decisions. The Advantage Watertown Committee provides guidance to the LWRP process, as well as guiding downtown development and other issues as needed.

### **Next Steps: Action Plan**

This plan includes a set of recommended action items for advancing the LWRP. As mentioned above, a significant level of up-front investment (of finances, resources, and staffing time) will be necessary in order to achieve this waterfront vision. Cost estimates for applicable action items are provided, however these may vary depending on the final scope of the project.

The action items are organized into the following major categories:

- 1. Get Started: Become Organized and Structured for Implementation of Waterfront Revitalization**
- 2. Develop a Financing Strategy: Identify How to Structure and Support Waterfront Revitalization Projects and Actions**
- 3. Plan for the Future of the Waterfront: Conduct the Necessary Planning Processes to Help Advance the Waterfront Vision and Projects**
- 4. Promote and Market Waterfront Opportunities: Develop Materials to Encourage Private Investment and Public Awareness**
- 5. Continue to Implement Waterfront Capital Projects: Advance the Waterfront Vision and Projects for the Opportunity Areas, as Identified in Chapter IV of this LWRP.**

## **Action I: Get Started**

### **Adopt the LWRP as Policy**

Following adequate review and feedback, this draft LWRP will be modified to reflect both public comments and the New York State Department of State review. Upon completion, the final LWRP should be adopted by the Watertown City Council as policy. A review under the state environmental quality review act (SEQRA) procedures is required prior to adoption of the plan. The adopted LWRP will contain a consistency law which requires review of projects within the waterfront boundary.

**Estimated Cost: N/A**

### **Conduct Training for Consistency Review**

As mentioned above and discussed in detail in latter portions of this chapter, the Planning Board is the recommended entity for conducting consistency review. A series of workshops should be conducted by consultant planners to train the Planning Board and all other parties that will be involved in implementing the consistency review law, including the following: Planning Department, Engineering Department, Code Enforcement, and City Council.

**Estimated Cost: \$5,000**

### **Increase Staffing and Capacity to Implement Revitalization**

Ensure that adequate funding is allocated within the city's planning department to support implementation of the LWRP. Some of the many tasks that the city's planning staff may be responsible for include the following:

- Continue to identify and seek potential grant funding sources for LWRP implementation, and administer/oversee grant projects as they arise.
- Identify new projects for review under the waterfront consistency law and provide a summary of key points for Planning Board determination.
- Continue to work with landowners and developers to create plans for revitalization of waterfront properties and buildings.
- Maintain a database of the waterfront trail alignment and work with the city Planning Board to identify potential easement opportunities through development review, etc.
- Work with city planners, City Council and Planning Board on various land use planning initiatives that affect the LWRP as they arise. For example, help advise on comprehensive plan development, zoning updates, etc.
- Manage any potential city-developed LWRP projects, such as the recommended waterfront façade program, for example.
- Continue to manage the Advantage Watertown Committee and its subcommittees.

**Estimated Cost: \$60,000/year**

*Note: since first draft of this report, the city has implemented this recommendation by adding a new planner to staff.*

### **Adopt the Revised City Zoning Law**

In conjunction with the preparation of this LWRP, the city's zoning law has been reviewed and updates have been prepared. Adopting the zoning updates is important to the continued advancement of the revitalization of the waterfront.

**Estimated Cost: \$35,000**

### **Develop Waterfront Design Guidelines**

Create an illustrated set of waterfront design guidelines that can be used by the Planning Board and others during the review of proposed projects. Train Planning Board members and others in the use of the design guidelines. These guidelines and training session could be developed in conjunction with the consistency review training (#1.2 above).

**Estimated Cost: \$15,000**

## **Action 2: Develop a Financing Strategy**

A financing strategy is integral to the success of this waterfront revitalization program. It should be responsive to Watertown's capacity and needs and should be designed to accommodate public-private partnerships. This strategy should build off of this LWRP and the complimentary economic study. It should address both soft costs and capital costs and should provide a realistic but aggressive phasing program.

A public-private partnership model should be used in financing waterfront revitalization. The city should continue to work with interested developers, landowners, and others to create conceptual plans and cost estimates for adaptive reuse projects (the development of site assessment and marketing plans will help to set the stage for public investment). Help to identify potential funding solutions for projects, and work collaboratively with developers to identify cooperative agreements for investment (for example, the city may help to fund the necessary infrastructure improvements if the developer provides some level of commitment to the project.) These types of plans can be developed for a single property or building as well as for a larger focus area such as Factory Square or Van Duzee Street.

## **Action 3: Plan for the Future of the Waterfront**

### **Create a Black River Greenway and Blueway Master Plan**

The concept of a greenway for Watertown is a linear trail that connects a sequence of parks and access areas together. The blueway is similar – it is a river trail that connects water access points together for kayaks, canoes and other non-motorized boats.

Conduct a local planning process to develop the *Black River Greenway and Blueway Master Plan*, in close coordination with landowners; the Tug Hill Commission; local and regional trails advocates; open space, recreation and tourism partners; and the community. This plan will determine a preferred alignment for a continuous waterfront trail in Watertown, develop cost estimates for planning and construction or trail segments, and identify areas in need of additional study, among other things. The plan can be coordinated with the ongoing work of the Tug Hill Commission to develop a regional blueway trail system along the Black River. Elements of this project are discussed in detail in Chapter IV.

**Estimated Cost: \$70,000**

**Conduct a River-wide Brownfield Assessment and Remediation Program**

This recommendation has already been advanced through the city's application to the State Brownfield grant programs. Brownfield assessment will help to identify sites/areas for future actions. In the future, it will also help to assess, on a site basis, the level of contamination and costs associated with remediation, and thus provide information to possible investors and others currently interested in waterfront properties but with potential concerns about the unknowns.

**Estimated Cost: \$90,000**

**Develop a City-wide Comprehensive Plan**

Planning for successful waterfront redevelopment and investment requires a holistic review of the city and region's overall land use and settlement patterns. A city-wide comprehensive plan would help to identify desired future land-use patterns in a more balanced approach to ensure that waterfront areas and other existing neighborhoods and commercial centers are prioritized as key redevelopment areas. The comprehensive plan would result in zoning revisions and other necessary policy and implementation actions. For example, zoning revisions can help to support focused development and revitalization efforts in the waterfront and downtown areas by providing incentives for developers who implement projects within the waterfront boundary. These incentives might include reduced development review period, increased flexibility in zoning provisions, or a reduction in fees.

**Estimated Cost: \$100,000**

**Develop an Eastern Islands Nature Area Master Plan**

As identified in Chapter IV, the Eastern Islands (Delano, Huntington and environs) offer the opportunity for expanded partnership in creating a regional nature park with recreational amenities. A master planning process to identify potential options for ownership, natural areas for protection, appropriate uses for passive and active recreation, etc. should be initiated. The master planning process should include extensive community and stakeholder participation.

**Estimated Cost: \$40,000**

**Work with the Community to Identify Interest and Develop Waterfront Community Center (location and program)**

Work with the community to develop concepts for a waterfront community center. Begin by conducting initial scoping (possibly through a community charrette) to identify interest and potential programming/needs for such a community center. This LWRP recommends a potential site for the community center along the eastern edge of the Van Duzee Street property, however through the scoping process, the community may identify a more desired location.

**Estimated Cost: \$10,000**

**Periodically Review this LWRP**

Continue to review this LWRP, as well as other local plans, to ensure that the community's vision and goals are being met. The LWRP should not be viewed as a static document but

rather as a suite of visions and ideas for shaping the future. Ultimately, however, the future will depend on multiple factors, including local investment, regional, state and federal grant monies, the private sector (and associated real estate market), etc. Review of the LWRP's overall vision and policies, however, can help to ensure that future endeavors are consistent with the community's long-term waterfront vision.

**Estimated Cost: N/A**

#### **Action 4: Promote and Market Waterfront Opportunities**

##### **Expand the Promotion of Local and Regional Tourism Opportunities**

Continue to work with the Thousand Islands International Tourism Council on the development of a regional tourism plan. Also, work to develop some local strategies for tourism along the Black River. For example, local plans might identify gateway kiosks that will provide visitors with information on recreational activities, dining, shopping, lodging, etc. in the waterfront area. Ensure that plans allow for flexibility as the waterfront grows and tourism options diversify.

**Estimated Cost: \$20,000**

##### **Continue to Complete Initial Site Assessment and Marketing Packages for Key Waterfront Revitalization Buildings**

Continue to work with the current owners to conduct initial site assessment for buildings with adaptive reuse potential in the near-term (such as the existing Factory Square and Samaritan Hospital warehouse buildings). This assessment could identify whether the building is for sale or lease; potential uses; floor plans; details on the building's condition; and other useful information. This information could be packaged together into spec-sheets for each building and marketed along with more general materials such as information on the local and regional opportunities, financial opportunities for renovation, and potential partners who might assist with business development, and employee recruitment.

A creative approach to this type of site assessment service could involve creating a grant program for the services, with options for the building owner to provide the following, for example:

- Provide a 50% match for the services
- Commit to a given percentage of the sales price of the building
- Provide a trail easement along their property (if such an easement is desired)

The details obtained through site assessment should be packaged into informational materials that can be provided to interested developers. This process should help to alleviate concerns about unknown costs and actions, and also help to build an understanding of the potential and costs of reuse of these buildings and properties.

Capitalize on Fort Drum housing needs by fast-tracking waterfront sites as mixed-use housing development opportunities. This would achieve multiple goals including historic preservation, community development, waterfront revitalization, military housing, and quality communities/smart growth.

**Estimated Cost: \$60,000**



### **Continue to Provide Educational and Interpretive Opportunities Along the Waterfront**

Within new projects, develop educational materials and opportunities along the river's edge to capture and promote Watertown's rich industrial and architectural history, such as the interpretive signs developed at Marble Street Park. Opportunities for interpretation can range from very simple "industrial heritage" walking tour brochure, to a series of interpretive signs along the future Black River Waterfront Trail, to a more elaborate opportunity for an industrial heritage museum to feature the region's many industrial innovations. This should be coordinated with the Black River Blueway Trail to prevent over-signage.

**Estimated Cost: \$20,000**

## **Action 5: Continue to Implement Waterfront Capital Projects**

### **Continue to Work Towards Implementing Priority Waterfront Projects**

Chapter IV provides explanation as to the details of the many proposed projects within opportunity areas. To give order to the extensive list of desired waterfront projects, the community has helped to prioritize waterfront opportunity areas and projects. These priority projects are as follows:

- **Physical Connection Between Downtown and the Waterfront**
- **Sewall's Island and Factory Square Redevelopment**
- **Hole Brothers Shoreline Improvements**
- **Route 3 Wave Access Improvements**

**Estimated Cost: Detail provided in the *Black River Whitewater and Trail Feasibility Study* report**

### **Develop a Building Stabilization Program**

Create a building stabilization program for short-term protection of vacant adaptive reuse sites and waterfront properties to protect them from neglect and demolition. Identify a "top-ten" list of buildings in need of immediate stabilization (for example, roof repair, boarding of windows, protection from water damage, etc.) and prioritize and obtain any necessary clearance from property owners to implement stabilization measures. Explore potential sources of funds (e.g., CDBG) to create a revolving fund for building stabilization and recoup the costs during the sale/auction of the building.

**Estimated Cost: \$300,000**

### **Create a Waterfront Façade Program**

Explore the option of expanding the city's existing façade program to include the back sides of buildings on Public Square that face the Black River, as well as commercial buildings on Factory and Newell Streets. In conjunction with such a program, create an illustrated *Waterfront Façade Improvement Manual* to help property-owners undergoing façade renovations.

**Estimated Cost: \$500,000**

**Construct the Sewall’s Island Rail Trail**

Conduct planning and engineering design (Phase I), and subsequently construct the Sewall’s Island Rail-Trail including potential anchor destinations at each end of the island.

**Estimated Cost (Phase I): \$100,000 (construction costs TBD)**

**Work Towards Completing the Waterfront Trail**

Continue to acquire and construct waterfront properties and trail easements as available. Waterfront properties may become available through tax foreclosure and/or sale. In addition, as new development is proposed along the waterfront, a trail easement can be obtained as part of the development review process. Defining the trail alignment through the master planning process is an important step that provides clear guidance for future planning and development efforts as to the location and design of the desired trail alignment.

**Estimated Cost: Costs vary per project, estimates TBD through Trail Master Planning Process**

## **Local Laws, Policies and Ordinances Necessary to Implement the LWRP**

### **Zoning Changes**

As a major implementation item of this LWRP, the city's existing zoning code will be revised to ensure that it is consistent with the waterfront vision. The city's current zoning code was written in 1959 and is still reflective of the Black River's past as an industrial waterfront. The zoning code will be revised to complement the vision for a waterfront that realizes the full recreational, natural, scenic and historical potential of the Black River and its waterfront buildings and properties. Below is a discussion of the major issues regarding the current zoning code's incompatibility with the waterfront vision, followed by a proposed approach for revision.

### **Incompatibility of Existing Zoning Code**

The majority of the city's existing waterfront lands are zoned both light and heavy industrial. This is not compatible with the waterfront vision which calls for a mixed-use waterfront, as housing of any kind is not allowed in either light or heavy industrial zoned areas. In addition, the light industrial district allows for wholesale, storage and warehouse facilities, which has resulted in many of the waterfront properties remaining vacant or being used as storage facilities. The waterfront vision reflects that these buildings should be fully utilized as "people places" for example; restaurants, residences, cultural institutions, and specialty stores.

Residential development is a key component of the LWRP vision for this area. The City of Watertown's current inability to promote residential uses in the existing light and heavy industrial areas is hindering the redevelopment of existing buildings and areas along the waterfront. For example, the LWRP vision includes a new residential community and parkland for the Van Duzee Street Barns (north bank of the Black River on the east side of Van Duzee Street). This would not be allowed under the current zoning of light industrial. Similarly, Sewall's Island is currently in a heavy industrial zoning district that does not allow for residential use. Sewall's Island is a former industrial site that is currently being investigated with plans to clean it and prepare it for recreational, residential and commercial use.

The current zoning code lacks authority for regulating parking and signs, and does not provide support for the future desired use of land along the riverfront. In the LWRP, parking along the waterfront would be limited and consolidated as much as possible to avoid using valuable waterfront land as parking areas. The revised zoning code will also include setback guidelines for properties along the river.

### **Draft Zoning Upgrades for LWRP Area**

As part of this LWRP, the City has undertaken the task of preparing zoning updates for the City, including the waterfront area. However, since only a portion of the updates will impact the waterfront area, the zoning code discussions will be limited to those districts within the waterfront area.

Three new districts will take up the majority of the space in the LWRP boundary. They are Waterfront District, Downtown District and the Open Space and Recreation District.

The Waterfront District will allow water-dependent and water-enhanced uses. It will protect the river bank by requiring setbacks from the river and no parking near the river. It will also promote public access to the river.

The Downtown District will be primarily a commercial use district with high density housing on the upper floors. As it centers on a traditional downtown, there will be no setback or on-site parking requirements.

The Open Space and Recreation District will provide a suitable classification for sites designated for park, open space and recreational uses.

By amending the zoning in this manner, the City avoids overlay districts, eliminating the two existing ones and better defines the allowed uses in each district, making it easier for people to understand.

The City's formal process for zoning amendments must be followed for adoption. It is recommended that the city hold an internal workshop with city staff, boards and attorney assistance to review the draft new districts and the allowed uses pursuant to them. The new zoning districts will be integrated into the city's existing zoning ordinance, and the definitions and parameters of the current districts will be updated.

A detailed proposed revision to the City's zoning ordinance is included in Appendix C.

### **Consistency Law**

As part of this LWRP process, the city will adopt a consistency law (Appendix B) that ensures that new projects are compatible with this LWRP, specifically with the policies set forth in Chapter III of this LWRP. The consistency law addresses the following key policies (among others) that are considered to be of prime importance for waterfront revitalization:

- Policy 1 Foster a pattern of development in the proposed waterfront area that enhances community character, preserves open space, makes efficient use of infrastructure, and minimizes adverse effects of development.***
- Policy 2 Preserve historic resources of the waterfront area.***
- Policy 3 Enhance visual quality and protect scenic resources of the waterfront area.***
- Policy 9 Provide for public access to, and recreational use of, waters, public lands, and public resources of the waterfront area.***
- Policy 10 Protect water-dependent uses and promote siting of new water-dependent uses in suitable locations.***

The consistency review law requires a review of all Type I or unlisted actions as defined in the State Environmental Quality Review Act (SEQRA) regulations (6NYCRR Part 617) which are undertaken by an agency and which occur within the waterfront boundary area as defined by Chapter I of this LWRP and **LWRP Map I.1: Waterfront Revitalization Area Boundary**.

The consistency law provides more detail as to the types of actions and agencies that require review. For example, a new project being undertaken by a state agency in the waterfront, such as the reconfiguration of an interchange on a state highway, would be subject to this type of review. Local projects that require a site plan approval, for example renovation of a building to develop a waterfront restaurant, are also subject to review. City actions such as planning or zoning within the waterfront boundary would also be subject to consistency review.

**Proposed Structure for Reviewing Projects**

The City of Watertown Planning Board will be the responsible entity for consistency review. Before any waterfront consistency review begins, an orientation session for the Planning Board should be provided, in which a full introduction to the consistency law is presented. As projects arise, the Planning Board will review them under the consistency review law and make a determination.

**Other State and Local Policies:**

All activities must conform to the State Environmental Quality Review Act (SEQRA).

DRAFT



**Case Study**  
**Franklin Square:**  
**A Public-Private Partnership**

To fulfill its waterfront vision, which included revitalization of several key focal areas along the lakefront such as Franklin Square and Armory Square, the City of Syracuse created the Lakefront Development Corporation (LDC). This non-profit organization, composed of local business leaders and other stakeholders from the community, was assembled to help facilitate the redevelopment of the city's lakefront area.



One of the LDC's major functions is to forge public-private partnerships by helping to facilitate discussions and agreements for both interests. For example, the successful redevelopment of Franklin Square was built upon a mutual agreement between the city and the investors and developers: the city provided the necessary infrastructure improvements to the area in exchange for a promise of redevelopment of key buildings. This type of private-public partnership is essential for the advancement of Watertown's vision for the Black River waterfront.



*Bridgewater Place is a model of a successful public-private partnership that has helped to instigate large-scale revitalization of the Franklin Square area. Images illustrate before(left) and after(right) restoration.*

Case Study

**MASS MoCA: A Community Catalyst**

MASS MoCA (Massachusetts Museum of Contemporary Art) in North Adams is an inspiring example of adaptive reuse of an industrial mill complex at the confluence of two branches of the Hoosic River. In the short time since its development, MASS MoCA has become a respected and endeared regional cultural and arts institution and has also served as a catalyst for much needed economic revitalization in the area, sparking redevelopment of the downtown and surrounding businesses and setting a tone for community expectations.

A recent study conducted by the Center for Creative Community Development identified that in the year 2002, Mass MoCA had generated \$14.2 million in local and regional economic growth through direct revenue and through spillover to local business (Mass MoCA opened in 1999). In recent years, North Adams has become alive with artist lofts and renovated living spaces that are quickly being filled.



*Mass MoCA is a success story because it has played an integral role in community building and has been the driving force behind economic revitalization in North Adams, MA.*



### Case Study

## **Pittsford Erie Canal Corridor: A Diverse Waterfront**

Recognized by residents as the most popular place to visit in the community, entrepreneurs, supported by key public investments have transformed the Erie Canal Corridor in the Town and Village of Pittsford into a vibrant, people-friendly waterfront. Key elements of this transformation have included the following:

- **A continuous waterfront canal trail**, developed by Monroe County in concert with the state and local government, provided for bikers, walkers and all sorts of human-powered transport, connects the community to the greater region.
- **People-friendly uses** that take advantage of the more intimate, pedestrian-oriented setting:
  - Ice cream shop
  - Several restaurants
  - Outdoor, multi-level dining
  - Wide variety of retail shops, craft gallery
- **Community cultural and government center in or near waterfront:**
  - Town and village offices (in walking distance)
  - Public library (new library built with waterfront views)
  - Places of worship
  - Business district
- **Historic preservation** is part of all projects, either the adaptive reuse of older, historic buildings or new buildings built in character to fit with the old.
- **Design details** such as plantings, decorative lighting show the community cares about this place
- **Public spaces** provide gathering areas, small spaces for intimate conversation, larger spaces for community events.
- **Leadership and planning**, a commitment to creating and investing in a quality place based on an overall vision for the waterfront and its setting as a community focal point.
- **Entrepreneurship** by a creative private sector investing in economic activities that fit with and advance the community vision.



*Pittsford's waterfront is an eclectic mix of community places including a converted coal tower that now serves as a waterfront restaurant (top) and a new trailside dock that provides a popular community destination (bottom).*



## **Financial Strategy**

Implementing the LWRP's many identified projects will require a creative and diverse financing program. Given the limited resources of the city, a blend of public-private investment and cooperation, combined with state and federal grant support, will be required to implement the plan. Private investment is an important component of this financing strategy and should be encouraged to the fullest extent through the city's available non-financial resources such as planning, zoning and other development controls. For example, the city can offer flexibility in the development review process for waterfront projects that conform to the waterfront vision and will provide a substantial benefit to the community. The city can also help to catalyze private efforts through small investments in public infrastructure that can help to improve safety or aesthetics. Private investment can also help leverage competitively secured grants from the state and federal government to carry out community projects for transportation, recreation, historic preservation, and economic development policies.

Some of the LWRP projects may be financed entirely by the private sector as real estate development projects. For example, redevelopment of downtown waterfront buildings such as the Samaritan Hospital warehouse building may be financed entirely by developer investment. Many projects will best be achieved through a combination of public investment in community amenities leading to private investment. For example, redevelopment of the Hole Brothers Loft District may include public investment from the city for improvements such as lighting, signs, tree planting, and other amenities which will then help to catalyze private investment in adaptive reuse of buildings.

Within some of the larger redevelopment areas such as Factory Square and Hole Brothers, there is a need for up-front public investment in site clearance, environmental clearance, and land assembly and marketing. This up-front investment may be a necessary action in order for the development community to consider taking action.

## **Implementation Organization and Financing Models**

As discussed in the action plan, one of the most important steps to implementing this LWRP is the development of a long-term financing plan for the LWRP. This plan should take into account the wide range of private investment that is available to help leverage public investment, in addition to identifying grants and other available sources for financing waterfront trail and access improvements and other public improvements. For example, the demand for developers to construct additional Fort Drum housing has been publicly identified as a major issue in the media recently. While developers are looking as far as Syracuse to fill the housing demand, there is excellent opportunity to develop high-quality market rate housing along the Black River to fill these needs, in areas with existing infrastructure and within minutes to the Fort Drum base. This type of investment in market rate housing along the waterfront should be considered and prioritized in the financing plan.

Developing a financing plan also requires that an appropriate entity for management of the financing be identified. The city's financial plan will most likely include a combination of several financing mechanisms.

## **Grant Sources for LWRP Implementation (planning and capital improvements)**

A wide range of grants for implementing the LWRP are available from the Department of State, as well as many other state and federal sources. A partial listing of potential grant sources is provided below and up-to-date details regarding grant eligibility, deadlines and funding areas are provided on the Department of State's website - Coastal Resources Online, Grant Opportunities Page: <http://nyswaterfronts.com/grantopps.asp>. Additionally market analysis that is being conducted as a parallel process to this LWRP also provides details as to potential grant sources for implementing priority projects.

- New York State Environmental Protection Fund

- New York State Brownfield Opportunity Areas (BOA) Program
- New York State Clean Water/Clean Air Bond Act
- New York State Governor’s Office for Small Cities (GOSC)
- New York State Land and Water Conservation Fund
- New York State Division of Housing and Community Renewal
- U.S. Department of Housing and Urban Development
- U.S. Environmental Protection Agency Brownfields Program
- U.S. Transportation Equity Act for the 21st Century

## A Community Effort

Waterfront revitalization is not the sole responsibility of the city leadership and staff – it is a community effort. In fact, the more the community gets involved in revitalization of the river, the better the chances of success! The founders of the great City of Watertown did not wait for others to get the job done – they saw the Black River’s potential and with some creativity and entrepreneurship, they built a great place.

There are endless ways for the community to support and advance waterfront revitalization. The most important and immediate action to take in supporting the revitalization of the Black River is to help positively promote the Black River’s potential through conversation with people, by getting involved in Black River events and recreational activities, and by supporting the city’s work that lies ahead. **Most riverfront revitalization programs take decades to fulfill their end vision, but with creativity and entrepreneurship, the community can grow with the Black River and truly become a part of its transformation, rather than a passive bystander. This is perhaps the most rewarding aspect of waterfront revitalization.**

Below are some examples from other communities that illustrate how individuals, entrepreneurs and other leaders have successfully become a part of their revitalization process. However, tapping into Watertown’s creativity and entrepreneurial spirit surely will uncover a myriad of opportunities for the Black River’s revitalization.

- Interested individuals have collaborated to rehabilitate and re-use waterfront buildings for entrepreneurial efforts such as restaurants, specialty stores, offices, etc. In many cities, groups of interested entrepreneurs and developers team together to purchase contiguous buildings to add momentum to the effort and build a “critical mass” of retail services. These types of groups can also team together to create a website highlighting many opportunities for shopping, dining, recreation and other entrepreneurial ventures, and to regularly post events and opportunities.
- In many regions, a “Friends of the River” nonprofit or volunteer group has formed to promote and advocate for special causes. “Friends” groups have organized events such as river clean-up days, river festivals, guided tours, etc. Many “friends” groups serve as watchdogs for natural and historical resources, help to provide education and outreach, and promote future restoration efforts.
- On a local level, interested individuals have formed neighborhood or business improvement groups to combine efforts to improve streetscapes, facades and abandoned buildings. For example, in the City of Saratoga Springs, downtown businesses teamed together to paint and adorn vacant buildings to give them the appearance of being occupied; in other cities activists



are teaming together to place artwork, installations or other interpretive expression in windows of vacant storefronts.

- In many communities, a nonprofit trail conservancy is formed to help advance the waterfront trail vision. Trail conservancies can be responsible for creating and implementing a master plan for the trail system, working with local and regional leaders, and in many cases they are also responsible for bringing the vision to reality through trail planning, design, construction, maintenance, fund raising, and publicity. They may also adopt trail segments, arrange tours, organize events and serve as advocates for the trail and its surroundings. For example, the Detroit Riverfront Conservancy was created to oversee all aspects of riverfront park and green space development and construction for Detroit's RiverWalk. Recently, the group kicked off the process by demolishing several vacant industrial buildings to make room for the first phase of construction of the public waterfront.
- Many schools use river ecology and resources as educational curriculum. They may even develop an outdoor classroom where students can get hands-on experience about nature, science and other related topics. For example, the Bronx River Alliance has assembled a committee of educators and scientists to help develop a curriculum based on the Bronx River. This effort has led to the establishment of the Bronx River Stewards – a consortium of school and community groups, as well as individuals, who help to monitor the health of the river.

## **Conclusion**

This chapter has provided a framework for advancing the waterfront vision and projects identified by the community. It takes into account the community's strong desires and requires a substantial investment, but beyond that it requires that all of the city leaders, residents, business owners, and investors rise up to the challenge of creating a quality community for future generations.

## *Chapter VI: State and Federal Actions and Programs Likely to Affect Implementation*

State and federal actions will affect and be affected by implementation of a Local Waterfront Revitalization Program (LWRP). Under State law and the U.S. Coastal Zone Management Act, direct federal and state actions within or affecting the WRAB are to be "consistent to the maximum extent practicable" and federal and certain state permitting actions within or affecting the WRAB are to be "consistent" with the enforceable policies and purposes of the LWRP. This consistency requirement makes the LWRP a unique, intergovernmental mechanism for setting policy and making decisions and helps to prevent detrimental actions from occurring and future options from being needlessly foreclosed. At the same time, the active participation of State and federal agencies is also likely to be necessary to implement specific provisions of the LWRP.

Pursuant to the State Waterfront Revitalization of Coastal Areas and Inland Waterways Act (Executive Law, Article 42), the Secretary of State notifies affected State agencies of those agency actions and programs which are to be undertaken in a manner consistent with approved LWRPs. The following is a list of affected State actions and programs. The State Waterfront Revitalization of Coastal Areas and Inland Waterways Act requires that a LWRP identify those elements of the program which can be implemented by the local government, unaided, and those that can only be implemented with the aid of other levels of government or other agencies. Such statement shall include those permit, license, certification, or approval programs; grant, loan, subsidy, or other funding assistance programs; facilities construction; and planning programs which may affect the achievement of the LWRP. Federal agency actions and programs subject to consistency requirements are identified in the New York State Coastal management Program and by the implementing regulations of the U.S. Coastal Zone Management Act.

The second part of this section is a more focused and descriptive list of State and federal agency actions which are necessary to further implementation of the LWRP. It is recognized that a State or federal agency's ability to undertake such actions is subject to a variety of factors and considerations; that the consistency provisions referred to above, may not apply; and that the consistency requirements cannot be used to require a State or federal agency to undertake an action it could not undertake pursuant to other provisions of law. Reference should be made to Section IV and Section V, which also discuss State and federal assistance needed to implement the LWRP.

**A. State and Federal Actions and Programs Which Should be Undertaken in a Manner Consistent with the LWRP**

**I. STATE AGENCIES**

**ADIRONDACK PARK AGENCY (regional agency)**

- 1.00 Regulation of land use and development on private lands pursuant to the Adirondack Park Land Use and Development Plan.
- 2.00 Administration of the NYS Wild, Scenic and Recreational Rivers System Act within the Adirondack Park.
- 3.00 Administration of the NYS Freshwater Wetlands Act within the Adirondack Park.
- 4.00 Approval of local government land use plans within the Adirondack Park.

**OFFICE FOR THE AGING**

- 1.00 Funding and/or approval programs for the establishment of new or expanded facilities providing various services for the elderly.

**DEPARTMENT OF AGRICULTURE AND MARKETS**

- 1.00 Agricultural Districts Program
- 2.00 Rural Development Program
- 3.00 Farm Worker Services Programs
- 4.00 Permit and approval programs:
  - 4.01 Custom Slaughters/Processor Permit
  - 4.02 Processing Plant License
  - 4.03 Refrigerated Warehouse and/or Locker Plant License
- 5.00 Farmland Protection Grants from the Environmental Protection Fund

**DIVISION OF ALCOHOLIC BEVERAGE CONTROL/ STATE LIQUOR AUTHORITY**

- 1.00 Permit and Approval Programs:
  - 1.01 Ball Park - Stadium License
  - 1.02 Bottle Club License
  - 1.03 Bottling Permits
  - 1.04 Brewer's Licenses and Permits
  - 1.05 Brewer's Retail Beer License
  - 1.06 Catering Establishment Liquor License
  - 1.07 Cider Producer's and Wholesaler's Licenses
  - 1.08 Club Beer, Liquor, and Wine Licenses

- 1.09 Distiller's Licenses
- 1.10 Drug Store, Eating Place, and Grocery Store Beer Licenses
- 1.11 Farm Winery and Winery Licenses
- 1.12 Hotel Beer, Wine, and Liquor Licenses
- 1.13 Industrial Alcohol Manufacturer's Permits
- 1.14 Liquor Store License
- 1.15 On-Premises Liquor Licenses
- 1.16 Plenary Permit (Miscellaneous-Annual)
- 1.17 Summer Beer and Liquor Licenses
- 1.18 Tavern/Restaurant and Restaurant Wine Licenses
- 1.19 Vessel Beer and Liquor Licenses
- 1.20 Warehouse Permit
- 1.21 Wine Store License
- 1.22 Winter Beer and Liquor Licenses
- 1.23 Wholesale Beer, Wine, and Liquor Licenses

### **DIVISION OF ALCOHOLISM AND SUBSTANCE ABUSE SERVICES**

- 1.00 Facilities, construction, rehabilitation, expansion, or demolition or the funding of such activities.
- 2.00 Permit and approval programs:
  - 2.01 Certificate of approval (Substance Abuse Services Program)
- 3.00 Permit and approval:
  - 3.01 Letter Approval for Certificate of Need
  - 3.02 Operating Certificate (Alcoholism Facility)
  - 3.03 Operating Certificate (Community Residence)
  - 3.04 Operating Certificate (Outpatient Facility)
  - 3.05 Operating Certificate (Sobering-Up Station)

### **COUNCIL ON THE ARTS**

- 1.00 Facilities construction, rehabilitation, expansion, or demolition or the funding of such activities.
- 2.00 Architecture and environmental arts program.

### **DEPARTMENT OF BANKING**

- 1.00 Permit and approval programs:
  - 1.01 Authorization Certificate (Bank Branch)
  - 1.02 Authorization Certificate (Bank Change of Location)
  - 1.03 Authorization Certificate (Bank Charter)
  - 1.04 Authorization Certificate (Credit Union Change of Location)
  - 1.05 Authorization Certificate (Credit Union Charter)

- 1.06 Authorization Certificate (Credit Union Station)
- 1.07 Authorization Certificate (Foreign Banking Corporation Change of Location)
- 1.08 Authorization Certificate (Foreign Banking Corporation Public Accommodations Office)
- 1.09 Authorization Certificate (Investment Company Branch)
- 1.10 Authorization Certificate (Investment Company Change of Location)
- 1.11 Authorization Certificate (Investment Company Charter)
- 1.12 Authorization Certificate (Licensed Lender Change of Location)
- 1.13 Authorization Certificate (Mutual Trust Company Charter)
- 1.14 Authorization Certificate (Private Banker Charter)
- 1.15 Authorization Certificate (Public Accommodation Office - Banks)
- 1.16 Authorization Certificate (Safe Deposit Company Branch)
- 1.17 Authorization Certificate (Safe Deposit Company Change of Location)
- 1.18 Authorization Certificate (Safe Deposit Company Charter)
- 1.19 Authorization Certificate (Savings Bank Charter)
- 1.20 Authorization Certificate (Savings Bank De Novo Branch Office)
- 1.21 Authorization Certificate (Savings Bank Public Accommodations Office)
- 1.22 Authorization Certificate (Savings and Loan Association Branch)
- 1.23 Authorization Certificate (Savings and Loan Association Change of Location)
- 1.24 Authorization Certificate (Savings and Loan Association Charter)
- 1.25 Authorization Certificate (Subsidiary Trust Company Charter)
- 1.26 Authorization Certificate (Trust Company Branch)
- 1.27 Authorization Certificate (Trust Company-Change of Location)
- 1.28 Authorization Certificate (Trust Company Charter)
- 1.29 Authorization Certificate (Trust Company Public Accommodations Office)
- 1.30 Authorization to Establish a Life Insurance Agency
- 1.31 License as a Licensed Lender
- 1.32 License for a Foreign Banking Corporation Branch

## **OFFICE OF CHILDREN AND FAMILY SERVICES**

- 1.00 Facilities construction, rehabilitation, expansion, or demolition or the funding of such activities.
- 2.00 Homeless Housing and Assistance Program.
- 3.00 Permit and approval programs:
  - 3.01 Certificate of Incorporation (Adult Residential Care Facilities)
  - 3.02 Operating Certificate (Children's Services)
  - 3.03 Operating Certificate (Enriched Housing Program)
  - 3.04 Operating Certificate (Home for Adults)
  - 3.05 Operating Certificate (Proprietary Home)
  - 3.06 Operating Certificate (Public Home)
  - 3.07 Operating Certificate (Special Care Home)



3.08 Permit to Operate a Day Care Center

**DEPARTMENT OF CORRECTIONAL SERVICES**

- 1.00 Facilities construction, rehabilitation, expansion, or demolition or the funding of such activities.

**DORMITORY AUTHORITY OF THE STATE OF NEW YORK**

- 1.00 Financing of higher education and health care facilities.
- 2.00 Planning and design services assistance program.

**EMPIRE STATE DEVELOPMENT/ EMPIRE STATE DEVELOPMENT CORPORATION**

- 1.00 Preparation or revision of statewide or specific plans to address State economic development needs.
- 2.00 Allocation of the state tax-free bonding reserve.

**EDUCATION DEPARTMENT**

- 1.00 Facilities construction, rehabilitation, expansion, demolition or the funding of such activities.
- 2.00 Permit and approval programs:
  - 2.01 Certification of Incorporation (Regents Charter)
  - 2.02 Private Business School Registration
  - 2.03 Private School License
  - 2.04 Registered Manufacturer of Drugs and/or Devices
  - 2.05 Registered Pharmacy Certificate
  - 2.06 Registered Wholesale of Drugs and/or Devices
  - 2.07 Registered Wholesaler-Re-packer of Drugs and/or Devices
  - 2.08 Storekeeper's Certificate
- 3.00 Administration of Article 5, Section 233 of the Education Law regarding the removal of archaeological and paleontological objects under the waters of the State.

**NEW YORK STATE ENERGY RESEARCH AND DEVELOPMENT AUTHORITY**

- 1.00 Issuance of revenue bonds to finance pollution abatement modifications in power-generation facilities and various energy projects.

**DEPARTMENT OF ENVIRONMENTAL CONSERVATION**

- 1.00 Acquisition, disposition, lease, grant of easement and other activities related to the management of lands under the jurisdiction of the Department.
- 2.00 Classification of Waters Program; classification of land areas under the Clean Air Act.

- 3.00 Facilities construction, rehabilitation, expansion, or demolition or the funding of such activities.
- 4.00 Financial assistance/grant programs:
  - 4.01 Capital projects for limiting air pollution
  - 4.02 Cleanup of toxic waste dumps
  - 4.03 Flood control, beach erosion and other water resource projects
  - 4.04 Operating aid to municipal wastewater treatment facilities
  - 4.05 Resource recovery and solid waste management capital projects
  - 4.06 Wastewater treatment facilities
- 5.00 Planning, construction, rehabilitation, expansion, demolition, or the funding of such activities and/or projects funded through the Environmental Protection Fund (Environmental Protection Act of 1993) or Clean Water/Clean Air Bond Act of 1996.
- 6.00 Funding assistance for issuance of permits and other regulatory activities (New York City only).
- 7.00 Implementation of the Environmental Quality Bond Act of 1972, including:
  - (a) Water Quality Improvement Projects
  - (b) Land Preservation and Improvement Projects including Wetland Preservation and Restoration Projects, Unique Area Preservation Projects, Metropolitan Parks Projects, Open Space Preservation Projects and Waterways Projects.
- 8.00 Marine Finfish and Shellfish Programs.
- 9.00 New York Harbor Drift Removal Project.
- 10.00 Permit and approval programs:
  - Air Resources
    - 10.01 Certificate of Approval for Air Pollution Episode Action Plan
    - 10.02 Certificate of Compliance for Tax Relief - Air Pollution Control Facility
    - 10.03 Certificate to Operate: Stationary Combustion Installation; Incinerator; Process, Exhaust or Ventilation System
    - 10.04 Permit for Burial of Radioactive Material
    - 10.05 Permit for Discharge of Radioactive Material to Sanitary Sewer
    - 10.06 Permit for Restricted Burning
    - 10.07 Permit to Construct: a Stationary Combustion Installation; Incinerator; Indirect Source of Air Contamination; Process, Exhaust or Ventilation System
  - Construction Management
    - 10.08 Approval of Plans and Specifications for Wastewater Treatment Facilities
  - Fish and Wildlife
    - 10.09 Certificate to Possess and Sell Hatchery Trout in New York State
    - 10.10 Commercial Inland Fisheries Licenses
    - 10.11 Fishing Preserve License

- 10.12 Fur Breeder's License
- 10.13 Game Dealer's License
- 10.14 Licenses to Breed Domestic Game Animals
- 10.15 License to Possess and Sell Live Game
- 10.16 Permit to Import, Transport and/or Export under Section 184.1 (11-0511)
- 10.17 Permit to Raise and Sell Trout
- 10.18 Private Bass Hatchery Permit
- 10.19 Shooting Preserve Licenses
- 10.20 Taxidermy License
- 10.21 Permit - Article 15, (Protection of Water) - Dredge or Deposit Material in a Waterway
- 10.22 Permit - Article 15, (Protection of Water) - Stream Bed or Bank Disturbances
- 10.23 Permit - Article 24, (Freshwater Wetlands)

Hazardous Substances

- 10.24 Permit to Use Chemicals for the Control or Elimination of Aquatic Insects
- 10.25 Permit to Use Chemicals for the Control or Elimination of Aquatic Vegetation
- 10.26 Permit to Use Chemicals for the Control or Extermination of Undesirable Fish

Lands and Forest

- 10.27 Certificate of Environmental Safety (Liquid Natural Gas and Liquid Petroleum Gas)
- 10.28 Floating Object Permit
- 10.29 Marine Regatta Permit
- 10.30 Navigation Aid Permit

Marine Resources

- 10.31 Digger's Permit (Shellfish)
- 10.32 License of Menhaden Fishing Vessel
- 10.33 License for Non-Resident Food Fishing Vessel
- 10.34 Non-Resident Lobster Permit
- 10.35 Marine Hatchery and/or Off-Bottom Culture Shellfish Permits
- 10.36 Permits to Take Blue-Claw Crabs
- 10.37 Permit to Use Pond or Trap Net
- 10.38 Resident Commercial Lobster Permit
- 10.39 Shellfish Bed Permit
- 10.40 Shellfish Shipper's Permits
- 10.41 Special Permit to Take Surf Clams from Waters other than the Atlantic Ocean
- 10.42 Permit - Article 25, (Tidal Wetlands)

Mineral Resources

- 10.43 Mining Permit
- 10.44 Permit to Plug and Abandon (a non-commercial, oil, gas or solution mining well)
- 10.45 Underground Storage Permit (Gas)

10.46 Well Drilling Permit (Oil, Gas, and Solution Salt Mining)

Solid Wastes

10.47 Permit to Construct and/or Operate a Solid Waste Management Facility

10.48 Septic Tank Cleaner and Industrial Waste Collector Permit

Water Resources

10.49 Approval of Plans for Wastewater Disposal Systems

10.50 Certificate of Approval of Realty Subdivision Plans

10.51 Certificate of Compliance (Industrial Wastewater Treatment Facility)

10.52 Letters of Certification for Major Onshore Petroleum Facility Oil Spill Prevention and Control Plan

10.53 Permit - Article 36, (Construction in Flood Hazard Areas)

10.54 Permit for State Agency Activities for Development in Coastal Erosion Hazards Areas

10.55 State Pollutant Discharge Elimination System (SPDES) Permit

10.56 Approval - Drainage Improvement District

10.57 Approval - Water (Diversion for) Power

10.58 Approval of Well System and Permit to Operate

10.59 Permit - Article 15, (Protection of Water) - Dam

10.60 Permit - Article 15, Title 15 (Water Supply)

10.61 River Improvement District Approvals

10.62 River Regulatory District Approvals

10.63 Well Drilling Certificate of Registration

10.64 401 Water Quality Certification

11.00 Preparation and revision of Air Pollution State Implementation Plan.

12.00 Preparation and revision of Continuous Executive Program Plan.

13.00 Preparation and revision of Statewide Environmental Plan.

14.00 Protection of Natural and Man-made Beauty Program.

15.00 Urban Fisheries Program.

16.00 Urban Forestry Program.

17.00 Urban Wildlife Program.

**ENVIRONMENTAL FACILITIES CORPORATION**

1.00 Financing program for pollution control facilities for industrial firms and small businesses.

**FACILITIES DEVELOPMENT CORPORATION**

1.00 Facilities construction, rehabilitation, expansion, or demolition or the funding of such activities.

## **OFFICE OF GENERAL SERVICES**

- 1.00 Administration of the Public Lands Law for acquisition and disposition of lands, grants of land, grants of easement and issuance of licenses for land underwater, including for residential docks over 5,000 square feet and all commercial docks, issuance of licenses for removal of materials from lands under water, and oil and gas leases for exploration and development.
- 2.00 Administration of Article 4-B, Public Buildings Law, in regard to the protection and management of State historic and cultural properties and State uses of buildings of historic, architectural or cultural significance.
- 3.00 Facilities construction, rehabilitation, expansion, or demolition.

## **DEPARTMENT OF HEALTH**

- 1.00 Facilities construction, rehabilitation, expansion, or demolition or the funding of such activities.
- 2.00 Permit and approval programs:
  - 2.01 Approval of Completed Works for Public Water Supply Improvements
  - 2.02 Approval of Plans for Public Water Supply Improvements.
  - 2.03 Certificate of Need (Health Related Facility - except Hospitals)
  - 2.04 Certificate of Need (Hospitals)
  - 2.05 Operating Certificate (Diagnostic and Treatment Center)
  - 2.06 Operating Certificate (Health Related Facility)
  - 2.07 Operating Certificate (Hospice)
  - 2.08 Operating Certificate (Hospital)
  - 2.09 Operating Certificate (Nursing Home)
  - 2.10 Permit to Operate a Children's Overnight or Day Camp
  - 2.11 Permit to Operate a Migrant Labor Camp
  - 2.12 Permit to Operate as a Retail Frozen Dessert Manufacturer
  - 2.13 Permit to Operate a Service Food Establishment
  - 2.14 Permit to Operate a Temporary Residence/Mass Gathering
  - 2.15 Permit to Operate or Maintain a Swimming Pool or Public Bathing Beach
  - 2.16 Permit to Operate Sanitary Facilities for Realty Subdivisions
  - 2.17 Shared Health Facility Registration Certificate

## **DIVISION OF HOUSING AND COMMUNITY RENEWAL AND ITS SUBSIDIARIES AND AFFILIATES**

- 1.00 Facilities construction, rehabilitation, expansion, or demolition.
- 2.00 Financial assistance/grant programs:



- 2.01 Federal Housing Assistance Payments Programs (Section 8 Programs)
  - 2.02 Housing Development Fund Programs
  - 2.03 Neighborhood Preservation Companies Program
  - 2.04 Public Housing Programs
  - 2.05 Rural Initiatives Grant Program
  - 2.06 Rural Preservation Companies Program
  - 2.07 Rural Rental Assistance Program
  - 2.08 Special Needs Demonstration Projects
  - 2.09 Urban Initiatives Grant Program
  - 2.10 Urban Renewal Programs
- 3.00 Preparation and implementation of plans to address housing and community renewal needs.

### **HOUSING FINANCE AGENCY**

- 1.00 Funding programs for the construction, rehabilitation, or expansion of facilities.
- 2.00 Affordable Housing Corporation

### **JOB DEVELOPMENT AUTHORITY**

- 1.00 Financing assistance programs for commercial and industrial facilities.

### **MEDICAL CARE FACILITIES FINANCING AGENCY**

- 1.00 Financing of medical care facilities.

### **OFFICE OF MENTAL HEALTH**

- 1.00 Facilities construction, rehabilitation, expansion, or demolition or the funding of such activities.
- 2.00 Permit and approval programs:
  - 2.01 Operating Certificate (Community Residence)
  - 2.02 Operating Certificate (Family Care Homes)
  - 2.03 Operating Certificate (Inpatient Facility)
  - 2.04 Operating Certificate (Outpatient Facility)

### **OFFICE OF MENTAL RETARDATION AND DEVELOPMENT DISABILITIES**

- 1.00 Facilities construction, rehabilitation, expansion, or demolition, or the funding of such activities.
- 2.00 Permit and approval programs:
  - 2.01 Establishment and Construction Prior Approval
  - 2.02 Operating Certificate Community Residence
  - 2.03 Outpatient Facility Operating Certificate

**DIVISION OF MILITARY AND NAVAL AFFAIRS**

- 1.00 Preparation and implementation of the State Disaster Preparedness Plan.

**NATURAL HERITAGE TRUST**

- 1.00 Funding program for natural heritage institutions.

**OFFICE OF PARKS, RECREATION AND HISTORIC PRESERVATION (including Regional State Park Commission)**

- 1.00 Acquisition, disposition, lease, grant of easement or other activities related to the management of land under the jurisdiction of the Office.
- 2.00 Facilities construction, rehabilitation, expansion, or demolition or the funding of such activities.
- 3.00 Funding program for recreational boating, safety and enforcement.
- 4.00 Funding program for State and local historic preservation projects.
- 5.00 Land and Water Conservation Fund programs.
- 6.00 Nomination of properties to the Federal and/or State Register of Historic Places.
- 7.00 Permit and approval programs:
  - 7.01 Floating Objects Permit
  - 7.02 Marine Regatta Permit
  - 7.03 Navigation Aide Permit
  - 7.04 Posting of Signs Outside State Parks
- 8.00 Preparation and revision of the Statewide Comprehensive Outdoor Recreation Plan and the Statewide Comprehensive Historic Preservation Plan and other plans for public access, recreation, historic preservation or related purposes.
- 9.00 Recreation services program.
- 10.00 Urban Cultural Parks Program.
- 11.00 Planning, construction, rehabilitation, expansion, demolition, or the funding of such activities and/or projects funded through the Environmental Protection Fund (Environmental Protection Act of 1993) or Clean Water/Clean Air Bond Act of 1996.

**POWER AUTHORITY OF THE STATE OF NEW YORK**

- 1.00 Acquisition, disposition, lease, grant of easement and other activities related to the management of land under the jurisdiction of the Authority.
- 2.00 Facilities construction, rehabilitation, expansion, or demolition.

**NEW YORK STATE SCIENCE AND TECHNOLOGY FOUNDATION**

- 1.00 Corporation for Innovation Development Program.
- 2.00 Center for Advanced Technology Program.

**DEPARTMENT OF STATE**

- 1.00 Appalachian Regional Development Program.
- 2.00 Coastal Management Program.
- 2.10 Planning, construction, rehabilitation, expansion, demolition, or the funding of such activities and/or projects funded through the Environmental Protection Fund (Environmental Protection Act of 1993) or Clean Water/Clean Air Bond Act of 1996.
- 3.00 Community Services Block Grant Program.
- 4.00 Permit and approval programs:
  - 4.01 Billiard Room License
  - 4.02 Cemetery Operator
  - 4.03 Uniform Fire Prevention and Building Code

**STATE UNIVERSITY CONSTRUCTION FUND**

- 1.00 Facilities construction, rehabilitation, expansion, or demolition or the funding of such activities.

**STATE UNIVERSITY OF NEW YORK**

- 1.00 Acquisition, disposition, lease, grant of easement and other activities related to the management of land under the jurisdiction of the University.
- 2.00 Facilities construction, rehabilitation, expansion, or demolition or the funding of such activities.

**DEPARTMENT OF TRANSPORTATION**

- 1.00 Acquisition, disposition, lease, grant of easement and other activities related to the management of land under the jurisdiction of the Department.
- 2.00 Construction, rehabilitation, expansion, or demolition of facilities, including, but not limited to:
  - (a) Highways and parkways
  - (b) Bridges on the State highways system
  - (c) Highway and parkway maintenance facilities
  - (d) Rail facilities
- 3.00 Financial assistance/grant programs:
  - 3.01 Funding programs for construction/reconstruction and reconditioning/preservation

- of municipal streets and highways (excluding routine maintenance and minor rehabilitation)
- 3.02 Funding programs for development of the ports of Albany, Buffalo, Oswego, Ogdensburg, and New York
- 3.03 Funding programs for rehabilitation and replacement of municipal bridges
- 3.04 Subsidies program for marginal branchlines abandoned by Conrail
- 3.05 Subsidies program for passenger rail service
- 3.06 Financial assistance to local governments for transportation enhancement activities.
- 4.00 Permits and approval programs:
  - 4.01 Approval of applications for airport improvements (construction projects)
  - 4.02 Approval of municipal applications for Section 18 Rural and Small Urban Transit Assistance Grants (construction projects)
  - 4.03 Approval of municipal or regional transportation authority applications for funds for design, construction and rehabilitation of omnibus maintenance and storage facilities
  - 4.04 Approval of municipal or regional transportation authority applications for funds for design and construction of rapid transit facilities
  - 4.05 Certificate of Convenience and Necessity to Operate a Railroad
  - 4.06 Highway Work Permits
  - 4.07 License to Operate Major Petroleum Facilities
  - 4.08 Outdoor Advertising Permit (for off-premises advertising signs adjacent to interstate and primary highway)
  - 4.09 Real Property Division Permit for Use of State-Owned Property
- 5.00 Preparation or revision of the Statewide Master Plan for Transportation and sub-area or special plans and studies related to the transportation needs of the State.
- 6.00 Water Operation and Maintenance Program--Activities related to the containment of petroleum spills and development of an emergency oil-spill control network.

**URBAN DEVELOPMENT CORPORATION and its subsidiaries and affiliates**

- 1.00 Acquisition, disposition, lease, grant of easement or other activities related to the management of land under the jurisdiction of the Corporation.
- 2.00 Planning, development, financing, construction, major renovation or expansion of commercial, industrial, and civic facilities and the provision of technical assistance or financing for such activities, including, but not limited to, actions under its discretionary economic development programs such as the following:
  - (a) Tax-Exempt Financing Program
  - (b) Lease Collateral Program
  - (c) Lease Financial Program
  - (d) Targeted Investment Program
  - (e) Industrial Buildings Recycling Program

- 3.00 Administration of special projects.
- 4.00 Administration of State-funded capital grant programs.

## **DIVISION OF YOUTH**

- 1.00 Facilities construction, rehabilitation, expansion, or demolition or the funding or approval of such activities.

## **2. FEDERAL AGENCIES**

### **DIRECT FEDERAL ACTIVITIES AND DEVELOPMENT PROJECTS**

#### **DEPARTMENT OF COMMERCE**

##### National Marine Fisheries Services

- 1.00 Fisheries Management Plans

#### **DEPARTMENT OF DEFENSE**

##### Army Corps of Engineers

- 1.00 Proposed authorizations for dredging, channel improvements, break-waters, other navigational works, or erosion control structures, beach replenishment, dams or flood control works, ice management practices and activities, and other projects with potential to impact coastal lands and waters.
- 2.00 Land acquisition for spoil disposal or other purposes.
- 3.00 Selection of open water disposal sites.

##### Army, Navy and Air Force

- 4.00 Location, design, and acquisition of new or expanded defense installations (active or reserve status, including associated housing, transportation or other facilities).
- 5.00 Plans, procedures and facilities for landing or storage use zones.
- 6.00 Establishment of impact, compatibility or restricted use zones.

#### **DEPARTMENT OF ENERGY**

- 1.00 Prohibition orders.

#### **GENERAL SERVICES ADMINISTRATION**

- 1.00 Acquisition, location and design of proposed Federal Government property or buildings, whether leased or owned by the Federal Government.
- 2.00 Disposition of Federal surplus lands and structures.



## **DEPARTMENT OF INTERIOR**

### Fish and Wildlife Service

1.00 Management of National Wildlife refuges and proposed acquisitions.

### Mineral Management Service

2.00 OCS lease sale activities including tract selection, lease sale stipulations, etc.

### National Park Service

3.00 National Park and Seashore management and proposed acquisitions.

## **DEPARTMENT OF TRANSPORTATION**

### Amtrak, Conrail

1.00 Expansions, curtailments, new construction, upgrading or abandonments or railroad facilities or services, in or affecting the State's coastal area.

### Coast Guard

2.00 Location and design, construction or enlargement of Coast Guard stations, bases, and lighthouses.

3.00 Location, placement or removal of navigation devices which are not part of the routine operations under the Aids to Navigation Program (ATON).

4.00 Expansion, abandonment, designation or anchorages, lightening areas or shipping lanes and ice management practices and activities.

### Federal Aviation Administration

5.00 Location and design, construction, maintenance, and demolition of Federal aids to air navigation.

### Federal Highway Administration

6.00 Highway construction.

### St. Lawrence Seaway Development Corporation

7.00 Acquisition, location, design, improvement and construction of new and existing facilities for the operation of the Seaway, including traffic safety, traffic control and length of

navigation season.

## **FEDERAL LICENSES AND PERMITS**

### **DEPARTMENT OF DEFENSE**

#### Army Corps of Engineers

- 1.00 Construction of dams, dikes or ditches across navigable waters, or obstruction or alteration of navigable waters required under Sections 9 and 10 of the Rivers and Harbors Act of 1899 (33 U.S.C. 401, 403).
- 2.00 Establishment of harbor lines pursuant to Section 11 of the Rivers and Harbors Act of 1899 (33 U.S.C. 404, 405).
- 3.00 Occupation of seawall, bulkhead, jetty, dike, levee, wharf, pier, or other work built by the U.S. pursuant to Section 14 of the Rivers and Harbors Act of 1899 (33 U.S.C. 408).
- 4.00 Approval of plans for improvements made at private expense under Corps supervision pursuant to the Rivers and Harbors Act of 1902 (33 U.S.C. 565).
- 5.00 Disposal of dredged spoils into the waters of the U.S., pursuant to the Clean Water Act, Section 404, (33 U.S.C. 1344).
- 6.00 All actions for which permits are required pursuant to Section 103 of the Marine Protection, Research and Sanctuaries Act of 1972 (33 U.S.C. 1413).
- 7.00 Construction of artificial islands and fixed structures in Long Island Sound pursuant to Section 4(f) of the River and Harbors Act of 1912 (33 U.S.C.).

### **DEPARTMENT OF ENERGY**

#### Economic Regulatory Commission

- 1.00 Regulation of gas pipelines, and licensing of import or export of natural gas pursuant to the Natural Gas Act (15 U.S.C. 717) and the Energy Reorganization Act of 1974.
- 2.00 Exemptions from prohibition orders.

#### Federal Energy Regulatory Commission

- 3.00 Licenses for non-Federal hydroelectric projects and primary transmission lines under Sections 3(11), 4(e) and 15 of the Federal Power Act (16 U.S.C. 796(11), 797(11) and 808).
- 4.00 Orders for interconnection of electric transmission facilities under Section 202(b) of the Federal Power Act (15 U.S.C. 824a(b)).
- 5.00 Certificates for the construction and operation of interstate natural gas pipeline facilities, including both pipelines and terminal facilities under Section 7(c) of the Natural Gas Act (15 U.S.C. 717f(c)).

- 6.00 Permission and approval for the abandonment of natural gas pipeline facilities under Section 7(b) of the Natural Gas Act (15 U.S.C. 717f(b)).

### **ENVIRONMENTAL PROTECTION AGENCY**

- 1.00 NPDES permits and other permits for Federal installations, discharges in contiguous zones and ocean waters, sludge runoff and aquaculture permits pursuant to Section 401, 402, 403, 405, and 318 of the Federal Water Pollution Control Act of 1972 (33 U.S.C. 1341, 1342, 1343, and 1328).
- 2.00 Permits pursuant to the Resources Recovery and Conservation Act of 1976.
- 3.00 Permits pursuant to the underground injection control program under Section 1424 of the Safe Water Drinking Water Act (42 U.S.C. 300h-c).
- 4.00 Permits pursuant to the Clean Air Act of 1976 (42 U.S.C. 1857).

### **DEPARTMENT OF INTERIOR**

#### Fish and Wildlife Services

- 1.00 Endangered species permits pursuant to the Endangered Species Act (16 U.S.C. 153(a)).

#### Mineral Management Service

- 2.00 Permits to drill, rights of use and easements for construction and maintenance of pipelines, gathering and flow lines and associated structures pursuant to 43 U.S.C. 1334, exploration and development plans, and any other permits or authorizations granted for activities described in detail in OCS exploration, development, and production plans.
- 3.00 Permits required for pipelines crossing federal lands, including OCS lands, and associated activities pursuant to the OCS Lands Act (43 U.S.C. 1334) and 43 U.S.C. 931 (c) and 20 U.S.C. 185.

### **NUCLEAR REGULATORY COMMISSION**

- 1.00 Licensing and certification of the siting, construction and operation of nuclear power plants pursuant to Atomic Energy Act of 1954, Title II of the Energy Reorganization Act of 1974 and the National Environmental Policy Act of 1969.

### **SURFACE TRANSPORTATION BOARD**

- 1.00 Authority to abandon railway lines (to the extent that the abandonment involves removal of trackage and disposition of right-of-way); authority to construct railroads; authority to construct coal slurry pipelines.

### **DEPARTMENT OF TRANSPORTATION**

#### Coast Guard

- 1.00 Construction or modification of bridges, causeways or pipelines over navigable waters pursuant to 49 U.S.C. 1455.
- 2.00 Permits for Deepwater Ports pursuant to the Deepwater Ports Act of 1974 (33 U.S.C. 1501).

Federal Aviation Administration

- 3.00 Permits and licenses for construction, operation or alteration of airports.

**FEDERAL ASSISTANCE\***

**DEPARTMENT OF AGRICULTURE**

- 10.068 Rural Clean Water Program
- 10.409 Irrigation, Drainage, and Other Soil and Water Conservation Loans
- 10.410 Low to Moderate Income Housing Loans
- 10.411 Rural Housing Site Loans
- 10.413 Recreation Facility Loans
- 10.414 Resource Conservation and Development Loans
- 10.415 Rural Renting Housing Loans
- 10.416 Soil and Water Loans
- 10.418 Water and Waste Disposal Systems for Rural Communities
- 10.422 Business and Industrial Loans
- 10.424 Industrial Development Grants
- 10.426 Area Development Assistance Planning Grants
- 10.429 Above Moderate Income Housing Loans
- 10.430 Energy Impacted Area Development Assistance Program
- 10.901 Resource Conservation and Development
- 10.902 Soil and Water Conservation
- 10.904 Watershed Protection and Flood Prevention
- 10.906 River Basin Surveys and Investigations

**DEPARTMENT OF COMMERCE**

- 11.300 Economic Development - Grants and Loans for Public Works and Development Facilities
- 11.301 Economic Development - Business Development Assistance
- 11.302 Economic Development - Support for Planning Organizations
- 11.304 Economic Development - State and Local Economic Development Planning
- 11.305 Economic Development - State and Local Economic Development Planning
- 11.307 Special Economic Development and Adjustment Assistance Program - Long Term Economic Deterioration
- 11.308 Grants to States for Supplemental and Basic Funding of Titles I, II, III, IV, and V Activities
- 11.405 Anadromous and Great Lakes Fisheries Conservation

- 11.407 Commercial Fisheries Research and Development
- 11.417 Sea Grant Support
- 11.427 Fisheries Development and Utilization - Research and Demonstration Grants and Cooperative Agreements Program
- 11.501 Development and Promotion of Ports and Inter-modal Transportation
- 11.509 Development and Promotion of Domestic Waterborne Transport Systems

**COMMUNITY SERVICES ADMINISTRATION**

- 49.002 Community Action
- 49.011 Community Economic Development
- 49.013 State Economic Opportunity Offices
- 49.017 Rural Development Loan Fund
- 49.018 Housing and Community Development (Rural Housing)

**ENVIRONMENTAL PROTECTION AGENCY**

- 66.001 Air Pollution Control Program Grants
- 66.418 Construction Grants for Wastewater Treatment Works
- 66.426 Water Pollution Control - State and Areawide Water Quality Management Planning Agency
- 66.451 Solid and Hazardous Waste Management Program Support Grants
- 66.452 Solid Waste Management Demonstration Grants
- 66.600 Environmental Protection Consolidated Grants Program Support Comprehensive Environmental Response, Compensation and Liability (Super Fund)

**GENERAL SERVICES ADMINISTRATION**

- 39.002 Disposal of Federal Surplus Real Property

**DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT**

- 14.112 Mortgage Insurance - Construction or Substantial Rehabilitation of Condominium Projects
- 14.115 Mortgage Insurance - Development of Sales Type Cooperative Projects
- 14.117 Mortgage Insurance - Homes
- 14.124 Mortgage Insurance - Investor Sponsored Cooperative Housing
- 14.125 Mortgage Insurance - Land Development and New Communities
- 14.126 Mortgage Insurance - Management Type Cooperative Projects
- 14.127 Mortgage Insurance - Mobile Home Parks
- 14.218 Community Development Block Grants/Entitlement Grants
- 14.219 Community Development Block Grants/Small Cities Program
- 14.221 Urban Development Action Grants
- 14.223 Indian Community Development Block Grant Program

**DEPARTMENT OF INTERIOR**

- 15.400 Outdoor Recreation - Acquisition, Development and Planning
- 15.402 Outdoor Recreation - Technical Assistance
- 15.403 Disposal of Federal Surplus Real Property for Parks, Recreation, and Historic Monuments
- 15.411 Historic Preservation Grants-in-Aid
- 15.417 Urban Park and Recreation Recovery Program
- 15.600 Anadromous Fish Conservation
- 15.605 Fish Restoration
- 15.611 Wildlife Restoration
- 15.613 Marine Mammal Grant Program
- 15.802 Minerals Discovery Loan Program
- 15.950 National Water Research and Development Program
- 15.951 Water Resources Research and Technology - Assistance to State Institutes
- 15.952 Water Research and Technology - Matching Funds to State Institutes

#### **SMALL BUSINESS ADMINISTRATION**

- 59.012 Small Business Loans
- 59.013 State and Local Development Company Loans
- 59.024 Water Pollution Control Loans
- 59.025 Air Pollution Control Loans
- 59.031 Small Business Pollution Control Financing Guarantee

#### **DEPARTMENT OF TRANSPORTATION**

- 20.102 Airport Development Aid Program
- 20.103 Airport Planning Grant Program
- 20.205 Highway Research, Planning, and Construction
- 20.309 Railroad Rehabilitation and Improvement - Guarantee of Obligations
- 20.310 Railroad Rehabilitation and Improvement - Redeemable Preference Shares
- 20.506 Urban Mass Transportation Demonstration Grants
- 20.509 Public Transportation for Rural and Small Urban Areas

\* Numbers refer to the Catalog of Federal Domestic Assistance Programs, 1980 and its two subsequent updates.

### **B. State and Federal Actions and Programs Necessary to Further the LWRP**

#### **I. STATE ACTIONS OR PROGRAMS**

##### **OFFICE OF GENERAL SERVICES**

1. Prior to any development occurring in the water or on the immediate waterfront, OGS should be contacted for a determination of the State's interest in underwater, or formally underwater, lands and for authorization to use and occupy these lands.
2. In accordance with Section 334 of the NYS Real Property Law, any subdivision of



waterfront properties on navigable waters must depict the location of riparian (including littoral) lines out into the navigable waters on the property survey that must be filed with the respective county clerk.

#### **DEPARTMENT OF ECONOMIC DEVELOPMENT**

1. Any action or provision of funds for the development or promotion of tourism related activities or development.
2. Any action involving the Seaway Trail.

#### **DEPARTMENT OF ENVIRONMENTAL CONSERVATION**

1. Planning, development, construction, major renovation, or expansion of facilities in the waterfront including recreational improvement projects.
2. Consult with the City of Watertown in advance of any planning, development, construction, major renovation, or expansion of facilities in the waterfront.
3. Funding for state and local preservation and conservation projects from the Clean Water/Clean Air Bond Act and the Environmental Protection Fund (EPF).
4. Advance assistance under the Small Communities and Rural Wastewater Treatment Grant Program and a subsequent construction grant subsidy.
5. Review of actions within National Register Districts pursuant to SEQR.
6. Work with the City of Watertown to upgrade the stream classification for all segments within the Black River corridor within the LWRP boundary to class A under the Stream Protection Act regulations.

#### **DIVISION OF HOUSING AND COMMUNITY RENEWAL**

1. Provision of funding under the Rural Preservation/Neighborhood Preservation Company Program.
2. Approval of funding for Rural Preservation/Neighborhood Preservation Area Revitalization Program projects.

#### **JOB DEVELOPMENT AUTHORITY**

1. Provision of low interest mortgage loans to local non-profit development corporations to finance commercial and industrial facilities.

#### **GOVERNOR'S OFFICE OF SMALL CITIES**

1. Provision of funding under the Community Development Block Grant Small Cities Program

#### **OFFICE OF PARKS, RECREATION AND HISTORIC PRESERVATION**

1. Planning, development, construction, major renovation or expansion of recreational facilities or the provision of funding for such facilities, including but not limited to parks, and trails, and waterfront access areas.
2. Consult with the City of Watertown in advance of planning, development, construction, major renovation or expansion of recreational facilities.
3. Provision of funding for State and local projects within the waterfront area from the Land and Water Conservation Fund, Clean Water/Clean Air Bond Act, Environmental Protection Fund and the Recreational Trails Program.
4. Certification of properties within districts listed on the National Register of Historic Places.
5. Provision of funding for State and local historic preservation activities in the waterfront boundary.
6. Review of Type I actions affecting a property listed on the National Register of Historic Places.
7. Work with the City of Watertown to explore potential for designation a Heritage Area that celebrates the connection between industry and water resources along the Black River corridor.

#### **DEPARTMENT OF STATE**

1. Provision of funding for the implementation of an approved LWRP.
2. Provision of funding under the Community Services Block Grant program.

#### **COUNCIL ON THE ARTS**

1. Provision of funding from the Architecture and Environmental Arts program.

#### **DEPARTMENT OF TRANSPORTATION**

1. Consult with the City of Watertown before making any major improvements to bridges or major state roads in the waterfront area.
2. Assistance for street repairs through the Consolidated Highway Improvements Program.
3. Provision of funding for implementation of the Olympic Trail Scenic Byway Corridor Management Plan.
4. Assistance with development of bicycle enhancements along major transportation routes.

## **2. FEDERAL ACTIONS**

### **DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT**

#### Office of the Assistant Secretary for Community Planning and Development

1. Funding under the Community Development Block Grant Program for improvements in the waterfront area.

### **DEPARTMENT OF DEFENSE**

#### U.S. Army, 10<sup>th</sup> Mountain Division, Fort Drum

1. Continue to work with the City of Watertown to identify and implement establishment of housing, job, and economic development opportunities within the waterfront area.

#### Army Corps of Engineers, Buffalo District

1. Review of any proposed action affecting a resource listed on the National Register of Historic Places, pursuant to the National Environmental Protection Act.
2. Work with the City of Watertown to identify and implement scenic, recreational and environmental improvements to dams as part of the re-licensing process.

### **DEPARTMENT OF THE INTERIOR**

#### National Park Service

1. Provision of funding under the Land and Water Conservation Fund Program.
2. Review of federal actions within the National Register Districts pursuant to NEPA.

### **DEPARTMENT OF THE TREASURY**

1. Continuation of Incentives for Qualified Building Rehabilitation.
2. Provision of appropriate tax-exempt status for non-profit agencies active in the coastal area.

### **DEVELOPMENT AUTHORITY OF THE NORTH COUNTRY**

1. Any action or provision of funds for the development or promotion of infrastructure improvements such as, but not limited to, transportation studies, housing and economic development studies and projects, and water and sewer improvements.

### **FEDERAL ENERGY REGULATORY COMMISSION**

1. Work with the City of Watertown to identify and implement scenic, recreational and environmental improvements to dams as part of the re-licensing process.

**ECONOMIC DEVELOPMENT ADMINISTRATION**

1. Assistance under the Public Works and Economic Development Act for street improvements.

**DEPARTMENT OF TRANSPORTATION**

United States Coast Guard

1. Maintenance/rehabilitation of facilities.

Federal Highway Administration

1. Provision of funding for transportation improvements, including but not limited to improvements to roads and bridges that increase pedestrian and bicycle access or improve safety.
2. Provision of funding to implement the Olympic Trail Scenic Byway Corridor Management Plan.

## Chapter VII: Local Commitment

### Introduction

In October 2004, the City of Watertown embarked on a mission to complete a Local Waterfront Revitalization Plan (LWRP). The city's existing Advantage Watertown Committee (AWC) was charged with the mission of steering the LWRP's development. Along with dedicated city staff and the help of a professional consultant, the group worked together to create a strategic plan for waterfront and downtown revitalization.

This LWRP document was also informed by the parallel and supplementary work of both a whitewater study and a market analysis, which are referenced in this report but both serve as separate documents.

Central to the mission of the LWRP is the desire for the vision to be an expression of the community's future. The city recognizes that the LWRP's many goals and objectives can only be implemented through a genuine partnership of many, including the city and state, developers, and community members. As such, the LWRP process included discussion and collaboration with the community throughout. The Advantage Watertown Committee itself represents many community interests, including civic affiliations and business owners, among others.

As a first step in the LWRP process, the city obtained a grant from the NYS Department of State, Division of Coastal Resources, to initiate a visioning process, working with the community to articulate a vision for the Black River corridor. SUNY ESF Planning and Landscape Architecture students designed and facilitated this process with the guidance of faculty and the Center for Community Design Research. This group conducted a series of three workshops between February and April 2003. The visioning work resulted in a series of "story boxes" that helped to document the river corridor's resources, history and opportunities, as well as a detailed report entitled *The Black River Vision Plan*. This document and process picks up where the visioning left off, beginning with the vision and leading to more specific projects and policies to realize the vision. The public process is summarized in the following section.

### Public Process in Developing the LWRP

Three public meetings were held during the development of the LWRP. The first two meetings were held as workshops and actively engaged participation in the LWRP's design and planning elements. The last meeting was a public presentation of the draft LWRP, with opportunity for public comment.

The first public workshop was held on **November 18, 2004**. At this workshop, an overview of the LWRP process was presented, along with a summary of opportunities and constraints along the waterfront. Participants were then asked to form groups to review the draft "opportunity areas" that were established through the inventory process. Participants helped to identify a desired future vision for these opportunity areas. This workshop set the stage for more detailed development of revitalization projects in the opportunity areas.

At the second public workshop, held on **June 8, 2005**, the LWRP policies were presented as well as more detailed design plans for each of the "opportunity areas" developed at the November 2004 workshop. Participants reviewed the land use vision, proposed uses and proposed projects for each "opportunity area" individually. Participants were asked to help prioritize the six areas as the major outcome of the group work.

The final public meeting, held on **October 19, 2005**, provided a summary presentation of the recommendations for implementing waterfront revitalization, including initial steps to begin the process, as well as medium and long-term actions for implementation. This session provided an opportunity for the community to comment and ask questions related to the LWRP.

All three public meetings resulted in positive support for the LWRP. The major message from the community at these meetings was that they wished to see the LWRP's plans and strategies implemented in the near future and that every effort should be taken to "speed-up" the implementation process.

### **Agency and Other Consultation**

In addition to the community's support and participation in this process, representatives of city agencies have assisted, as well as many private entities. On March 23, 2005, representatives from several organizations met to discuss housing opportunities in the WRAB. Participants included Neighbors of Watertown, the Development Authority of the North Country, Empire State Development, and Fort Drum. Other parties who have contributed to this planning process and report include Jefferson Community College, Thompson Park Zoo, Tug Hill Commission, and the Jefferson County Historical Society. In particular, Jefferson County Historical Society Director Tim Abel assisted with the development of the historical and archaeological summary in Chapter II.



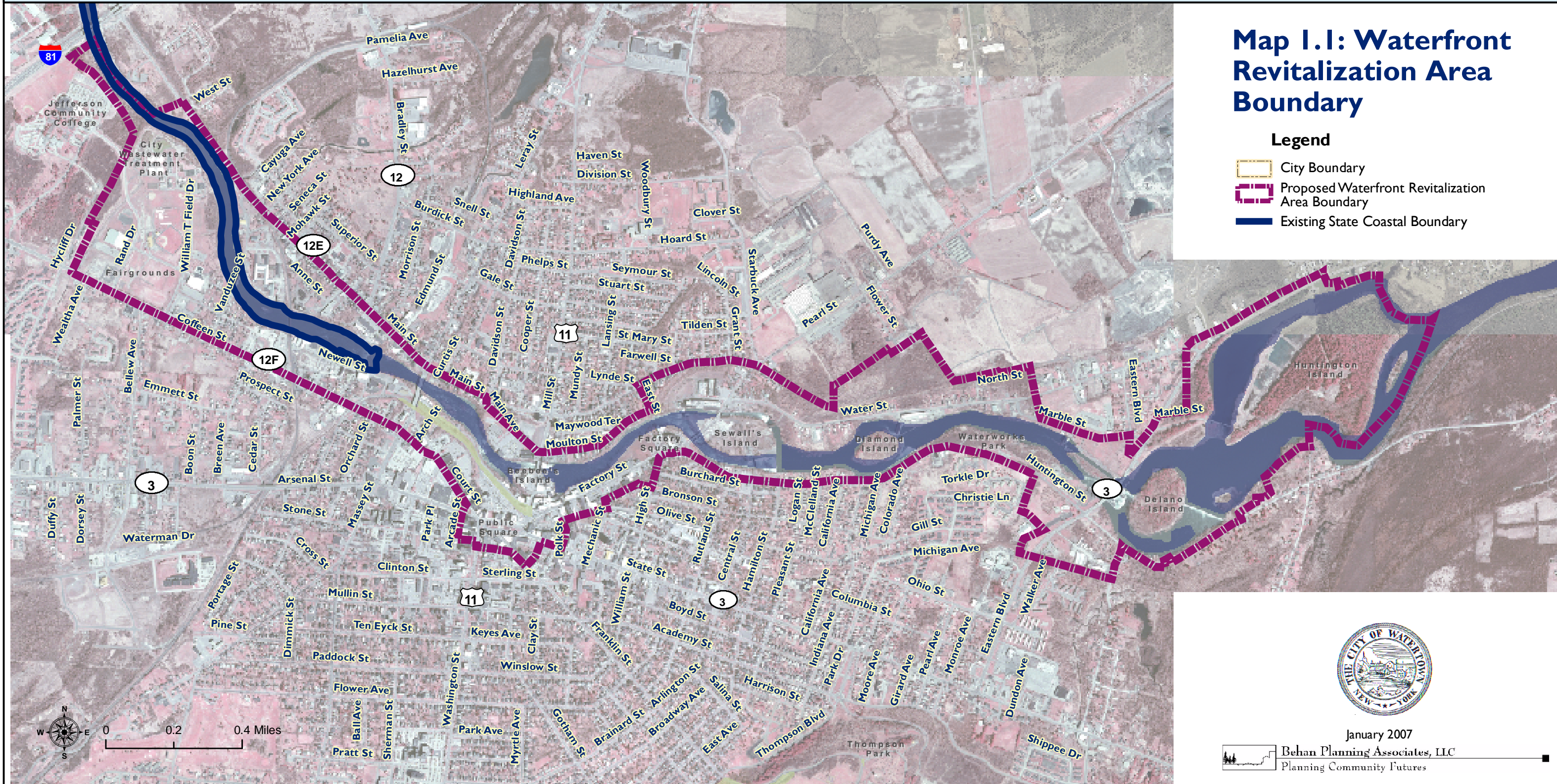
# *Appendix A*

## *Maps*

# City of Watertown

## Local Waterfront Revitalization Program

### for the Black River





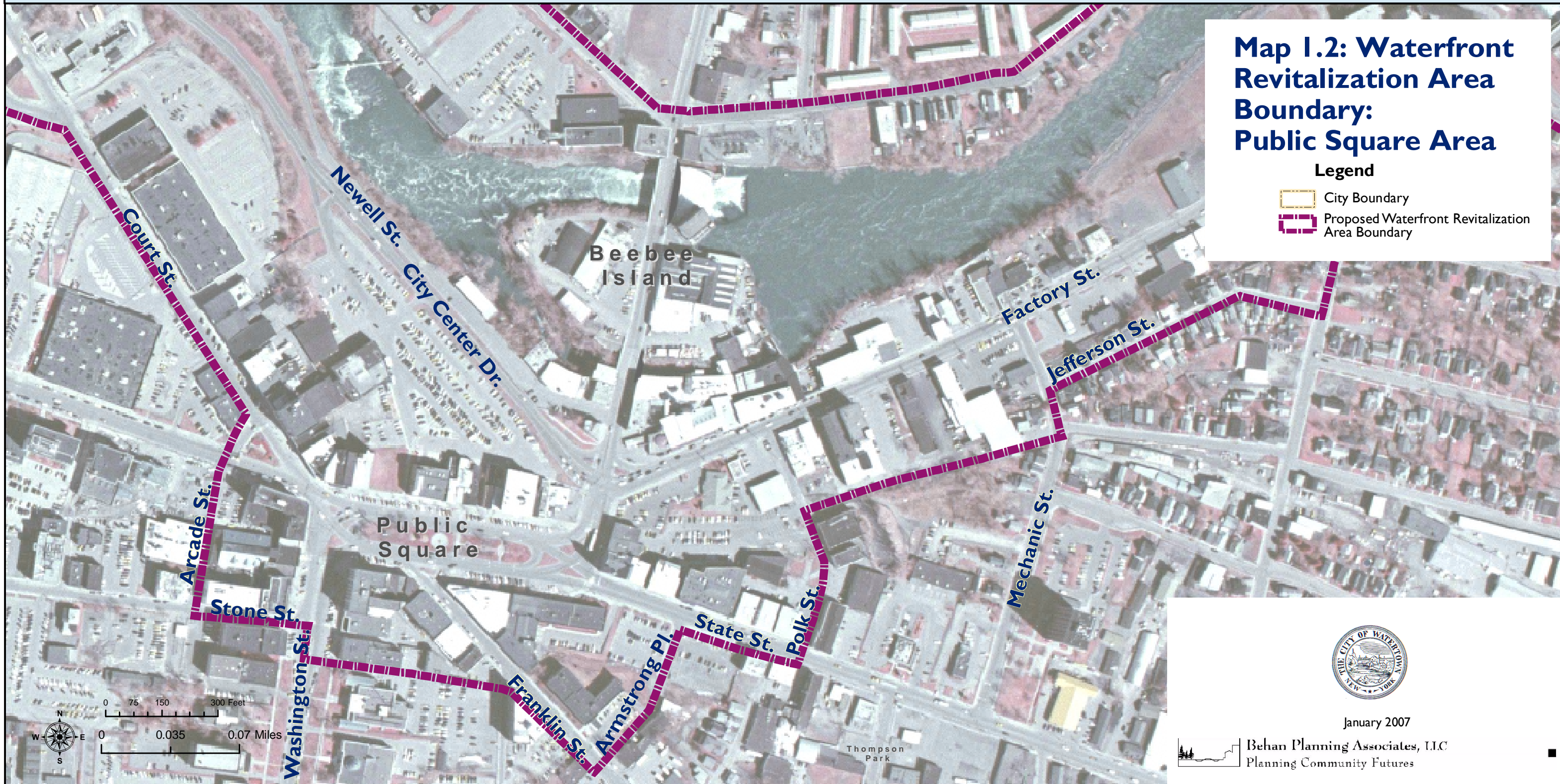


# City of Watertown *Local Waterfront Revitalization Program* for the Black River


## Map 1.2: Waterfront Revitalization Area Boundary: Public Square Area

### Legend

-  City Boundary
-  Proposed Waterfront Revitalization Area Boundary



January 2007

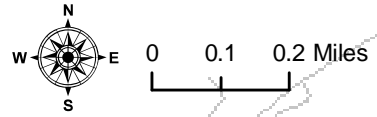
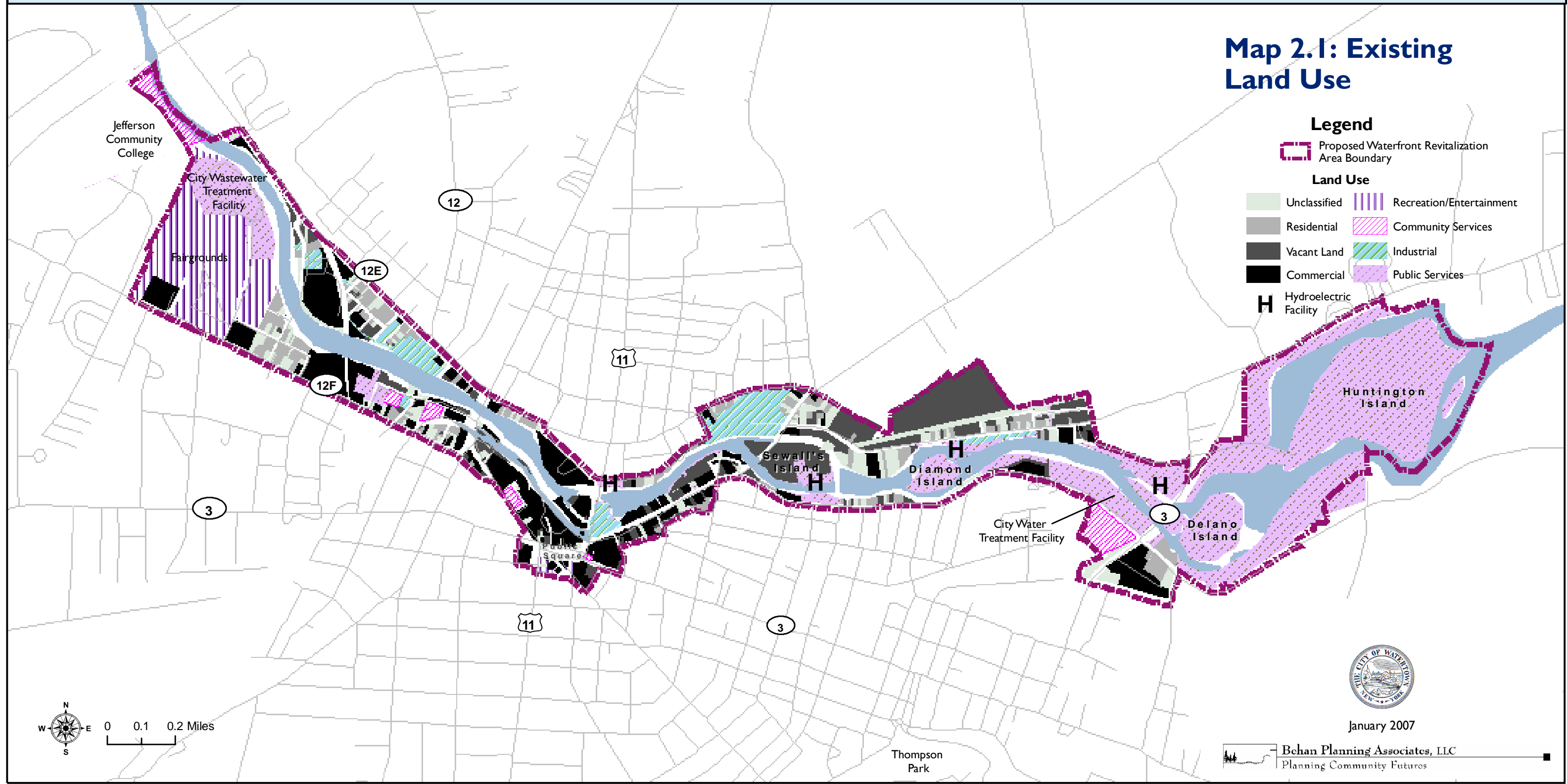
 Behan Planning Associates, LLC  
Planning Community Futures

# City of Watertown

## *Local Waterfront Revitalization Program*

### for the Black River

### Map 2.1: Existing Land Use



January 2007


# City of Watertown

## *Local Waterfront Revitalization Program*










### for the Black River

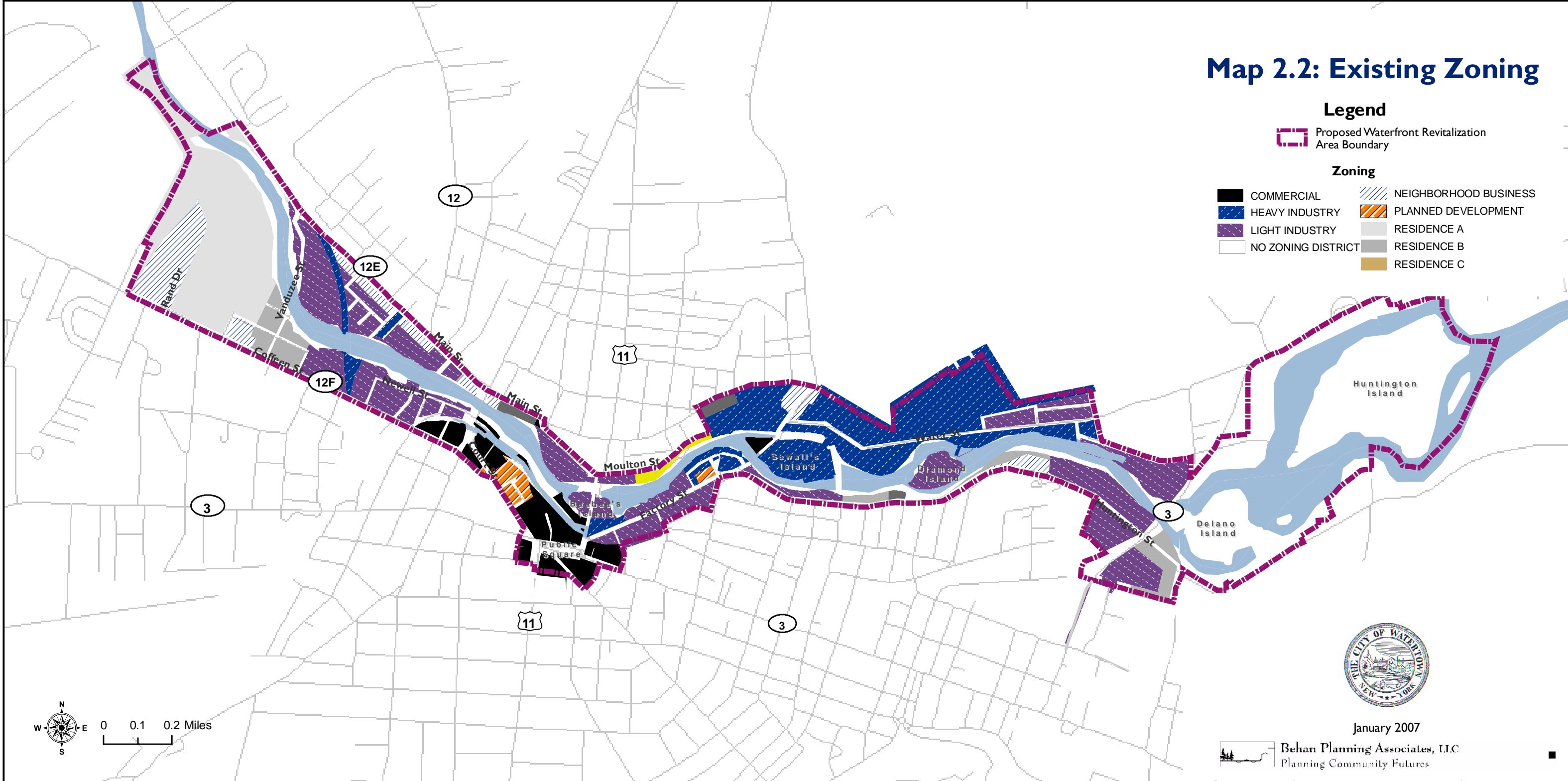
**Map 2.2: Existing Zoning**

**Legend**

 Proposed Waterfront Revitalization Area Boundary

**Zoning**

- |  |   |
|--|---|
|  COMMERCIAL         |  NEIGHBORHOOD BUSINESS |
|  HEAVY INDUSTRY     |  PLANNED DEVELOPMENT   |
|  LIGHT INDUSTRY     |  RESIDENCE A           |
|  NO ZONING DISTRICT |  RESIDENCE B           |
|  |  RESIDENCE C           |






January 2007

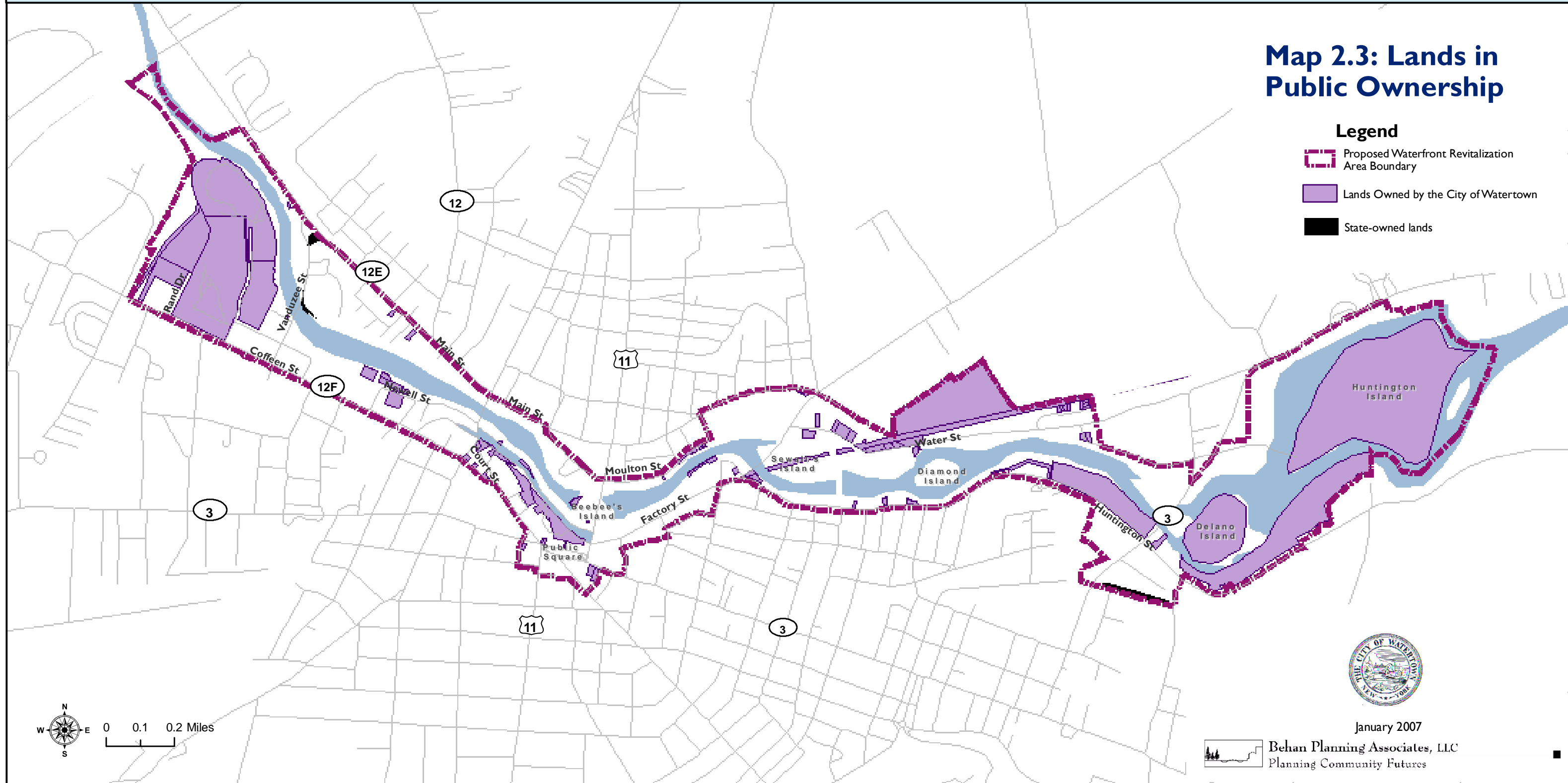
 Behan Planning Associates, I.C.  
Planning Community Futures

# City of Watertown Local Waterfront Revitalization Program for the Black River

## Map 2.3: Lands in Public Ownership

### Legend

-  Proposed Waterfront Revitalization Area Boundary
-  Lands Owned by the City of Watertown
-  State-owned lands



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# City of Watertown

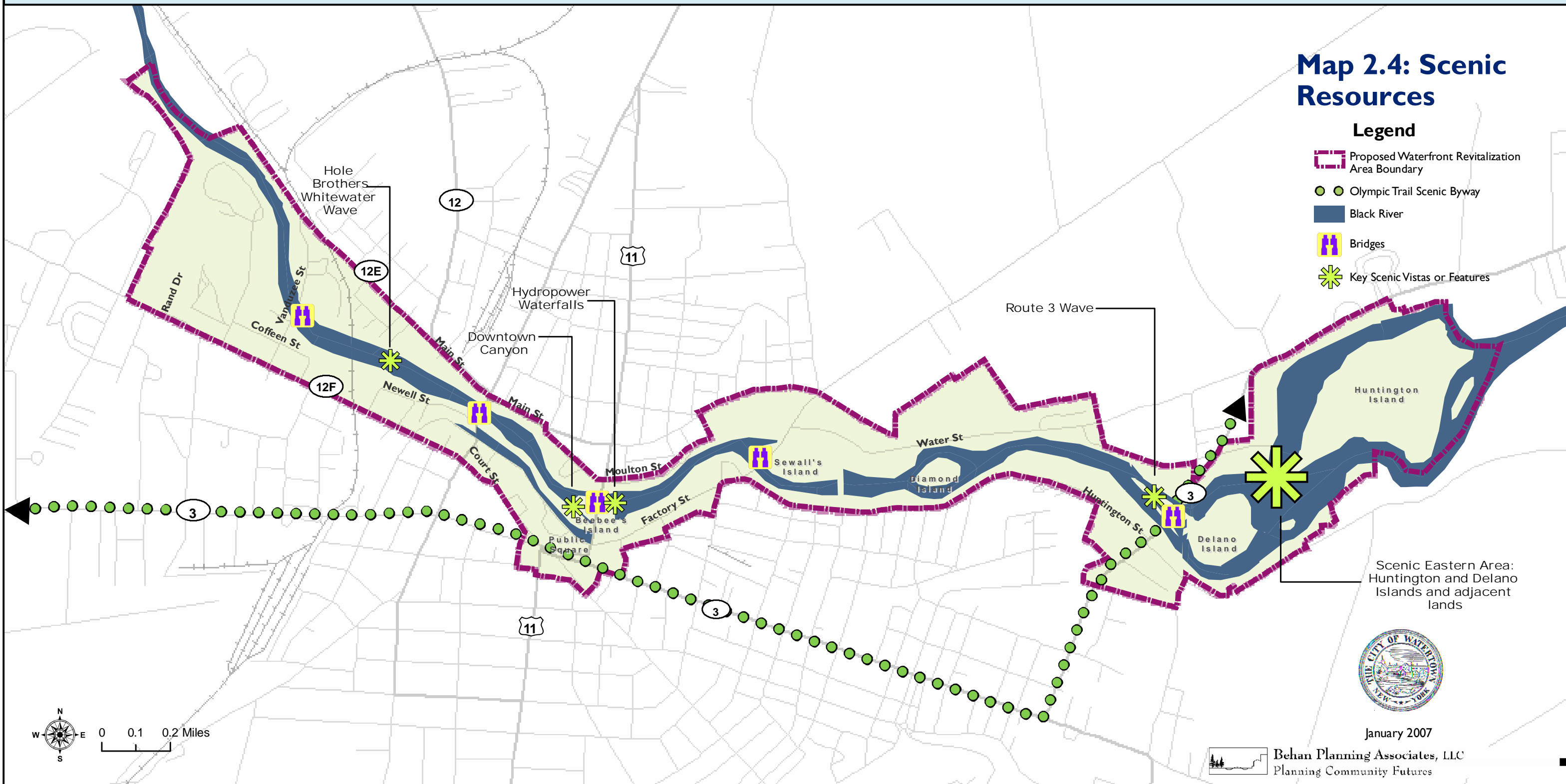
## *Local Waterfront Revitalization Program*

### for the Black River

### Map 2.4: Scenic Resources

#### Legend

-  Proposed Waterfront Revitalization Area Boundary
-  Olympic Trail Scenic Byway
-  Black River
-  Bridges
-  Key Scenic Vistas or Features



Scenic Eastern Area:  
Huntington and Delano  
Islands and adjacent  
lands



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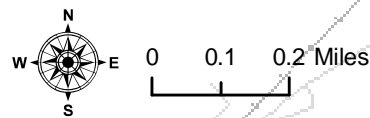
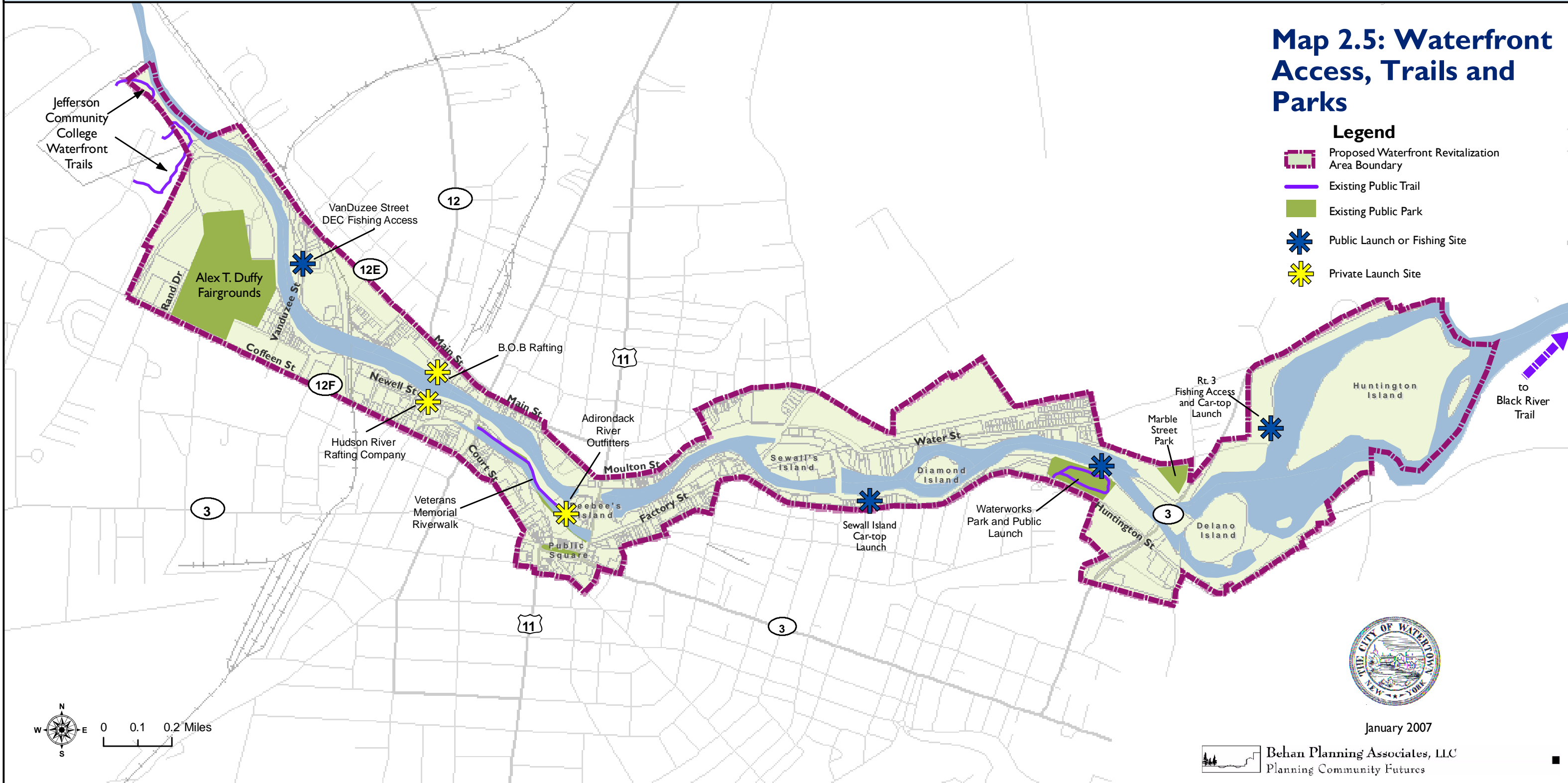
# City of Watertown

## *Local Waterfront Revitalization Program*

### for the Black River

### Map 2.5: Waterfront Access, Trails and Parks

- Legend**
-  Proposed Waterfront Revitalization Area Boundary
  -  Existing Public Trail
  -  Existing Public Park
  -  Public Launch or Fishing Site
  -  Private Launch Site





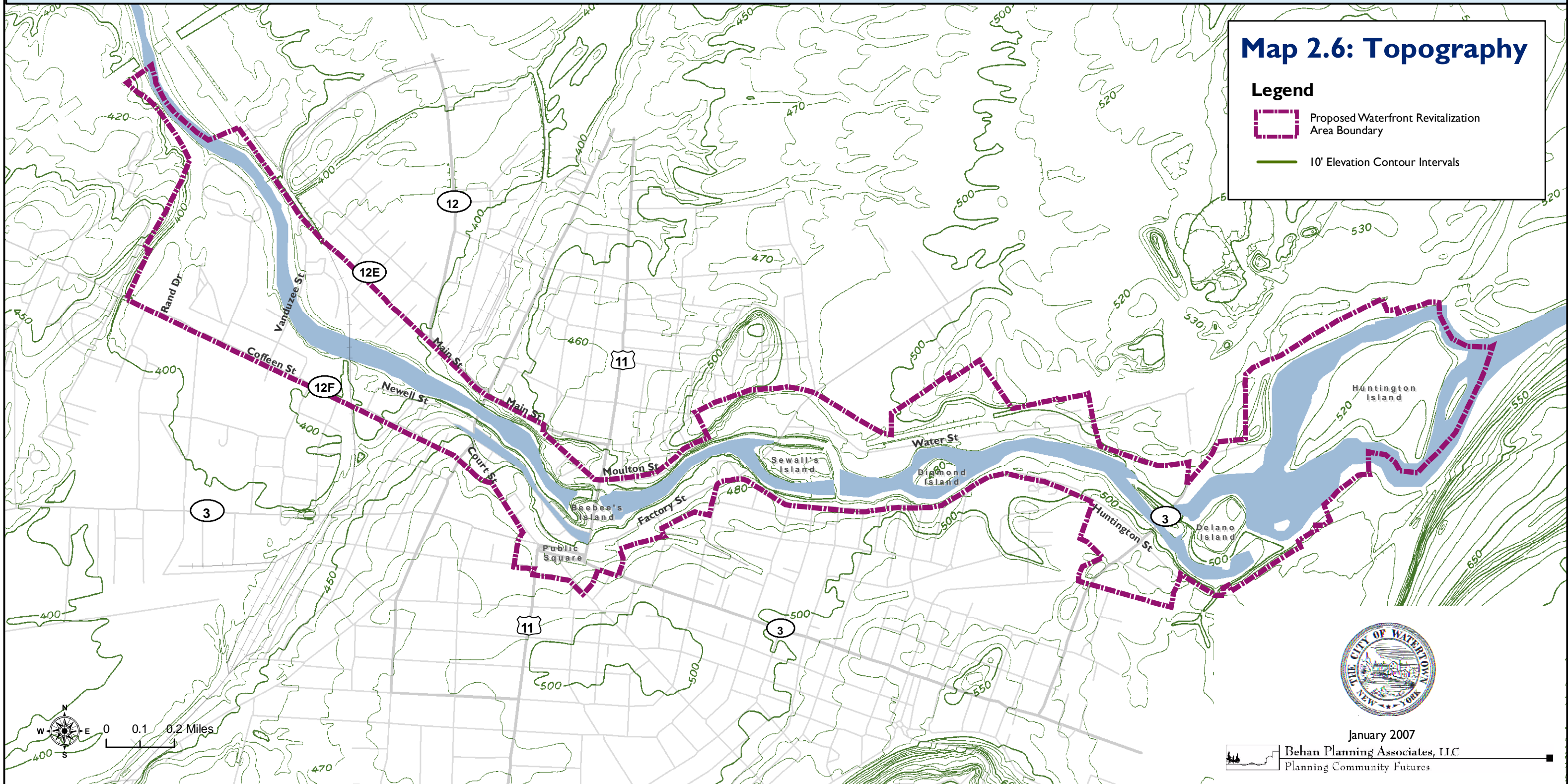
January 2007

# City of Watertown Local Waterfront Revitalization Program for the Black River

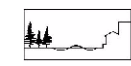
## Map 2.6: Topography

### Legend

-  Proposed Waterfront Revitalization Area Boundary
-  10' Elevation Contour Intervals



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# City of Watertown

## *Local Waterfront Revitalization Program*

### for the Black River


### Map 2.7: Wetlands

#### Legend

 Proposed Waterfront Revitalization Area Boundary

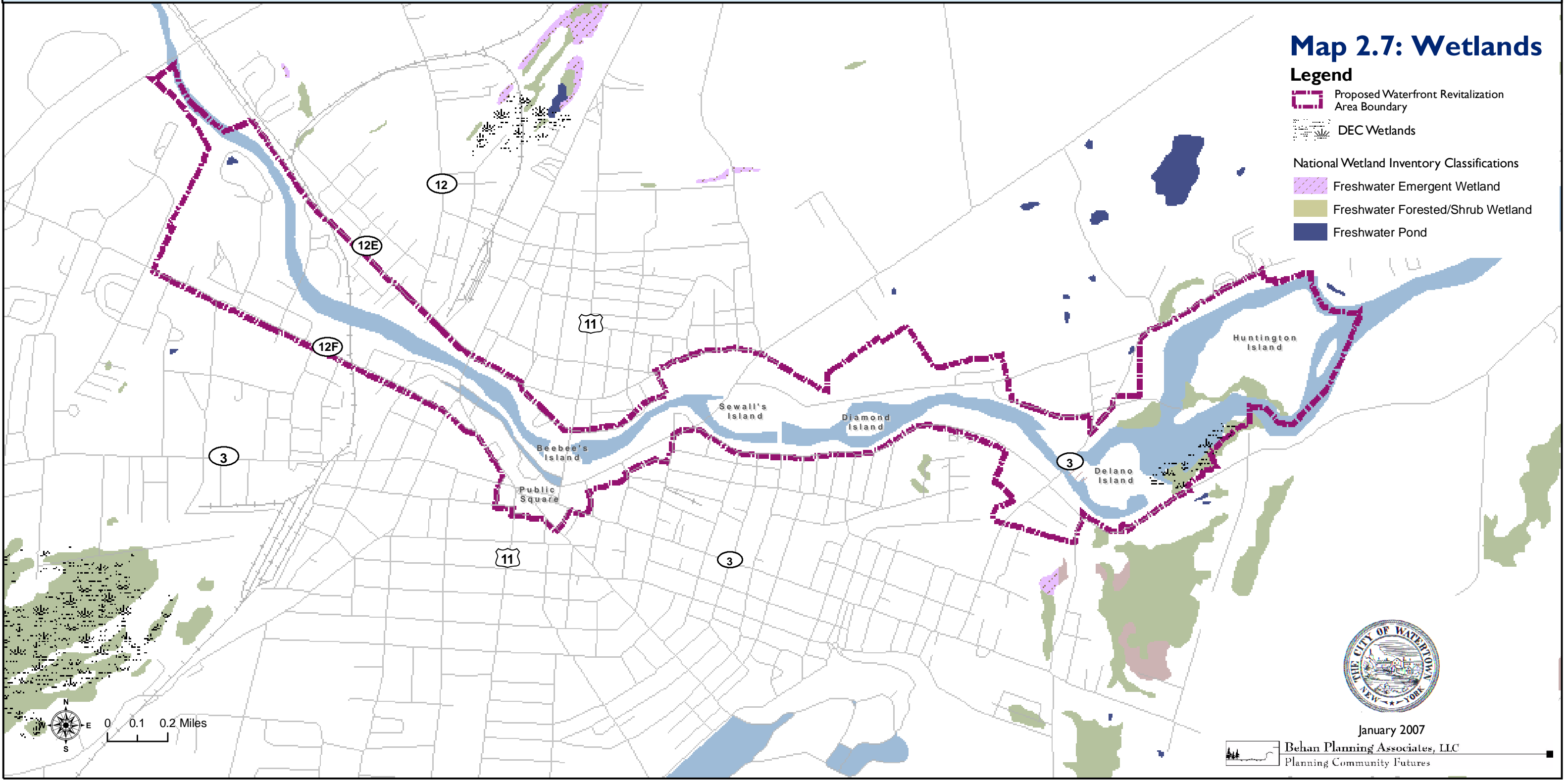
 DEC Wetlands

#### National Wetland Inventory Classifications

 Freshwater Emergent Wetland

 Freshwater Forested/Shrub Wetland

 Freshwater Pond



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# City of Watertown

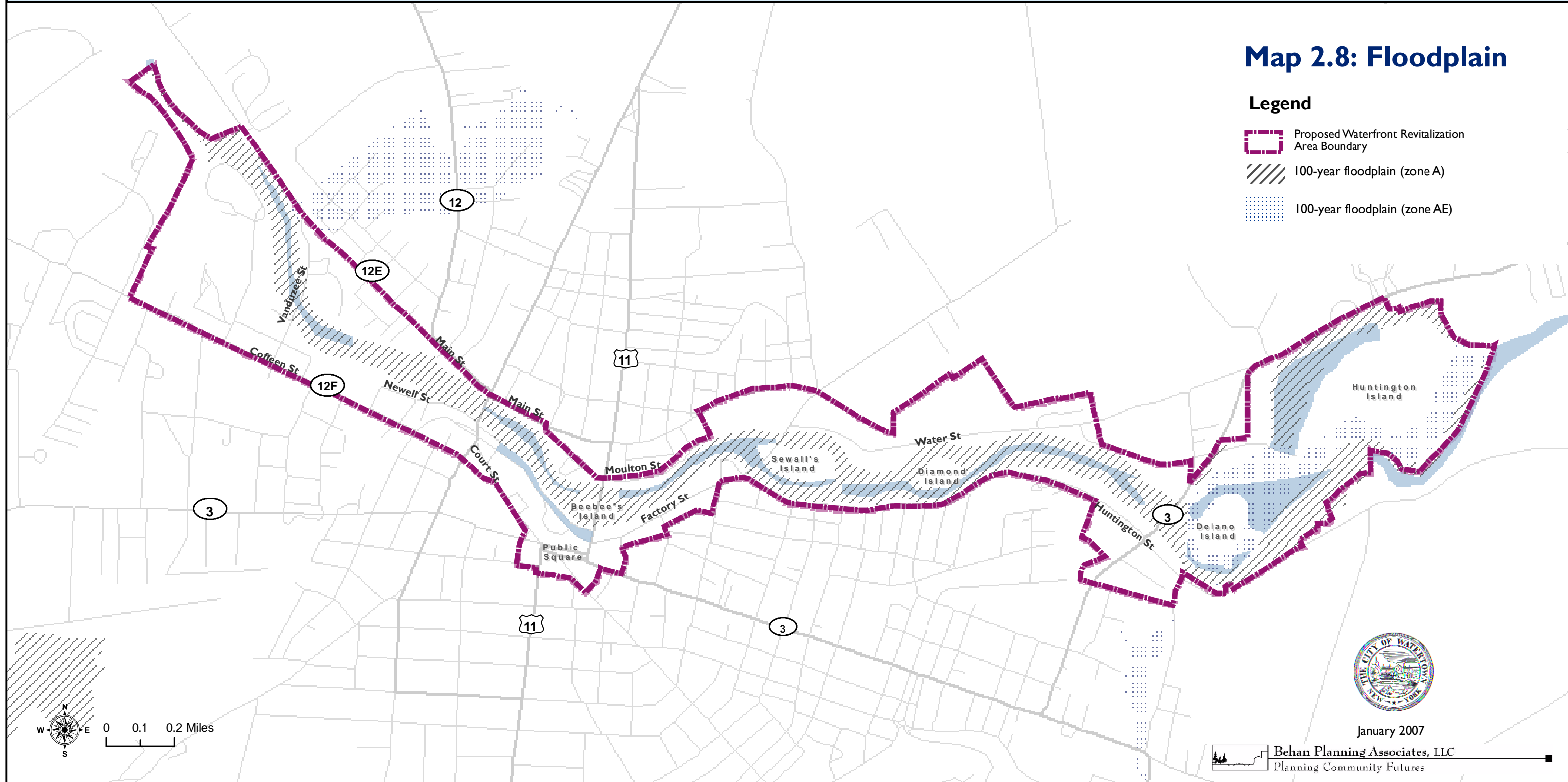
## *Local Waterfront Revitalization Program*

### for the Black River

### Map 2.8: Floodplain

#### Legend

-  Proposed Waterfront Revitalization Area Boundary
-  100-year floodplain (zone A)
-  100-year floodplain (zone AE)

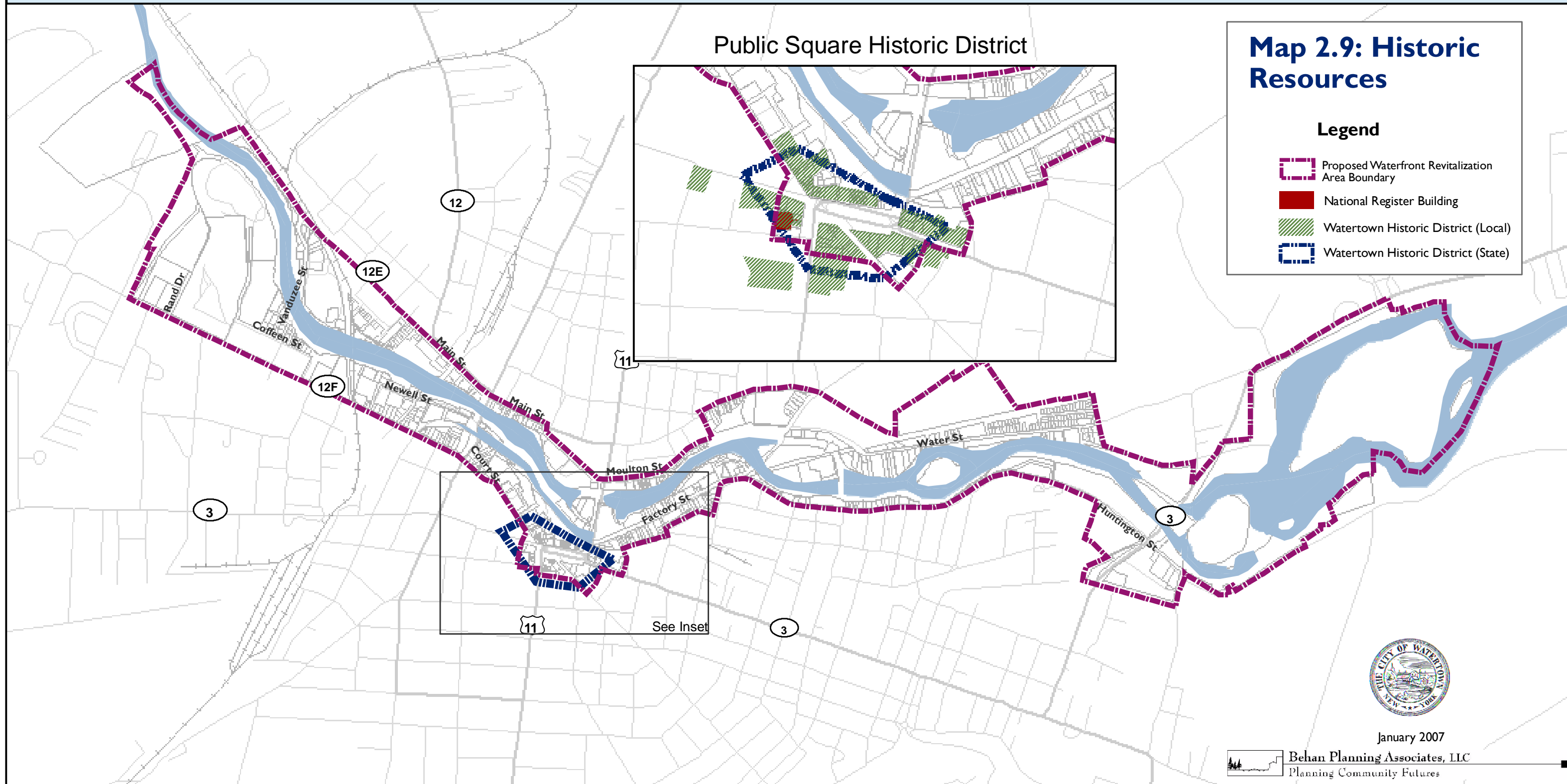


January 2007

# City of Watertown

## *Local Waterfront Revitalization Program*

### *for the Black River*



January 2007



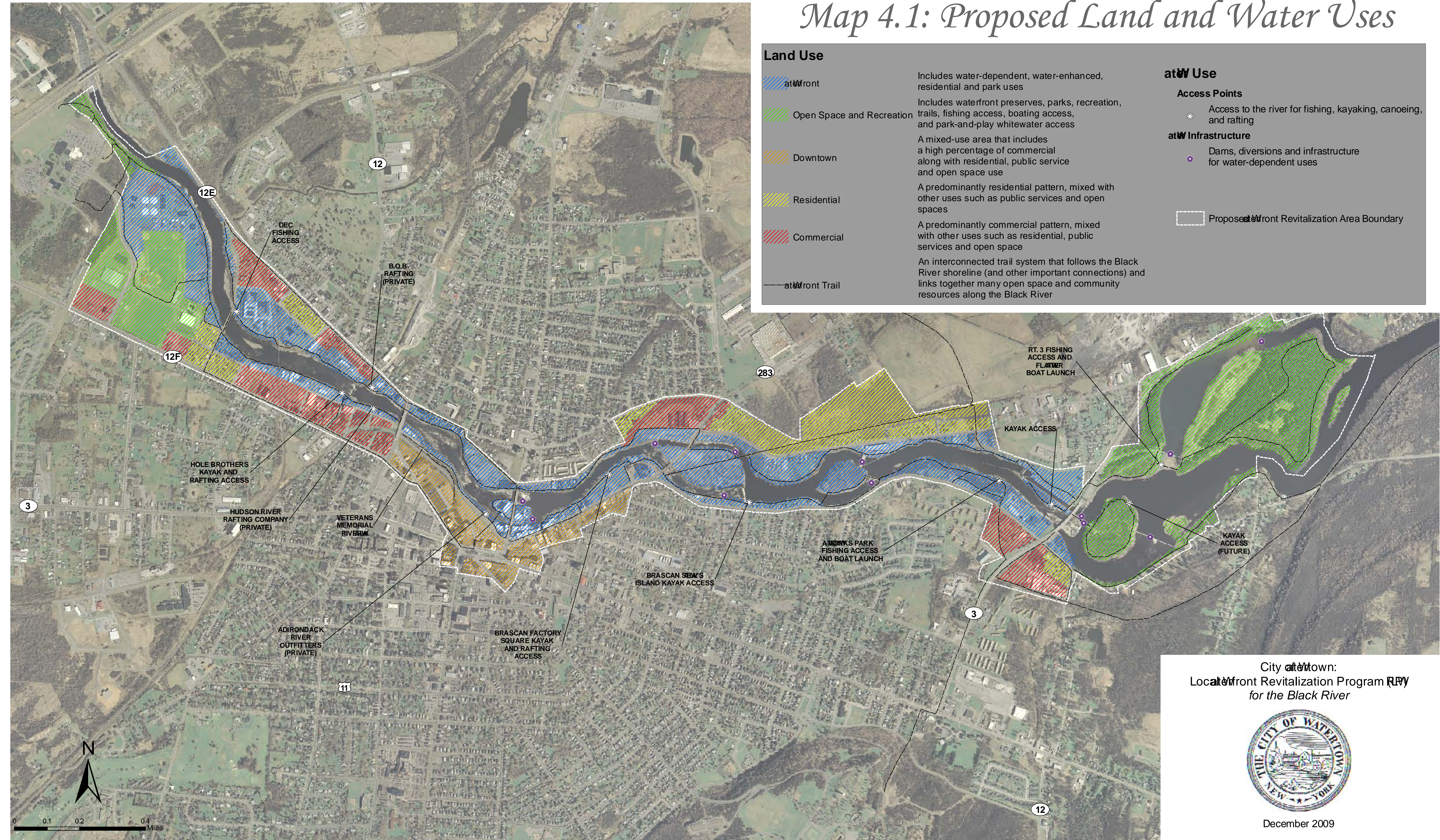
# Map 4.1: Proposed Land and Water Uses

**Land Use**

- atWfront: Includes water-dependent, water-enhanced, residential and park uses
- Open Space and Recreation: Includes waterfront preserves, parks, recreation, trails, fishing access, boating access, and park-and-play whitewater access
- Downtown: A mixed-use area that includes a high percentage of commercial along with residential, public service and open space use
- Residential: A predominantly residential pattern, mixed with other uses such as public services and open spaces
- Commercial: A predominantly commercial pattern, mixed with other uses such as residential, public services and open space
- atWfront Trail: An interconnected trail system that follows the Black River shoreline (and other important connections) and links together many open space and community resources along the Black River

**atW Use**

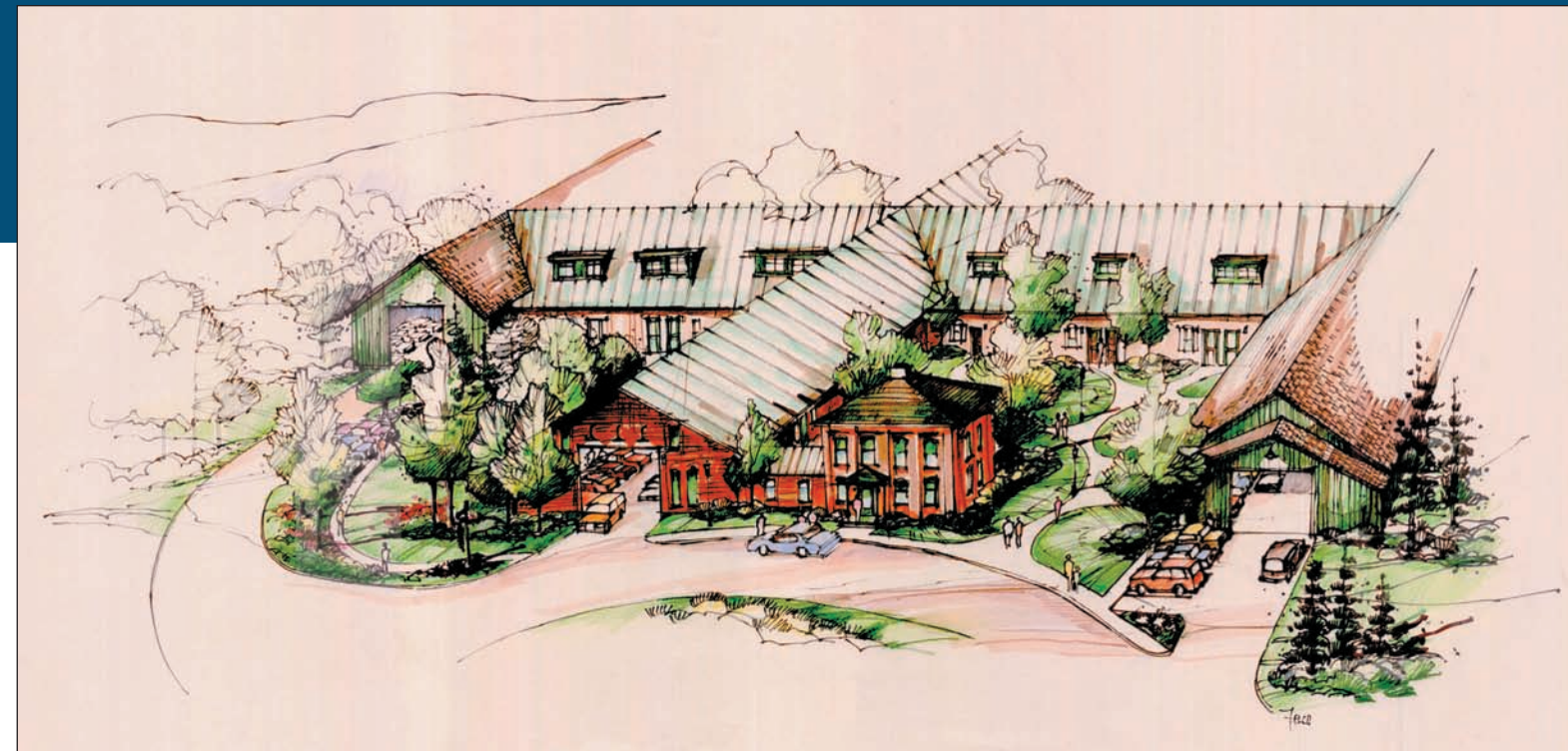
- Access Points**
  - Access to the river for fishing, kayaking, canoeing, and rafting
- atW Infrastructure**
  - Dams, diversions and infrastructure for water-dependent uses
- Proposed atWfront Revitalization Area Boundary



December 2009



# Map 4.2: Proposed Land and Water Projects



**VanDuzee Street Barns Residential Community**  
A waterfront-oriented residential community that features adaptive reuse of existing brick warehouse buildings.



## Downtown Waterfront Gateway

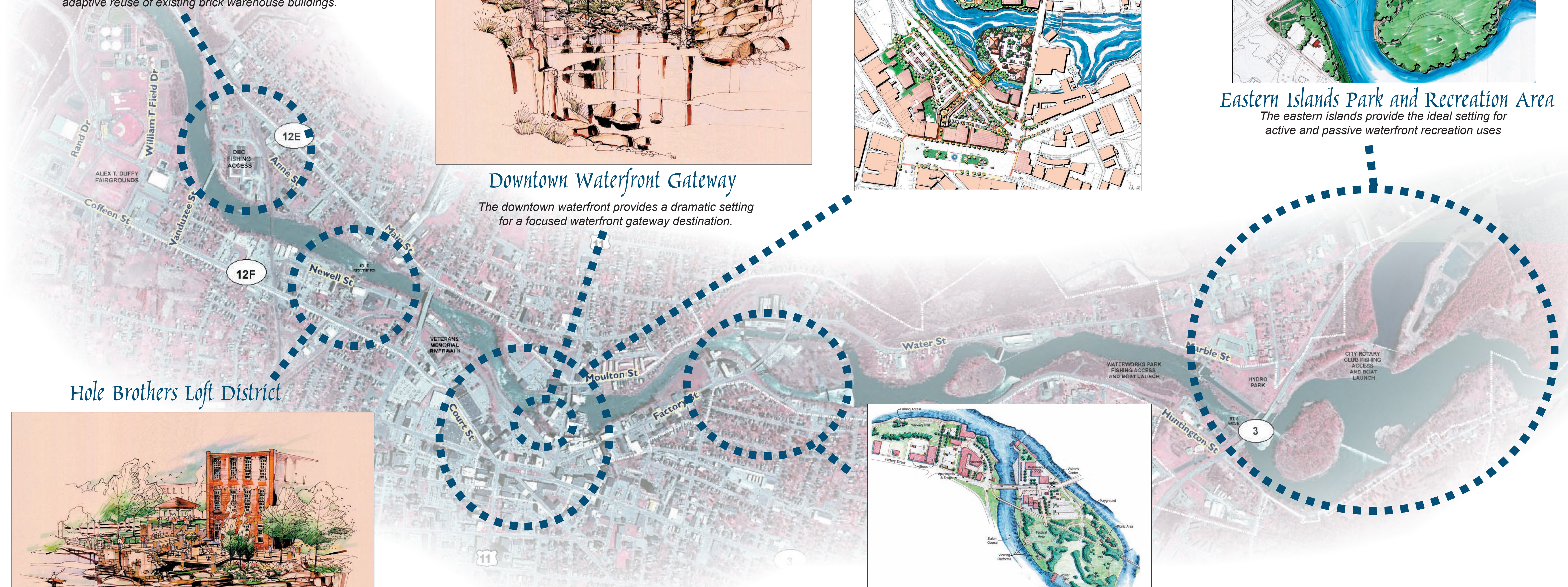
The downtown waterfront provides a dramatic setting for a focused waterfront gateway destination.

## Downtown Connection

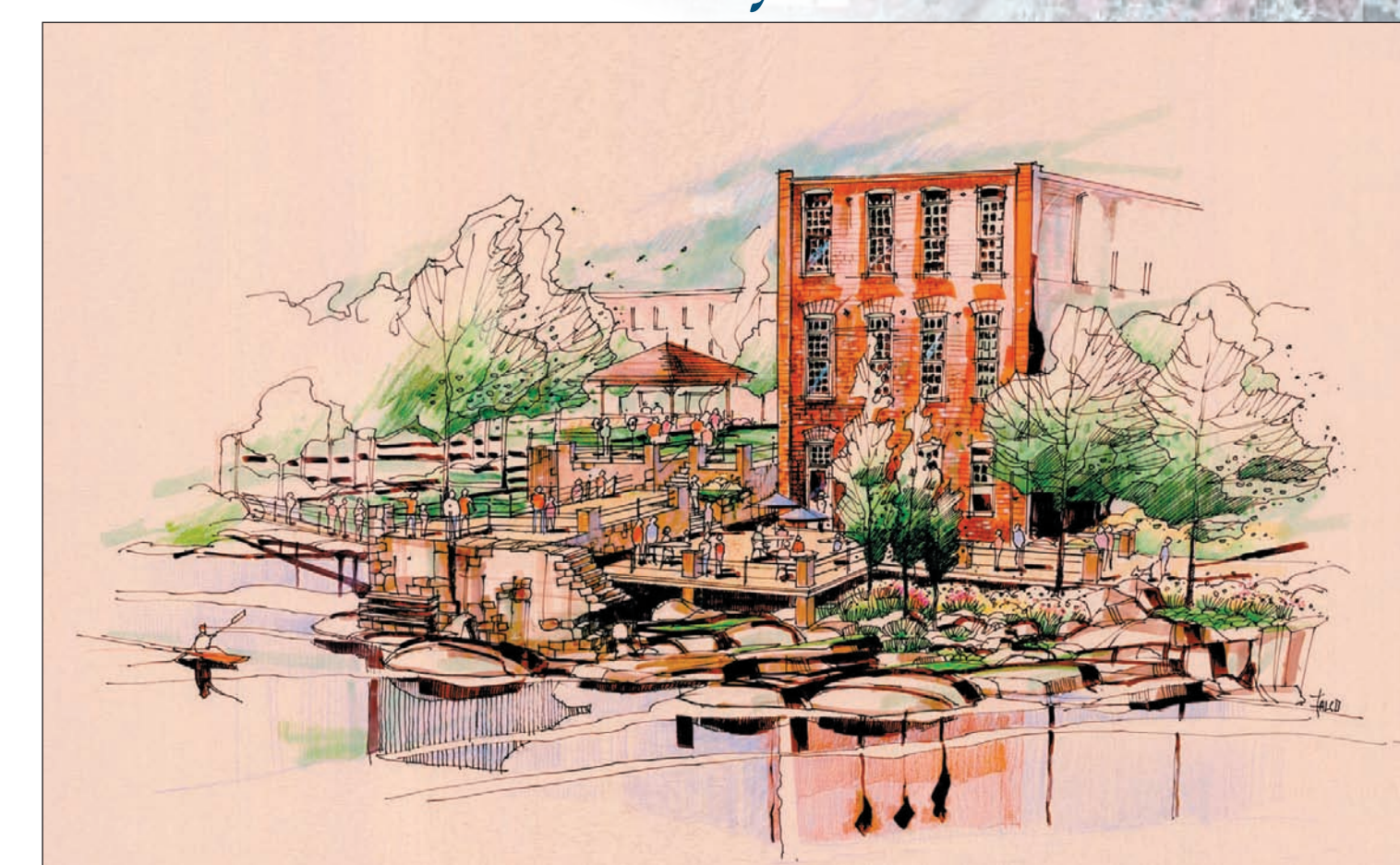
The downtown connection provides a pedestrian-oriented connection between Public Square and the downtown waterfront.



**Eastern Islands Park and Recreation Area**  
The eastern islands provide the ideal setting for active and passive waterfront recreation uses



## Hole Brothers Loft District



The Hole Brothers Loft District pays homage to Watertown's industrial heritage and waterfront opportunities in a mixed-use environment.



## Factory Square and Sewall's Island Mixed-Use Communities

Opportunities for redevelopment of Factory Square and Sewall's Island make use of valuable waterfront lands.

January 2007



*Appendix B*

*Consistency Review Law  
And  
Coastal Assessment Form (CAF)*

## **Appendix B**

### **PROPOSED CONSISTENCY REVIEW LAW**

#### **CITY OF WATERTOWN**

Be it enacted by the City Council of the City of Watertown follows:

#### **GENERAL PROVISIONS**

##### **I. Title.**

This Local law will be known as the City of Watertown Waterfront Consistency Review Law.

##### **II. Authority and Purpose.**

A. This local law is adopted under the authority of the Municipal Home Rule Law and the Waterfront Revitalization of Coastal Areas and Inland Waterways Act of the State of New York (Article 42 of the Executive Law).

B. The purpose of this local law is to provide a framework for agencies of the City of Watertown to incorporate the policies and purposes contained in the City of Watertown Local Waterfront Revitalization Program (LWRP) when reviewing applications for actions or direct agency actions within the coastal area; and to assure that such actions and direct actions by City agencies are consistent with the LWRP policies and purposes.

C. It is the intention of the City of Watertown that the preservation, enhancement and utilization of the unique coastal area of the City take place in a coordinated and comprehensive manner to ensure a proper balance between protection of natural resources and the need to accommodate limited population growth and economic development. Accordingly, this local law is intended to achieve such a balance, permitting the beneficial use of coastal resources while preventing loss and degradation of living coastal resources and wildlife; diminution of open space areas or public access to the waterfront; disruption of natural coastal processes; impairment of scenic, cultural or historical resources; losses due to flooding, erosion and sedimentation; impairment of water quality; or permanent adverse changes to ecological systems.

D. The substantive provisions of this local law shall only apply when there is in existence a City of Watertown Local Waterfront Revitalization Program which has been adopted in accordance with Article 42 of the Executive Law of the State of New York.

### **III. Definitions.**

A. "Actions" include all the following, except minor actions:

- (1) projects or physical activities, such as construction or any other activities that may affect natural, manmade or other resources in the coastal area or the environment by changing the use, appearance or condition of any resource or structure, that:
  - (i) are directly undertaken by an agency; or
  - (ii) involve funding by an agency; or
  - (iii) require one or more new or modified approvals, permits, or review from an agency or agencies;
- (2) agency planning and policymaking activities that may affect the environment and commit the agency to a definite course of future decisions;
- (3) adoption of agency rules, regulations and procedures, including local laws, codes, ordinances, executive orders and resolutions that may affect coastal resources or the environment; and
- (4) any combination of the above.

B. "Agency" means any board, agency, department, office, other body, or officer of the City of Watertown.

C. "Code Enforcement Supervisor" means the person employed by the City of Watertown, and is in charge of the City's Code Enforcement Bureau.

D. "Coastal area" means that portion of New York State coastal waters and adjacent shorelands as defined in Article 42 of the Executive Law which is located within the boundaries of the City of Watertown, as shown on the coastal area map on file in the office of the Secretary of State and as delineated in the City of Watertown Local Waterfront Revitalization Program (LWRP).

E. "Coastal Assessment Form (CAF)" means the form, a sample of which is appended to this local law, used by an agency to assist in determining the consistency of an action with the Local Waterfront Revitalization Program.

F. "Consistent" means that the action will fully comply with the LWRP policy standards, conditions and objectives and, whenever practicable, will advance one or more of them.

G. "Direct Actions" mean actions planned and proposed for implementation by an agency, such as, but not limited to a capital project, rule making, procedure making and policy making.

H. "Environment" means the physical conditions that will be affected by a proposed action, including land, air, water, minerals, flora, fauna, noise, resources of agricultural, archeological,

historic or aesthetic significance, existing patterns of population concentration, distribution or growth, existing community or neighborhood character, and human health.

I. "Local Waterfront Revitalization Program" or "LWRP" means the Local Waterfront Revitalization Program of the City of Watertown, approved by the Secretary of State pursuant to the Waterfront Revitalization of Coastal Areas and Inland Waterways Act (Executive Law, Article 42), a copy of which is on file in the Office of the City Clerk of the City of Watertown.

J. "Minor actions" include the following actions, which are not subject to review under this chapter:

(1) maintenance or repair involving no substantial changes in an existing structure or facility;

(2) replacement, rehabilitation or reconstruction of a structure or facility, in-place and in-kind, on the same site, including upgrading buildings to meet building or fire codes,

(3) repaving or widening of existing paved highways not involving the addition of new travel lanes;

(4) street openings and right-of-way openings for the purpose of repair or maintenance of existing utility facilities;

(5) maintenance of existing landscaping or natural growth, except where threatened or endangered species of plants or animals are affected, or within Significant Coastal Fish and Wildlife Habitat areas;

(6) granting of individual setback and lot line variances, except in relation to a regulated natural feature or a bulkhead or other shoreline erosion protection structure;

(7) minor temporary uses of land having negligible or no permanent impact on coastal resources or the environment;

(8) installation of traffic control devices on existing streets, roads and highways;

(9) mapping of existing roads, streets, highways, natural resources, land uses and ownership patterns;

(10) information collection including basic data collection and research, water quality and pollution studies, traffic counts, engineering studies, surveys, subsurface investigations and soils studies that do not commit the agency to undertake, fund or approve any action;

(11) official acts of a ministerial nature involving no exercise of discretion, including



building permits where issuance is predicated solely on the applicant's compliance or noncompliance with the relevant local building code;

(12) routine or continuing agency administration and management, not including new programs or major reordering of priorities that may affect the environment;

(13) conducting concurrent environmental, engineering, economic, feasibility and other studies and preliminary planning and budgetary processes necessary to the formulation of a proposal for action, provided those activities do not commit the agency to commence, engage in or approve such action;

(14) collective bargaining activities;

(15) investments by or on behalf of agencies or pension or retirement systems, or refinancing existing debt;

(16) inspections and licensing activities relating to the qualifications of individuals or businesses to engage in their business or profession;

(17) purchase or sale of furnishings, equipment or supplies, including surplus government property, other than the following: land, radioactive material, pesticides, herbicides, storage of road de-icing substances, or other hazardous materials;

(18) adoption of regulations, policies, procedures and local legislative decisions in furtherance of any action on this list;

(19) engaging in review of any part of an application to determine compliance with technical requirements, provided that no such determination entitles or permits the project sponsor to commence the action unless and until all requirements of this Part have been fulfilled;

(20) civil or criminal enforcement proceedings, whether administrative or judicial, including a particular course of action specifically required to be undertaken pursuant to a judgment or order, or the exercise of prosecutorial discretion;

(21) adoption of a moratorium on land development or construction;

(22) interpreting an existing code, rule or regulation;

(23) designation of local landmarks or their inclusion within historic districts;

(24) emergency actions that are immediately necessary on a limited and temporary basis for the protection or preservation of life, health, property or natural resources, provided that such actions are directly related to the emergency and are performed to cause the least change or

disturbance, practicable under the circumstances, to coastal resources or the environment. Any decision to fund, approve or directly undertake other activities after the emergency has expired is fully subject to the review procedures of this Part;

(25) local legislative decisions such as rezoning where the City of Watertown determines the action will not be approved.

#### **IV. Management and Coordination of the LWRP**

A. The City of Watertown Planning Board shall be responsible for coordinating review of actions in the City's coastal area for consistency with the LWRP, and will advise, assist and make consistency recommendations to other City agencies in the implementation of the LWRP, its policies and projects, including physical, legislative, regulatory, administrative and other actions included in the program.

B. The Planning Board shall coordinate with the New York State Department of State regarding consistency review of actions by Federal agencies and with State agencies regarding consistency review of their actions.

C. The Planning Board shall assist the City Council in making applications for funding from State, Federal, or other sources to finance projects under the LWRP.

D. The Planning Board shall perform other functions regarding the coastal area and direct such actions or projects as the City Council may deem appropriate, to implement the LWRP.

#### **V. Review of Actions.**

A. Whenever a proposed action is located within the City's coastal area, each City agency shall, prior to approving, funding or undertaking the action, make a determination that it is consistent with the LWRP policy standards summarized in Subparagraph I herein. No action in the coastal area shall be approved, funded or undertaken by that agency without such a determination.

B. Whenever a City agency receives an application for approval or funding of an action, or as early as possible in the agency's formulation of a direct action to be located in the coastal area, the agency shall refer a copy of the completed CAF to the Planning Board within ten (10) days of its receipt and prior to making its determination, shall consider the recommendation of the Planning Board with reference to the consistency of the proposed action.

C. After referral from an agency, the Planning Board shall consider whether the proposed action is consistent with the LWRP policy standards set forth in Subparagraph I herein. The Planning Board shall require the applicant to submit all completed applications, CAFs, EAFs, and any other information deemed necessary to its consistency recommendation.

The Planning Board shall render its written recommendation to the agency within thirty (30) days following referral of the CAF from the agency, unless extended by mutual agreement of the Planning Board and the applicant or in the case of a direct action, the agency. The Planning Board's recommendation shall indicate whether the proposed action is consistent with or inconsistent with one or more of the LWRP policy standards and shall elaborate in writing the basis for its opinion. The Planning Board shall, along with a consistency recommendation, make any suggestions to the agency concerning modification of the proposed action, including the imposition of conditions, to make it consistent with LWRP policy standards or to greater advance them.

In the event that the Planning Board's recommendation is not forthcoming within the specified time, the agency shall make its consistency decision without the benefit of the Planning Board's recommendation.

D. If an action requires approval of more than one City agency, decision making will be coordinated between the agencies to determine which agency will conduct the final consistency review, and that agency will thereafter act as designated consistency review agency. Only one CAF per action will be prepared. If the agencies cannot agree, the City Council shall designate the consistency review agency.

E. Upon receipt of the Planning Board's recommendation, the agency shall consider whether the proposed action is consistent with the LWRP policy standards summarized in Subparagraph I herein. The agency shall consider the consistency recommendation of the Planning Board, the CAF and other relevant information in making its written determination of consistency. No approval or decision shall be issued for an action in the coastal area without a written determination of consistency having first been rendered by a City agency.

F. The Zoning Board of Appeals is the designated agency for making the determination of consistency for variance applications subject to this law. The Zoning Board of Appeals shall consider the written consistency recommendation of the Planning Board in the event and at the time it makes a decision to grant such a variance and may impose appropriate conditions on the variance to make the activity consistent with the objectives of this law.

G. Where an EIS is being prepared or required, the draft EIS must identify applicable LWRP policies standards in Subparagraph I and include a discussion of the effects of the proposed action on such policy standards.

H. In the event the Planning Board's recommendation is that the action is inconsistent with the LWRP, and the agency makes a contrary determination of consistency, the agency shall elaborate in writing the basis for its disagreement with the recommendation and state the manner and extent to which the action is consistent with the LWRP policy standards.

I. Actions to be undertaken within the coastal area shall be evaluated for consistency in accordance with the following summary of LWRP policy standards, which are derived from and further explained and described in the City of Watertown LWRP, a copy of which is on file in the City Clerk's office and available for inspection during normal business hours. Agencies which undertake direct actions must also consult with Section IV, in making their consistency determination. The action must be consistent with the policies to:

1. Foster a pattern of development in the Waterfront Revitalization Area Boundary (WRAB) that enhances community character, preserves open space, makes efficient use of infrastructure and minimizes adverse effects of development (LWRP Policy 1).
2. Preserve historic resources of the WRAB (LWRP Policy 2).
3. Enhance visual quality and protect scenic resources of the WRAB (LWRP Policy 3).
4. Minimize loss of life, structures and natural resources from flooding and erosion (LWRP Policy 4).
5. Protect and improve water quality and supply in the WRAB (LWRP Policy 5).
6. Protect and restore the quality and function of the WRAB ecosystem (LWRP Policy 6).
7. Protect and improve air quality in the WRAB (LWRP Policy 7).
8. Minimize environmental degradation in the WRAB from solid waste and hazardous substances and wastes (LWRP Policy 8).
9. Provide for public access to, and recreational use of, waters, public lands, and public resources of the WRAB (LWRP Policy 9).
10. Protect water-dependent uses and promote siting of new water-dependent uses in suitable locations (LWRP Policy 10).
11. Promote sustainable use of living riverine resources in the WRAB (LWRP Policy 11).
12. Protect agricultural lands (LWRP Policy 12).
13. Promote appropriate use and development of energy and mineral resources (LWRP Policy 13).
14. All actions must conform to the State Environmental Quality Review Act (SEQRA) regulations (6NYCRR Part 617)
15. All actions must adhere to City protective measures for environmental resource preservation and the City's neighborhood and community plans.

J. The Planning Board and as applicable, each agency shall maintain a copy of the consistency determination in each file for each action made the subject of a consistency determination, including any recommendations received from the Planning Board. Such files shall be made available for public inspection upon request.

## **VI. Enforcement.**

No action within the City of Watertown coastal area which is subject to review under this



Chapter shall proceed until a written determination has been issued from a City agency that the action is consistent with the City's LWRP policy standards. In the event that an activity is being performed in violation of this law or any conditions imposed thereunder, the Code Enforcement Supervisor or any other authorized official of the City shall issue a stop work order and all work shall immediately cease. No further work or activity shall be undertaken on the project so long as a stop work order is in effect. The Code Enforcement Supervisor and City Attorney shall be responsible for enforcing this Chapter.

**VII. Violations.**

- A. A person who violates any of the provisions of, or who fails to comply with any condition imposed by this ordinance shall have committed a violation, punishable by a fine not exceeding five hundred dollars (\$500.00) for a conviction of a first offense and punishable by a fine of one thousand dollars (\$1,000.00) for a conviction of a second or subsequent offense. For the purpose of conferring jurisdiction upon courts and judicial officers, each week of continuing violation shall constitute a separate additional violation.
- B. The City Attorney is authorized and directed to institute any and all actions and proceedings necessary to enforce this local law. Any civil penalty shall be in addition to and not in lieu of any criminal prosecution and penalty. The City may also enforce this local law by injunction or other civil proceeding.

**VIII. Severability.**

The provisions of this local law are severable. If any provision of this local law is found invalid, such finding shall not affect the validity of this local law as a whole or any part or provision hereof other than the provision so found to be invalid.

**IX. Effective Date.**

This local law shall take effect immediately upon its filing in the office of the Secretary of State in accordance with Section 27 of the Municipal Home Rule Law.

**APPENDIX A**

**COASTAL ASSESSMENT FORM**

A. INSTRUCTIONS (Please print or type all answers)

1. Applicants, or in the case of direct actions, City of Watertown agencies, shall complete this CAF for proposed actions which are subject to the consistency review law. This assessment is intended to supplement other information used by a City of Watertown agency in making a determination of consistency.

2. Before answering the questions in Section C, the preparer of this form should review the policies and explanations of policy contained in the Local Waterfront Revitalization Program (LWRP), a copy of which is on file in the City of Watertown Clerk's office. A proposed action should be evaluated as to its significant beneficial and adverse effects upon the coastal area.

3. If any questions in Section C on this form are answered "yes", then the proposed action may affect the achievement of the LWRP policy standards contained in the consistency review law. Thus, the action should be analyzed in more detail and, if necessary, modified prior to making a determination that it is consistent with the LWRP policy standards. If an action cannot be certified as consistent with the LWRP policy standards, it shall not be undertaken.

B. DESCRIPTION OF SITE AND PROPOSED ACTION

1. Type of agency action (check appropriate response):

- (a) Directly undertaken (e.g. capital construction, planning activity, agency regulation, land transaction) \_\_\_\_\_
- (b) Financial assistance (e.g. grant, loan, subsidy) \_\_\_\_\_
- (c) Permit, approval, license, certification \_\_\_\_\_
- (d) Agency undertaking action: \_\_\_\_\_

2. Describe nature and extent of action: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Location of action: \_\_\_\_\_  
\_\_\_\_\_  
Street or Site Description

4. Size of site: \_\_\_\_\_

5. Present land use: \_\_\_\_\_

6. Present zoning classification: \_\_\_\_\_

7. Describe any unique or unusual land forms on the project site (i.e. steep slopes, swales, ground

depressions, other geological formations): \_\_\_\_\_  
\_\_\_\_\_

8. Percentage of site which contains slopes of 15% or greater: \_\_\_\_\_
9. Streams, lakes, ponds or wetlands existing within or contiguous to the project area?  
(1) Name: \_\_\_\_\_  
(2) Size (in acres): \_\_\_\_\_
10. If an application for the proposed action has been filed with the agency, the following information shall be provided:  
(a) Name of applicant: \_\_\_\_\_  
(b) Mailing address: \_\_\_\_\_  
(c) Telephone number: Area Code ( ) \_\_\_\_\_  
(d) Application number, if any: \_\_\_\_\_
11. Will the action be directly undertaken, require funding, or approval by a state or federal agency?  
Yes \_\_\_ No \_\_\_ If yes, which state or federal agency? \_\_\_\_\_

C. COASTAL ASSESSMENT (Check either "Yes" or "No" for each of the following questions)

1. Will the proposed action be located in, or contiguous to, or have a potentially adverse effect upon any of the resource areas identified on the coastal area map:... YES NO  
\_\_\_\_\_
- (a) Significant fish or wildlife habitats?..... \_\_\_\_\_  
(b) Scenic resources of local or statewide significance? \_\_\_\_\_  
(c) Important agricultural lands?..... \_\_\_\_\_  
(d) Natural protective features in an erosion hazard area..... \_\_\_\_\_
- If the answer to any question above is yes, please explain in Section D any measures which will be undertaken to mitigate any adverse effects.
2. Will the proposed action have a significant effect upon: YES NO
- (a) Commercial or recreational use of fish and wildlife resources?..... \_\_\_\_\_  
(b) Scenic quality of the coastal environment?..... \_\_\_\_\_  
(c) Development of future, or existing water dependent uses?..... \_\_\_\_\_  
(d) Operation of the State's major ports?..... \_\_\_\_\_  
(e) Land or water uses within a small harbor area?..... \_\_\_\_\_  
(f) Stability of the shoreline?..... \_\_\_\_\_  
(g) Surface or groundwater quality?..... \_\_\_\_\_  
(h) Existing or potential public recreation opportunities?..... \_\_\_\_\_

(i) Structures, sites or districts of historic, archeological or cultural significance to the City of Watertown, State or nation?.....

3. Will the proposed action involve or result in any of the following: YES NO

- (a) Physical alteration of land along the shoreline, land under water or coastal waters?.....
- (b) Physical alteration of two (2) acres or more of land located elsewhere in the coastal area?.....
- (c) Expansion of existing public services or Infrastructure in undeveloped or low density areas of the coastal area?.....
- (d) Energy facility not subject to Article VII or VIII of the Public Service Law?.....
- (e) Mining, excavation, filling or dredging in coastal waters?.....
- (f) Reduction of existing or potential public access to or along the shore?.....
- (g) Sale or change in use of publicly-owned lands located on the shoreline or under water?.....
- (h) Development within a designated flood or erosion hazard area?.....
- (i) Development on a beach, dune, barrier island or other natural feature that provides protection against flooding or erosion?.....
- (j) Construction or reconstruction of erosion protective structures?.....
- (k) Diminished surface or groundwater quality?.....
- (l) Removal of ground cover from the site?.....

4. PROJECT YES NO

- (a) If a project is to be located adjacent to shore:
- (1) Will water-related recreation be provided?.....
  - (2) Will public access to the foreshore be provided?....
  - (3) Does the project require a waterfront site?.....
  - (4) Will it supplant a recreational or maritime use?....
  - (5) Do essential public services and facilities presently exist at or near the site?.....
  - (6) Is it located in a flood prone area?.....
  - (7) Is it located in an area of high erosion?.....

YES NO

- (b) If the project site is publicly owned:
- (1) Will the project protect, maintain and/or increase the level and types of public access to water-related recreation resources and facilities?.....
  - (2) If located in the foreshore, will access to those and adjacent lands be provided?.....
  - (3) Will it involve the siting and construction of



- major energy facilities?.....
- (4) Will it involve the discharge of effluents from major steam electric generating and industrial facilities into coastal facilities?.....
- (c) Is the project site presently used by the community neighborhood as an open space or recreation area?.....
- (d) Does the present site offer or include scenic views or vistas known to be important to the community?.....
- (e) Is the project site presently used for commercial fishing or fish processing?.....
- (f) Will the surface area of any waterways or wetland areas be increased or decreased by the proposal?.....
- (g) Does any mature forest (over 100 years old) or other locally important vegetation exist on this site which will be removed by the project?.....
- (h) Will the project involve any waste discharges into coastal waters?.....
- (i) Does the project involve surface or subsurface liquid waste disposal?.....
- (j) Does the project involve transport, storage, treatment or disposal of solid waste or hazardous materials?.....
- (k) Does the project involve shipment or storage of petroleum products?.....
- (l) Does the project involve discharge of toxics, hazardous substances or other pollutants into coastal waters?.....
- (m) Does the project involve or change existing ice management practices?.....
- (n) Will the project affect any area designated as a tidal or freshwater wetland?.....
- (o) Will the project alter drainage flow, patterns or surface water runoff on or from the site?.....
- (p) Will best management practices be utilized to control storm water runoff into coastal waters?.....
- (q) Will the project utilize or affect the quality or quantity of sole source or surface water supplies?.....
- (r) Will the project cause emissions which exceed federal or state air quality standards or generate significant amounts of nitrates or sulfates?.....

D. REMARKS OR ADDITIONAL INFORMATION: (Add any additional sheets to complete this form.)

If assistance or further information is needed to complete this form, please contact City of Watertown Planning Department (315)785-7730

Preparer's Name: \_\_\_\_\_ Telephone Number: (\_\_\_\_) \_\_\_\_\_

Title: \_\_\_\_\_ Agency: \_\_\_\_\_ Date: \_\_\_\_\_

# *Appendix C*

## *Proposed Zoning Ordinance Changes*

**Appendix C**  
**Proposed Zoning Ordinance Changes**

**Delete**

**Add**

**ARTICLE I Definitions and Word Usage**

**§ 310-1. Terms defined; word usage.**

- A. Words in the present tense include the future; the singular number includes the plural, and the plural the singular; the word “lot” includes the word “plot,” and the word “building” includes the word “structure.”
- B. For the purpose of this chapter, certain words and terms shall have the following meanings:

**BUILDING SETBACK** – The minimum distance allowed between a building or structure and a lot line.

**ORDINARY HIGH WATER MARK** – The highest level reached by a body of water that has been maintained for a sufficient period of time to leave evidence on the landscape.

**RIVER SETBACK** – The minimum distance allowed between a building, structure, or parking area and a river’s or stream’s top-of-bank.

**TOP-OF-BANK** – The point of inflection on the river bank where the trend of the land slope changes by 10 percent to begin its descent to the ordinary high water mark of the river. If there is no major change within a distance of 50 ft from the ordinary high water mark, then the top of bank will be the elevation 2 ft above the ordinary high water level. Distances shall be measured horizontally from the top of bank.

**WATER-DEPENDENT USE** – An activity that can only be conducted on, in over or adjacent to a water body because such activity requires direct access to that water body, and which involves, as an integral part of such activity, the use of the water.

**WATER-ENHANCED USE** – An activity that does not require a location adjacent to or over coastal waters, but whose location on land adjacent to the shore adds to the public use and enjoyment of the water’s edge. Water-enhanced uses are primarily recreational, cultural, retail, or entertainment uses.

**ARTICLE II Establishment of Districts**

**§ 310-2. Enumeration of districts; Zone Map**

A. For the purpose of this chapter, the City of Watertown is divided into the following types of districts:

Residence A Districts -----	RA
Residence B Districts -----	RB
Residence C Districts -----	RC
Limited Business Districts -----	LB
Neighborhood Business Districts -----	NB
Commercial Districts -----	CD
City Center Overlay District-----	CC
Downtown District -----	DT
Health Services Districts -----	HS
Light Industrial Districts -----	LI
Heavy Industrial Districts -----	HI
Riverfront Development Overlay District -----	RD
Open Space and Recreation District -----	OS
Waterfront District -----	WD
Planned Development Districts -----	PD

**§ 310-3. Interpretation of district boundaries.**

**F. City Center District [Added 3-23-87]**

(1) The City Center district (overlay) boundaries are as follows:  
Beginning at the intersection of the center line of Court Street with the center line of Main Street West; thence easterly along the center line of Main Street West, crossing Mill Street and continuing easterly along the center line of Main Street East to the center line of Grove Street; thence southerly along the center line of Grove Street and continuing southerly along the extension of Grove Street to the center line of the Black River; thence easterly along the center line of the Black river to the center line of Pearl Street; thence southwesterly along the center line of Pearl Street to the center line of Factory Street and continuing southwesterly along the center line of Factory street to the center line of High Street; thence southerly along the center line of High Street crossing State Street to a point that is on the center line of William Street and 150 feet south of the center line of State Street to the center line of Parker Street; thence southerly along the center line of Parker Street to the center line of Sterling Street; thence westerly along the center line of Sterling Street to the center line of Gotham Street; thence southerly along the center line of Gotham Street to the center line of Academy Street; thence westerly along the center line of Academy Street to a point in the center line of Academy Street that is 150 feet east of the center line of Washington Street;



thence southerly along a line parallel to and 150 feet east of the center line of Washington Street to the center line of Winslow Street; thence westerly along the center line of Winslow Street crossing Washington Street to a point that is on the center line of Paddock Street and 150 feet west of the center line of Washington Street; thence northerly along a line parallel to and 150 feet west of the center line of Mullin Street; thence westerly along a line that is parallel to and 150 feet south of the center line of Mullin Street to the center line of Sherman Street; thence northerly along the center line of Sherman Street to the center line of Stone Street; thence westerly along the center line of Stone Street to the center line of Massey Street South; thence northerly along the center line of Massey Street South, crossing Arsenal Street to Massey Street North and continuing along the center line of Massey Street North to the center line of Court Street; thence northerly along the center line of Court Street to the place of beginning.

(2) The Black River Paper Company, Inc., shall be excluded from the City Center District.

### ARTICLE III District Use Regulations

#### § 310-9.1. Downtown District

- A. Purpose. The purpose and intent of this district is to regulate development in such a way that the compact pedestrian-oriented quality of the downtown area is maintained. This is primarily a commercially oriented district with a significant amount of upper floor housing where the synergy between the uses is intended to revitalize the activity in the area.
- B. Permitted principal uses. In Downtown Districts no building or structure shall be erected, altered or extended, and no land, building, structure or part thereof shall be used for other than one or more of the following uses:
- (1) Multifamily dwelling, except on the ground floor
  - (2) Business or professional office
  - (3) Retail store
  - (4) Bank or monetary institution
  - (5) Restaurant or other place for serving of food and beverages
  - (6) Theater
  - (7) Place of business of the following and businesses of a similar nature:

- Barber
- Caterer
- Dance or music classes
- Decorator
- Hairdresser
- Laundry
- Martial arts classes
- Photocopy services
- Photographer
- Printer
- Shoe repairer
- Tailor or seamstress
- Tanning services

(8) Church or other place of worship

(9) Public park

(10) Hotel

### **§ 310-11.1. Open Space and Recreation District**

A. Purpose. The purpose and intent of this district is to provide a suitable classification for sites designated for park, open space and/or recreational use.

B. Permitted principal uses. In Open Space and Recreation Districts no building or structure shall be erected, altered or extended, and no land, building, structure or part thereof shall be used for other than one or more of the following uses:

(1) Public park

(2) Golf course

(3) Cemetery

(4) Athletic field

(5) Zoo

### **§ 310-11.2. Waterfront District**

A. Purpose. The purpose and intent of this district is to allow the Black River to be used as an economic development catalyst while protecting its environmental characteristics. Priority is given to water dependent uses and then water enhanced uses. Providing public access to the river is an important policy that is promoted through these regulations.

C. Permitted principal uses. In Waterfront Districts no building or structure shall be erected, altered or extended, and no land, building, structure or part thereof shall be used for other than one or more of the following uses:

(1) Multifamily dwelling

(2) Water-dependent Use

(3) Water-enhanced Use

Water - enhanced uses shall not be allowed on or over surface waters unless the proposed use meets all of the following criteria:

(a) The proposed use will not be sited so as to encroach upon water uses such as navigational channels.

(b) The proposed use will not be sited so as to degrade or diminish natural resources.

(c) The proposed use will not be sited so as to degrade or diminish significant scenic views.

(d) The proposed use will not be sited so as to degrade or diminish the reasonable exercise of riparian rights by waterfront owners.

(e) The proposed use will not create conflicts between potential water-dependent uses.

(f) The proposed use shall provide meaningful public access.

(4) Public park

#### ARTICLE IV Area and Yard Regulations

##### § 310-13. Lot area.

A. No building used in whole or in part for dwelling purposes shall be erected, altered or extended so as to provide for less lot area per family than specified below:

(1) Residence A: five thousand (5,000) square feet.

(2) Residence B: three thousand (3,000) square feet.

(3) Residence C: two thousand five hundred (2,500) square feet.

(4) Limited Business: one thousand (1,000) square feet.

(5) Neighborhood Business: one thousand (1,000) square feet.

(6) Commercial: one thousand (1,000) square feet.

B. Except as permitted by Sec. 310-14, no single-family dwelling in any district shall be erected on a lot of less than five thousand (5,000) square feet and less than fifty (50) feet frontage for Residential C; six thousand (6,000) square feet and sixty (60) feet frontage for Residential B; seven thousand five hundred (7,500) square feet and seventy-five (75) feet frontage for Residential A.

C. This section shall not apply to housing for the elderly as described in federal or state statutes, provided that the housing facilities meet the applicable standards for project-density land use of the statute of the federal or state government aiding such project.

**§ 310-13. Minimum Lot Sizes.**

Every parcel of land shall meet the following minimum sizes for the district it is located in:

District	Lot Size	Lot Size/ Household	Lot Width
Residence A	7,500 sq. ft.	7,500 sq. ft.	75 ft.
Residence B	6,000 sq. ft.	3,000 sq. ft.	60 ft.
Residence C	5,000 sq. ft.	2,500 sq. ft.	50 ft.
Limited Business		1,000 sq. ft.	
Neighborhood Business		1,000 sq. ft.	
Commercial		1,000 sq. ft.	
Downtown		250 sq. ft.	
Health Services		2,500 sq. ft.	
Light Industrial		N.A.	
Heavy Industrial		N.A.	
Open Space and Recreation		N.A.	
Waterfront		500 sq. ft.	

**§ 310-15. Lot coverage.**

In Residence and Neighborhood Business Districts, no building or structure shall be erected, altered or extended so as to cover more of the lot than prescribed below:

A. Residence A Districts: thirty percent (30%)

B. Residence B Districts: thirty-five percent (35%)

C. Residence C Districts: forty percent (40%)

D. Neighborhood Business Districts: forty percent (40%)

The total area of each parcel covered by buildings shall not exceed the following percentages:



District	Maximum Lot Area Covered by Buildings
Residence A	30%
Residence B	35%
Residence C	40%
Limited Business	40%
Neighborhood Business	40%
Commercial	40%
Downtown	100%
Health Services	40%
Light Industrial	50%
Heavy Industrial	50%
Open Space and Recreation	10%
Waterfront	30%

**§ 310-16. Front yard requirements.**

In Residence, Limited Business, Neighborhood Business and Health Services Districts, there shall be provided in connection with all buildings and structures a front yard of at least twenty (20) feet in depth.

**§ 310-16. Minimum Setbacks.**

Every building shall be setback from property lines according to the minimum distances listed below:

District	Front Yard	Side Yard	Rear Yard
Residence A	20'	5'	25'
Residence B	20'	5'	25'
Residence C	20'	5'	25'
Limited Business	20'	5'	25'
Neighborhood Business	20'	5'	25'
Commercial	20'	5'	25'
Downtown	0'*	0'	0'
Health Services	20'	5'	25'
Light Industrial	0'	0'	0'
Heavy Industrial	0'	0'	0'
Open Space and Recreation	50'	50'	50'
Waterfront	20'	5'	30'

\*Also the maximum.

**§ 310-19. Required side yards.**

- A. In Residence, Limited Business and Health Services Districts there shall be provided, in connection with all buildings and structures, two (2) side yards of at least five (5) feet each.
- B. In Neighborhood Business, Commercial, Light Industrial and Heavy Industrial Districts, no side yards will be required, except as required in Sections 310-20, 310-22 and 310-23.

**§ 310-21. Required rear yards.**

- A. In Residence, Limited Business, Neighborhood Business, and Health Services Districts there shall be provided a rear yard of at least twenty-five (25) feet in depth.
- B. In Commercial, Light Industrial or Heavy Industrial Districts, no rear yard will be required, except as required in Sec. 310-22.

**§ 310-21.1. River setback.**

- A. In Riverfront Development Overlay Districts, n No building, structure or parking area shall be constructed within 30 50 feet of the top-of-bank of any river or stream, except for structures that are designed and built specifically for the purpose of providing pedestrian access and travel along the bank, for improving the safety of such access and travel, or for facilitating boat access to the river without disturbing pedestrian access.
- B. The setback from the top-of-bank may be reduced to 30 feet if public access to the river or stream bank, which has the potential for connecting with a continuous pedestrian trail along the river or stream, is provided through a permanent easement. A licensed engineer must certify that the soils within the reduced setback area are stable and suitable for development.

**ARTICLE V Accessory Uses and Buildings**

**§ 310-36. Parking of motor vehicles in required yards.**

- A. Open-air parking of vehicles shall be prohibited in Residence, Limited Business and Health Services Districts in the area of the front yard, except for hospitals and nursing homes. An exception to this shall be to permit the parking of not more than two noncommercial vehicles in the area of the front of an attached carport or garage.
- B. For hospitals or nursing homes, all parking spaces shall be at least 20 feet back from any street lot line.
- C. Open air parking of vehicles shall be prohibited in Waterfront districts in the area of the yard between buildings and the river. Vehicles also shall not be parked closer than 30 feet from the top of bank.

**ARTICLE VII Parking and Loading**

**§ 310-44. Parking facilities or vehicle storage required.**

- A. Except as provided in Subsections B and C of this section, for every building or structure hereafter erected or addition to a structure or building hereafter made, to be used for any of the purposes hereinafter set forth, there shall be provided parking facilities or vehicle storage as set forth in § § 310-45 through 310-51.
- B. Off-street parking shall not be required for any use within the City Center Overlay District Downtown District.
- C. Because the property within Riverfront Development Overlay Districts Waterfront Districts is valuable for recreational purposes and there exists little space for off-street parking, off-street parking is not required in this district for buildings within 300 feet of a public parking lot.

**ARTICLE VIII Miscellaneous Provisions**

**§ 310-52.2. Signs.**

- G. Signs Allowed With a Permit. All signs which are not classified under “General Prohibitions” or “Signs Allowed Without a Permit” are considered “Signs Allowed With a Permit” and are subject to the following requirements.

(1) Allowed Sign Surface Area.

- (a) A parcel is allowed a total sign surface area not to exceed two (2) square feet for each linear foot of building frontage. The total sign surface area may be allocated to the occupants of the parcel in any manner, except in no case shall the allocation per occupant exceed the maximum sign surface area listed in the following table:

District	Occupant Max. Sign Surface Area
Res. A, B, & C	4 sq. ft.
Limited Business	35 sq. ft.
Neighborhood Business	75 sq. ft.
City Center Overlay	100 sq. ft.
Commercial	200 sq. ft.
Downtown	100 sq. ft.
Health Services	200 sq. ft.
Light & Heavy Industrial	200 sq. ft.
Open Space & Recreation	200 sq. ft.
Waterfront	100 sq. ft.

- (b) In all districts, except Residence A, B, and C, each occupant located above the ground floor level of a multistory building is allowed window signs covering fifty percent (50%) of the window surface area of the space occupied by the business. This allowed window sign surface area is in addition to the total sign surface area allowed.
- (c) In all districts, except Residence A, B, and C, additional sign surface area is allowed on each parcel for directional and informational signs. One (1) directional sign, not to exceed four (4) square feet, and one (1) informational sign, not to exceed thirty-two (32) square feet, are allowed per parcel.
- (d) In Residence A, B, and C districts, churches, schools and other allowed institutions may have additional sign surface area of not more than thirty-six (36) square feet.
- (e) In Residence A, B, and C districts, subdivisions and multi-family dwellings may have additional sign surface area of not more than sixteen (16) square feet for each street on which it has a frontage.
- (f) In Planned Development Districts, unless signs are addressed in the regulations adopted at the creation of the PDD, as amended, the sign regulations within this section pertaining to Commercial Districts shall apply to commercial uses and sign regulations within this section pertaining to Residential Districts shall apply to residential uses.
- (g) Commerce Centers shall be allowed additional sign surface area to identify the center, up to the maximum per parcel for each district in the chart below:

District	Commerce Center ID Max. Sign Area
Limited Business	10 sq. ft.
Neighborhood Business	15 sq. ft.
City Center Overlay	20 sq. ft.
Commercial	100 sq. ft.
Downtown District	20 sq. ft.
Light & Heavy Industrial	100 sq. ft.



# *Appendix D*

## *Long Form Environmental Assessment Form*

## PART 1 – PROJECT INFORMATION

### Prepared by Project Sponsor

NOTICE: This document is designed to assist in determining whether the action proposed may have a significant effect on the environment. Please complete the entire form, Parts A through E. Answers to these questions will be considered as part of the application for approval and may be subject to further verification and public review. Provide any additional information you believe will be needed to complete Parts 2 and 3.

It is expected that completion of the full EAF will be dependent on information currently available and will not involve new studies, research or investigation. If information requiring such additional work is unavailable, so indicate and specify each instance.

<b>NAME OF ACTION</b> Adoption of Local Waterfront Revitalization Program, associated Zoning Ordinance revisions and Consistency Review Law		
<b>LOCATION OF ACTION (Include Street Address, Municipality and County)</b> North and south sides of the Black River within the City of Watertown, Jefferson County		
<b>NAME OF APPLICANT/SPONSOR</b> City of Watertown		<b>BUSINESS TELEPHONE</b> (315) 785-7730
<b>ADDRESS</b> 245 Washington Street		
<b>CITY/PO</b> Watertown		<b>STATE</b> NY
		<b>ZIP CODE</b> 13601
<b>NAME OF OWNER (If different)</b>		<b>BUSINESS TELEPHONE</b>
<b>ADDRESS</b>		
<b>CITY/PO</b>		<b>STATE</b>
		<b>ZIP CODE</b>
<b>DESCRIPTION OF ACTION</b> The City of Watertown City Council intends to adopt a Local Waterfront Revitalization Program (LWRP) for the area within the waterfront area boundary of the City of Watertown. The LWRP was prepared under guidelines established by the New York State Department of State and includes: (1) delineation of a waterfront revitalization area; (2) inventory of existing natural and man-made conditions within the waterfront area, as well as an analysis of the opportunities and constraints to future development; (3) policies for use, protection, and development of the waterfront area; (4) recommended land and water uses for the waterfront area and specific projects to implement the Program; (5) a description of local laws, regulations, and other local techniques necessary for implementation of the LWRP; (6) a description of the State and federal programs likely to affect, and necessary to further, implementation of the LWRP; and (7) a description of the local commitment for preparation of the LWRP. Upon adoption of the LWRP by the City and its subsequent approval by the NYS Secretary of State and incorporation into the State's Coastal Management Program, City and State actions are to be undertaken in a manner consistent to the maximum extent practicable with the LWRP. Following concurrence by the Office of Ocean and Coastal Resource Management (OCRM) on the incorporation of the City of Watertown LWRP, all federal agency activities are required to be consistent with the policies of the LWRP.  The proposed LWRP Consistency Law will establish procedures for determining the consistency of proposed actions with the Watertown LWRP, will require a consistency determination for all actions or direct agency actions within the City's Waterfront Revitalization Area Boundary, and provides for prosecution of violations of these requirements. The proposed local law will take effect immediately upon its filing with the NYS Secretary of State.  The proposed amendment to the City's Zoning Ordinance will create new Downtown, Open Space and Recreation and Waterfront Districts, which will be used to implement the land use recommendations of the LWRP.		

Please complete Each Question – Indicate N.A. if not applicable

### A. Site Description

Physical setting of overall project, both developed and undeveloped areas.

1. Present land use:      Urban                       Industrial                       Commercial                       Residential (suburban)  
     Rural (non-farm)  Forest                       Agriculture                       Other Recreation

2. Total acreage of project area: 934 acres.

APPROXIMATE ACREAGE	PRESENTLY	AFTER COMPLETION
Meadow or Brushland (Non-agricultural)	<u>145</u> acres	<u>same</u> acres
Forested	<u>90</u> acres	<u>same</u> acres
Agricultural (Includes orchards, cropland, pasture, etc.)	<u>0</u> acres	<u>same</u> acres
Wetland (Freshwater or tidal as per Articles 24, 25 of ECL)	<u>22</u> acres	<u>same</u> acres
Water Surface Area	<u>205</u> acres	<u>same</u> acres
Unvegetated (Rock, earth or fill)	<u>      </u> acres	<u>same</u> acres
Roads, buildings and other paved surfaces	<u>472</u> acres	<u>same</u> acres
Other (Indicate type)	<u>      </u> acres	<u>same</u> acres

3. What is predominant soil type(s) on project site? Soil types vary in this area - primarily Collamer-Galway-Niagara and Plainfield-Windsor-Deerfield

a. Soil drainage:  Well drained        % of site  Moderately well drained 100% of site  
 Poorly drained        % of site

b. If any agricultural land is involved, how many acres of soil are classified within soil group 1 through 4 of the NYS Land Classification System? N/A acres. (See 1 NYCRR 370).

4. Are there bedrock outcroppings on project site?  Yes  No

a. What is depth of bedrock? varies (in feet)

5. Approximate percentage of proposed project site with slopes:  0-10% 78%  10-15% 8%  
 15% or greater 14%

6. Is project substantially contiguous to, or contain a building, site, or district listed on the State or the National Registers of Historic Places?  Yes  No

7. Is project substantially contiguous to a site listed on the Register of National Natural Landmarks?  Yes  No

8. What is the depth of the water table? varies (in feet)

9. Is site located over a primary, principal, or sole source aquifer?  Yes  No

10. Do hunting, fishing or shell fishing opportunities presently exist in the project area?  Yes  No

11. Does project site contain any species of plant or animal life that is identified as threatened or endangered?  Yes  No According to New York Natural Heritage Program

Identify each species There are two threatened vascular plant species listed as being located within the study - Crawe's Sedge and Lake-cress, recent documentation of their presence has not been made, however. The threatened osprey and the endangered bald eagle have also been seen in the vicinity of the project site, however, official documentation has not been completed.

12. Are there any unique or unusual landforms on the project site? (i.e. cliffs, dunes, other geological formations)  Yes  No Describe The Black River runs through a limestone gorge for a mile-long segment from the Newell Street area east to the Sewall's Island and Diamond Island area.

13. Is the project site presently used by the community or neighborhood as an open space or recreation area?  Yes  No If yes, explain There are several parks within the LWRP area including Alex T. Duffy Fairgrounds, Whitewater Park, Veterans' Memorial Riverwalk, Factory Square Park, Waterworks Park and Marble Street Park. Whitewater rafting and kayaking are among the most popular recreational activities. Sport fishing also continues to be an important recreational pastime.

14. Does the present site include scenic views known to be important to the community?  Yes  No

15. Streams within or contiguous to project area: The Black River is the primary water body in the project area. Two smaller streams are also located in the study area.

a. Name of Stream and name of River to which it is tributary Within the project area Cold Creek and Kelsey Creek drain into the Black River, which discharges into Lake Ontario.

16. Lakes, ponds, wetland areas within or contiguous to project area:

a. Name There are some areas of state and federal regulated wetlands within and contiguous to the project area. Only one DEC regulated wetland is located within the study area

b. Size (In acres) The DEC wetland is approximately 7.5 acres. Total wetlands are approximately 22 acres.

17. Is the site served by existing public utilities?  Yes  No
- a. If Yes, does sufficient capacity exist to allow connection?  Yes  No
- b. If Yes, will improvements be necessary to allow connection?  Yes  No

18. Is the site located in an agricultural district certified pursuant to Agriculture and Markets Law, Article 25-AA, Section 303 and 304?  Yes  No

19. Is the site located in or substantially contiguous to a Critical Environmental Area designated pursuant to Article 8 of the ECL, and 6 NYCRR 617?  Yes  No

20. Has the site ever been used for the disposal of solid or hazardous wastes?  Yes  No

## B. Project Description

1. Physical dimensions and scale of project (fill in dimensions as appropriate)
- a. Total contiguous acreage owned or controlled by project sponsor N/A acres.
- b. Project acreage to be developed: N/A acres initially; \_\_\_\_\_ acres ultimately.
- c. Project acreage to remain undeveloped N/A acres.
- d. Length of project, in miles: N/A (If appropriate)
- e. If the project is an expansion, indicate percent of expansion proposed N/A %;
- f. Number of off-street parking spaces existing N/A; proposed \_\_\_\_\_
- g. Maximum vehicular trips generated per hour N/A (upon completion of project)?
- h. If residential: Number and type of housing units:
- |            | One Family | Two Family | Multiple Family | Condominium |
|------------|------------|------------|-----------------|-------------|
| Initially  | <u>N/A</u> | _____      | _____           | _____       |
| Ultimately | <u>N/A</u> | _____      | _____           | _____       |
- i. Dimensions (in feet) of largest proposed structure N/A height \_\_\_\_\_ width; \_\_\_\_\_ length
- j. Linear feet of frontage along a public thoroughfare project will occupy is? N/A ft.
2. How much natural material (i.e. rock, earth, etc.) will be removed from the site? none tons/cubic yards
3. Will disturbed areas be reclaimed?  Yes  No  N/A
- a. If yes, for what intended purpose is the site being reclaimed? \_\_\_\_\_
- b. Will topsoil be stockpiled for reclamation?  Yes  No
- c. Will upper subsoil be stockpiled for reclamation?  Yes  No
4. How many acres of vegetation (trees, shrubs, ground covers) will be removed from site? none acres
5. Will any mature forest (over 100 years old) or other locally-important vegetation be removed by this project?  Yes  No
6. If single phase project: Anticipated period of construction N/A months, (including demolition)
7. If multi-phased:
- a. Total number of phases anticipated N/A (number)
- b. Anticipated date of commencement phase 1 \_\_\_\_\_ month \_\_\_\_\_ year (including demolition)
- c. Approximate completion date of final phase \_\_\_\_\_ month \_\_\_\_\_ year.
- d. Is phase 1 functionally dependent on subsequent phases?  Yes  No
8. Will blasting occur during construction?  Yes  No
9. Number of jobs generated: during construction N/A; after project is complete N/A
10. Number of jobs eliminated by this project N/A
11. Will project require relocation of any projects or facilities?  Yes  No If yes explain \_\_\_\_\_
12. Is surface liquid waste disposal involved?  Yes  No



- a. If yes, indicate type of waste (sewage, industrial, etc.) and amount \_\_\_\_\_  
 b. Name of water body into which effluent will be discharged \_\_\_\_\_
13. Is subsurface liquid waste disposal involved?  Yes  No Type \_\_\_\_\_
14. Will surface area of an existing water body increase or decrease by proposal?  Yes  No  
 Explain \_\_\_\_\_
15. Is project or any portion of project located in a 100 year flood plain?  Yes  No
16. Will the project generate solid waste?  Yes  No  
 a. If yes, what is the amount per month \_\_\_\_\_ tons  
 b. If yes, will an existing solid waste facility be used?  Yes  No  
 c. If yes, give name \_\_\_\_\_; location \_\_\_\_\_  
 d. Will any wastes not go into a sewage disposal system or into a sanitary landfill?  Yes  No  
 e. If Yes, explain \_\_\_\_\_
17. Will the project involve the disposal of solid waste?  Yes  No  
 a. If yes, what is the anticipated rate of disposal? \_\_\_\_\_ tons/month.  
 b. If yes, what is the anticipated site life? \_\_\_\_\_ years.
18. Will project use herbicides or pesticides.  Yes  No
19. Will project routinely produce odors (more than one hour per day?)  Yes  No
20. Will project produce operating noise exceeding the local ambient noise levels?  Yes  No
21. Will project result in an increase in energy use?  Yes  No If yes, indicate type(s) \_\_\_\_\_
22. If water supply is from wells, indicate pumping capacity N/A gallons/minute.
23. Total anticipated water usage per day N/A gallons/day.
24. Does project involve Local, State or Federal funding?  Yes  No  
 If yes, explain \_\_\_\_\_
25. Approvals Required:

			Type	Submittal Date
City, Town, Village Board	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<u>Adoption of Plan,</u> <u>Consistency Review</u> <u>Law &amp; Zoning</u> <u>Ordinance Revisions</u>	_____
City, Town, Village Planning Board	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	_____	_____
City, Town Zoning Board	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	_____	_____
City, County Health Department	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	_____	_____
Other Local Agencies	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	_____	_____
Other Regional Agencies	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	_____	_____
State Agencies	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<u>Approval of LWRP</u> <u>by DOS</u>	_____
Federal Agencies	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<u>OCRM Concurrence</u>	_____

**C.Zoning and Planning Information**

1. Does proposed action involve a planning or zoning decision?  Yes  No  
 If yes, indicate decision required:  
 zoning amendment  zoning variance  special use permit  subdivision  site plan  
 new/revision of master plan  resource management plan  other \_\_\_\_\_

2. What is the zoning classification(s) of the site? The majority of the project area is zoned Lght Industrial, with some Heavy Industrial zoning focused on Sewall's Island and the north bank of the river along Water Street. Other

significant zoning districts within the study area include Commercial, Residential, and Neighborhood Business Districts. A large area of land in the western portion of the site area is zoned low-density residential.

3. What is the maximum potential development of the site if developed as permitted by the present zoning? N/A

4. What is the proposed zoning of the site? Waterfront, Downtown, Open Space & Recreation, Residential, & Commercial

5. What is the maximum potential development of the site if developed as permitted by the zoning process? N/A

6. Is the proposed action consistent with the recommended uses in adopted local land use plans?  Yes  No

7. What are the predominate land use(s) and zoning classifications within a ¼ mile radius of proposed action? Zoning varies from Residence A to Heavy Industry. The area includes a mix of land uses, with much of the waterfront property vacant. Predominate land uses within the LWRP boundary include commercial, public services and vacant land.

Commercial land use is concentrated within the downtown business district in the Public Square area, as well as along Factory and Coffeen Streets, where storefronts and businesses line the roadways. Public services (such as lands used for water supply and treatment and hydropower facilities) are concentrated in the eastern section of the LWRP boundary area and include the city's hydroelectric facility and water plant near Route 3. Also included is the city's wastewater treatment plant in the western portion of the LWRP boundary, near the Fairgrounds. Vacant lands are scattered throughout the study area, with some of the larger parcels located near Sewall's Island and on the north side of the river along Water Street.

Remaining land use within the LWRP boundary is a mix of industrial, residential, community services, and recreation and entertainment. Smaller areas of industrial land use are scattered throughout the river's edge. Residential land uses consist of higher-density apartment buildings and single-family detached homes. On the south side of the river, residential land use is concentrated within the existing neighborhood south of the Van Duzee Street Bridge and along Huntington Street.

8. Is the proposed action compatible with adjoining/surrounding land uses within a ¼ mile?  Yes  No

9. If the proposed action is the subdivision of land, how many lots are proposed? N/A

a. What is the minimum lot size proposed? \_\_\_\_\_

10. Will proposed action require any authorization(s) for the formation of sewer or water districts?  Yes  No

11. Will the proposed action create a demand for any community provided services (recreation, education, police, fire protection)?  Yes  No

a. If yes, is existing capacity sufficient to handle projected demand?  Yes  No

12. Will the proposed action result in the generation of traffic significantly above present levels?  Yes  No

a. If yes, is the existing road network adequate to handle the additional traffic?  Yes  No

## **D. Informational Details**

Attach any additional information as may be needed to clarify your project. If there are or may be any adverse impacts associated with your proposal, please discuss such impacts and the measures which you propose to mitigate or avoid them.

## **E. Verification**

I certify that the information provided above is true to the best of my knowledge.

Applicant/Sponsor Name Watertown City Council

Date 2/1/10

Signature \_\_\_\_\_ Title Planning & Community Development  
Coordinator \_\_\_\_\_

If the action is in the Coastal Area, and you are a state agency, complete the Coastal Assessment Form before proceeding with this assessment.