

SECTION IV -- PROPOSED LAND AND WATER USES, AND PROPOSED PROJECTS

The proposed development plans in Sackets Harbor's waterfront area were selected after input and approval from:

- The Local Waterfront Advisory Committee;
- The Planning Board
- The Mayor and Village Board of Trustees.

PROPOSED LAND AND WATER USES

Plate VI, "Village of Sackets Harbor -- Proposed Land and Water Uses", illustrates the extent and distribution of proposed uses in the coastal area. The three geographic sections of the village, referenced earlier in the inventory of existing uses, are again noted below, to locate proposed changes.

Boulton's Farm and Southwest Waterfront Area. The proposed land use in the vicinity of Boulton's Beach is residential infill. Densities for residential development will be controlled by lot size and setback regulations of the village's zoning law and by septic tank regulations. Other uses are expected to remain as they are because of the lack of adequate roads and absence of water and sewer services.

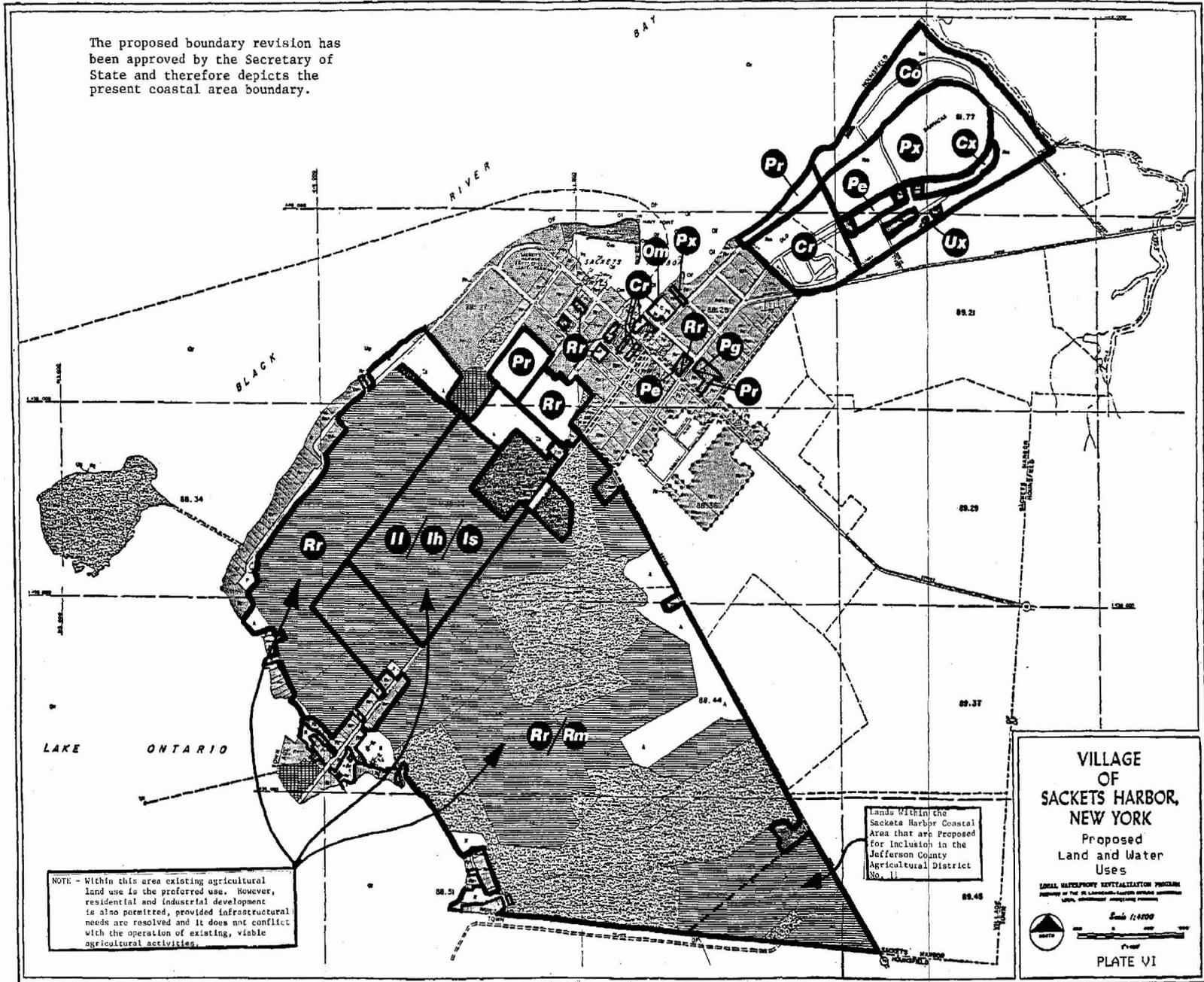
As noted on Plate VI, within the Boulton's Farm and southwest waterfront area the continuation of existing agricultural land uses is the preferred use. However, residential and industrial development is also permitted, provided infrastructural needs are resolved (see Policy 5) and development does not conflict with the operation of viable agricultural activities (see Policy 26).

Village Core. A minor increase in the intensity of land use within the core area will occur due to commercial, residential and recreational improvements on both developed and undeveloped sites. Along the harborfront, which is the focus of the village core, a number of underutilized sites which impact the larger area are proposed for commercial and recreational improvements. The major harborfront use will continue to be access, dockage, and services for recreational boating.

At the southwest fringe of the village core, an area of vacant land is proposed for new residential development by the private sector. Bayard Street would be extended to serve this development. Subject to negotiations with the property owner, the adjoining land (to the northwest) is proposed for a playfield, thereby maintaining a buffer between the sewage treatment plant and the residential area.

Madison Barracks. The proposed uses in the Madison Barracks complex draw upon a 1984 feasibility study by Bland, Roos, and Associates. Proposed uses are commercial, residential, and recreational. Specifically, a regional conference center, country inn, museum, related retail shops and parking, and new single-family residential construction are proposed.

The proposed boundary revision has been approved by the Secretary of State and therefore depicts the present coastal area boundary.



NOTE - Within this area existing agricultural land use is the preferred use. However, residential and industrial development is also permitted, provided infrastructural needs are resolved and it does not conflict with the operation of existing, viable agricultural activities.

Lands Within the Sackets Harbor Coastal Area that are Proposed for Inclusion in the Jefferson County Agricultural District No. 11

VILLAGE OF SACKETS HARBOR, NEW YORK
Proposed Land and Water Uses

LOCAL WATERFRONT REVITALIZATION PROGRAM
Adopted by the Board of Supervisors of Jefferson County, New York
Scale 1:4100
PLATE VI

PROPOSED PROJECTS

In order to achieve the proposed land uses and to better the village in general, the following projects have been identified for implementation in the coastal area. Inclusion of these projects in this LWRP entitles the project proponents to apply for NYS Department of State implementation funds for project pre-construction costs. These grant funds are limited to 10% of the total project cost. The following list does not imply project priorities. Priorities and additional "non-project" actions, such as zoning revisions, are discussed in Section V - Techniques for Local Implementation of the Program.

The projects are:

- (1) Boulton's Beach Sewage Collection
- (2) Boulton's Beach Residential Rehabilitation and Weatherization
- (3) Core Area Multi-Site Recreational Improvements
- (4) Harborfront Improvements
- (5) Core Area Commercial/Residential Rehabilitation
- (6) Street Improvements
- (7) Madison Barracks Revitalization
- (8) Harbor Walk

The general locations of these projects, except for Harbor Walk, are shown on the Plate VII, Project Areas.

The diversity of the proposed waterfront projects is reflected in the varying degree of detail available at this time. While some projects, such as the multi-site recreational improvements, are already partially implemented, others are only now appearing on the drawing boards. Consequently, some of the following descriptions provide less detail than desired, but look to the waterfront program as a guide and resource for further project development.

(1) Boulton's Beach Sewage Collection. Though not yet far enough along to be considered a LWRP project (plans and initial cost estimates have not been made), installation of a sewage collection system or communal septic system is a potential project of major proportions for Boulton's Beach in the future. For more details, refer to Section V, Techniques for Local Implementation of the Program, Other Public and Private Actions.

(2) Boulton's Beach Residential Rehabilitation and Weatherization. Several of the 70 residences in this area lack adequate heating, lighting, and plumbing. Most are uninsulated. Some exhibit only rudimentary weatherization (four walls, roof, and floor). A few are in need of structural repairs. The area is marked by conversion of summer cottages, deferred maintenance, and new year-round construction. In order to preserve the existing housing stock and improve the well-being of the residents, the village will initiate a residential rehabilitation/weatherization program. In conjunction with the communal septic system discussed above, this program will stabilize an important but threatened neighborhood, encourage residential infill, and help the economic development of the village.

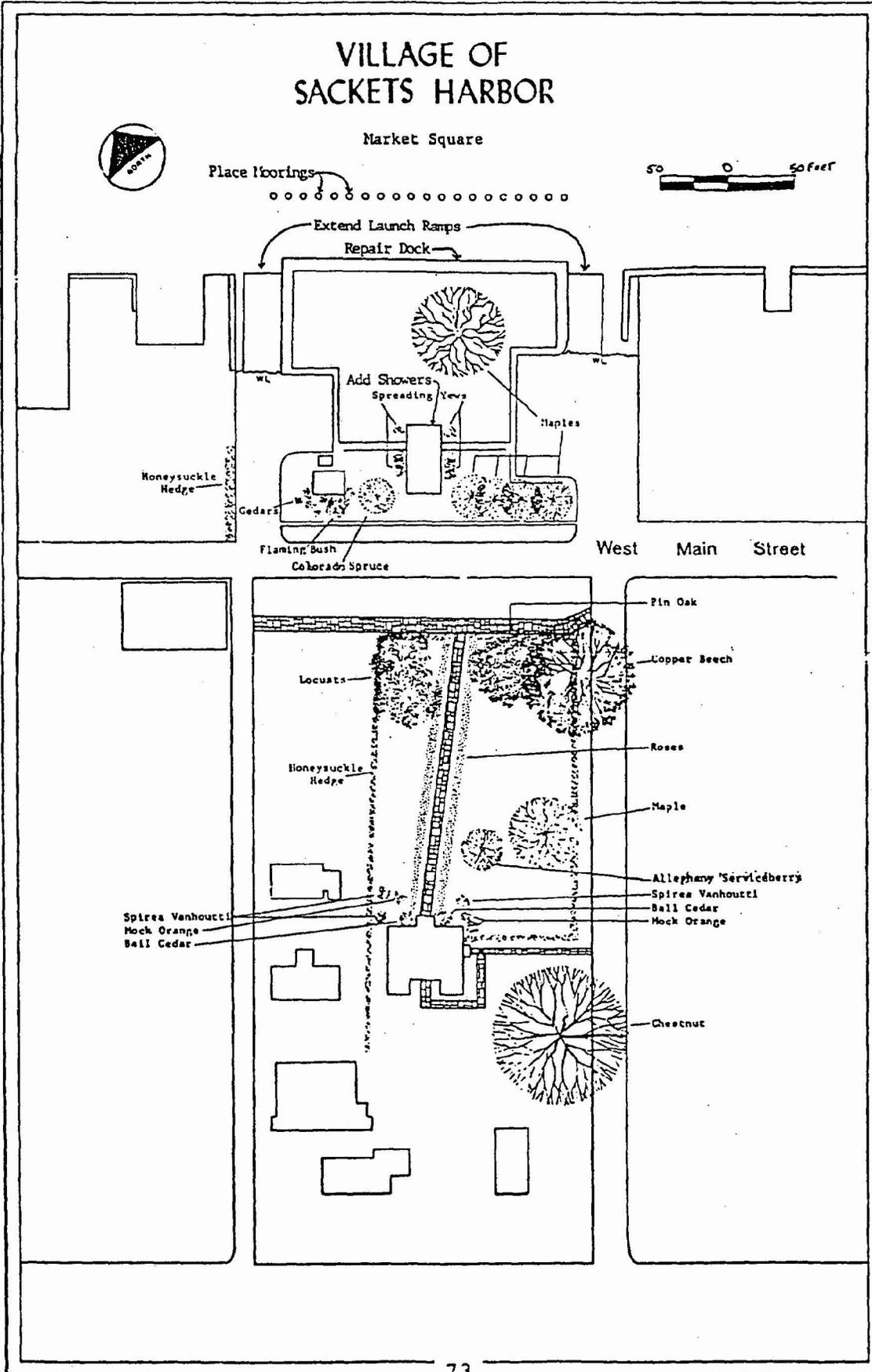
The NYS Division of Housing and Community Renewal (DHCR) has awarded the Sackets Harbor Historical Society (SHHS) an administrative grant to initiate residential improvement programs. SHHS and the village have assessed the need for rehabilitation funds in the neighborhood and submitted an application for such funds (100% Federal, 0% local) under the Small Cities Community Development Block Grant program (CDBG) administered by the U.S. Department of Housing and Urban Development (HUD). HUD denied the grant. Although a future application of this type is likely, recent priority has been given to obtaining funds for redevelopment of Madison Barracks (see #7 below). Another funding source is DHCR's Rural Area Preservation Company Program.

(3) Core Area Multi-Site Recreational Improvements. The village proposes to improve recreational opportunities at four sites within the coastal area, to better serve the needs of residents and visitors alike. Two of the sites, Market Square and Chapin Alley, improve opportunities for water-dependent recreation, while Firemen's Field and the lot behind the Municipal Building are strictly for land-based recreation.

The opportunity for boating on Black River Bay and the waters of Lake Ontario is being made more available by development of marinas and mooring areas in Sackets Harbor. The opportunity for fishing is likewise encouraged by the NYS Department of Environmental Conservation salmonid stocking program in Black River Bay. To accommodate the growing demand, the village has already begun expansion of the tie-up capacity and improvements to the two launch ramps at Market Square (Plate VIII). However, these ramps are particularly difficult to use during typical storm conditions when high winds and turbulent waves blow in from the northeast. Therefore, in addition to the continuing improvements at Market Square, the village proposes to restore an abandoned boat launch facility at the foot of Chapin Alley (Plate IX) in conjunction with development of a private marina. A safer launch area will result from the protection afforded by the marina and the northwest orientation of these ramps. Chapin Alley will not accommodate much public usage, however, until more parking areas are obtained. Efforts should be made to purchase or lease nearby parking space.

The historical setting of Sackets Harbor and the open space of Battlefield State Park draw large crowds and small groups to the village. Although some services are available from the State and Village Tourist Centers, other needs remain unmet. The village proposes to develop a tot lot and repair the existing skating rink in conjunction with recent land acquisition adjacent to the Municipal Building (Plate X). In addition to the obvious benefits for young families in the village, this area will provide a welcome respite for visitors with small children who need a child-oriented place to unwind. On the other hand, carnivals, softball games, historic encampments and the like need a relatively large area close to the village's amenities, but also removed from the mainstream. The area known as Firemen's Field meets these qualifications (corner of Washington and Hill Streets). This field is presently within an industrial zone, and the village is considering a revision of the zoning map which would designate the areas as recreational.

VILLAGE OF SACKETS HARBOR



Village of Sackets Harbor
Public Landing
Plate IX

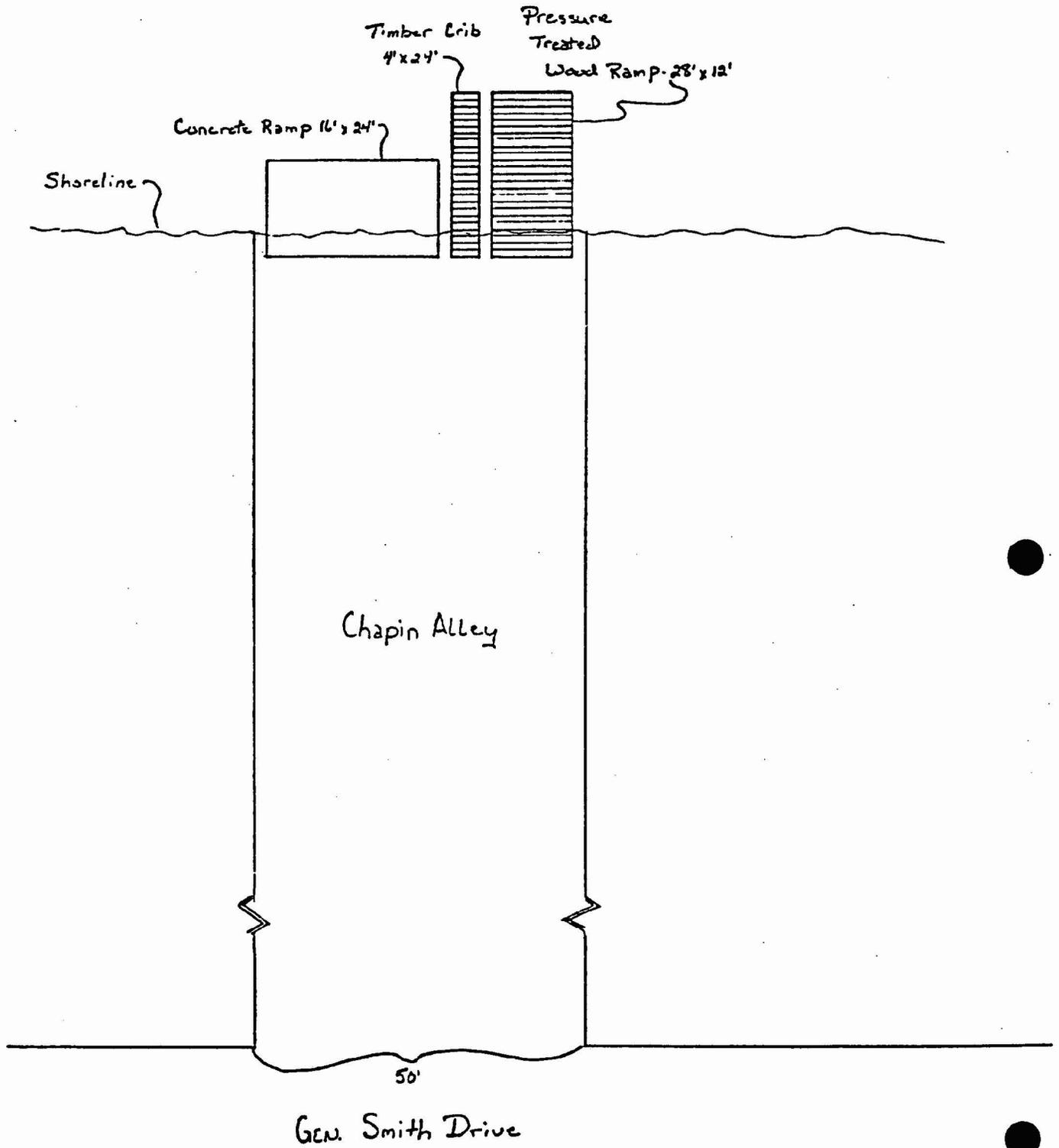


Plate X
Play Area

NORTH BROAD STREET

EAST MAIN STREET

Tot Lot

No Parking Zone

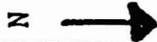
Fire Station,
Municipal Offices

Parking Area

Skating

MONROE STREET

1" = approx. 150'



Funds for improvement of these sites may be available from private sources, from the village, through the Land & Water Conservation Fund as administered by NYS-OPR&HP (50% local, 50% Federal funds), and/or in conjunction with the Urban Cultural Park program as administered by NYS-OPR&HP.

Cost estimates for the recreational improvements yet to be completed are as follows:

Market Square

Ramps	L&WCF	\$ 1,000
	In-Kind	200
Dock	In-Kind	290
Bath House	In-Kind	<u>1,000</u>
Total		<u>2,490</u>

Chapin Alley

Road Surface	Village Funds	2,000
	In-Kind	2,000
Dredging	L&WCF	2,000
	In-Kind	<u>300</u>
Total		<u>6,300</u>

Tot Lot

Landscaping	L&WCF	2,000
	In-Kind	1,000
Play Structures	L&WCF	3,500
	In-Kind	<u>2,300</u>
Total		<u>8,800</u>

Firemen's Field

Landscaping	L&WCF	3,000
	In-Kind	15,000
Signage	UCP	900
	In-Kind	<u>100</u>
Total		<u>19,000</u>

GRAND TOTAL \$ 36,590

(4) Harborfront Improvements. As noted in Section II, page 10, development pressures along the harborfront are considerable, and a comprehensive plan for the harbor area is needed to prevent future conflicts and provide guidance for review boards. To assist the development interests and to promote orderly growth and use of the harbor, the village proposes to seek funds for the preparation of a comprehensive harborfront development and harbor management plan. This plan will not only address land-based harborfront improvements, but also use management and planning for water-based activities within the harbor. The village does not now have the expertise to design and implement such a plan. Funds will be requested from the NYS Department of State under the Coastal Management Program and/or from the NYS Council on the Arts (NYSCA) under the Architecture and Design Program (varying percentage of local matching funds required). The plan is estimated to cost \$20,000 to \$30,000. Plate XI shows the harbor's layout (with reference to an old dredging proposal by the Army Corps of Engineers -- not a part of this LWRP).

(5) Core Area Commercial/Residential Rehabilitation. A number of structures in the core area are vacant or underutilized and show signs of deferred maintenance. To promote the active use of these buildings, to improve the image of the core area, and to preserve the existing housing and building stock, the village proposes to implement a rehabilitation program for the core area. Administrative, technical, and financial assistance will be coordinated by the historical society (SHHS).

SHHS has already received a grant for administration of the program from the NYS Division of Housing and Community Renewal's Rural Preservation Company program (RPC). An application for actual rehabilitation grant money from HUD recently met the same fate as the grant for the houses at Boulton's Beach. Alternative funding sources are the same as for the Boulton's Beach project. Also, an application to HUD for an Urban Development Action Grant (UDAG) is a possibility for rehabilitation of commercial buildings and business expansions. UDAG's require up to 80% private funds, although this ratio can vary.

To qualify for rehabilitation assistance, applicants will be required to comply with site plan review and historic district provisions of the village's zoning law.

(6) Street Improvements. As part of the comprehensive revitalization effort, the village has initiated streetscape improvements such as new sidewalks, landscaping, street expansion and resurfacing, and signage. To complete this project, the village intends to seek funds to widen and resurface Washington Street, to unify the Harbor Walk with street lighting and new sidewalks, to widen and resurface Pike Street, to landscape the scenic overlook at the foot of Pike Street, and to repair and expand directional signs.

The UDAG funds previously mentioned for a commercial rehabilitation program could also be used for some of the core area's streetscape improvements. Funds may be available from the NYS Department of Transportation for resurfacing of major streets with a minimum ten-year life

expectancy. If it can be shown that tourism is a primary factor in the local economy (which it is), then Economic Development Administration funds may be solicited under Titles I and IV of the Public Works and Economic Development Act (50% federal, 50% local funds). Funds may also become available under the State's Urban Cultural Park program, on a matching basis (80% private, 10% local, 10% state) for capital improvements.

(7) Madison Barracks. The village proposes to assist in the private redevelopment of Madison Barracks by acting as a liaison for governmental grants or loans, and by accepting responsibility for the streets, water tower, and public services within the compound, when brought up to acceptable standards.

A recent feasibility study recommends four compatible uses for the 100-acre site: a conference center; a country inn; a museum; and new residential development (see Plate XII). An alternative to the residential use is the development of a regional performing arts center, although details on this proposal are not yet available.

The feasibility study proposes a single development entity with both a for-profit subsidiary and a non-profit, tax-exempt subsidiary. The eastern half of the site would be restored as a week-day conference center offering 151 sleeping rooms and 8 meeting rooms dispersed among 15 buildings. The Commandant's Quarters and 5 Officer's Quarters would be reserved for weekend use as a country inn offering 55 guest rooms. These accommodations would be priced at the higher end of the scale to assure a quality experience. The Parade Grounds would be maintained as private open space.

The function of the non-profit subsidiary would be to establish and maintain a museum of national importance. This museum would be organized around the theme of the development of the U.S. Army from 1820 to 1945 and the peacetime role of building and defending the nation. A first phase would involve restoration of Stone Row including new roofs, porches, windows and doors and the demolition of rear additions. Also, Fort Volunteers would be re-created as a stockade and earthworks attraction. The Stone Water Town Observation Post and the Guardhouse would complete the self-guided tour of the museum's holdings. A second phase could possibly involve military reenactments, publications, and restoration of Grant's quarters as a typical building of Stone Row.

The fourth component consists of 25 single-family row houses to the southeast of Stone Row and the subdivision of the remaining western portion (including the Steward's Quarters) into 25 single-family residential lots. This subdivision plan would incorporate strict architectural and use restrictions. Sales proceeds would flow to the parent organization for disbursement to the non-profit museum subsidiary.

A combination of private investment, tax credits, Urban Development Action Grant (UDAG), LWRP (market analysis and feasibility) and Urban Cultural Park funds (25% State, 75% other sources for interpretive projects) would be mobilized by this project.

Rough cost estimates are as follows:

Conference Center
and Country Inn

UDAG	\$ 3.5 million
Private Investment (equity)	1.5 million
Private Investment (loan)	7.2 million
Investment Tax Credits	<u>2.09 million</u>
Total	\$ <u>14.29 million</u>

Military Museum

Urban Cultural Park	115,000
Watertown Foundation	45,000
UDAG (rollover from loan)	<u>3,200,000</u>
Total	\$ <u>3,355,000</u>

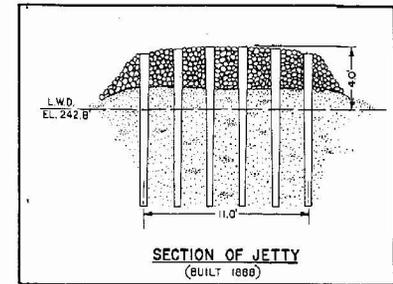
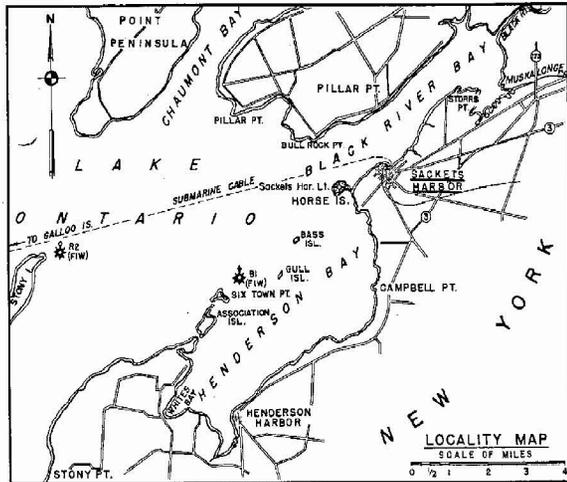
<u>GRAND TOTAL</u>	\$ <u>17,645,000</u>
(Cost of residential development is not estimated or included)	

To pave the way for private redevelopment and revitalization of Madison Barracks, the Village of Sackets Harbor has submitted a \$271,100 CDBG Small Cities grant application to HUD for supporting infrastructure improvements. Included in the application are proposals to rehabilitate the existing water tower, connect the tower into the municipal water system, improve the existing sewer systems lift station (including the provision of auxiliary power), and install 1,600 ft. of 10-inch sewer to replace the 8-inch village sewer (along General Smith Drive) now serving Madison Barracks.

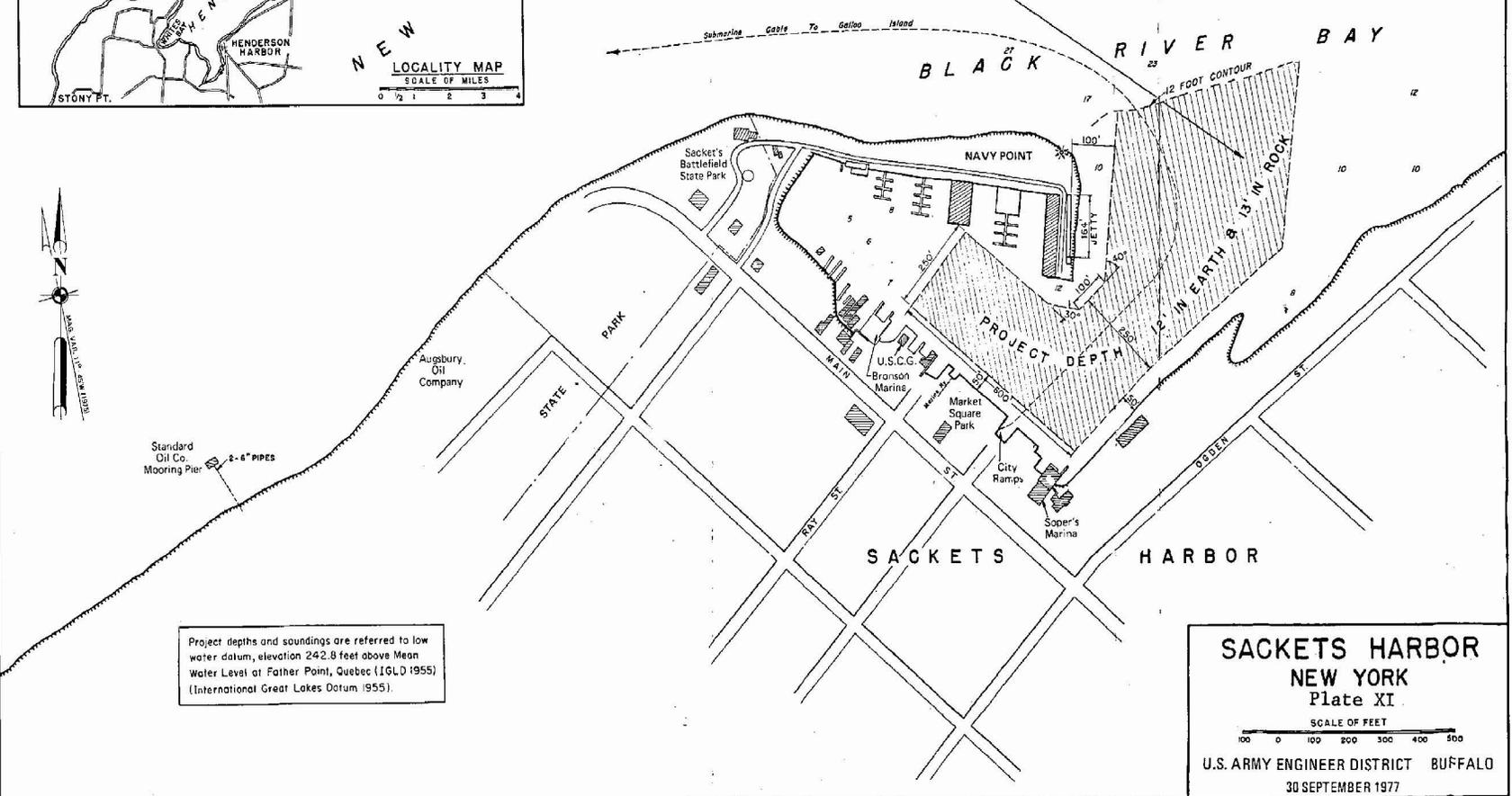
The breakdown in component costs for infrastructure improvements are as follows:

a) water tower	\$ 77,000
b) connection to village water system	18,000
c) lift station	63,000
d) sewer main	53,000
e) contingency	20,800
f) planning and administration	<u>39,300</u>
	\$ 271,100

(8) Harbor Walk. Although not a capital projects, the proposed Harbor Walk is noted here as a unifying element with regard to pedestrian and vehicular tours of the historic waterfront. A walking/driving tour guide brochure (prepared through the UCP program's funding) would facilitate tourist interpretation and appreciation of 40 major landmarks and sites along which the Harbor Walk would be designated. The Harbor Walk includes Main Street, Washington Street, General Smith Drive, Broad Street and portions of both the Battlefield State Park and Madison Barracks.



UNDER PREVIOUS PROJECT PORTIONS OF THIS AREA WERE DREDGED TO 12 FEET EXCEPT WHERE PREVENTED BY LEDGE ROCK.



Project depths and soundings are referred to low water datum, elevation 242.8 feet above Mean Water Level at Father Point, Quebec (IGLD 1955) (International Great Lakes Datum 1955).

