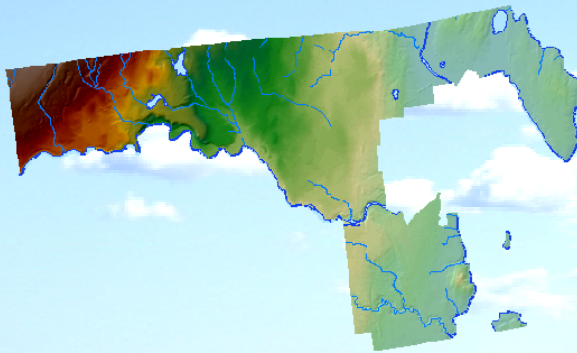


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# TOWN OF PLATTSBURGH COMPREHENSIVE LAND USE PLAN

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Prepared by:  
Chazen Engineering, Land Surveying &  
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Adopted by the Plattsburgh Town Board:

December, 2010

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**December 2010**

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The Comprehensive Plan Land Use Committee and Town Board would like to thank the citizens of Plattsburgh who contributed their ideas to and participated in the creation of this plan.

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*The Chazen Companies  
December 2010*

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## EXECUTIVE SUMMARY & PREAMBLE

*The Comprehensive Land Use Plan Committee's guiding principle is the creation of a sustainable community and a high quality of life for our residents, now and in the future. We do not advocate growth for growth's sake. Rather, we seek to promote kind of economic, social, and recreational activities that will help the Town of Plattsburgh thrive. To afford tomorrow's residents broad opportunities, we advocate for good paying jobs and quality housing for our residents. We strive to attract new families to our region and to encourage our region's children to remain or return. We advocate for a better integration of work and play, with commercial areas zoned and designed with public access and recreation in mind. We also advocate for a healthy community, with walking and bicycling trails that knit together our neighborhoods. We support the use of sustainable energy sources and agricultural practices. We encourage artistic and social opportunities. Recognizing the importance of new residents to our Town, we support thoughtful development that will afford both new and current residents a high quality of life in a prosperous community.*

The Town of Plattsburgh adopted its last comprehensive plan in 1999. Recognizing the need to update the 1999 plan, the Town began the effort resulting in this plan in 2008. The Town Board appointed a committee of local residents who were tasked with drafting a new plan that would reflect current conditions and present a vision and set of goals for the next decade. Recognizing the importance of public participation, the Comprehensive Land Use Plan (CLUP) Committee actively sought public and stakeholder input during every stage in the development of this plan.

The Town of Plattsburgh has made tremendous strides in reinventing itself since the closure of the Plattsburgh Air Force Base (PAFB) in 1995, an event that led to the departure of approximately 6,000 residents and military personnel. In the wake of the PAFB closure, the Town aggressively sought to attract new businesses. Portions of the former PAFB itself have now been transformed into the Plattsburgh International Airport, which is owned and operated by Clinton County, and is home to a thriving industrial park. In addition, the Town's commercial sector is thriving as well.

One of the factors attracting businesses to Plattsburgh is the community's relatively low wage scale. This is of course a mixed blessing because wages are somewhat low or stagnant relative to the cost of living. As such, the Town should seek to attract stable businesses that will create and retain good paying jobs.

Although the Town's population is growing slowly, it is also aging. While an aging population may present certain issues, there are also important opportunities that are presented with such demographics. Regardless, the Town does need to encourage a mix of residents of all ages and income levels so that each may add their strengths to the community. A demographic profile skewed either to the young or the old may bring both problems and benefits.

Plattsburgh's housing stock is affordable compared to many areas of the State. However, housing affordability is a significant issue for many in the regional market. More than a third of the Town's population has low or moderate incomes, including seniors, making it difficult for them to afford housing. The Town has a high percentage of its housing stock in mobile homes and a significant portion of the housing stock is in need of repair and improvement. Housing needs should be addressed through housing rehabilitation grants, partnering with housing trusts, and supporting senior housing and "age in place" initiatives.

The Town of Plattsburgh is the retail center of Clinton County. The Route 3 corridor draws shoppers from throughout the region. It provides employment and generates significant sales tax revenues. A second, smaller retail center is developing along Route 9 in the northern part of the Town. Maintaining these commercial centers is important to the fiscal health of the Town. The Route 3 corridor has grown without a master plan for how it should look or function, particularly with respect to traffic circulation. Over the long run it would be desirable if both of the Town's major commercial districts were more pedestrian friendly, had less sign and overhead clutter, and had fewer curb cuts and a more uniform appearance. The Town should seek to incrementally improve the appearance and function of its commercial areas while continuing to encourage new investment.

Much of Plattsburgh's economic success is attributable to its location astride the Route 87 corridor and its proximity to Montreal. The Town also benefits from a good internal road network and an excellent highway department. While there are no glaring needs, the Town would benefit from improved connections and circulation within its commercial areas, improved gateway treatments and improved rail access.

As is the case with transportation, the Town is blessed with a robust water and sewer infrastructure which serves most of the developed area of the Town. Voters on Cumberland Head recently turned down a referendum that would have leveraged State financing to extend sewer lines onto the Head. The Town should now plan for lower densities on Cumberland Head.

The Town's wastewater is conveyed to the City of Plattsburgh Wastewater Treatment Plant. The City plant has overflow issues during periods of wet weather and there are concerns over the level of treatment provided. The Town should support efforts to upgrade or redevelop the City's plant and address the wet weather overflow problem.

The Town should consider extending sewer service to the Morrisonville area where development densities are increasing. Once this extension is made the water system should be considered complete for the foreseeable future, except for maintenance and upgrades, where appropriate.

When they hear the word "Plattsburgh," most people probably think of the City. Residents of the Town and City vote for different elected officials, pay taxes at different rates and have



somewhat differing services. However, the communities function together and their futures are inextricably linked. The Town and City should have ongoing discussions about ways they can cooperate in the provision of services, thus avoiding duplication and saving money.

Under current zoning and at current rates of development, the Town would not be built out for hundreds of years. In addition, well planned development throughout the Town's commercial and industrial zones, along with a mix of uses at the former Clinton County Airport, can help to mitigate haphazard sprawl. As such, there is ample room for new development in the Town. The Town thus has an opportunity to identify areas with important natural resource characteristics and make efforts to set aside and protect them. Protection of open spaces should be through public and private means. This may include outright land acquisitions or the purchase or lease of development rights by the Town, privately, or by a non-profit entity. In addition, the Town should seek to preserve its best agricultural soils for possible future use and should also make sure the zoning ordinance allows small scale agriculture while at the same time discouraging practices that may be a significant nuisance to residents.

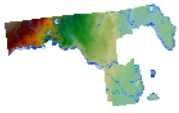
The Town has an outstanding recreation system with numerous parks and facilities throughout Town. A good parks and recreation system is important for both existing residents as well as for employers considering locating in Town who seek a high quality of life for their employees. The next step in the Town's recreation system should be development of a town wide trail system. The Town should also develop a recreation master plan to guide future improvements in its system.

Finally, Plattsburgh is blessed with a number of historic sites centered around the military history of lake Champlain. The Town should cooperate with its neighbors to publicize and interpret its rich history, attracting tourists and developing resources that cater to them.

As a result of the Town's efforts since the closure of the PAFB, coupled with a thriving commercial sector, the Town is now in a position of action, as opposed to reaction. As such, the Town of Plattsburgh, through the initiatives outlined above, will continue to seek ways to improve its overall quality of life and to maintain and/or achieve a level of social, economic, and environmental sustainability for current and future residents. In creating this plan, the CLUP Committee envisioned the Town of Plattsburgh as follows:

*A place where people want to live and work, now and in the future, and meets the diverse needs of existing and future residents, is sensitive to their environment, and contributes to a high quality of life. It is a place that is safe and inclusive, well planned, built, and run, and offers equality of opportunity and good services for all.<sup>1</sup>*

<sup>1</sup> Adapted from the definition of a sustainable community by the Government of the United Kingdom in its 2003 Sustainable Communities Plan.



## 1.0 INTRODUCTION

### 1.1 What is a Comprehensive Plan?

A comprehensive plan is a policy guide that sets forth directions for the future of a community. It is not a law or regulation. Rather, it is a blueprint to help guide the future. A town's comprehensive plan shapes how it functions as a community and sets forth the community's collective aspirations, values and vision for the future.

The authority for preparation of a comprehensive plan is set forth in Town Law Section 272-a.2 a, which states that a comprehensive plan is the "...materials, written and/or graphic, including but not limited to maps, charts, studies, resolutions, reports and other descriptive materials that identify goals, objectives, principles, guidelines, policies, standards, devices and instruments for the immediate and long-range protection, enhancement, growth and development of the town...".

Plans are subject to change and revision with the passage of time and events. Plattsburgh adopted its first "master plan" in 1964. Although revised several times since, it was last updated in 1999. The 1999 Comprehensive Plan sought to address issues associated with Plattsburgh Air Force Base (PAFB) closure, promoting economic development, preserving natural and cultural resources, and improving infrastructure and community services.

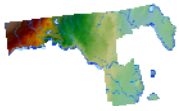
With this Plan, the Town of Plattsburgh is once again taking a comprehensive look at its development policies as well as refining its vision to reflect the changes experienced by the community since the preparation of the last plan. This *Comprehensive Land Use Plan* makes use of some of the studies, data, analysis and policy objectives of the prior plans. In addition, it presents new data related to development, land use, and demographic trends, and utilizes digital data for analyzing land use and development patterns.

In addition to providing a policy foundation for the Town, the *Comprehensive Land Use Plan* can be used as a tool to help obtain funding for a variety of projects. The *Comprehensive Land Use Plan* can also be used as a marketing tool to promote the assets of the Town. Finally, the *Comprehensive Land Use Plan* also provides the foundation for the Town's land use regulations.

### 1.2 About This Document

*The Town of Plattsburgh Comprehensive Land Use Plan* is written and organized to be as succinct as possible. The plan is organized as follows:

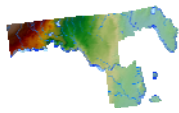
- ❶ Chapter 1 provides an overview of the comprehensive planning process (see below).



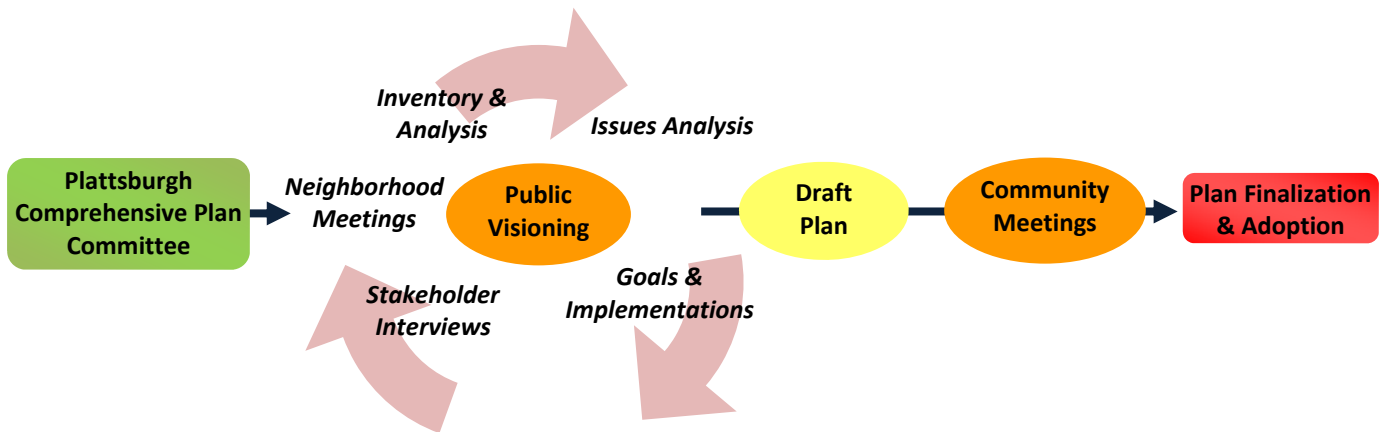
- ② Chapter 2 provides an overview of Plattsburgh's existing social, cultural, economic and environmental conditions.
- ③ Chapter 3 discusses Plattsburgh's overall development potential given the town's existing regulatory and environmental constraints (e.g., zoning regulations, waterways, wetlands, etc.).
- ④ Chapter 4 presents the results and input from the stakeholder interviews and public meetings. This chapter also provides a summary of issues and opportunities facing Plattsburgh, and it provides a synthesis of the information identified in the planning process.
- ⑤ Chapter 5 presents a summary and discussion of the major planning issues facing the Town based on the information collected in the previous steps. It may be thought of as a synthesis of the information collected during the development of the plan.
- ⑥ Chapter 6 presents a vision for the Town, identifying the characteristics and values the community seeks to maintain and enhance as it looks toward the future.
- ⑦ Chapter 7 presents the Plan's recommendation. The recommendations provide the policy framework for the Town over the next 10 to 15 years. For some recommendations, one or more strategies are presented to implement the recommendation.
- ⑧ Chapter 8 provides an implementation table. For each recommendation the table outlines an implementing agency/organization and potential funding sources.

### **1.3 Planning Process**

The Town of Plattsburgh adopted its last comprehensive plan in 1999. Recognizing the need to update this plan, the Town began the effort resulting in this plan in 2008. The Town Board appointed a committee of local residents who were tasked with drafting a new plan that would reflect current conditions and present a vision and set of goals for the next decade. The overall planning process is outlined below. Figure 1 illustrates the planning process.



**Figure 1 – Planning Process**



Comprehensive Land Use Plan Committee

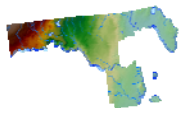
The Plattsburgh Comprehensive Land Use Plan Committee met regularly while developing the plan. The Committee consisted of residents, Town planning staff, and elected officials. Committee members represented a broad spectrum of the community, ensuring a fair and balanced planning process. The Committee gathered and examined information from many sources. In addition to holding public meetings and interviews, the Committee reached out to local businesses, community leaders, the academic community, and Town, Clinton County, and New York State officials. After analyzing and reviewing this information the Committee formulated the goals and recommendations in this plan

Clinton County Airport Sub-Committee

When the Plattsburgh Air Force Based closed and Clinton County took over operations, the then existing County airport facility went out of use. The facility is in the heart of Plattsburgh adjacent to Route 3. Given the site’s redevelopment potential, a separate sub-committee was formed to examine its highest and best uses. This sub-committee, much like the Comprehensive Land Use Plan Committee, met regularly throughout the planning process, conducting site-specific analyses and preparing legislation supporting redevelopment of the site.

Inventory & Analysis

The first step in the planning process was to conduct an inventory and analysis of the Town’s existing social, economic and environmental conditions. The Comprehensive Land Use Plan Committee examined social, economic and land use trends as well as the Town’s environmental and cultural resources. This examination included a review sources such as the U.S. Census Bureau, U.S. Bureau of Labor Statistics, U.S. Bureau of Statistical Analysis, U.S. Fish and Wildlife



Service, NYS Department of Environmental Conservation, NYS Department of Labor, NYS Office of Parks Recreation and Historic Preservation, NYS Department of Transportation, Clinton County Real Property and Treasurer's offices, Clinton County Sherriff's office, Town Tax Assessor, and local residents. The Committee also examined the Town's municipal infrastructure and its community services such as roads and educational, health, emergency, fire protection, and sewer and water services. Geographic Information System (GIS) software was also used to analyze and map relevant data. Please note that an attempt was made to use only data and information that was current as of the end of 2009. The results of the inventory and analysis are discussed in Section 2 of this report.

### Public Participation Process

The Comprehensive Land Use Plan Committee held neighborhood meetings at the Cumberland Head Elementary School, South Plattsburgh Fire Station, Cadyville Wesleyan Church, Treadwells Mills Church Hall, and Plattsburgh Town Hall. These public meetings were an invaluable part of the overall planning process. They allowed participants to discuss issues the Town currently faces and to provide input on the information gathered for the plan. Participants offered their ideas and identified additional resources for the inventory and analysis process. Finally, the meetings were a venue for the public to offer their vision for the community and potential goals and objectives. Summaries of the public meetings are provided in Appendix 2.

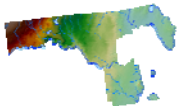
Equally important was the input the Committee received from local stakeholders who provided significant guidance throughout the process via individual interviews. The interview process included 34 stakeholders that were selected by the Committee based upon their understanding of a particular issue or breadth of local knowledge. Stakeholders were asked what they did and did not like about Plattsburgh, and were also asked what they would like to see remain the same and what would they like to see changed. The results of the interviews were compiled and reviewed by the Committee. The results of the stakeholder interviews are included in Appendix 3.

### Summary of Planning Issues

The Comprehensive Land Use Plan Committee examined the public's input, along with the results of the inventory and analysis, to develop a list of issues and opportunities. This analysis served to summarize and synthesize the information collected for the plan and also served as the basis for the development of the Plan's goals and objectives.

### Vision Statement

The Committee next formulated a vision statement which set forth in broad terms the kind of community the Town wishes to become.



### Recommendations

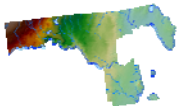
The Committee next formulated specific recommendations to implement the Vision and address the issues and opportunities identified during development of the plan.

### Implementation Strategies

Lastly, the Committee developed implementation strategies to achieve the goals and objectives. Priority and/or potential funding sources were identified for each objective.

### Finalization and Adoption

These elements were published in a draft plan, and subject to public review and comment. Following a public hearing, the Committee revised the plan in response to the public comments and forwarded the recommended draft to the Town Board for review and approval. The Town Board adopted the plan in December, 2010.



## 2.0 Plattsburgh Today

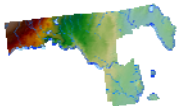
### 2.1 Overview

The Town of Plattsburgh has made tremendous strides in reinventing itself since the closure of the Plattsburgh Air Force Base (PAFB) in 1995, an event that led to the departure of approximately 6,000 residents and military personnel. In the wake of the PAFB closure, the Town aggressively sought to attract new business. Portions of the former PAFB itself have been transformed into the Plattsburgh International Airport, which is now owned and operated by Clinton County, and is home to a thriving industrial park. Plattsburgh's redevelopment strategy has focused on its proximity to Canada and the Interstate 87 corridor. This geography, coupled with a relatively low cost labor force, has resulted in the attraction of various manufacturing businesses to the Town.

The Town may be thought of as a collection of neighborhoods, each with its own distinct identity, described as follows:

- Cadyville and Morrisonville are traditional hamlets. They feature a small, built-up core which quickly transitions to more rural housing on larger lots. They have neighborhood scale commercial facilities. Residents tend to have a strong sense of identity and to think of themselves as living in the hamlet, even though it isn't an incorporated place.
- Cumberland Head is a peninsula in Lake Champlain. Previously a vacation area, most homes are now year round. It features the Town's most expensive housing stock, beautiful vistas and open spaces that are highly valued by the community. Cumberland Head residents value their physical environment and generally want little change.
- Wallace Hill is a working class neighborhood with relatively high densities and an older housing stock.
- Treadwells Mills is similar to Wallace Hill, with a high percentage of mobile homes and housing in need of rehabilitation.
- Rt. 3 is the Town's commercial core, generating significant employment, property and sales taxes for the community. The Rt. 3 corridor is the shopping hub for the region, drawing patrons from throughout the eastern part of the North Country, southern Quebec and Montreal.
- A secondary commercial center is developing on Rt. 9 north of the City.

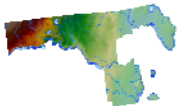
The Town of Plattsburgh has extensive water and sewer infrastructure, a robust roadway network and an outstanding recreation department. It is able to provide these services without a town tax, and only a limited highway tax. The Town also offers many educational services, including Clinton County Community College, Champlain Valley Educational Services, CV-TEC,



and the Plattsburgh Aeronautical Institute. Moreover the Town is exceptionally beautiful, with views of the Adirondack Mountains to the west and, east across Lake Champlain, views of the Green Mountains. About 70 percent of the Town is still undeveloped. Forest, wetlands, orchards, and farm fields all add to Plattsburgh's charm.

In creating this plan Plattsburgh seeks to preserve the characteristics that make it a desirable place to live, work and play, while addressing issues such as housing, attracting 21<sup>st</sup> century economy businesses and protecting important open spaces.





## 2.2 Population & Demographics

### *Who we are...*

The U.S. Census Bureau currently estimates the Town of Plattsburgh population to be 11,685 persons, which represents a 4.2 percent increase from the 2000 Census (11,190). Note that this estimate is 32.2 percent less than that of the 1990 Census (17,231). The decline is of course due to the closure of the PAFB in September 1995. Prior to its closure, there were nearly 5,500 persons living on and around the base. The *Town of Plattsburgh 1999 Comprehensive Land Use Plan*, which was developed after the PAFB's closure, projected Plattsburgh's population to be 12,969 by 2005, and 13,132 by 2010, so the Town did not grow as rapidly as anticipated by that plan. Current 2010 population projections for the Town are approximately 11,800.<sup>2</sup>

Although its population declined with the closure of the PAFB, the Town of Plattsburgh nevertheless has a higher population than its neighbors, with the exception of the City of Plattsburgh, which has a current estimated population of over 19,000. Figure 2 compares Plattsburgh's population with the surrounding towns of Peru, Schuyler Falls, Saranac, Dannemora, and Beekmantown. Plattsburgh's population is approximately 41 percent larger than that of the Town of Peru, the next most populated neighboring town. The City and Town of Plattsburgh have a population density of 3,760 and 230 persons per square mile, respectively. The average number of persons per square mile for the surrounding communities is approximately 85, with the Town of Saranac, at 36 persons per square mile, being the least densely populated. Most of the surrounding towns are projected to have a higher growth rate than the Town of Plattsburgh for the 2000-2009 period (9.4 percent combined average for Peru, Schuyler Falls, Saranac, and Beekmantown), with the exception of Dannemora, where the population is expected to decline by 3 percent.

The Town of Plattsburgh is part of the Plattsburgh Micropolitan Statistical Area (MSA), which shares the same boundary as Clinton County and encompasses all of its municipalities. As defined by the U.S. Census Bureau, Micropolitan Statistical Areas may consist of one or more counties that contain an urban core of at least 10,000, but less than 50,000, in population.<sup>3</sup> Another defining characteristic of Micropolitan Statistical Areas is their high degree of social and economic integration, as measured by the area's commuting characteristics. For example, the City of Plattsburgh, with an estimated population of 19,444, qualifies as a Micropolitan Urban Core. As of 2006, there were approximately 14,339 primary jobs within the City. Of these 14,339 jobs, approximately 8,583 (60 percent) were held by Clinton County residents that did not reside within the City. Approximately 70 percent of these 8,583 jobs were held by individuals who reside in the Town of Plattsburgh.

<sup>2</sup> 2010 population projections completed by the Clinton County Planning Department.

<sup>3</sup> An area with an urban core that has a population greater than 50,000 constitutes a Metropolitan Statistical Area.

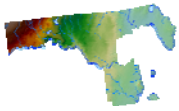
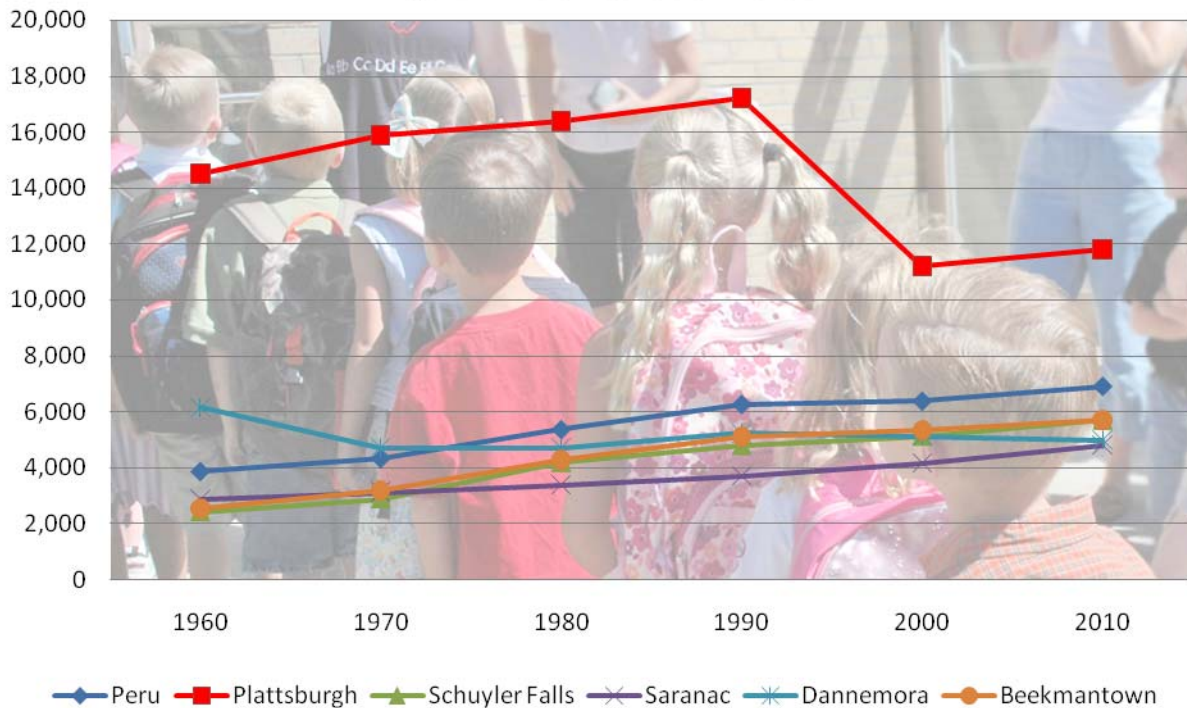
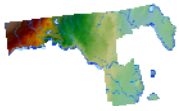


Figure 2- Area Population Trends



A recent report published by the Lake Champlain-Lake George Regional Planning Board indicates that Clinton County experienced a 2.69 percent growth rate from 2000-2005, while the state's population grew 1.47 percent during that period. According to the U.S. Census Bureau's 2005-2007 Micropolitan Statistical Area data, Clinton County had a total population of 82,000, of which 40,000 (49 percent) were females and 42,000 (51 percent) were males, which was comparable to the state's gender characteristics. The median age for the county during this same period was 37.1 years, which is approximately 0.3 years younger than the state's median age. Twenty percent of the population was under 18 years and 13 percent was 65 years and older. Table 1 illustrates the 2005-2007 estimated population by age for the Plattsburgh Micropolitan Statistical Area and the State of New York.

Using 2005-2007 Clinton County MSA population estimates, 2007 Town of Plattsburgh population figures were calculated by age group (Figure 3). As a percentage, the Town's age composition is similar to that of both the county and the state. In 2000, the Town of Plattsburgh's median age was 37.3, which is nearly identical to that of the state and county average. However, the Town has a greater percentage of children and young teenagers (i.e., under the age of five (5) through 14 years of age) than the county, but has fewer older teenagers and young adults (i.e., 15 years of age through 24 years of age). Overall, both the Town and the County have a higher percentage of 25-54 year olds than the state average. In comparison to the City of Plattsburgh, however, the average age of the Town of Plattsburgh is



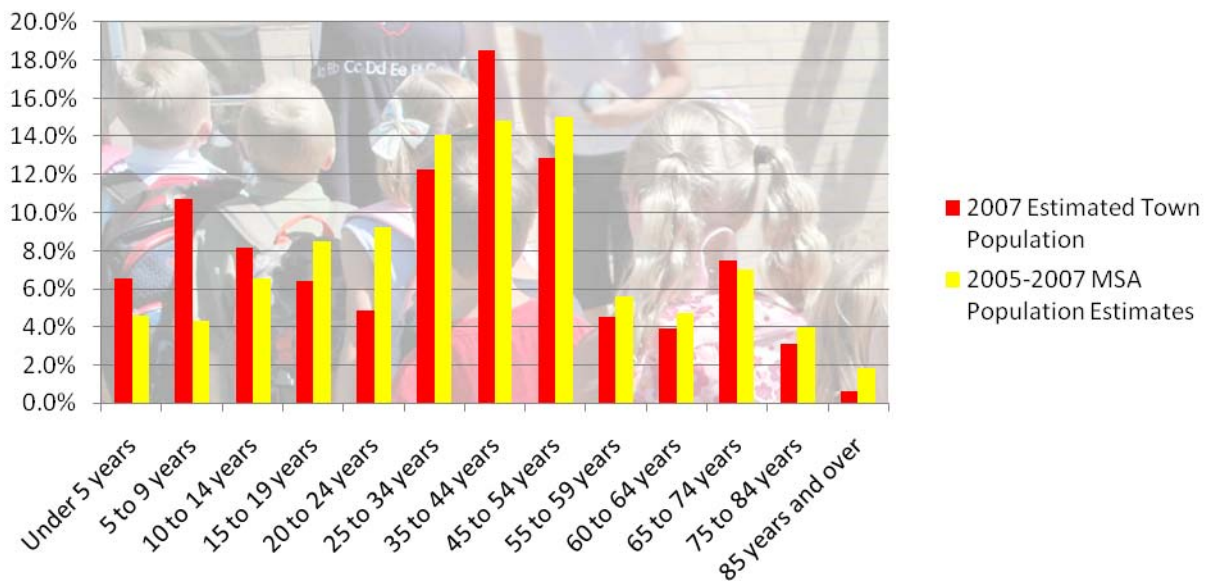
considerably older. This is no doubt due, in part, to the influence of Plattsburgh State University, located in the City.

**Table 1 – 2005-2007 Clinton County (MSA) Age Characteristics**

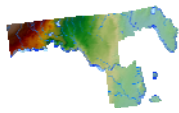
Gender & Age	County Estimate	Percent of County	State Estimate	Percent of State
<b>Total population</b>	<b>82,048</b>	<b>100%</b>	<b>19,280,753</b>	<b>100%</b>
<b>Male</b>	41,781	50.9%	9,343,951	48.50%
<b>Female</b>	40,267	49.1%	9,936,802	51.50%
<b>Under 5 years</b>	3,796	4.6%	1,201,950	6.20%
<b>5 to 9 years</b>	3,488	4.3%	1,178,018	6.10%
<b>10 to 14 years</b>	5,326	6.5%	1,271,062	6.60%
<b>15 to 19 years</b>	6,950	8.5%	1,397,353	7.20%
<b>20 to 24 years</b>	7,552	9.2%	1,365,909	7.10%
<b>25 to 34 years</b>	11,545	14.1%	2,524,715	13.10%
<b>35 to 44 years</b>	12,180	14.8%	2,901,095	15.00%
<b>45 to 54 years</b>	12,304	15.0%	2,827,241	14.70%
<b>55 to 59 years</b>	4,585	5.6%	1,180,711	6.10%
<b>60 to 64 years</b>	3,850	4.7%	904,745	4.70%
<b>65 to 74 years</b>	5,713	7.0%	1,270,797	6.60%
<b>75 to 84 years</b>	3,283	4.0%	901,194	4.70%
<b>85 years and over</b>	1,476	1.8%	355,963	1.80%

*U.S. Census Bureau*

**Figure 3 - 2007 Town & County (MSA) Population Estimates by Age Group**



The City's 2000 median age was 29.6 years, or 7.7 years younger than the Town's. However, the median age for the surrounding communities (i.e., Beekmantown, Dannemora, Peru, Saranac,



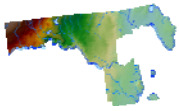
and Schuyler Falls) is only slightly younger than the Town's at 36.5 years. Within the Town of Plattsburgh there are four (4) Census Designated Places (CDP): Cumberland Head, Morrisonville, Plattsburgh West, and the Plattsburgh Airbase Redevelopment Corporation (PARC). Census Designated Places are delineated by the U.S. Census Bureau to provide data for settled concentrations of population in areas that are not incorporated by a state and/or municipality. Of the four (4) CDP's, PARC, the former Plattsburgh Air Force Base, has experienced the greatest change in population. In 1990, there were 5,483 persons living within the PARC CDP. As of 2000, there were only 54 people. The greatest growth was within the Morrisonville CDP, where there was a 43.7 percent increase in population from 1990 to 2000. During this same period, the Cumberland Head CDP had a 9.8 percent decrease in population, while the Plattsburgh West CDP experienced a 1.2 percent increase in population. Table 2, Census Designated Place Population Trends, illustrates the Plattsburgh CDP's 1980-2000 populations.

**Table 2 – Census Designated Place Population Trends**

Census Designated Place (CDP)	1980	1990	2000	1990-2000 % Change
Morrisonville	1,043	959	1,702	43.7
Plattsburgh West	1,210	1,274	1,289	1.2
Cumberland Head	N/A	1,698	1,532	-9.8
PARC	5,905	5,483	54	-99.0
Other	8,226	7,817	6,613	15.4

In 2000, there were a total of 4,367 households in the Town of Plattsburgh and 29,423 in Clinton County. By 2007, the number of estimated households in Clinton County had risen to 30,088.<sup>4</sup> Because the U.S. Census has a particular definition for "households" which are only collected at the Town level during the decennial census, more recent figures for the Town are not available. According to 2000 U.S. Census figures, the average household size in the Town of Plattsburgh was 2.5 people. Families made up 70.8 percent of the households. Nonfamily households made up 29.2 percent of all households. Most of the nonfamily households were people who lived alone. Compared to the County, the Town had approximately 5.3 percent more family households. Specifically, the Town had a greater number households that were made up of married couples. Table 3 illustrates the number and type of households in both the Town of Plattsburgh and Clinton County.

<sup>4</sup> U.S. Census Bureau 2005-2007 American Community Survey

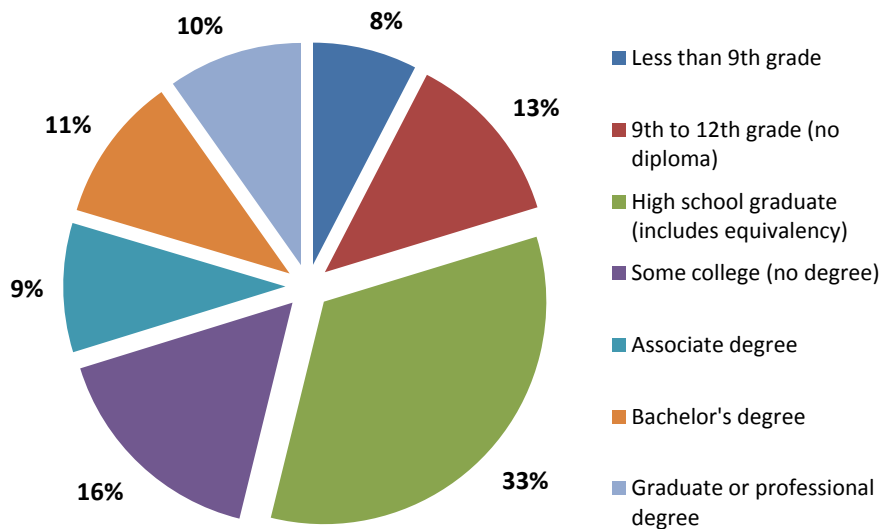


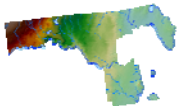
**Table 3 – Town & County Household Characteristics**

Household by Type	% of Town	% of County	Difference
<b>Family Households (families)</b>	70.8	65.5	5.3
<b>With own children under 18 years</b>	33.8	32.0	1.8
<b>Married-Couple Family</b>	55.0	51.0	4.0
<b>With own children under 18 years</b>	23.7	22.5	1.2
<b>Female Householder (no husband present)</b>	10.9	10.2	0.7
<b>With own children under 18 years</b>	6.9	6.6	0.3
<b>Nonfamily Households</b>	29.2	34.5	-5.3
<b>Householder living alone</b>	21.9	26.3	-4.4
<b>Householder 65 years and over</b>	7.9	10.0	-2.1
<b>Average Household Size</b>	2.5	2.5	

As of 2000, there were 7,473 Plattsburgh residents 25 years and older. Approximately 33 percent had graduated high school or had obtained an equivalent degree, while 30 percent had obtained either an associates, bachelors or masters degree (see Figure 4). In comparison, 33.5 percent of people in Clinton County 25 years and over had graduated from high school or obtained an equivalent degree, while 26.1 percent had an associate’s degree or higher. At the state level, 27.8 percent of those who were 25 years and over had graduated high school or had obtained an equivalent degree and 34 percent had either obtained an associate, bachelors or masters degree.

**Figure 4 – Town of Plattsburgh Education Characteristics**

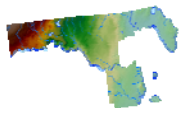




Educational attainment and income are usually closely related. According to 2000 U.S. Census figures, 1,307 individuals (11.7 percent of individuals) and 273 families (9.2 percent of families) were below the poverty level in the Town of Plattsburgh.<sup>5</sup> Approximately 14.2 percent were related children under 18 years of age, and 14.4 percent were 65 years old and over. According to 2005-2007 U.S. Census figures, 14 percent of people in Clinton County were living in poverty. Fifteen percent of related children under 18 were living below the poverty level, compared with 12 percent of people 65 years old and over. Nine percent of all families and 29 percent of families with a female householder and no husband present had incomes below the poverty level.

Poverty, however, is only one part of the equation. Given the relatively low dollar threshold used to establish poverty, low to moderate income figures, as defined by the U.S. Census Bureau, help better illustrate economic hardships within a community. According to 2000 Census figures, approximately 38.2 percent of the Town's residents had low to moderate incomes. In comparison, 41 percent of Clinton County's residents had low to moderate incomes that same year, while 44.3 percent of New York State residents had low to moderate incomes.

<sup>5</sup> According to the U.S. Census Bureau, in 2000, a family of two adults and two children with total income below \$17,463 was considered below the poverty level. In 2007, a family of two adults and two children with total income below \$21,027 was considered below the poverty level, which, adjusted for inflation, represents a 16 percent increase from the 2000 poverty threshold.



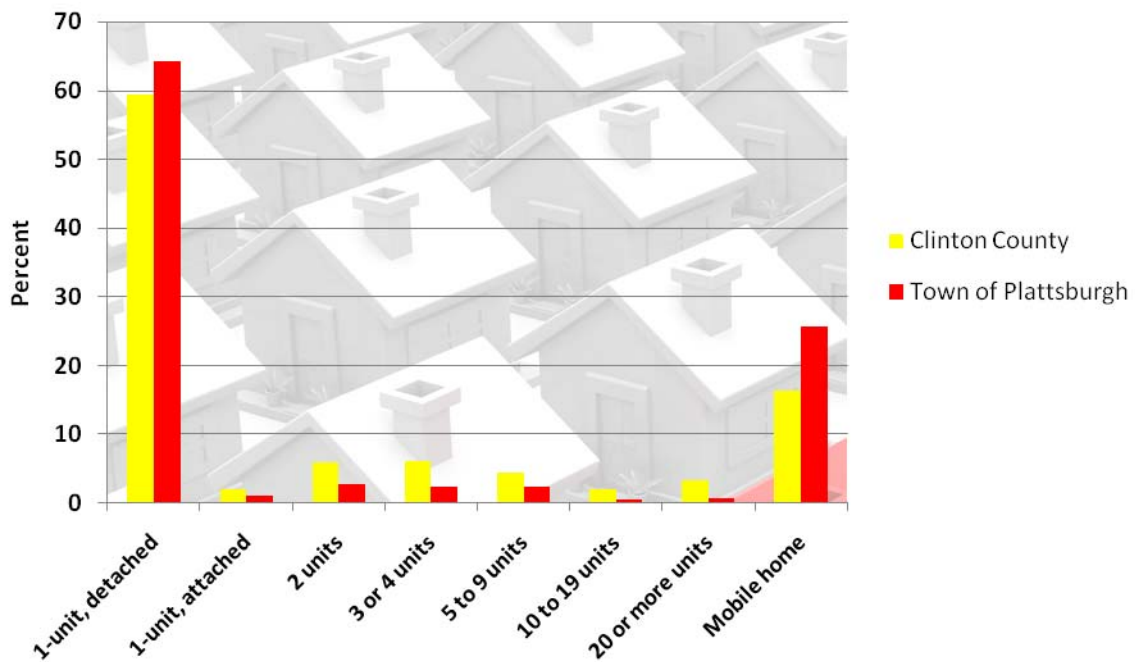
## 2.3 Housing

### *Where we live...*

#### Housing Types

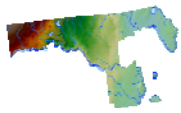
The 2000 U.S. Census reported 4,847 housing units in the Town of Plattsburgh.<sup>6</sup> Approximately 64.3 percent of these were single-family detached units. The next most common housing type was mobile homes, of which there were 1,242 (25.6 percent of total housing) in the Town. Two (2) to four (4) unit housing accounted for 5.2 percent of all housing types, while only 3.8 percent were five (5) or more unit housing. Plattsburgh's year 2000 housing typology is comparable to that of Clinton County's, with single-family detached and mobile home housing units accounting for most of the housing. However, the Town has approximately 9.2 percent more mobile home units as a percentage of total housing than the County as a whole. Figure 5 illustrates 2000 U.S. Census housing information for Clinton County and the Town of Plattsburgh.

**Figure 5 – Town of Plattsburgh Housing Type**



Source 2000: U.S. Census

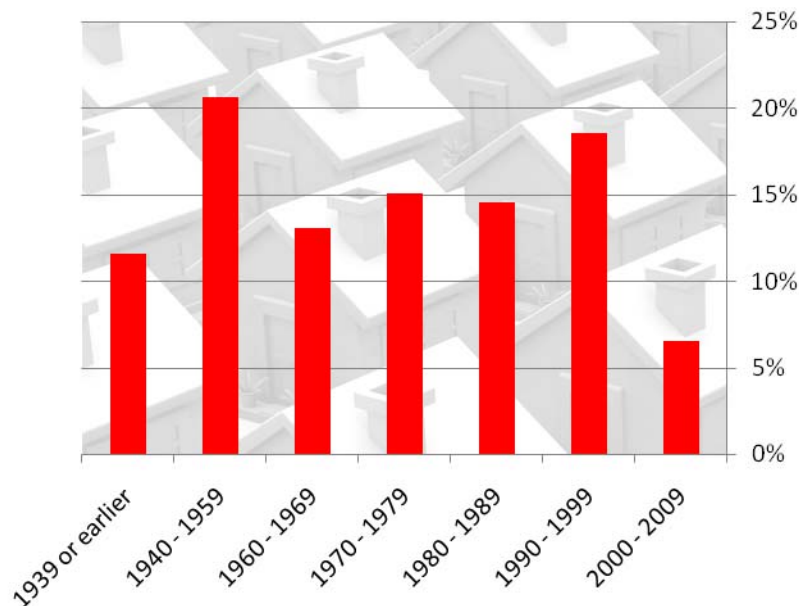
<sup>6</sup> According to the U.S. Census Bureau, housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied (or if vacant, is intended for occupancy) as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from the outside of the building or through a common hall.



### Age of Housing

Figure 6 illustrates, by percentage, the number of housing units built within the Town prior to 2009. According to the 2000 U.S. Census and the Town of Plattsburgh Town Codes & Zoning Department, 32% of the Town’s housing was built before 1959, with the majority of units (1,041) built between 1940 and 1959. During the next several decades housing construction remained fairly consistent, with 13 percent (659) housing units built from 1960-1969, 15 percent (759) built from 1970-1979, and 15 percent (734) built from 1980-1989. Housing units built in the Town increased during the 1990’s with 19 percent of housing units constructed from 1990-1999. Another 328 units were built from 2000 to 2009, which represent seven percent of Town’s housing stock. Despite the rise in newer construction in the 1990’s, approximately 60 percent of the Town’s housing stock was greater than 30.

**Figure 6 – Year Structure Built**



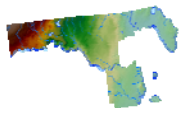
Source: 2000 U.S. Census and Town of Plattsburgh Town Codes & Zoning Department.

### Housing Occupancy

According to the 2000 U.S. Census, of the 4,875 housing units in the Town of Plattsburgh, approximately 89.6 percent (4,367) were occupied, while 10.4 percent (508) were vacant.<sup>7</sup> Of the number of non-occupied units, 3.9 percent (191) were used for seasonal, recreational, or occasional use. Of the occupied housing units, 78.2 percent (3,416) were owner occupied and

<sup>7</sup> A housing unit is vacant if no one is living in it at the time of enumeration, unless its occupants are only temporarily absent. Units temporarily occupied at the time of enumeration entirely by people who have a usual residence elsewhere are also classified as vacant.





21.8 percent (951) were renter occupied. In comparison, at the county level, in 2000 68.5 percent of occupied housing was owner occupied with the remaining 31.5 percent renter occupied.

In 2000, the Town of Plattsburgh accounted for nearly 22 percent of the County's owner occupied housing units and slightly over 10 percent of its renter occupied units, while the City of Plattsburgh accounted for 14 percent of the County's owner occupied housing units and over 51 percent of its renter occupied housing units. The higher percentage of renter occupied housing units in the city is not surprising as it is an urban center with sewer and water capacity to accommodate greater building densities.

According to the recently released data for the 2006-2008 American Community Survey (ACS)<sup>8</sup>, the percentage of owner occupied housing in Clinton County increased to 71 percent as compared to the 67.1 percent owner occupied rate shown in the 2000 U.S. Census. Correspondingly, the 2006-2008 ACS notes the percentage of renter occupied housing units decreased to 29 percent. The 2000 U.S. Census shows the renter occupied housing rate at 31.5 percent for Clinton County. During this time the number of non-occupied (vacant) housing units increased by 2.2 percent (from 11.1 percent to 13.3 percent).

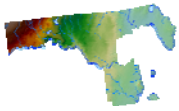
#### Vacancy Rate and Housing Supply

Vacancy rate is one way to measure the level of housing choices available. The Federal Department of Housing and Urban Development (HUD) recommends a 1.5 percent vacancy rate for owner-occupied housing units and a 5 percent vacancy rate for renter occupied housing units as acceptable minimums. As per U.S. Census data, during 2000 the Town of Plattsburgh had a 2 percent homeowner vacancy rate and an 11.8 percent rental vacancy rate, indicating a comfortable ownership market and a larger degree of choice in the rental market.<sup>9</sup>

During the same time Clinton County had a homeowner vacancy rate of 1.7 percent and a rental vacancy rate of 6.8 percent. The City of Plattsburgh had lower homeowner and rental vacancy rates, 1.3 percent and 4.6 percent, respectively. Despite the proximity of the Town to the City, the rental vacancy rate for the Town was still much greater than the rental vacancy rate for the City.

<sup>8</sup> The American Community Survey (ACS) provides estimates based on a sample of households for those areas with 20,000 or more inhabitants. Therefore, ACS data for the Town is not available. Although the ACS produces population, demographic and housing unit estimates, it is the Census Bureau's Population Estimates Program that produces and disseminates the official estimates of housing units for states and counties.

<sup>9</sup> The homeowner vacancy rate is the proportion of the homeowner housing inventory which is either vacant or for sale. It is computed by dividing the number of vacant units for sale only by the sum of owner-occupied units and vacant units that are for sale only, and then multiplying by 100. The proportion of the rental inventory that is vacant is computed by dividing the number of vacant units for rent by the sum of the renter-occupied units and the number of vacant units for rent, and then multiplying by 100.



Changes in vacancy rates may indicate any number of social changes or market conditions, such as increases in ownership or foreclosures, new housing development, median incomes, or the quality of housing available.

### Housing Occupancy Characteristics and Location

Housing within the Town of Plattsburgh is somewhat dispersed. However, within Plattsburgh's Census Designated Places (CDP's)<sup>10</sup>, there are small concentrations of housing. Using 2000 U.S. Census figures, Table 4 provides the total number housing units within each of Plattsburgh's CDP's. The table also depicts the housing occupancy and tenure for each location. While accounting for only 20 percent of the Town's total land area, housing within Plattsburgh CDP's encompasses approximately 43 percent of its total housing.

Over 48 percent of the Town's vacant housing is located within the Cumberland Head and Plattsburgh West CDP's. According to the 2000 census, a little over 90 percent of the vacant housing within the Cumberland Head CDP is seasonal, which is logical considering its prime location along Lake Champlain. However, this number is likely less today because many seasonal homes have been converted to full-time residences over the last decade. Only three (3) percent of the vacant housing within the Plattsburgh West CDP is classified as seasonal, thereby indicating other reasons for the vacancies.

Combined, the Cumberland Head and Plattsburgh West CDP's account for 19.3 percent of the Town's renter occupied housing, while the Morrisonville CDP accounts for 17.6 percent of the renter occupied housing. It is important to note, however, that a portion of the Morrisonville CDP extends into the Town of Schuyler Falls and encompasses approximately 240 (+/-) residential parcels. As such, the 2000 U.S. Census figures for the Plattsburgh segment of the Morrisonville CDP are likely to be proportionally less than reported in Table 4.

<sup>10</sup> In a CDP, census data is presented statistically for a concentration of population, housing, and commercial structures that is identifiable by name, but is not within an incorporated place. For Census 2000, CDPs did not have to meet a population threshold to qualify for the tabulation of census data.

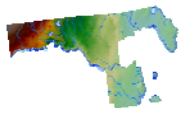

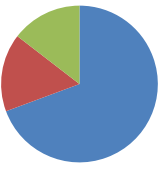
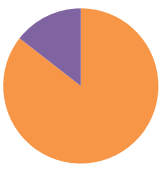





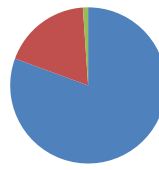
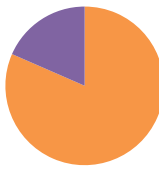





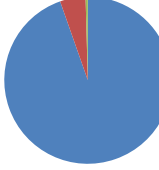
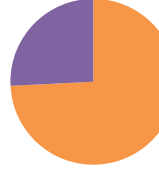





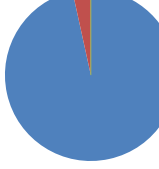






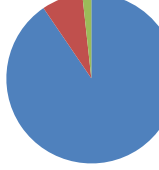





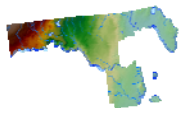


Table 4 - Town of Plattsburgh & Census Designated Place Housing Characteristics						
<b>Cumberland Head CDP</b>	<b>Total</b>	<b>% of Town</b>		<b>% of CDP</b>		
Total Housing Units	793	16.3%		<b>Housing Units</b>	<b>Housing Tenure</b>	
Occupied Housing Units	629	14.4%				
Vacant Housing Units	146	28.7%				
Seasonal Housing Units	132	69.1%				
Occupied Housing Tenure						
Owner Occupied	538	15.7%				
Renter Occupied	91	9.6%				
<b>Plattsburgh West CDP</b>	<b>Total</b>	<b>% of Town</b>		<b>% of CDP</b>		
Total Housing Units	601	12.3%		<b>Housing Units</b>	<b>Housing Tenure</b>	
Occupied Housing Units	449	10.3%				
Vacant Housing Units	102	20.1%				
Seasonal Housing Units	6	3.1%				
Occupied Housing Tenure						
Owner Occupied	407	11.9%				
Renter Occupied	92	9.7%				
<b>Morrisonville CDP</b>	<b>Total</b>	<b>% of Town</b>		<b>% of CDP</b>		
Total Housing Units	682	14.0%		<b>Housing Units</b>	<b>Housing Tenure</b>	
Occupied Housing Units	648	14.8%				
Vacant Housing Units	34	6.7%				
Seasonal Housing Units	3	1.6%				
Occupied Housing Tenure						
Owner Occupied	481	14.1%				
Renter Occupied	167	17.6%				
<b>PARC CDP</b>	<b>Total</b>	<b>% of Town</b>		<b>% of CDP</b>		
Total Housing Units	29	0.6%		<b>Housing Units</b>	<b>Housing Tenure</b>	
Occupied Housing Units	28	0.6%				
Vacant Housing Units	1	0.2%				
Seasonal Housing Units	0	0.0%				
Occupied Housing Tenure						
Owner Occupied	7	0.2%				
Renter Occupied	21	2.2%				
<b>Balance of Plattsburgh</b>	<b>Total</b>	<b>% of Town</b>		<b>% of Balance of Town</b>		
Total Housing Units	2,770	56.8%		<b>Housing Units</b>	<b>Housing Tenure</b>	
Occupied Housing Units	2,613	59.8%				
Vacant Housing Units	225	44.3%				
Seasonal Housing Units	50	26.2%				
Occupied Housing Tenure						
Owner Occupied	1983	58.1%				
Renter Occupied	580	61.0%				

Source: 2000 U.S. Census



### New Construction

Since 2000, there have been 299 residential units built within the Town. With highs in single family unit construction in 2002 (48 units) and 2004 (46 units), such construction has precipitously declined since the start of the 2008 recession. There were only 14 single family units constructed in 2008 and 20 in 2009. Note also that in 2009 there were 45 permits issued for mobile homes. Since 2006, there have been 57 new housing units constructed in 23 buildings, representing a small increase in total multi-unit construction, despite the significant 2007 rise of two-family units. The average construction cost of single family units increased from \$123,496 in 2000 to \$184,112 in 2004, but has since declined to \$158,785 in 2008.

**Figure 7 – Building Permits & Construction Costs 2000-2008**

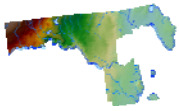


Figure 7 illustrates the number of housing units constructed since 2000 by type as well as the average construction cost per unit. The increased cost of construction can somewhat be explained by inflation; however, the marked increased is likely also the result of rising housing costs that are associated with the national housing bubble that has since collapsed.

### Housing Values

While the cost of construction has fluctuated over the last decade, the cost to own a home has increased steadily as indicated by changes in housing values. In 2000, the U.S. Census reported the median housing value for owner occupied units within the Town as \$90,500, and \$84,200 within the County.

According to the U.S. Census American Community Survey (ACS), the estimated median housing value for the County in 2007 was \$108,800, an increase of slightly over 29 percent from the



2000 U.S. Census figures. Although no current ACS data for median housing values for the Town of Plattsburgh exists, considering that nearly 22 percent of the County's owner occupied housing units are within the Town, it is assumed that the home values within the Town have experienced similar increases. For example, a 29 percent increase in values for owner occupied housing in the Town would bring the median value to \$116,745 for the Town.

At the state level, the U.S. Census Bureau reports median values from 2000-2007 have nearly doubled, from \$148,700 to \$293,400. At first glance, one might believe that housing costs in the area are, by comparison, very affordable. However, housing costs need to be compared to area incomes to obtain a realistic picture of housing affordability.

### Housing Costs/Incomes

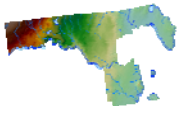
Although home values have increased significantly (29.2 percent) within the County, wages over the same period have not increased to the same extent. In 2000, the County's median household income was \$37,028 according to the U.S. Census. As per the U.S. Census 2005-2007 American Community Survey (ACS), the County's estimated median household income for 2007 was approximately \$45,758 (in 2007 inflation adjusted dollars). The 23.5 percent increase in median household income may initially appear to correspond with increases in housing values. However, further examination of costs relative to income is needed to determine the true costs of home ownership as well as the cost for rentals.

### Housing Affordability

Housing burden is a measure of one's cost of housing relative to their income. It is generally accepted that housing costs are reasonable (or affordable) when a family pays no more than 30 percent of their gross household income on housing costs.<sup>11</sup> Housing costs for single-family home ownership include principal, interest, taxes and insurance (PITI). Housing expense for the rental market is defined as contract rent plus basic utilities and fuel (heat, hot water, electricity, cooking fuel, sewer and water).

According to 2000 U.S. Census figures, the majority (85.8 percent) of home owners within the Town of Plattsburgh spent less than 30 percent of their monthly gross income on housing, while just 14.2 percent spent 30 percent or more of their monthly gross income on housing. It is interesting to note that 35 percent of all those owners who lived in housing units in the Town did not have a mortgage. This may explain the higher percentage of those paying less than 30 percent of their income on housing costs. Even without a mortgage payment (principal and interest) over 100 households (4.3 percent) used more than 30 percent of their income on

<sup>11</sup> If housing units are energy efficient, utility costs will be lowered, and other housing costs (PITI) can more readily go to 35 percent of gross household income. Therefore, energy efficiency is a significant factor in housing affordability.



housing costs (property insurance and taxes). This may be attributed to elderly home owners living in the Town who have likely paid off their mortgages, or live in homes handed down through generations, but none-the-less live on fixed incomes. (See age of housing and age of householders.)

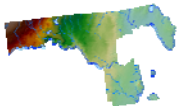
For those who rent in the Town, the picture is bleak, with about 45 percent of all renters paying less than 30 percent of their gross household income on rental costs, and another 50 percent paying more than the 30 percent standard for rental housing (almost 5 percent was not computed).

Approximately 83 percent of home owners in Clinton County in the year 2000 paid less than 30 percent of their income on housing costs. Of those householders, 38.4 percent did not have a mortgage. As with the Town there were many home owners (4.6 percent) without mortgages who paid a substantial amount of their income on housing costs, representing insurance and property taxes.

In comparison, 17 percent of Clinton County home owners spent more than 30 percent of their monthly income on housing, whereas around 39 percent of those who rent paid more than 30 percent of their monthly income on housing (as per 2000 U.S. Census figures an additional 6.8 percent was not computed). One reason for the lower percentage of renters paying more than 30 percent of their income on rental housing as compared to the Town may be due to the greater number of rental units in the County, which includes City of Plattsburgh information.

A more recent view of housing costs as compared to incomes comes from the U.S. Census 2005-2007 ACS data. This data shows that the number of renters in the County paying more than 30 percent of their gross monthly income increased to 44.2 percent. (Another 8 percent was not computed and could be in any category.) The 2005-2007 ACS data also indicates an increase from 2000 in home owner housing costs compared to incomes. In this instance 76.7 percent of home owners paid less than 30 percent of their income on housing costs. There were 39 percent of home owners without a mortgage, just slightly more than the year 2000 data shows for the County. Of those County home owners without mortgages more than half (16 percent) paid more than 30 percent of their income on housing costs. (This figure represents 6.4 percent of the total number of owner occupied units in the County.)

As noted earlier, incomes have not kept pace with the rise in housing values, and lower incomes certainly means that a greater percentage of household income will go to housing costs. Due to the lack of 2005-2007 comparable data for the Town, it cannot be ascertained to a degree of certainty that the Town changes follow those of the County. Yet, many of the changes are similar. Review of the statistics leads to the next question, "How do we address the housing needs of all residents in the Town?"

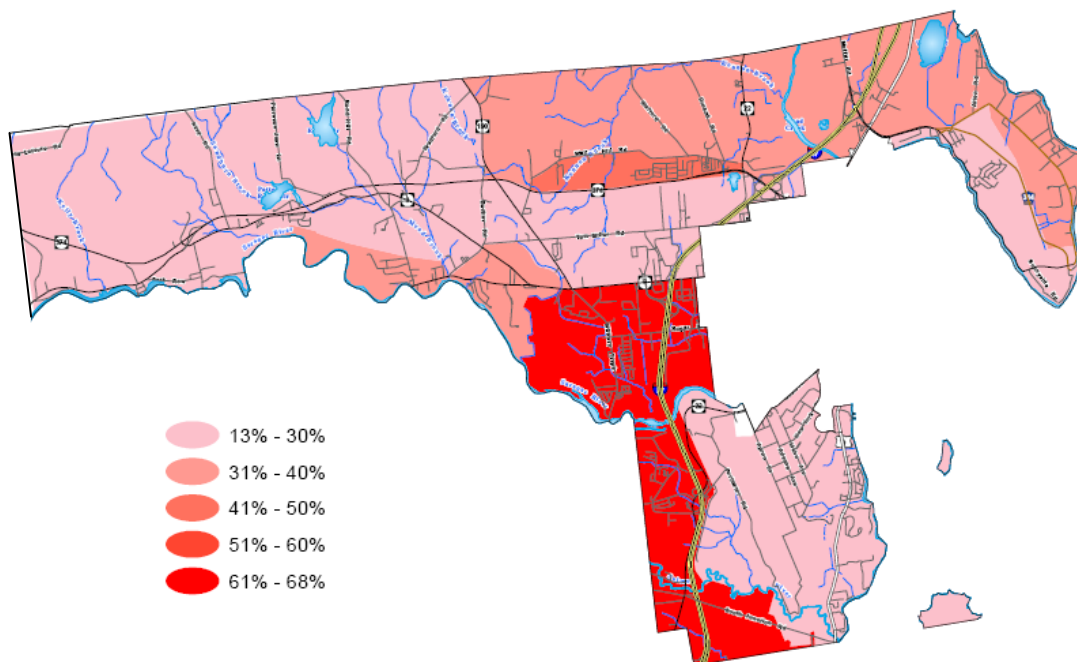


## Housing Needs

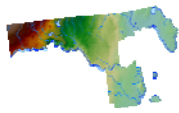
Those who have low to moderate incomes have a greater difficulty in paying for their housing needs. Low to moderate incomes vary by region and are a function of the cost of living for a particular region. In order to identify where concentrations of housing and low to moderate incomes correlate, income and housing unit data was overlaid and is shown below in graphic format. Using U.S. Census Block Groups, Figure 8, Distribution of Low to Moderate Incomes, was created.

According to the U.S. Census Bureau, Block Groups are geographic areas that generally contain between 600 and 3,000 people (with an optimum size of 1,500 people). Smaller than a Census “Tract,” Block Groups are the smallest geographic area for which the U.S. Census Bureau will report certain economic and demographic information, such as income and demographic characteristics. Figure 8 illustrates the percentage of low to moderate incomes by Block Group. Darker reds indicate areas that have a high percentage of low to moderate income residents, while lighter reds indicate a lower percentage of such residents. When compared with housing locations, the highest concentrations appear west of the PARC CDP, along the I-87 corridor, and north of the Route 3 and Tom Miller Road commercial corridor.

**Figure 8 – Distribution of Low to Moderate Incomes**



Although this map shows where the initial focus to address housing needs of the Town’s residents could be, there are other considerations. For example, housing conditions or quality, energy efficiency of existing housing, and aging in place are factors.



### Addressing Housing Needs

Several studies have been recently published that outline housing needs in the area and make recommendations. In March 2009, SUNY Plattsburgh's Technical Assistance Center (TAC) prepared for the Clinton County Housing Coalition the Rural Housing Development Plan. The Plan identified several housing needs for Clinton County, which are provided below:

- The strongest housing need expressed was for the development of housing for the "working poor."
- High priority needs discussed included: permanent housing or rental subsidies for persons of very low income with mental illness or addictions, emergency housing for homeless, assisted living facilities for low income seniors, increased rental rehabilitation, improved public relations for housing projects, improving owner-occupied affordable housing stock, and connecting housing to good transportation options. The study also noted that there are many poor quality mobile homes and manufactured homes.
- Moderately-high priority needs identified were: small senior housing projects in rural village centers, mixed income housing developments, home ownership programs, housing counseling and housing development staffing or planning for grant research, application and administration.
- Data shows that those earning low and very low incomes (on public assistance or minimum wage earners) in Clinton County dramatically exceed the affordability index recommended by the Department of Housing and Urban Development for housing costs (30 percent of income), with ranges between 46-103 percent of this level.

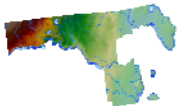
This final and most poignant observation from the Plan can be summarized as follows: those with the lowest incomes in Clinton County can't begin to afford housing.

During the past two years the New York State Division of Housing and Community Renewal (DHCR) has focused on the "North Country"<sup>12</sup> as part of its Statewide Affordable Housing Needs Study. The May 2008 North Country Regional Report points out the following significant observations:

- The region has the lowest median household incomes of any region in the State,
- High heating costs, taxes and the second home market affects housing affordability,
- Clinton County is one of two counties that has experienced the highest rise in median home sales due to the second home market,

<sup>12</sup> For purposes of the New York State DHCR "North Country Regional Report," May 2008 and October 2009, the "North Country" includes six counties: Clinton, Essex, Franklin, Jefferson, Lewis and St. Lawrence. The study is a mix of anecdotal information from focus group participants as well as data comparisons by county.





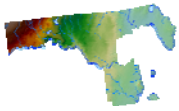
- The quality of the housing stock has deteriorated due to deferred maintenance, especially roofs and weathered exteriors,
- Asbestos and lead-based paint need to be addressed,
- Much of the housing stock contain inefficient heating systems,
- Extensive rehabilitation of the rental housing stock is needed as a result of neglect,
- There is a high concentration of single-wide mobile homes, many with additions that were not constructed to code (i.e. done without permits) thereby resulting in safety problems,
- Clinton County lacks affordable and developable land with sewer and water, and
- Available housing for seniors who need some assistance and want to stay within their community near existing support systems, is limited.

The New York State DHCR does have a locally administered housing rehabilitation program that could address many of the concerns listed above. DHCR HOME Program funds organizations for the purpose of providing assistance to low-income home-buyers, and for housing rehabilitation assistance for low-income home owners and owners of smaller rental properties that are occupied by low-income households. These organizations, known as Local Program Administrators (LPAs), include counties, towns, cities, villages, and non-profit community based housing organizations. There is also a handicapped accessibility program that can be used alone or in conjunction with the housing rehabilitation program to help seniors to age in place. Program awards are made on a competitive basis.

In addition to the findings regarding affordability and housing stock, suggestions were made that could assist seniors in their resident communities. New developments of four to twelve units could work within smaller village centers, however, due to the higher unit costs involved in developing smaller projects, government financial assistance would likely be required.

The October 2009 North Country Regional Report followed-up on the concerns with mobile/manufactured homes.<sup>13</sup> Clinton County had the highest proportion of housing comprised of manufactured and mobile homes at 16.4 percent. In comparison, the region contained 13.6 percent of this type of housing, while the State comes in at 2.7 percent. Most of this housing is dispersed throughout the County. As for the Town of Plattsburgh, the significant

<sup>13</sup>Page 2 of the October 2009 *North Country Regional Report* provides the following : New York State's definition of a manufactured home is a home which was built to the Manufactured Home Construction and Safety Standards (HUD Code). This includes any single-wide, double-wide or triple-wide home built after June 15, 1976 with a HUD certification sticker on the exterior of the home. Homes built before June 15, 1976 are not built to HUD Code and are classified as mobile homes.



number of manufactured and mobile homes was, in part, attributable to its extensive sewer and water infrastructure.

The New York State DHCR has recently announced that a major portion of its funding will be used to address problems with individually located mobile/manufactured homes. As noted in the 2009 DHCR study, people prefer this type of housing over multi-family unit rentals, even if the home is substandard. The preference is partially attributed to community ties as well as the desire to own rather than rent. Given the number of mobile/manufactured homes in the Town of Plattsburgh, increased ownership, coupled with the rehabilitation of such housing is important. The data suggests that the Town may be in an ideal position to pursue funding for mobile home/manufactured replacement housing as well as housing rehabilitation funds.

It is important to note that DHCR emphasized that the cost of rehabilitating this type of housing is not cost effective because the cost of repair is greater than the value. While past building practices did result in subpar housing, contemporary standards for mobile/manufactured homes have lead to high quality construction that is comparable to conventional housing. As such, rehabilitation of newer mobile/manufactured homes would likely be more cost effective, and proper installation of such housing moving forward should result in very little difference from regular “stick built” housing.

### Summary of Key Housing Characteristics and Their Importance

There are several housing characteristics that stand out and are important in identifying housing needs and long term housing strategies.

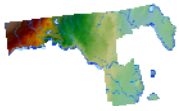
#### *Housing Types*

Housing in the Town is primarily single family owner occupied with a very high percentage (25.6 percent) of the total housing stock in mobile homes. Rental housing constitutes only 21.8 percent of the occupied housing.

#### *Age of Housing*

Approximately 2/3 of the Town’s housing is over 30 years old. Given the Town’s modest economic growth and relatively lower median household incomes, it is reasonable to conclude that much of this housing will have deferred maintenance issues to the point where it could be classified as substandard. The increasing elderly population, many of which are likely to have fixed incomes without sufficient disposable income to invest in major home improvements, further supports this conclusion.

#### *Housing Construction*



The new construction data for the last 10 years clearly shows modest growth in new housing. This modest growth mirrors the population and economic growth. Therefore this data contributes to focusing housing strategies and opportunities on the existing housing stock.

### *Housing Affordability*

Housing affordability is clearly an issue. Increasing housing values and costs for those persons with relatively low median incomes and slow income growth is apparent. At first glance, the percentage of homeowners with affordability issues (15 percent) is surprisingly low. However, further analysis shows this number is skewed by the high percentage (35 percent) of homeowners without a home mortgage payment.

The absolute number of homeowners with affordability problems (over 100) is significant. With 38 percent of the households in the Town qualifying as low or moderate income, and an increasing elderly population, it is likely that those households with affordability issues are also low or moderate (L/M) income households living in housing units that need improvement.

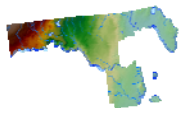
The affordability issue for renters is also significant. Over 50 percent of renters are paying more than 30 percent of their incomes for housing.

Rental housing constitutes only 21 percent of the Town's housing. In general, renters tend to have lower household incomes than homeowners and tend to live in housing that needs improvements. Rental housing in the Town has a higher than expected vacancy rate of 11.8 percent. However, the problem does not appear to be an issue of supply (i.e., the number of available rental units) or choice (i.e., there are a variety of rental options). Rather the housing cost burden for renters indicates a need for affordable standard quality housing, because the renter population is likely to consist of a high percentage of L/M households, including the elderly. In addition, the City of Plattsburgh offers less expensive electricity rates, which tends to favor renting within the City and discourages multi-family rental housing within the Town.

While rental housing constitutes a small percentage of the Town's total housing, rental housing issues need to be recognized and included in the Town's long term strategy.

### *Location*

Location information developed for this housing component correlates housing concentrations within the Town with L/M households. Housing units (both owner occupied and rental) in these locations are also likely to have housing condition problems. While there is no current detailed housing condition data, these locations could serve as "target" areas for new housing and home improvement initiatives and programs.



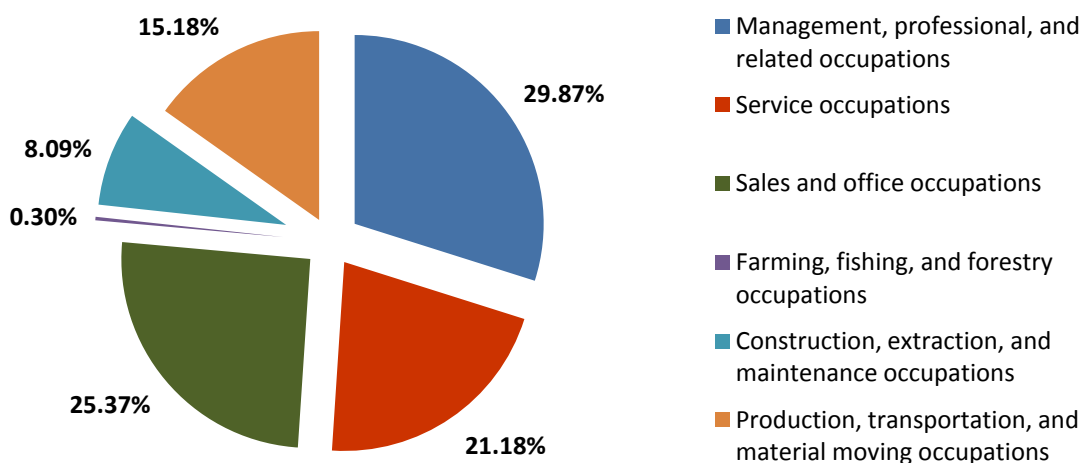
## 2.4 Economic Base

### *What we do...*

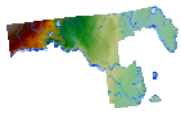
2000 Census data for the Town of Plattsburgh indicates that there were 8,640 individuals over the age of 16 living in the Town. Of these, over 65 percent (5,697) were in the civilian labor force, which is a 17.9 percent decrease from 1990 civilian labor force figures, a decline attributable to the closure of PAFB. Approximately 4.1 percent were unemployed, which is a significant decline from the 1990 unemployment rate, which was approximately 8.0 percent (current unemployment figures for the Town of Plattsburgh are not available, but the rate is likely to be significantly higher since the beginning of the 2008 recession). In comparison, 58.8 percent (37,516) of the County's 63,792 residents over the age of 16 were in the civilian labor force and approximately 3.7 percent were unemployed. However, the current (December 2009) unemployment rate for Clinton County is 9.2 percent, which is slightly more than New York State's unemployment rate of 8.8 percent and one (1) percent less than the United States' unemployment rate of 9.7 percent.<sup>14</sup> According to the U.S. Census 2005-2007 American Community Survey, current estimates for Clinton County indicate that the civilian labor force has increased approximately 6.2 percent.

Figure 9 illustrates employment by sector in the Town as of the 2000 U.S. Census. Approximately 70 percent of those who were employed were classified as private wage and salary workers; 20.1 percent were federal, state, or local government workers; and nearly 7 percent were self employed by non-incorporated business.

**Figure 9 – Town Employment Sectors**

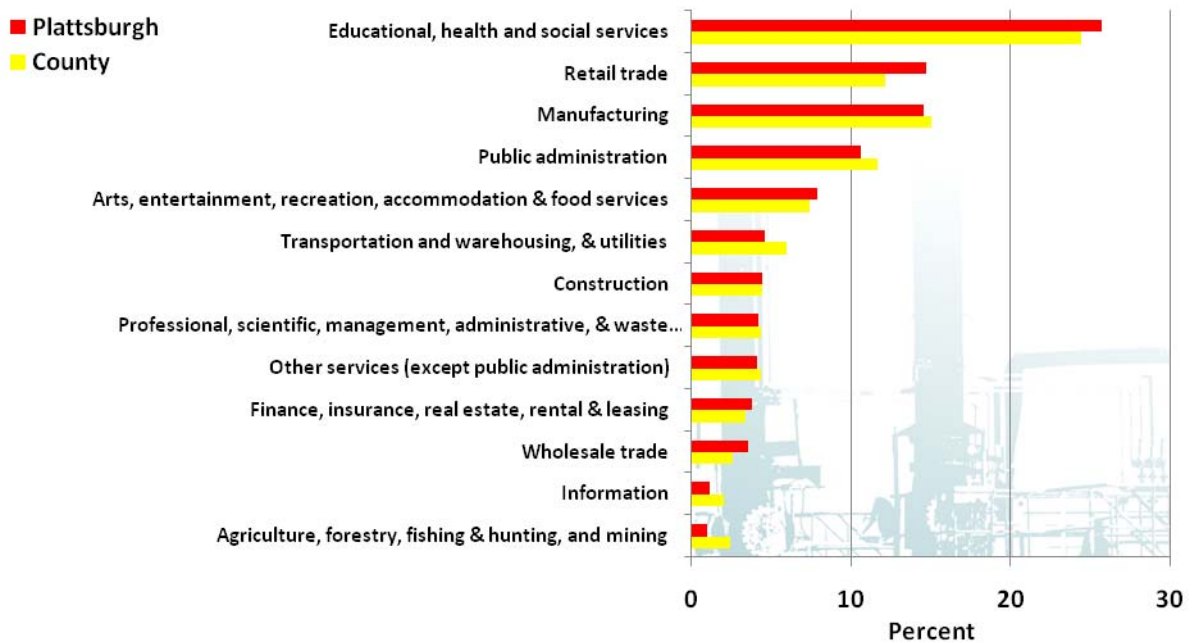


<sup>14</sup> NYS Labor Department and U.S. Bureau of Labor Statistics (not seasonally adjusted)



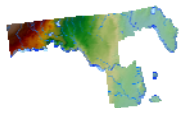
For the employed population 16 years and older, the leading industry in the Town was educational services, health care, and social assistance, employing 25.7 percent of its residents. Industries such as retail trade (14.7 percent) and manufacturing (14.5 percent) are also significant employment sectors. Public administration accounts for 10.6 percent, and arts, entertainment, recreation, accommodation and food services account for approximately 8 percent. Figure 10 illustrates employment by industry reported by the 2000 U.S. Census.

**Figure 10 – Town & County Employment**



Economic development patterns do not mirror political boundaries; therefore it is important to examine employment from a regional perspective. According to the U.S. Bureau of Labor Statistics (BLS), as of 2006, there were 6,479 primary jobs within the Town of Plattsburgh. According to the BLS, 87.7 percent of these jobs were held by Clinton County residents. Interestingly, 39.2 percent (2,540) were held by Town of Plattsburgh residents, while 20.9 percent (1,357) were held by persons from the City of Plattsburgh. Combined, the residents of the Town of Beekmantown, Peru, and Schuyler Falls held 26 percent of the jobs within the Town.

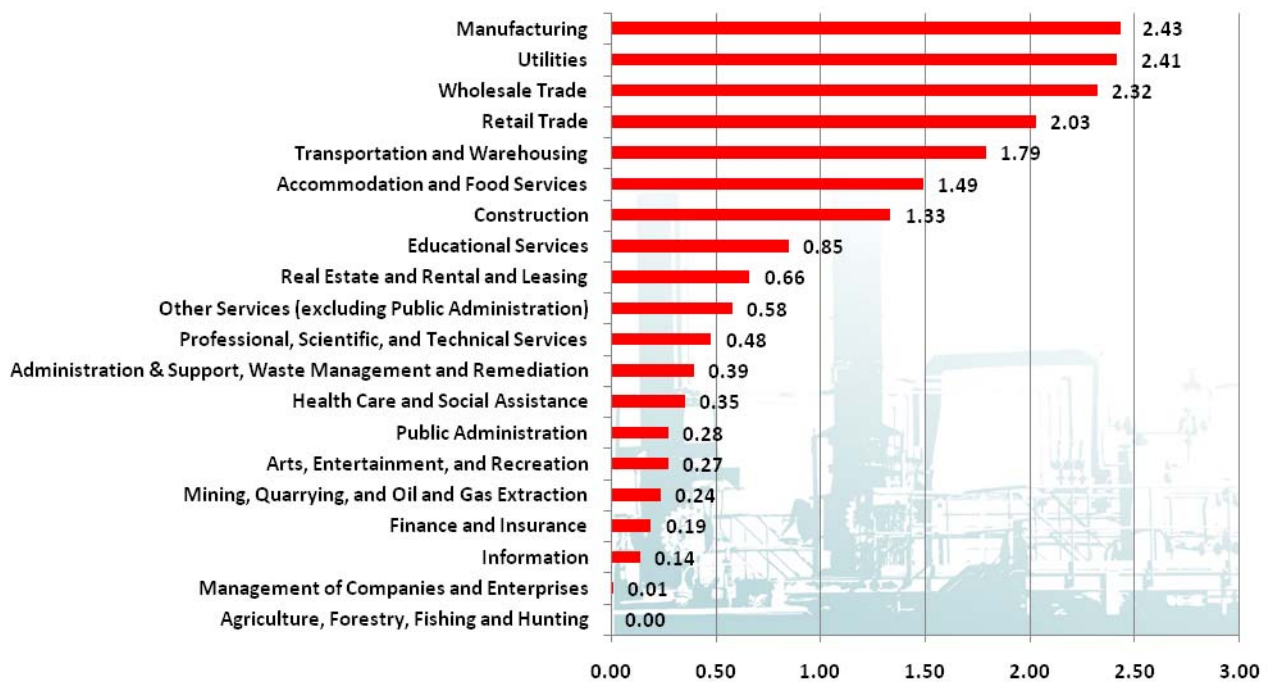
While identifying where a community’s workers live is valuable information, it is equally important to understand a community’s base industries. Base industries are industries that export their goods and services from a particular region, whereas non-base industries are those that either support base industries or are underdeveloped. Base industries are identified by comparing employment characteristics to county, state, or national norms. Identifying a



community’s base industries is important because it illustrates its comparative economic advantages within the larger region.

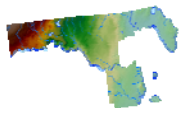
Base and non-base industries are identified using Location Quotients (LQs). A Location Quotient is the ratio of local employment within a specific industry to the employment within that same industry at a more regional level. Figure 11 illustrates the Town of Plattsburgh’s Industrial Location Quotients relative to the State of New York. Location Quotients are measured as follows: an LQ less than one (1) represents non-base industries; an LQ equal to one (1) represents industries that have the same share of employment as the reference area; and an LQ greater than one (1) represents base industries. As of 2006, the predominate industries within the Town were manufacturing (2.43), utilities (2.41), wholesale trade (2.32), retail trade (2.03), transportation and warehousing (1.79), accommodation and food services (1.49), and construction (1.33).

**Figure 11 – Town Location Quotients**



While approximately 50 percent of Plattsburgh’s residents work within its base industrial sectors, it is important to note that the locations of these jobs are not necessarily within the Town. Approximately 29 percent of those who are employed within the Town commute to work outside of the Town.<sup>15</sup> It is also important to note that as of 2006, approximately 28.7 percent (1,489) of the Town’s residents were employed within educational services and health

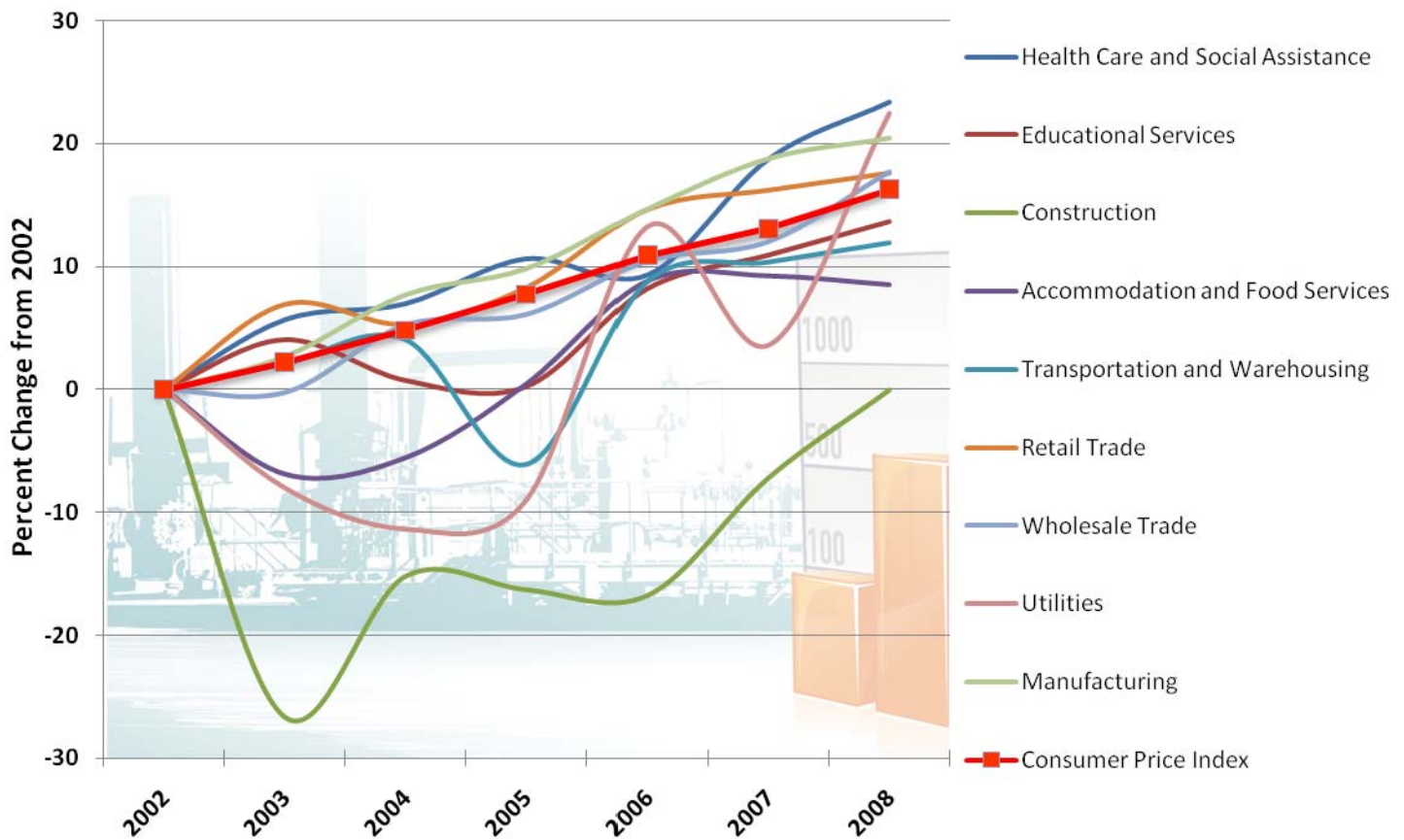
<sup>15</sup> U.S. Bureau of Labor Statistics & U.S. Census Bureau



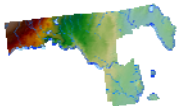
care and social assistance industries. It is likely that most of these jobs are found in the City of Plattsburgh.

While identifying base industries is an important step in understanding a community's economy, it does not necessarily identify what a community should do in the future because such figures are only a snapshot of what *is* occurring, and not necessarily a reflection of what *ought* to be occurring. For example, a town may consider bolstering its base industries as an economic strategy, or it may consider building and/or developing deficient, non-base industries. When coupled with wage information, however, location quotients may be very helpful in determining if certain industrial sectors are in a state of growth or decline. Wage information may also help identify industrial sectors that offer competitive salaries, and as such, offer positive externalities for the community. Figure 12 illustrates the percent change in wages within Clinton County for Plattsburgh's base industries for the first quarter of each year from 2002-2008.<sup>16</sup>

**Figure 12 – Annual Wages & Consumer Price Index Percent Change from 2002-2008**

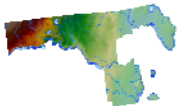


<sup>16</sup> U.S. Bureau of Labor Statistics & U.S. Bureau of Economic Analysis



Also included in the figure are educational services and health care and social assistance wages, which are important industries for the Town even though they are not necessarily its base industries. Figure 12 also illustrates the percent change in Consumer Price Index (CPI) for these same years. Relative to the CPI, wages for many of the Town of Plattsburgh's key industries increased. The figure illustrates that wages for industries such as transportation and warehousing, accommodation and food services, utilities, and construction have either had some volatility or lagged significantly. It is important to note that, with the exception of Utilities, which had an average monthly wage \$8,816 in 2008, the Town's other key industrial sectors had monthly wages that averaged \$2,980 for that same year. This fact points to the need to attract better paying businesses and/or sectors to the Town.





## 2.5 Land Use

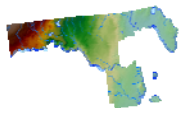
### *How we're organized...*

The Town of Plattsburgh's growth and development is reflective of a community that borders, and is an outgrowth of, the older industrial center that is the City of Plattsburgh. The City of Plattsburgh, incorporated as a village in 1815, then as a city in 1902, first grew as a trading outpost in the seventeenth and early eighteenth centuries, developed into an industrial and transshipment center in early half of the nineteenth century, than transformed into an educational and military center in the latter half of the nineteenth century.

Each of these transformations affected the Town and City's land use patterns. The City's spatial arrangement is dominated by a higher-density core nearer to the waterfront (i.e., Cornelia and Margaret Streets). This area includes retail, office, entertainment, and civic uses. This commercial core is nearly fully developed so that new development since the 1960's has mostly occurred in the Town. Areas outside of this core area tend to be either traditional settlements along the area's waterways (e.g., Morrisonville and Cadyville), or more new, lower-density development such as warehousing and manufacturing (Lakeside Container Corp.), medical services (CVPH Medical Center) and educational facilities (SUNY Plattsburgh). These lower-density uses tend to follow the transportation corridors that radiate from the City (e.g., Route 374, Route 3, and Route 22). The more recent growth within The Town of Plattsburgh has occurred along these axes.

Today, as a result of these settlement patterns, the Town of Plattsburgh's land use is somewhat polycentric, meaning development types and densities vary throughout the Town. Major land uses include the highway commercial cores along NYS Route 3 and Route 9; residential and commercial settlements within Morrisonville and Cadyville; single family homes lining the shores of Cumberland Head and Lake Champlain; mobile homes near NYS Route 374 and Wallace Hill Road; a mix of land uses throughout South Plattsburgh and the Treadwells Mills area, including industrial uses; and federally and state owned lands near the former Plattsburgh Air Force Base.

With approximately 88 percent of the Town of Plattsburgh's housing constructed sometime after 1940, its predominantly single-family detached housing, mobile home and commercial land use patterns are reflective of a low-density, auto-dependent community. While some portions of Morrisonville, Cadyville, and Cumberland Head predate World War II, most of the Town's commercial activities and residential development paralleling the Town's transportation corridors are typical of postwar era development. Less developed areas of the Town, particularly West Plattsburgh and Cadyville areas, are defined by larger residential, vacant, and



community services parcels (Patterson and Mead Reservoirs), reflective of older, more rural development patterns.

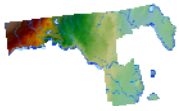
## Zoning

The Town is divided into 15 zoning districts. Approximately 55 percent of the Town is zoned for residential uses. Residential districts generally allow development at densities less than one unit/acre where water and/or sewer are available, and most residential districts allow for two family dwellings. Approximately 12 percent is zoned for Airport use, while Land Conservation

**Table 5 - Town of Plattsburgh Zoning**

Zoning Name	Zoning Code	Total Acres	Percent of Acres	Minimum Lot Size (sf)*	Uses Permitted As-of-Right
Airbase 1	AB-1	356.95	1.18%	N/A	All uses are subject to Site Plan Review
Airbase 2	AB-2	274.94	0.91%	N/A	All uses are subject to Site Plan Review
Airport	AP	3,080.76	10.22%	40,000	All uses are subject to Site Plan Review
Industrial	I	1,320.49	4.38%	N/A	Watchman Dwellings; all other uses are subject to Site Plan Review
Industrial Park	IP	282.50	0.94%	40,000	All uses are subject to Site Plan Review
Land Conservation	L	2,922.40	9.70%	N/A	Agricultural; Game Preserves; all other uses are subject to Site Plan Review
Manufactured Home	MH	3,288.76	10.91%	9,000-40,000	Single & Two Family Dwelling Units; Manufactured Homes
Neighborhood Commercial	NC	189.45	0.63%	9,000-40,000	Single & Two Family Dwelling Units; all other uses are subject to Site Plan Review
Planned Development	PDD	15.03	0.05%	N/A	N/A
Residential 1	R-1	140.93	0.47%	9,000-10,000	Single Family Dwelling Units; all other uses are subject to Site Plan Review
Residential 2	R-2	11,063.39	36.71%	9,000-40,000	Single & Two Family Dwelling Units; all other uses are subject to Site Plan Review
Residential 3	R-3	221.00	0.73%	20,000-80,000	Single & Two Family Dwelling Units; all other uses are subject to Site Plan Review
Residential 4	R-4	1,817.24	6.03%	40,000	Single & Two Family Dwelling Units; all other uses are subject to Site Plan Review
Service Center	SC	1,033.88	3.43%	N/A	All uses are subject to Site Plan Review
Shopping Center	C	1,482.76	4.92%	90,000	All uses are subject to Site Plan Review
Commercial					
Not Zoned (ROW)	N/A	2,649.92	8.79%	N/A	N/A
<b>Total</b>		<b>30,140.4</b>	<b>100%</b>		

**\*Minimum lot size requirements vary by permitted use and availability of water and wastewater services**



accounts for 9.7 percent of the Town. Over 10 percent of the Town is zoned for commercial and/or industrial uses. Table 5 illustrates the total acres of each zoning district, its minimum lot size requirements, and its permitted uses. Figure 13 (see Appendix 1, Report Maps) depicts the Town's zoning.

## Real Property

Real Property information is collected by local assessors and is compiled by the Clinton County Real Property Office and the New York State Office of Real Property Services. The Property Type Classification Codes system was developed to describe the primary use of each parcel of real property on an assessment roll. The system of classification consists of numeric codes in nine categories. The nine categories are:

- **Agriculture:** Property used for the production of crops or livestock.
- **Residential:** Property used for human habitation. Living accommodations such as hotels, motels, and apartments are in the Commercial category (see below).
- **Vacant Land:** Property that is not in use, is in temporary use, or lacks permanent improvement.
- **Commercial:** Property used for the sale of goods and/or services.
- **Recreation & Entertainment:** Property used by groups for recreation, amusement, or entertainment.
- **Community Services:** Property used for the well being of the community.
- **Industrial:** Property used for the production and fabrication of durable and nondurable man-made goods.
- **Public Services:** Property used to provide services to the general public.
- **Wild, Forested, Conservation Lands & Public Parks:** Reforested lands, preserves, and private hunting and fishing clubs.

According to the Clinton County Real Property Office's 2008 parcel data, there are 5,360 parcels within the Town of Plattsburgh. The total acreage of all parcels within the Town is approximately 25,407.4, which does not include the approximately 2,650 acres of road right-of-way.



*View of Morrisonville along the Saranac River.  
The Chazen Companies  
December 2010*

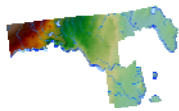


Table 6 illustrates the percent of parcels within each land use category and the percent of acreage within each of the land use categories. Figure 14 (see Appendix 1, Report Maps) illustrates the location of these land uses.

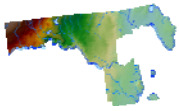
**Table 6 – Town of Plattsburgh Land Use**

Land Use Category	Total Parcels	% of Parcels	Total Acres	% of Acres
Agricultural	12	0.22%	1,358.4	5.35%
Recreation & Entertainment	15	0.28%	489.7	1.93%
Wild, Forested, Conservation Lands & Public Parks	18	0.34%	1,004.3	3.95%
Industrial	19	0.36%	402.2	1.58%
Public Services	49	0.92%	1,693.5	6.67%
Community Services	94	1.76%	1,607.0	6.32%
Commercial	425	7.97%	2,308.7	9.09%
Vacant Land	898	16.83%	9,733.6	38.31%
Residential	3,805	71.32%	6,810.0	26.80%
<b>Total</b>	<b>5,335</b>	<b>100%</b>	<b>25,407.4</b>	<b>100%</b>

Perhaps the most significant observation from Table 6 is the apparent disconnect between the number of parcels within a particular land use category and the number of acres those parcels account for with regards to the Town’s total acreage. For example, residential parcels account for approximately 71 percent of the Town’s total parcels. However, these same parcels only account for 26.8 percent of the Town’s total parcel acreage. Such discrepancies can be explained by the average parcel size within each of the land use categories. The average size residential parcel is nearly 2.6 acres, while the average vacant parcel is over 7.6 acres in size. While the methods of data reporting have changed slightly, some comparisons with the Town’s 1999 Comprehensive Land Use Plan can be made.

*Residential Characteristics*

According to Plattsburgh’s 2008 parcel data, residential parcels, as a percentage of the Town’s total parcels, have decreased from 89.6 percent in 1997, to 71 percent 2008. However, approximately 84.7 percent of the Town’s residential parcels have single-family dwellings, which is an 8.2 percent increase from 1997. The number of two-family dwellings has increased from 58 to 66 during the same 1997-2008 period. The number of multi-family dwellings has increased as well. Parcel data from 1997 indicated that there were 17 parcels with multi-family dwellings, whereas 2008 data indicates that there are 21 parcels. Parcels with individual or multiple mobile homes that are not commercial enterprises account for nearly 8.6 percent of all residential parcels (326). Overall, the number of such parcels has decreased by 38.7 percent from 1997 figures (529). The number of commercial mobile home parks has decreased from 25



in 1997 to 20 in 2008. In 1997 there were 29 parcels with apartment buildings. As of 2008, there were 33 parcels.

### *Commercial Characteristics*

As of 2008 there were 425 commercial parcels within the Town (2,308 acres); however, 53 parcels are used for residential purposes such as apartments or mobile home parks, which are classified as commercial (see above). In 1997, there were 134 commercially developed parcels. In 2008, there were 21

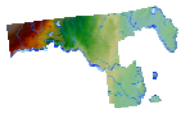


*View of industrial development adjacent to the former Clinton County Airport*

parcels used for food services such as restaurants, fast-food franchises, diners and luncheonettes, snack bars, drive-ins, and ice cream shops. Forty-six (46) parcels were used for auto related services. There were 93 parcels used for cold storage, trucking terminals, and other types of warehousing and distribution. Thirty (30) parcels were used for banking, offices, and professional businesses. Regional and neighborhood shopping centers and large retail outlets accounted for 17 parcels. The balance of commercial parcels are single- and multi-use structures, converted residences, junkyards, funeral homes, veterinary clinics, and the like. The majority of commercial parcels are concentrated within Central Plattsburgh along the NYS Route 3 and the NYS Route 9 corridors and within South Plattsburgh along the Route 22 corridor. More recently, commercial growth has increase along Route 9S.

### *Industrial Characteristics*

In 1979, there were 7 industrially used parcels totaling 402 acres. In 1997, there were 15. According to current parcel data, there were 19 industrial parcels, which represents a 21.1 percent increase. As was the case in 1997, the most common industrial uses were for manufacturing and processing (15 parcels) and mining and quarrying (7 parcels). However, as was noted above, 93 commercially classified parcels are used for cold storage, trucking terminals, and other types of warehousing and distribution, which are somewhat more industrial in nature.



### *Agricultural Characteristics*

In 1997, there were 15 agricultural parcels within the Town. Currently, there are 12 agricultural parcels totaling 1,358 acres. Many of these parcels are located within Clinton County Agricultural Districts. These were created via the New York State's Agricultural Districts Law, which was enacted in 1971. The intent of this law is to encourage the continued use of farmland for agricultural production. An agricultural district can be created by a group of interested landowners "who collectively own at least 500 acres." Enrolled agricultural district land owners benefit from several protective measures, which can include: protection from "unreasonably restrictive" local laws; a Notice of Intent requirement (NOI) for public projects that may impact farms (that includes an agricultural impact statement); some limited protection from private nuisance actions; and a property sale disclosure notice informing potential buyers that they are within an agricultural district.

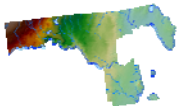


*Plattsburgh's Agricultural Lands*

Clinton County's 12 Agricultural District's were created from 1973 to 1989. Today, parts of the Town of Plattsburgh are within Clinton County Agricultural Districts 5, 7, and 12, which encompass approximately 2,920 acres of land. Agricultural District 7, which is entirely within Plattsburgh, includes 30 parcels and totals 2,831 acres (see Figure 15 in Appendix 1). According to Clinton County, Agricultural District 7 was created in 1984 and was recertified in 2004. Since its inception, the District has continued to decrease in both its overall size and in the number of acres that are farmed. Today, 2,122 acres of the District is farmed, which is 1,006 acres less since the previous review. District 7 includes three (3) dairy farms, a cash crop (grain), orchard, a livestock farm, and a horse farm. All but one (1) of the farms within the District have annual gross farm sales that exceed \$10,000 and two (2) of the farms exceed \$200,000 in sales. District 7 is currently up for review. Portions of Agricultural Districts 5 and 12 that are within Plattsburgh total 87 acres and encompasses single parcels that are currently taxed as vacant land.

### *Wild, Forested, Conservation Lands & Public Parks Characteristics*

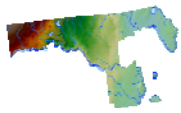
There are 18 wild, forested, conservation lands and public park parcels totaling 1,004 acres in the Town of Plattsburgh according to the 2008 parcel data. Eight parcels are owned by the State of New York. These include Valcour and Crab Island and Cumberland Bay State Park. The remaining wild, forested, conservation and public parks parcels are owned by either the Town of Plattsburgh or Clinton County. Many of the Town owned parcels are used as parks. The Town



currently owns and/or leases a total of 124.69 acres for parks, recreational areas and beaches. Further discussion of the Town of Plattsburgh's recreational facilities is found in Section 2.8, Green Infrastructure.

#### *Former Clinton County Airport*

When the Plattsburgh Air Force Based closed and Clinton County took over operations, the then existing County airport facility went out of use. The facility is in the heart of Plattsburgh, adjacent to Route 3 and Saranac River, and presents tremendous redevelopment potential for the Town. The former airport is still owned by Clinton County. However, the County has expressed interest in selling the property. While the nearly 600 acre site is currently zoned Airport District, the Clinton County Airport Sub-Committee explored new zoning regulations that would accommodate a mix of residential, commercial, and conserved lands. The rezoning would allow for diverse housing types, including affordable housing. It would also accommodate the expansion of existing business, and promote the development of neighborhood commercial type business, as well as professional offices and "green" and/or tech related businesses. This redevelopment strategy would seek to preserve lands adjacent to the Saranac River for pedestrian access. The redevelopment of the site would also seek to preserve its scenic resources. Rezoning in this area may also take into account adjoining lands along Rt. 22B, Rt. 3 and in the Treadwell Mills neighborhood.



## 2.6 Community Services & Built Infrastructure

### *What is Built Infrastructure...*

A community’s built infrastructure includes roads, bridges, railways, sewer and water systems, energy supply network, telecommunication infrastructure, and emergency response capabilities. The Town of Plattsburgh’s built infrastructure is developed and maintained by a combination of municipal and state departments, community services, and private entities.

### *Our Infrastructure...*

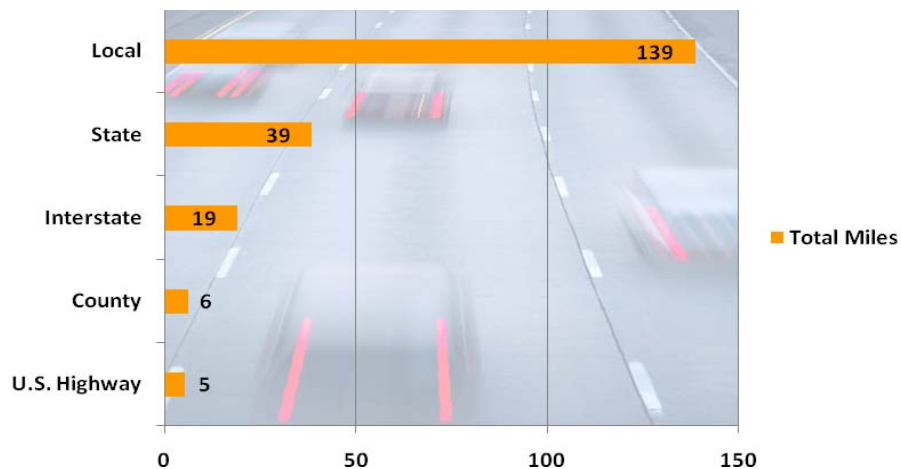
#### Transportation Systems

The vast majority of transportation needs in the Town of Plattsburgh are met by the use of motor vehicles on the existing roadway network. Figure 16, *Roads*, identifies local, County, State, and U.S. roads located in Plattsburgh (see Appendix 1, Report Maps). Traffic patterns and transportation needs within Plattsburgh are discussed in the following subsections.

#### *Roadways*

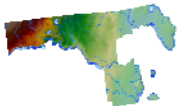
The Town of Plattsburgh has a strong network of local, County, State, and U.S. roadways. Major interstate and arterial roads include the Adirondack Northway (I-87), U.S. Route 9, NYS Route 374, and NYS Route 3, NYS Route 22, NYS Route 22B, and NYS Route 190. Major collector roads include Lower Banker Road, Rand Hill Road, and Wallace Hill Road. County roads in the Town of Plattsburgh include Cumberland Head Road, Commodore Thomas MacDonough Highway, Salmon River Road, Rand Hill Road, Tom Miller Road, and the east end of Irish Settlement Road. In addition, the Town has an extensive network of local, Town-owned roads. Figure 17 identifies the total mileage of local, County, State, U.S. Highway and Interstate roads in Plattsburgh.

**Figure 17 – Roadway Mileage**



*\*Please note that Interstate mileage includes both lanes*





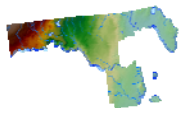
According to the NYSDOT, there are 33 bridges in the Town of Plattsburgh. Twenty-one (21) are associated with I-87. Delaware & Hudson has one railway bridge over NYS Route 9. The remaining bridges cross waterways such as Scotion Creek, Mead Brook, and the Salmon and Saranac Rivers. Ownership of bridges corresponds with the respective roadway.

The Town's 1999 Comprehensive Plan included traffic count data collected as part of a corridor study conducted between 1993 and 1995, which coincided with the closure of Plattsburgh Air Force Base. The intent of the study was to determine whether there were any significant traffic reductions as a result of the closure. While some locations experienced a decline in traffic, many of the Town's major roadways had a slight increase in traffic. The NYS Department of Transportation (NYSDOT) now collects and maintains a database of traffic counts for most major roadways throughout the State. In addition, Clinton County regularly monitors County and local roads. Table 7 provides the existing Annual Average Daily Traffic (AADT) for various road segments within Plattsburgh. Figure 18 (see Appendix 1, Report Maps) illustrates the AADT data.

Predictably, the AADT data indicates that Interstate-87 experiences the greatest traffic volumes. Arterial and collector roads such as NYS Route 3, NYS Route 22, NYS Route 374, NYS Route 190, and CR 314 all have higher levels of traffic the closer they are to the Route 3 commercial corridor, Interstate-87, and the City of Plattsburgh. Local roads such as Tom Miller Road display a similar pattern.

According to the Institute for Traffic Safety Management and Research, in 2008 (the most recent year for available information), there were a total of 1,711 motor vehicle accidents in Clinton County, which is a small decrease from 2007 (1,770), but was still a significant increase in the number of accidents from 2005 (1,043) and 2006 (1,295). Approximately 24 percent of 2008 accidents were fatal (2) or personal injury accidents (422). In 2007, Plattsburgh had 119 such accidents, which represents a crash rate per roadway mile of 0.8. In comparison, the City of Plattsburgh had a crash rate per roadway mile of 1.1, while Chazy's crash rate per roadway mile was 0.4 and the Towns of Dannemora and Schuylers Falls had rate of 0.3. Although 2008 data does not provide the location or road type for where these accidents occurred, 2007 data does indicate that the majority of accidents occurred on state routes (39.7 percent) followed by town routes (24.9 percent).

The Town of Plattsburgh Highway Department is responsible for maintenance and repair of the Town owned roadways. This includes winter plowing and sanding (including 13 miles of sidewalk), thawing frozen culvert pipes, cleaning roads of sand and litter in the spring, cleaning and upgrading of drainage ditches and basins, patching and resurfacing of roads, repair and installation of new roadside signs, and repair and inspection of all Town vehicles. The

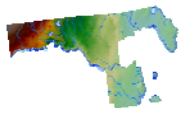


Department has a staff of 15, which includes two (2) supervisors, 11 heavy and medium equipment operators, and two (2) mechanics. The Department depends upon nearly 100 pieces

**Table 7 – Annual Average Daily Traffic Traffic Data**

Road	From	To	AADT	Year	Functional Class
I-87	Exit 35	Exit 36	14,242	2008	Interstate
I-87	Exit 36	Exit 37	21,580	2008	Interstate
I-87	Exit 37	Exit 38	15,527	2008	Interstate
I-87	Exit 38	Exit 39	17,396	2008	Interstate
I-87	Exit 39	Exit 40	12,661	2008	Interstate
NYS Route 3	City Line	Exit 37	27,344	2008	Arterial
NYS Route 3	Exit 37	Route 190	14,822	2008	Arterial
NYS Route 3	Route 190	Route 22B	13,565	2007	Arterial
NYS Route 3	Route 22B	Route 374	5,034	2007	Arterial
NYS Route 3	Route 374	Pickett Cor.	5,785	2007	Arterial
NYS Route 22	Military Turnpike Ext.	Exit 36	2,008	2007	Arterial
NYS Route 22	Exit 36	City Line	8,925	2007	Arterial
NYS Route 22	Boynton Ave.	Exit 38	12,713	2007	Arterial
NYS Route 22	Route 374	Exit 38	13,651	2007	Arterial
NYS Route 22	Exit 38	Beekmantown Cr.	7,395	2007	Arterial
US Route 9	South Junction Rd.	City Line	3,629	2007	Arterial
US Route 9	City Line	Route 314	8,791	2007	Arterial
NYS Route 190	Route 3	Tom Miller Rd.	8,228	2008	Arterial
NYS Route 190	Tom Miller Rd.	Route 374	8,871	2008	Arterial
NYS Route 190	Route 374	Duquette Rd.	8228	2008	Arterial
Tom Miller Rd.	Smithfield Blvd.	Route 190	10,500	2004	Arterial
Tom Miller Rd.	Route 190	Banker Rd.	8,000	2005	Arterial
NYS Route 374	Route 22	Route 190	7,999	2007	Arterial/Collector
NYS Route 374	Route 190	Rand Hill Rd.	7,148	2007	Arterial/Collector
NYS Route 374	Rand Hill Rd.	Route 3	6,335	2007	Arterial/Collector
NYS Route 374	Route 3	Church Rd.	4,511	2007	Arterial/Collector
NYS Route 374	Church Rd.	Emmonds Rd.	5,199	2007	Arterial/Collector
NYS Route 22B	Route 3	Mason St.	6,657	2007	Collector
CR 314	Grand Isle Ferry	Cumberland Head Rd.	2,907	2008	Collector
CR 314	Cumberland Head Rd.	Route 9	5,755	2008	Collector
CR 314	Route 9	Exit 38	7,846	2008	Collector
Rugar St.	Cogan Rd.	City Line	6,500	2001	Collector
Salmon River Rd.	Military Turnpike	Linda LN.	1,700	2002	Collector
Military Turnpike	Schuyler Falls TL.	Route 3	6,200	2004	Local
Moffitt Rd.	Exit 39	Town Line	1,600	2004	Local
Rand Hill	Schuyler Falls TL.	Route 3	1,900	2005	Local
Banker Rd.	Route 22B	Route 3	2,800	2004	Local
S. Junction Rd.	Route 22	Route 9	1,600	2005	Local

Source: NYSDOT & Clinton County



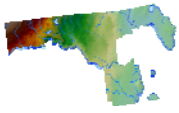
of equipment to execute its work. This includes chainsaws, stump grinders, tractor trailers, a sewer jet, pickup trucks, and tractors. The Department's current annual budget is approximately \$2 million.

In 2006, the New York State Department of Transportation completed its *I-87 Multimodal Corridor Study*. The Corridor Study's planning area extended from the Tappan Zee Bridge to Montreal. The goal of the plan was to "identify and assess initiatives and opportunities to improve transportation services for all users of the corridor, thereby providing an opportunity for the corridor and surrounding regions to realize the economic potential resulting from changing global and national economic forces and trends." The study was organized around four individual "smart" concepts: smart highways, smart/safe traveler, smart freight, and smart public transportation. With regards to smart highways, the study highlights the importance of coordinating such activities with land use planning and transportation improvements to promote sustainable economic growth and livable communities. More specifically, the study advocates for more interagency coordination, and suggests highway improvement strategies that would provide real-time information and conditions to motorists and that would support alternative and/or mass modes of transit. While the study does not provide any site-specific improvements and/or actions for the Town of Plattsburgh, projects related to I-87 in the vicinity of the Town could have significant impacts to its economy and land use and transportation patterns. As such, the State, County, and Town should make a concerted effort to involve one another in implementing any aspect of the study.

### *Railways*

There are nearly 20 miles of railroad track in the Town of Plattsburgh. Approximately 16 miles of track is owned by Canadian Pacific (former Delaware & Hudson Railway Company), which is used for freight rail services. The remaining track is owned by the Plattsburgh Air Base Redevelopment Corporation, which is used exclusively for freight rail service as well, with spurs leading directly to The Plattsburgh International Airport's industrial facilities. Delaware & Hudson recently transferred its rail yard operation from the City of Plattsburgh to the former PAFB industrial facilities. The closest train station for Town of Plattsburgh's residents is located in the City of Plattsburgh. Amtrak provides daily service to Montreal, New York, and intervening destinations via its Adirondack route.

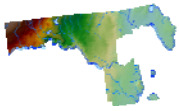
The State of New York recently completed its *2009 New York State Rail Study*, which presents a 20-year plan for the state's rail system. The plan identifies the state's rail infrastructure needs and outlines recommended rail passenger and freight infrastructure investments for the future. Such planning efforts will likely assist the state when competing for ARRA monies. The rail plan offers the following goals and recommendations that are relevant to the Town of Plattsburgh:



- Increase freight rail market share by 25 percent, reducing the growth in truck traffic and energy consumption;
- Include at least three new intermodal facilities/inland ports, at least two of which are located upstate, serving the rapidly growing container segment of rail traffic, helping to remove long-haul trucks from the highways and delivering products to consumers quicker;
- Incorporate rail sidings, rail-truck transfer facilities, and “last mile” connections serving all rail terminal and shippers who need access to the rail network to facilitate economically competitive industries throughout New York State;
- Serve business upstate and downstate via an integrated rail network that is restored to good condition and maintained in a state of good repair;
- Double the total intercity passenger rail ridership on New York’s three major rail corridors – New York City to Albany, Albany to Buffalo, and Albany to Montreal – as new passenger equipment becomes available, reducing highway congestion, energy use and air emissions;
- Provide 6 and 1/2-hour rail travel between Albany and Montreal, making rail a more viable option compared with driving.

The *2009 New York State Rail Study* reviewed and incorporated some of the goals and recommendations from the New York State DOT’s previous *I-87 Multimodal Corridor Study (2006)*. The Corridor Study, with regards to passenger and freight railways, includes the following recommendations that are relevant to Plattsburgh:

- Maintain and expand service in strong market areas north of Albany, continue infrastructure and rolling stock upgrades, creative marketing of rail services, and improve local transit connections to rail stations.
- Integrate alternative and mass transit planning (i.e., Bus Rapid Transit (BRT), Light-Rail Transit (LRT), and/or commuter rail planning) with highway planning in order to reduce highway demands and future expansion.
- Create better transit links to Amtrak stations, particularly those serving the major tourism attractions in the North Country.
- Continue “maintenance upgrade” (MU) projects to address the rail systems’ chokepoints and overall lack of reliability, including track upgrades such as the



construction of new sidings, the replacement of sections of jointed rail with continuous welded rail, curve realignment, and track resurfacing.

- In concert with MU projects, allow for higher maximum speeds, savings approximately 45 minutes between Albany and Rouses Point.

As gas prices continue to fluctuate and are predicted to rise over the long-term, rail presents a tremendous opportunity for the Town of Plattsburgh. The efficiency of rail service is likely to attract increased passengers and freight use. Although passenger rail service is located in the City of Plattsburgh, the Town of Plattsburgh still stands to benefit from increased usage. The area's freight service is centered around Plattsburgh International Airport. As such, expanded and improved freight services could greatly benefit the Town of Plattsburgh.

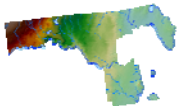
### *Airport Facilities*

The Town of Plattsburgh is home to the Plattsburgh International Airport. The Plattsburgh International Airport is located at the site of the former Plattsburgh Air Force Base, and is owned and operated by Clinton County. Since opening in June 2007, Plattsburgh International Airport has experienced an increase in airline providers. Today, several airlines provide passenger services, which are subsidized to enhance affordability. These airlines primarily offer commuter flights to locations such as Boston as well as to vacation destinations in Florida, South Carolina, and Massachusetts. The airports infrastructure includes an 11,750 foot concrete runway, a 240 acre concrete ramp for parking and staging aircraft, 1.5 million square feet of aviation related industrial space, several 28,000 square foot hangars, and an on-site broadband fiber optic network.



*Plattsburgh International Airport*

Plattsburgh International Airport's 108 acres of industrial land and facilities have high occupancy rates. The airport also benefits from its linkage with multiple modes of transportation (i.e., the I-87 connection and rail spur). Such infrastructure allows for direct access to regional, national, and international markets. Other logistical and economic advantages include no curfew or flight restrictions, and that it is designated as both a Foreign Trade Zone and New York State Empire Zone. Another advantage is the relatively inexpensive rates that airlines at the Airport have to offer Canadian travelers, which they continually seek ways to attract.



The NYSDOT *I-87 Multimodal Corridor Study* highlights the benefits of low-cost and regional air carriers and diversified air fleets, like those at Plattsburgh International Airport. The Study concludes that these air carriers compete with larger air carriers by reducing operating costs



*Aerial View of Plattsburgh International Airport*

and concentrating on reliability and good schedules. The study considers increased freight operations and low-cost carrier and regional service an essential goal for Plattsburgh International Airport. Such improvements, the Study highlights, would help to attract “tourists, small business meetings and conferences, major employers and other activities that are increasingly demanding convenient scheduled air service.”

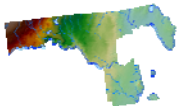
In addition to the Plattsburgh International Airport, the former Clinton County Airport facility consists of nearly 600 acres in the heart of Plattsburgh adjacent to Route 3, with tremendous redevelopment potential. Redevelopment of the former County airport property is discussed in more detail in Section 2.6, Land Use.

#### *Public Transit*

Public transit within the Town of Plattsburgh is provided by Clinton County Public Transit (CCPT). The CCPT offers transportation throughout Clinton County. CCPT has a fleet of 12 buses that provide on average over 133,000 rides per year. The CCPT provides handicap accessible transportation services and is equipped to carry bicycles. CCPT service hours are Monday through Friday 5:30am - 9:30pm and Saturdays around the City of Plattsburgh between 11:00am - 7:00pm. Fares are divided by rural and city routes. City routes cost \$1.00 and rural routes cost \$2.00. Commuter and student passes are available for regular riders. The CCPT recently rehabilitated the former Education Center building on PARC, which will be used as their new transit facility.

#### *Ferry Service*

The Lake Champlain Transportation Company owns and operates the Grand Isle-Plattsburgh ferry. Located at the end of NYS Route 314 and County Route 57, on the tip of Cumberland Head, passenger, car, and truck ferry services departs approximately every 20 minutes during daytime and early evening hours for Grand Isle, Vermont (approximately 29 miles north of Burlington), and has a crossing time of approximately 12 minutes. Rates vary by number of age and vehicle type (see Table 8).



The ferry remains a popular point for crossing Lake Champlain, which provides access to the greater Burlington, Vermont area. With the recent closing and demolition of the Crown Point Bridge, the Grand Isle-Plattsburgh ferry crossing has become critically important, as many of the other ferry services operate seasonally.

**Table 8 - Grand Isle-Plattsburgh  
Ferry Service Rates**

2009 Rates		
	One-way	Round-trip
Vehicle & driver <19'	\$9.50	\$18.00
Adult passenger	3.75	6.25
Child (6-12)	1.50	2.75
Child (under 6)	FREE	FREE
Vehicle over 19'	Additional rates apply	
Motorcycle and driver	6.00	10.50
Bicyclist (add)	1.00	1.25

Utilities

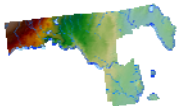
*Water Supply*

There are four water districts within the Town. They are as follows:

- Greater Plattsburgh Consolidated Water District
- Cadyville Water District
- Salmon River Water District
- PARC Water District

The Cadyville Water District includes the Cadyville and Woods Mills service areas, the latter of which is in Schuyler Falls. The service areas within the Greater Plattsburgh Consolidated Water Districts are as follows:

- Archie Bordeau
- Beekmantown
- Bluff Point
- Champlain Park
- Cliff Haven
- Cumberland Head
- Halsey's Corners
- Industrial Park
- Morrisonville 1 & 2
- Pleasant Ridge
- Sharron Avenue
- Treadwells Mills/Route 3
- Wallace Hill
- Moffitt Road



In total, there are 4,066 water connections throughout Town. The total monthly water usage for the Town is approximately 40.25 million gallons, with annual usage of approximately 484 million. The daily permitted production for the Town’s water services is regulated. It is likely, however, that the underlying aquifer would be able to support additional production.

According to the Town of Plattsburgh Water and Wastewater Department, The extent of water district coverage in the Town of Plattsburgh is steadily growing. An example of this is the recently completed water main extension to Moffitt Road. In addition to the water mains, service laterals, valves and hydrants, the following significant water system structures are critical to the Town’s water system:

<u>Storage Tanks</u>	<u>Gallons</u>
• Bluff Point	800,000
• Cadyville Water District	260,000
• Champlain Park	690,000
• Cumberland Corners	300,000
• Morrisonville	5,070,000
• Treadwells Mills	200,000

Water Treatment Buildings/Well Farms/Wellhead Protection:

	<u>No. Wells</u>
• Cadyville Water District	2
• Morrisonville	4
• Salmon River Water District	1

Pump Stations:

- Cadyville Water District
- Cumberland Corners/Beekmantown

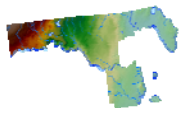
Figure 19 illustrates the location of each of the Town’s water districts and/or services areas (see Appendix 1, Report Maps).

### *Wastewater*

There are three wastewater districts within the Town. They are as follows:

- Greater Plattsburgh Consolidated Sewer District
- Cadyville Sewer District





- PARC Sewer District

With assistance from the EPA and HUD, the Town recently explored expanding wastewater collection mains to Cumberland Head. However, in the fall of 2009 voters voted down a referendum that would have extended the mains. Concerns over cost and induced growth appear to have been the major reasons the proposition was defeated.

In addition to sewer mains, service laterals, manholes and lift stations, the Town maintains a wastewater treatment plant in Cadyville. All other wastewater is conveyed to the City of Plattsburgh's wastewater treatment plant. The City's plant is in need of upgrade because of treatment issues, especially during periods of wet weather when untreated wastewater is discharged directly to Lake Champlain. Lift stations, which are critical to the Town's wastewater service, are located as follows:

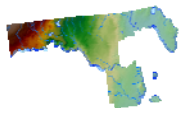
- PARC-Connecticut Road
- Industrial Park
- Route 9-Cumberland Corners
- Tom Miller Road
- Sorrell Avenue
- Flanagan Drive
- Route 3/Banker Road-UPS
- Route 3
- Route 3/Military Turnpike Extension
- Cliff Haven Beach Station
- Woodcliff Station
- Cliff Haven Main Station
- Bluff Point Station
- Lakeland Drive Station
- Singing Sand Station

In total, there are 2,040 sewer connections in the Town. Figure 20 illustrates the location of each of the Town's wastewater districts (see Appendix 1, Report Maps).

### *Energy*

The Town of Plattsburgh is supplied electricity by New York State Electric and Gas Corporation (NYSEG). In addition to NYSEG's regional transmission capabilities, it has hydroelectric generation facilities within the Town. East of Treadwell Mill's, between I-87 and Military Turnpike Road, on the Saranac River is the Saranac Partners Dam and Power Generation Facility. Near Cadyville is the Mill C Dam and Power Generation Facility, which generates electricity on the Schuyler Falls side of the dam on Kent's Falls Road.

The 22-mile North Country Gas Pipeline was constructed in the early 1990's, which connects TransCanada's gas transportation network to a Co-Generation Plant located near the end of Oak Street Extension. Seventy-five (75) percent of the facility is indirectly owned by CE Generation LLC (CE Gen), a limited liability company, 50 percent of which is owned by MidAmerican Energy Holdings Company, and is operated by Falcon Power Operating Company,



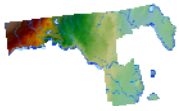
an indirect subsidiary of CE Gen. From the Co-Generation Plant, distribution lines extend along the Town's roadways, providing natural gas to many of the Town's residents.

The Co-Generation Plant in Plattsburgh is a 240 net megawatt operation that is contracted to sell its output to Shell Energy North American (U.S.), L.P. and steam to Georgia-Pacific Corporation. Georgia Pacific's Plattsburgh Paper facility then uses this steam to produce such consumer products as toilet paper, paper towels, and paper napkins. The project also sells natural gas transportation to New York State Electric and Gas Corporation and Georgia-Pacific Corporation through its wholly owned North Country Gas Pipeline. NYSEG also has the franchise rights to deliver natural gas with the Town. The Co-Generation Plant has a PILOT Agreement within Clinton County, the Town of Plattsburgh, and Beekmantown School District.

Noble Environmental Power, LLC owns and operates a 67 turbine, 100.5 megawatt wind park in the Town of Clinton and a 54 turbine, 81 megawatt wind farm in the Town of Ellenburg. According to Noble Environmental Power these facilities together represent a \$360 million investment. Combined, both wind farms provide the annual electricity needs of approximately 60,500 homes. While the wind farms are not located in the Town of Plattsburgh, their operational centers are.

The New York State Energy Research and Development Authority (NYSERDA) developed maps of mean annual wind speed 70 and 100 meters above effective ground level, and an additional map showing wind power density at 50 meters above effective ground level. According to these maps, the majority of Plattsburgh at 70 meters above effective ground level has a mean annual wind speed less than 12.3 mph, while portions of Cumberland Head have 13.4-15.7 mph wind speed. At 100 meters above effective ground level, the majority of the Town has a mean annual wind speed 12.3-14.5 mph, with portions of Cumberland Head exceeding 15.7 mph. Relative to western portions of Clinton County, where mean annual wind speeds can exceed 21.3 mph, Plattsburgh's wind power generating potential, with the exception of Cumberland Head, is low.

It is important to note that the cost of producing electricity from wind energy has declined significantly over 20 years. However, the cost of electricity from a wind plant varies based on its size and the average wind speed. A large plant (50 megawatt and up) at an excellent site (20 mph average) can deliver relatively inexpensive power, while electricity from a small plant (3 megawatt) at a moderate site (16 mph) may cost significantly more. As technology continues to improve and subsidies increasingly favor such facilities, wind energy production at more moderate sites may prove more profitable in the near future. This will likely raise environmental issues, especially with respect to viewshed protection.



## Community Services

### *Emergency Services*

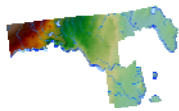
New York State Police coverage in Plattsburgh is based out of Troop B Headquarters in Ray Brook and Zone 1 Troop B Station in the Town of Plattsburgh located on Route 22 between the Plattsburgh International Airport property and the I-87 Northway just north of the Exit 36 interchange. The New York State Police made 1,098 arrests in the Town of Plattsburgh in 2008. Of those arrests there were 45 for various types of assault, 26 for burglaries, 206 for shoplifting, and 146 for criminal possession of a controlled substance (125 for marijuana). Other arrests vary from criminal impersonation to reckless endangerment.

The Clinton County Sheriff's Department's headquarters is located on Trade Road near the Exit 38 interchange in the Town of Plattsburgh. The Department has three divisions: civil, law enforcement, and correctional. The civil division's responsibilities include issuing civil orders made by the courts, property evictions, seizure of weapons and orders of protection. The law enforcement division's responsibilities include service of civil documents, maintaining the sex offender registry, and enforcing Federal, State and local laws. The law enforcement division has 25 members on patrol in various shifts throughout any given day.

The Department issued approximately 1,270 traffic and vehicular related tickets, and made 440 arrests in Plattsburgh in 2008. The Clinton County Sheriff Department assigns two members to the County's narcotics task force. It also provides marine patrols on Lake Champlain, Chazy and Chateaugay Lake during the summer months.

The Department's correctional division is its largest component with 89 corrections officers. In 2006, Clinton County completed construction on its new jail facility, which can hold up to 300 inmates. In 2007 the jail's average daily inmate population was 218. In addition to civil, law enforcement, and correctional services, the Sheriff's Department supports and administers the D.A.R.E program for all Clinton County elementary schools.

Fire fighting and rescue in the Town of Plattsburgh is provided by five (5) fire districts. Three (3) of the five districts also protect a portion of the adjacent Town of Schulyer Falls as part of their districts. Fire districts are public corporations which generally provide fire protection and other emergency response in towns. Each fire district can levy taxes and incur debt. Although they operate under certain fiscal restrictions, these districts enjoy a great deal of autonomy in budgeting. The Town(s) receives each districts budget annually and collects the taxes but has no power to amend the budget. Each district is governed by a board of five (5) elected commissioners.



Each of the Fire Districts maintains facilities and equipment which are used and operated by volunteer members of a Fire Department holding the same name as the Fire District (Cumberland Head Fire Department is the volunteer labor force body within the Cumberland Head Fire District). New members of each Fire Department are generally accepted for membership on the Board of Fire Commissioners after the membership of the department completes due diligence and accepts the applicant. A Fire Chief and a group of subordinate officers are generally elected annually by members of the Fire Department and ultimately appointed by the Fire Commissioners. The Fire Chief has full operational control of the Department and equipment and facilities, and shall not be interfered with by the Fire Commissioners, during any response per New York State Law. The Fire Commissioners are responsible for budgeting, maintenance, upkeep and purchasing for the District. General Data for the fire (5) Fire Districts serving the Town of Plattsburgh are provided in Table 9.

**Table 9 – Plattsburgh Fire District Information**

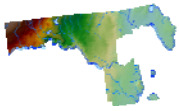
District	Station Location(s)	Year Established	Approx. # Members	Fire	Rescue	EMS
<b>Cadyville</b>	2122 Route 3	1952	48	X	X	X
<b>Cumberland Head</b>	38 Fire House Lane	1961	25	X	X	X
<b>Morrisonville</b>	1927 Route 22B	1929	55	X	X	
<b>South Plattsburgh</b>	4105 Route 22 (Sta. #1) 4444 Route 9 (Sta. #2)	1959	45	X	X	X
<b>Fire District #3</b>	128 Wallace Hill Rd (Sta. #1) 95 Hammond Lane (Sta. #2)	1971	35	X	X	

Each District owns and maintains its own fire equipment and apparatus. The apparatus breakdown by District is provided in Table 10.

**Table 10 – Apparatus Breakdown by Fire District**

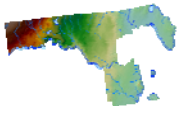
Name	Engine / Pumper	Engine-Tanker	Rescue	Aerial Platform	Brush Truck	Air	Utility
<b>Cadyville</b>	2	0	1	0	0	0	1
<b>Cumberland Head</b>	1	1	1	0	0	0	0
<b>Morrisonville</b>	3	0	1	0	2	0	0
<b>South Plattsburgh</b>	3	1	2	1	1	1	0
<b>Fire District #3</b>	3	0	1	1	1	0	0
<b>TOTALS</b>	<b>12</b>	<b>2</b>	<b>6</b>	<b>2</b>	<b>4</b>	<b>1</b>	<b>1</b>

- All five districts provide firefighting, vehicle rescue (extrication) and operations level Hazardous materials (HAZMAT) response.



- None of the districts operates an ambulance. Cadyville, Cumberland Head and South Plattsburgh provide Basic Life Support (BLS) first response EMS service in conjunction with the EMS service provided by EMT of CVPH in their districts.
- All five districts are members of the Clinton County Mutual Aid system in which each district will respond when requested to any of the other 27 fire districts or departments within the County, southern Quebec and northwestern Vermont. This mutual aid agreement also incorporates response to the adjacent response areas within Franklin and Essex Counties. Mutual aid is provided with the stipulation that the offer to assist at any time will be mutually returned whenever needed. The Fire Districts within the Town often respond on mutual aid calls to assist each other as well as surrounding areas including the City of Plattsburgh for larger incidents. Mutual aid is also received periodically from outside areas including the City of Plattsburgh.
- Insurance Services Office (ISO) of Jersey City, New Jersey rates fire protection capabilities on a scale of 1 to 10 with 10 being no or minimal protection. At last check properties within the five fire districts are rated 5 to 9, or in some cases with a newer rating scale of 8B taking the place of 9. Properties located within five (5) road miles of a fire station, and less than 1000' from a fire hydrant, receive a Class 5 rating. Those outside the five (5) mile limit receive a rating of 9 or 8B depending on the date of the last rating. This rating is used by insurance companies in assessing risk when quoting and/or setting fire insurance rates. Major contributing factors in obtaining low ratings are water supply system, pumping capacity, training records, number of firefighters on-scene of working fires within an acceptable time range and the 911/Alarm notification system.
- As required by New York State, each department maintains a record of incident responses via the National Incident Fire Reporting System.

Emergency Medical Services (EMS) is provided within the Town of Plattsburgh by two (2) separate agencies. The Town maintains a contract for EMS services with a subsidiary of the Champlain Valley Physicians Hospital in Plattsburgh called Emergency Medical Transport of CVPH (EMT of CVPH). This contract provides EMS response services to Town residents within Ambulance District #2 which includes the Cadyville, Cumberland Head, Fire District #3 and South Plattsburgh Fire Districts, including those portions of the Cadyville and South Plattsburgh Fire Districts that are within the Town of Schulyer Falls as well as the entire Town of Beekmantown to the north of Plattsburgh. Residents of Ambulance District #1 which incorporates the area of the entire Morrisonville Fire District, in both the Towns of Plattsburgh and Schulyer Falls is provided service under a contract with the Morrisonville-Schulyer Falls



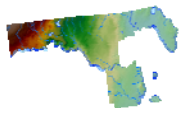
Ambulance Squad (Morrisonville EMS). However, the Town of Plattsburgh is contemplating the benefits of consolidating these ambulance districts, which would then serve the entire Town.

EMT of CVPH provides 24/7 paid staffing with a minimum of a Basic EMT and an Advanced EMT on each ambulance in service and available for response. EMT of CVPH currently staffs two (2) ambulances during the hours of 7 am to 11 pm which provide service to the Town of Plattsburgh District #2 and the Towns of Beekmantown as well as the Town of Chazy with a more recent contract. During the 11 pm to 7 am hours EMT of CVPH only staffs one ambulance and coverage is only provided to the Town of Plattsburgh District #2 area and the Town of Beekmantown.

Morrisonville EMS is a combination paid/volunteer squad and provides paid staffing with a minimum of a Basic EMT and an Advanced EMT as well as any available volunteers during the hours of 6 am to 6 pm. During the evening/midnight hours an ambulance is staffed by a paid full time Advanced EMT and any available volunteers.

As noted in the Fire Fighting & Rescue Services section the South Plattsburgh, Cadyville and Cumberland Head Fire Districts offer EMS first response services within their districts. A number of years ago these agencies added EMS to their resumes to enhance pre-hospital emergency care in their response areas to bridge the gap between initial alarm notification and the arrival of an EMT of CVPH ambulance which responds from the Hospital in the City of Plattsburgh or in some cases from the Beekmantown Fire Station. The District #3 Fire District has not added an EMS program due to its relatively close proximity to the hospital. In many cases in the District #3 response area volunteer responders would not arrive on-scene before EMT of CVPH. The District #3 fire department will respond when requested to provide assistance for the CVPH ambulance crews for lifting or forcible entry. The Morrisonville Fire District does not provide EMS as that service is provided within its district by Morrisonville EMS however the fire department will respond for assistance as needed.

Dispatch and 911 responses are handled at the Clinton County Office of Emergency Services (CCOES) Public Safety Answering Point/Fire-EMS Dispatch Center. CCOES is the single answering point for 911 calls for assistance for all jurisdictions within Clinton County. CCOES also operates the Clinton County Public Safety Radio system which provided coordinated dispatch and communications for all fire, EMS, Law Enforcement and many other agencies within Clinton County. The 911 Dispatch Center is staffed 24 hours a day, seven days a week by no less than two emergency communications dispatchers. The Dispatch Center is under agreement with adjacent Essex and Franklin Counties to share 911 services and act as a back-up for one another in the event of call overflow or a catastrophic failure of systems in any one of the three county centers.



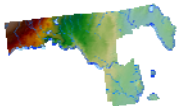
### *Educational Services*

The Town of Plattsburgh is serviced by three (3) school districts: the Beekmantown Central School District, the Peru Central School District, and the Saranac Central School District. Figure 20 illustrates the location of each of the districts within Plattsburgh (see Appendix 1, Report Maps).

The Beekmantown Central School District serves eastern portions of the Town, including Cumberland Head. There are four (4) schools in the Beekmantown Central School District: Cumberland Head Elementary School, Beekmantown Elementary School, Beekmantown Middle School, and Beekmantown High School. The school district enrolls approximately 2,100 students in grades K-12. The district's 2008-2009 budget was approximately \$36 million, which equates to an expenditure of \$17,214 per pupil. The district's 2008-2009 tax rate was \$16.9/\$1,000 of assessed valuation. The district spends 66 percent on instruction, 31 percent on support services, and three (3) percent on other elementary and secondary expenditures. The district has 12 students for every full-time equivalent teacher, with the NY state average being 14 students per full-time equivalent teacher. The Beekmantown Central School District had a grades 9-12 dropout rate of four (4) percent in 2005. The national grades 9-12 dropout rate in 2005 was 3.9 percent.

The Peru Central School District serves the eastern portion of the Town south of the Saranac River. There are four (4) schools in the Peru Central School District: Peru Intermediate School, Primary Building School, Peru Middle School, and Peru Senior High School. The school district had a student population of approximately 2,176 students in grades K-12 during the 2008-2009 school year. The district's 2008-2009 budget was approximately \$41 million, which equates to an expenditure of \$18,841 per pupil. The district's 2008-2009 tax rates was \$17.5/\$1,000. The Peru Central School District has 13 students for every full-time equivalent teacher. The Peru Central School District had a grades 9-12 dropout rate of three (3) percent in 2005.

The Saranac Central School District includes the western portion of the Town, including West Plattsburgh and Morrisonville. There are four (4) schools in the Saranac Central School District: Morrisonville Elementary, Saranac Elementary, Saranac Middle School, and Saranac High School. It is important note that none of these facilities are located within the Town of Plattsburgh. The school district had a student population of approximately 1,820 students in grades K-12 during the 2008-2009 school year. The district's 2008-2009 budget was approximately \$30.6 million, which equates to an expenditure of \$16,820 per pupil. The district's 2008-2009 tax rates was \$16.6/\$1,000. The Saranac Central School District has 13 students for every full-time equivalent teacher. The Saranac Central School District had a grades 9-12 dropout rate of two (2) percent in 2005.



The Champlain Valley Educational Services (CVES), one of 37 BOCES in New York State, is located in the Town of Plattsburgh. CVES provides a myriad of youth and adult oriented educational services including career preparation, special education, instructional services, administrative support and professional development for educators. CVES is also home to CV-TEC, which offers numerous career and technical education programs. CV-TEC also offers an FAA-approved, Airframe & Powerplant (A&P) Aviation Technology Program, through its Plattsburgh Aeronautical Institute (PAI). The intent of this program and of the PAI is help support the growing aeronautical industry Plattsburgh International Airport.

Seton Catholic High School, located on the grounds of the former PAFB, is a six (6) year, coeducational school that was founded in 1989. Among its many academic opportunities, it is known for its exchange student program.

In addition to K-12 educational services, Clinton County Community College is a coeducational, junior college located in the Town of Plattsburgh. The College opened in 1969 with 189 full-time students. It now has over 2,250 students, and offers degrees in business and technology, the liberal arts, math and sciences, and nursing and allied health. The College also offers numerous advanced learning and certificate programs. Tuition for full-time, NYS residents for the 2008-2009 academic year was \$3,540. Tuition for full-time, non residents was \$8,500. Part-time tuition for NYS residents is \$148 per credit hour and \$350 per credit hour for non-residents.

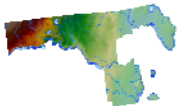
### *Recreation & Youth Services*

The Town of Plattsburgh's Recreation and Youth Service Department is tasked with providing recreational programs and services designed to "enhance the physical, social and emotional well-being of all community residents." The Department operates recreational programs as well as maintaining building and grounds. A stated goal of the Department is to "provide qualified and professional staff to develop and administer programs and events." Through either in-house staff and/or collaborative partnerships, the Department offers comprehensive, recreational programming to participants of varying age levels, physical abilities and unique interests. Throughout the year, the Recreation and Youth Service Department also hosts camps for a variety sports including tennis, archery, golf, basketball, and soccer. It also offers courses and lessons for canoe, kayak, and fishing, it coordinates hiking tours and cultural events, and provide for senior oriented events and programs.



*Bluff Point Golf Resort*



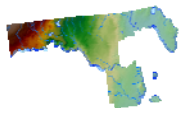


In total, the Town of Plattsburgh has over 124 acres of Parks. It owns 103.14 acres, and leases 21.55. Table 11 provides the name and the total for each of the Town parks. Trail opportunities within the Town of Plattsburgh are somewhat limited. NYS Route 9 is designated as a scenic bikeway by the State of New York, and several of the Town’s parks offer scenic walks for visitors. However, additional bike routes and pedestrian paths are not formalized. The Lake Champlain Bikeways, a regional non-profit organization that seeks to promote bicycling throughout the Lake Champlain regions of New York, Vermont and Quebec, does identify a few bike routes within the Town. However, these trails are not officially designated, and all are located alongside roadways. As such, many Plattsburgh residents have continued to express interest in expanding trail opportunities throughout the Town.

**Table 11 – Plattsburgh Town Parks**

<b>Name</b>	<b>Acres</b>
Champlain Park	11.31
Cliff Haven Park	6.60
East Morrisonville (includes waterfront access)	13.40
Guys’ Cedar Park	2.10
May Currier	6.87
South Plattsburgh	7.40
Treadwells Mills	3.94
Wallace Hill	5.00
West Plattsburgh	24.52
Cadyville (leased; includes 1 acre of waterfront access)	21.55

In addition to bike and pedestrian trails, The Town of Plattsburgh has several miles of snowmobile trails. Snowmobile trails within the Town are managed and maintained by two local snowmobile clubs, Trailfinders Snowmobile Club and the Northern Tier Sno-Runners. Located within the Town are two golfing facilities. Bluff Point Golf Resort, the third oldest golf course in the US, and the Barracks Golf Course, a public facility, offer spectacular opportunities for golf enthusiast throughout the region.



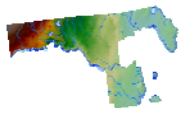
## 2.7 Taxes & Finance

### *How it's paid for...*

According to the Clinton County Real Property Tax Service, the County tax rate per \$1,000 of assessed value is \$5.97. For Plattsburgh's 5,504 parcels, this equals approximately \$1.0 billion in taxable assessment, which is approximately 22.3 percent of the County's total taxable assessment. While Plattsburgh does not have a town or general fund, it does have a town-wide highway tax and 31 special taxing districts. Table 12 provides the name and tax rate per \$1,000 in assessed value for each of these districts.

**Table 12 – Special District Tax Rates**

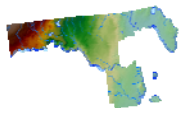
Special District	2000 Tax Rate	2005 Tax Rate/ % Change	2009 Tax Rate/ % Change
Town Highway	NA	NA	0.44/NA
Ambulance District 1	0.22	0.27/18.5	0.27/0
Ambulance District 2	0.21	0.20/-4.7	0.20/0
Morrisonville Fire	0.83	0.79/-4.8	0.79/0
Cumberland Head Fire	0.66	0.65/-1.5	0.65/0
Fire #3	0.90	0.98/8.1	0.98/0
South Plattsburgh Fire	0.79	0.99/20.2	0.99/0
Cadyville Fire	0.83	0.86/3.4	0.86/0
Morrisonville Light #1	0.36	0.33/0-8.3	0.33/0
Morrisonville Light #2	0.38	0.35/-7.8	0.35/0
Cadyville Light	0.65	0.53/-18.4	0.53/0
Champlain Park Light	0.48	0.40/-16.6	0.40/0
Cliff Haven Light	0.37	0.31/-16.2	0.31/0
Halsey Corners Light	0.20	0.31/35.4	0.31/0
Rocky Point Light	1.21	0.91/-24.7	0.91/0
Treadwells Mills Light	0.26	0.27/3.7	0.27/0
Cumberland Light	0.59	0.56/-5.0	0.56/0
Plattsburgh Consolidated Sewer – G	NA	0.01/NA	0.01/0
Plattsburgh Consolidated Sewer – S	NA	0.22/NA	0.22/0
Plattsburgh Consolidated Water – G	NA	0.11/NA	0.11/0
Plattsburgh Consolidated Water – S	NA	0.61/NA	0.61/0
PARC Water	NA	2.92/NA	2.92/0
PARC Sewer	NA	3.58/NA	3.58/0
Pleasant Ridge Water	NA	0.10/NA	0.10/0
PARC Storm Water	NA	1.20/NA	1.20/0



As Table 9 illustrates, tax rates within the Town have remained relatively unchanged since 2005. However, between 2000 and 2005, several districts experienced significant increases or decreases in their rate. Halsey Corners Light district had the greatest increase from \$0.20 to \$0.31 per \$1,000 in assessed value, which represents a 35.4 percent increase. The Rocky Point light district had the greatest decrease from \$1.21 to \$0.91 per \$1,000 in assessed value. With the creation of the Plattsburgh Consolidated water and sewer districts, it is somewhat difficult to compare rates from previous years; however, many of the service areas that are now part of the consolidated districts have experienced a significant decrease in rates.

In addition to the revenues generated through the Town's special districts, which in turn cover the cost of the respective services, a significant source of financing is generated from County sales tax revenue, which is controlled and distributed by Clinton County. The County's current sales tax is 8 percent, with half collected by the State and half by the County. The County retains the first 1 percent of its share with the remaining 3 percent apportioned between the County, the City of Plattsburgh and the towns and villages. Of the 3 percent, the County retains 55 percent of annual revenues less than \$27.1 million and 65 percent of revenues more than \$27.1 million. Of the balance, 23.55% is allocated to the City of Plattsburgh. The remainder is distributed amongst the towns and villages in proportion to their total taxable assessment. Accordingly, in 2010, the Town of Plattsburgh will receive 27.529 percent of the final balance, while in comparison the Town of Clinton will only receive 1 percent. In 2009, the County distributed \$3.13 million in sales tax revenue to the Town of Plattsburgh. In 2010, it is estimated that the Town will receive \$3.17 million.

Plattsburgh's sales tax revenues, which are related to its commercial real estate value, negates the need for a general town tax. The absence of a general town tax and a limited highway tax speaks to the importance of the Town's robust commercial sector. The Town's 2010 Budget illustrates the benefit of the sales tax revenue. The Town's general fund revenues included \$1.65 million in non-property tax distributions from Clinton County, which accounts for nearly 75 percent of the fund's total revenue. Highway revenues include \$1.40 million in non-property tax distributions from the County which is 89 percent of the total revenue.



## 2.8 Green Infrastructure

### *Our green infrastructure...*

The Town of Plattsburgh's Green Infrastructure is the ecological framework needed for environmental, social and economic sustainability. More specifically, it is the Town's network of multi-functional open spaces, including parks, trails, forests, farmlands, waterways, wetlands, and other habitat areas.

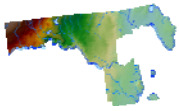
Like most communities, Plattsburgh has actively planned for and developed its built infrastructure (i.e., roads, sewer systems, water lines, utility lines, communication networks, schools, etc.). Like a builders set of blueprints, understanding a community's green infrastructure helps to establish a conservation and ecological land-use planning template, one that integrates the Town's green and built infrastructure networks in an effective, economic and sustainable manner.

Green Infrastructure encompasses a wide variety of natural and culturally significant features. When combined, these natural and open space resources are able to function as an ecological whole, rather than as separate and unrelated parts.

### *The Benefits of Plattsburgh's Green Infrastructure Resources...*

Plattsburgh's green infrastructure resources are vital to its identity. Aside from preserving and enhancing community character, maintaining green infrastructure makes good social, economic, and ecological sense too. All of Plattsburgh's residents, either directly or indirectly, benefit from these essential resources. For example:

- Green infrastructure resources provide residents countless recreational opportunities (i.e. walking, running, biking, kayaking, horseback riding, cross-country skiing, snowmobiling, and hunting). Outdoor activities not only promote individual health, which in turn reduces stress, they reinforce friendship and communal bonds as well;
- Green infrastructure resources offer invaluable educational opportunities. Good land stewardship is a societal value that is passed from one generation to the next. Functional ecosystems serve as "living" or "outdoor" classrooms for all community members. While enjoying a walk or during a class fieldtrip, the natural world has been, and will continue to be, a source of inspiration;
- Between 1990 and 1997, U.S. flooding caused \$4.2 billion in damage. Floodplain protection offers a cost-effective alternative to expensive flood-control measures;

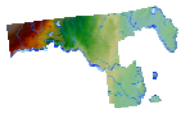


- Green infrastructure enhances groundwater recharge rates. According to the US EPA, the natural infiltration capability of open lands improves the rate at which groundwater aquifers are recharged or replenished. This is significant because groundwater provides about 40 percent of the water needed to maintain normal base flow rates in our rivers and streams. Enhanced groundwater recharge can also boost the supply of drinking water for private and public uses;
- Green infrastructure components reduce stormwater runoff volumes, which in turn reduce peak flows by utilizing the natural retention and absorption capabilities of vegetation and soils. By increasing the amount of pervious ground cover, farmland and green infrastructure can increase stormwater infiltration rates, thereby reducing the volume of runoff entering our combined or separate sewer systems, and ultimately our lakes, rivers, and streams;
- The plants and soils that are part of farmland and green infrastructure components serve as sources of carbon sequestration, where carbon dioxide is captured and removed from the atmosphere via photosynthesis and other natural processes;
- All of Plattsburgh is within the Lake Champlain watershed. Additionally, each waterway within Plattsburgh has its own sub-watershed. Research has shown that watershed health begins to decline when impervious surface coverage exceeds 10 percent and becomes severely impaired if this number climbs beyond 30 percent of the total watershed area.<sup>17</sup> Farmland and green infrastructure reduces runoff close to the source and helps to prevent pollutants from being transported to nearby surface waters. Once runoff is infiltrated into soils, plants and microbes can naturally filter and break down many common pollutants found in stormwater.

While the exact percent of impervious surface is somewhat difficult to calculate for the Town of Plattsburgh, using USGS land cover data a range of such surfaces can be estimated. According to the USGS data, approximately 8-11 percent of the Town's land cover is impervious. However, given that the Town's boundary does not mirror any specific watershed, this number should not be considered as an indicator of local water quality. However, if further analysis were to show that this much impervious land cover was localized within a particular sub-watershed, it would likely be an indication of degraded water quality.

- From a fiscal perspective, the preservation of open lands and natural resources helps mitigate development that in some instances costs a community more in public services (i.e., education, infrastructure, maintenance, etc.) than is

<sup>17</sup> Schueler, Thomas R., *The Practice of Watershed Protection*, Center for Watershed Protection, 2000

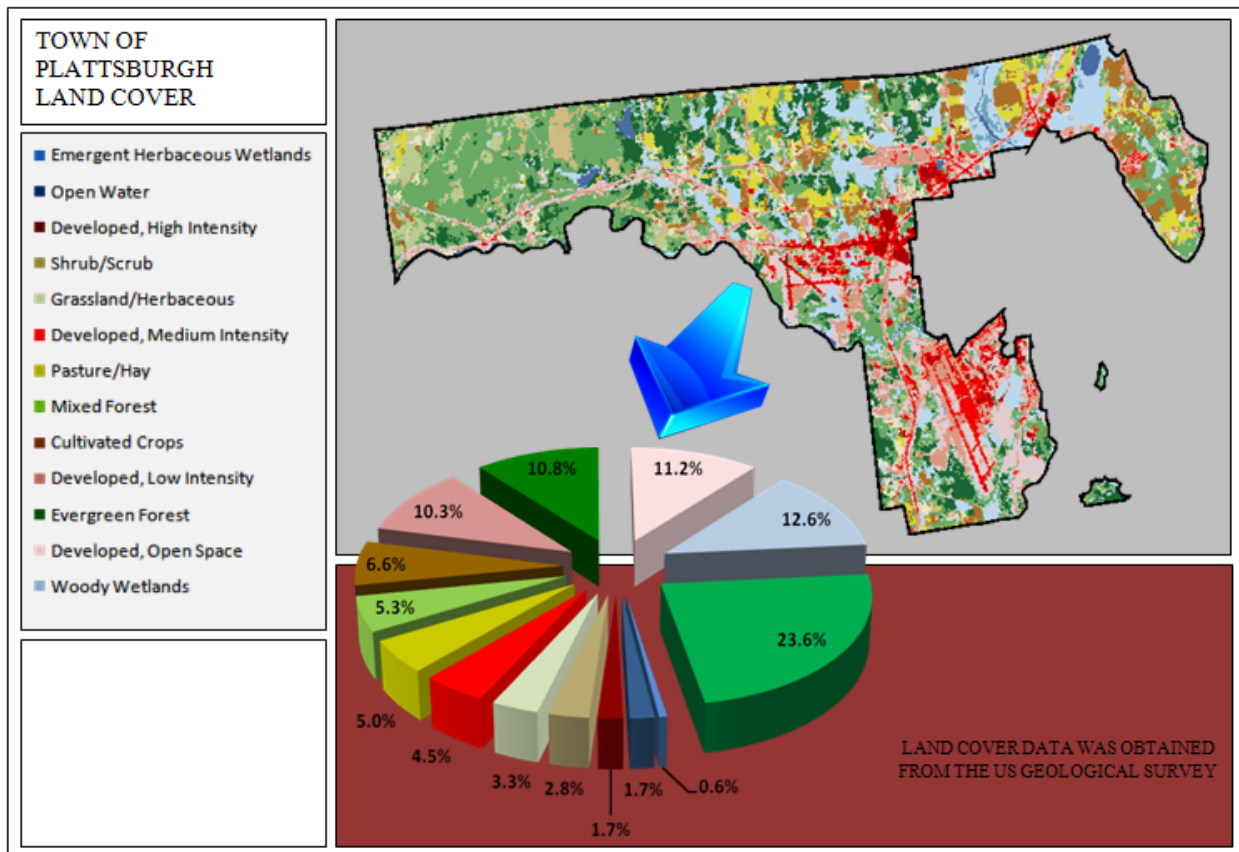


generated via property tax revenues. In addition, natural resources are cost effective in attenuating floods, reducing stormwater runoff and soil loss, and maintaining water quality.

### Land Cover

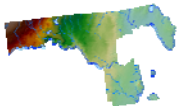
Figure 22 was generated using current U.S. Geological Survey (USGS) land cover data. The figure illustrates the various land cover types that make up Plattsburgh. Over 72 percent of the Town’s land is undeveloped. The remaining 28 percent, according to the land cover data, is a mix of developed lands and maintained open spaces (e.g., lawns, golf courses, etc.).

Figure 22 – Land Cover



### Wetlands

Plattsburgh has over 2,500 acres of NYS Department of Environmental Conservation (DEC) regulated and 3,980 acres of National Wetland Inventory (NWI) mapped wetlands (note that the two wetland types do not always overlap because of differences in the agency’s regulatory definitions). Figure 23 (see Appendix 1, Report Maps) illustrates the Town of Plattsburgh’s wetlands. Wetlands are vital to any ecological network. Wetlands reduce flood damage by



acting as a natural “sponge,” storing water and slowly releasing it. They help to control shoreline erosion by dissipating wave energy and they filter pollutants and sediment from surface water runoff. Wetlands serve as an important interface between surface and groundwater, helping to recharge aquifers. They act as “carbon sinks” and promote biodiversity and fishery health.

### *Floodplains & Riparian Buffers*

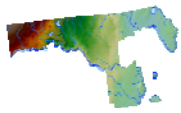
Floodplains are low-lying areas adjacent to wetlands, streams, rivers and lakes that are often inundated with water during peak periods of snowmelt and/or heavy rains. Floodplains are nature’s built-in “flood control” mechanism. They allow floodwaters to be temporarily stored during peak flows, often mitigating downriver impacts. Additionally, floodplains open space and critical habitat areas. According to digitized FEMA Flood Insurance Rate Maps and Flood Hazard Boundary Maps, there are approximately 2,315 acres of land within 100-year flood elevations in Plattsburgh. Most floodplains adjoin the Saranac River and Lake Champlain waterfront. Figure 24 depicts the Town’s Floodplains (see Appendix 1, Report Maps).

Riparian buffers, like floodplains, are found alongside water bodies. A healthy riparian area consists of native trees, shrubs, and grasses. Riparian buffers “intercept” contaminants and sediment from stormwater runoff (i.e. nonpoint source pollution). In addition, they enhance habitat connections, steady natural water temperatures, and stabilize stream banks – enhancing ecological functions and landscape conditions. Using New York State Department of Environmental Conservation (DEC) GIS data, a 100 foot buffer was assigned to Plattsburgh’s wetlands, streams and water bodies. Based on this analysis, there are approximately 4,688 acres of existing and/or potential riparian buffers, which includes 1,425 acres of DEC wetland buffers.

### *Surface Water (Streams, Rivers, Ponds, and Lakes)*

The quality and condition of Plattsburgh’s surface water resources are inextricably linked with its present and future drinking water quality and availability, ecological health, biodiversity, and economic and environmental sustainability. Surface waters, like wetlands, are part of a greater hydrological system, where the health and/or the impairment of one part can have system-wide implications.

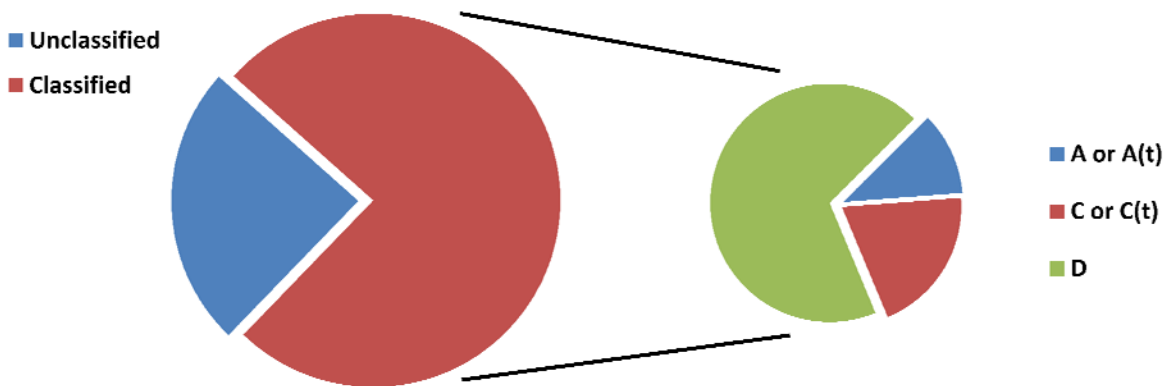
There are over 70.7 miles of DEC classified streams within the Town of Plattsburgh. Under New York State Public Health Law, all waters within the state are given a classification by the DEC based on the best usage of the waters. The classifications range from AA to D. A and AA class waters are suitable for drinking, class B waters are considered safe for swimming and fishing, but not necessarily drinking, class C may be suitable for swimming, but are best used for fishing, while class D waters are suitable for secondary contact recreation (i.e. boating). Some streams



are given a sub-classification of (t) or (ts), indicating whether the waters can support trout or trout spawning, respectively. Approximately 76 percent of the Town’s streams have been classified by the DEC. Of the streams that have been classified, nearly 11 percent are designated either class A or A(T), a designation of water that is suitable for fish propagation. Twenty percent of the streams are designated C or C(t), while 69 percent are designated class D (see Figure 25). Class D is the lowest stream classification. It includes streams where intermittency of flow and/or water conditions are not conducive to propagation of game fish. There are no class B designated streams within the Town. Figure 26 depicts Plattsburgh’s surface water resources (see Appendix 1, Report Maps).

With over 12.3 miles of shoreline, Lake Champlain is perhaps Plattsburgh’s greatest asset. All of Plattsburgh drains to Lake Champlain. Approximately 3,900 acres (13 percent) of the Town’s southeast portion drains by way of the Ausable River watershed, with the balance of the Town draining to the Great Chazy-Saranac Watershed. The Saranac River makes up much of the Town’s southern boundary. Other important water resources within the Town include the Salmon River, Scotion Creek, Mead and Patterson Reservoirs, and Woodruff Pond. Together these water bodies total approximately 660 acres.

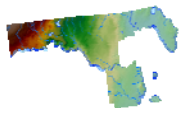
**Figure 25 – Plattsburgh Stream Classifications**



*Forest Lands*

Based on USGS National Atlas Forest Fragmentation Census Data, National Land Cover Database information, and New York State orthographic imagery, there are over 14,289 acres of forested land cover within Plattsburgh, comprising 40 percent of the Town. Nearly 11 percent of the Town’s total land cover is evergreen forests, 23.6 percent is deciduous, and 5.3 percent is mixed forest. The majority of forested lands are located in the western portion of the Town. Forest lands provide a variety of functions, such as erosion control, stormwater mitigation, steep slope stabilization, carbon sequestration and atmospheric purification, and





wildlife habitat. Forests also enhance a community's quality of life and provide forest products, recreational opportunities, reduce winds, and provide large areas of shade.

### *Geology & Topography*

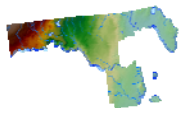
Bedrock underlying Plattsburgh is sedimentary in origin. Major types include the Quaternary Formation (39 percent), the Beekmantown Group (38 percent), and Dolgeville Formation (15 percent). The balance of the Town's bedrock is Valcour Limestone, Cumberland Head Argillite, Trenton Group, and Potsdam Sandstone (see Figure 27 in see Appendix 1). As for surficial geology, approximately 49 percent of Plattsburgh is till. Approximately 23 percent of the surficial geology is undifferentiated marine and lacustrine sand, 11 percent kame deposits, with the balance being lacustrine beach, marine beach, recent alluvium, and swamp deposits. Figure 28 depicts the Town's underlying surficial geology (see Appendix 1, Report Maps).

The elevation of the Town rises steadily from east to west. At the shores of Lake Champlain, it is approximately 95 feet above sea level. Elevations exceed 1,000 feet along the Town's western boundary. Figure 29, *Slope*, depicts the various classes of slope in the Town (see Appendix 1, Report Maps). It is generally accepted that development along slopes of 15 percent or greater is more likely to result in accelerated erosion processes from stormwater runoff. As such, development along such slopes is usually discouraged. There are approximately 1,346 acres of slope greater than 15 percent in the Town, most of them found next to rivers and streams, another reason to protect riparian buffers.

### *Soils*

Soils within Plattsburgh were identified using the U.S. Department of Agriculture (USDA) Natural Resources Conservation Service (NRCS) Clinton County Soil Survey. According to the survey, 65 percent of Plattsburgh's soils are classified as loamy, which includes the Malone, Hogansburg, Colton, Coveytown, Plainfield, Amenia, and Massena soils. Approximately 12.4 percent of the town is classified as either urban or udorthents (soils that have been disturbed by cutting or filling or that are covered by buildings and pavement). The remaining soils are a mix of silt, sand, and gravel. Figure 30, *Soils*, illustrates Plattsburgh's soil types (see Appendix 1, Report Maps).

Depth to bedrock and to seasonally high water tables varies throughout Town. Figure 31 illustrates the depth to bedrock and Figure 32 illustrates the depth to water table within the Town (see Appendix 1, Report Maps). Approximately 93 percent of the Town has depths to bedrock greater than three (3) feet, while 38 percent has depths to water table greater than three (3) feet. These figures are significant because depths to bedrock and water table less than three (3) feet presents constraints to development. Health Department regulations require the



use of raised beds or fill systems where bedrock and groundwater depths are less than three (3) feet.

Prime Agricultural Soils and Soils of Statewide Importance are designations assigned by the United States Department of Agriculture, Natural Resource Conservation Service. Prime agricultural soils are well-drained soils that have a gentle slope and require a minimum of conservation practices. The criteria for identifying prime soils are related to specific characteristics and criteria. In general, Soils of Statewide Importance are defined as soils that are similar to prime soils but with minor shortcomings, such as greater slopes or less ability to store soil moisture. Plattsburgh has over 3,200 acres of prime agricultural soils and 9,265 acres of soils of statewide importance, which together equal over 40 percent of Plattsburgh’s total land area. Figure 33 depicts both Prime and Statewide Agriculturally important soils (see Appendix 1, Report Maps). Table 13 provides the total acreage for each of these soil classifications. It is notable that very little of these prime and important soils are currently used for agriculture. Moreover, as Figure 30 illustrates, there is no clear pattern to their distribution.

**Table 13 – Agricultural Soils**

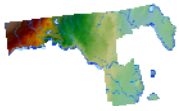
<b>Soil Category</b>	<b>Acres</b>
Prime farmland	3,201.5
Farmland of statewide importance	9,365.6
Not prime farmland	30,756.4
Prime farmland if drained	4,684.0

*Rare, Threatened and Endangered Species*

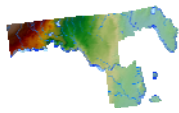
Both New York State and the Federal Government maintain a registry of rare, threatened and endangered species. Rare, threatened and endangered species are those that are at risk of becoming extinct because they are few in number or are threatened by a changing environment. According to the U.S. Fish and Wildlife Service, the Indiana Bat is the only known endangered species that may be present within Clinton County. The once endangered bald eagle is now delisted; however, it is still protected under the Bald Eagle Protection Act of 1940. According to the NYS Department of Environmental Conservation, the presence of rare plants or animals within the Town of Plattsburgh is likely. The DEC’s mapping resource indicates that such species are more likely found along the Lake Champlain shoreline and Cumberland Head and within the Morrisonville area. The presence or absence of additional rare species should be confirmed during the review of development projects.

*Visual Resources*

The Town of Plattsburgh’s visual resources are one of its most defining features. Views of the Adirondack and Green Mountains, Lake Champlain and its shoreline, streams, rivers, pastoral



fields, and forested hillsides are not only an essential part of Plattsburgh's identity, but are a fundamental part of what defines the greater Champlain Valley. As the 1999 Comprehensive Plan noted, the Town's scenic vistas are "an important part of [its] environment and should not be degraded." Views of Lake Champlain, the Adirondack Mountains, and/or the Green Mountains from such locations as Cumberland Head, east and west along the I-87 and Route 3 corridors, Rand Hill and Military Turnpike, and at the former Clinton County airport are key quality of life amenities that Plattsburgh offers. Such resources, in their totality, provide real social and economic returns, and are worth preserving in perpetuity.



## 2.9 Historic & Cultural Resources

### *Where we came from...*

By the end of the last ice age, approximately 11,300 years before present time (BP), Paleo-Indian hunter-gatherer groups moved into the Lake Champlain region.<sup>18</sup> Lake Champlain, having recently been formed by the receding Laurentian ice sheet, offered an abundance of natural resources for these early settlers, who would seasonally move with migratory animal populations and fish from the Lake's waters. Subsequent periods included the Archaic (9,000-2,900 BP) and Woodland (2,900-400 BP), during which time, the people of the Champlain Valley gradually changed from "mobile hunting and fishing parties to a dependence upon horticulture and the gathering of a greater diversity and quantity of wild plant foods."<sup>19</sup> By the late Woodland period, the Champlain Valley was home to several native groups, including the Iroquois, the Western Abenaki, the Mohican, and the Mohawk.

By 1609, when Samuel de Champlain discovered the waters that are now named after him, the native peoples of the Champlain Valley had already begun to experience cultural and societal pressures on various fronts. Faced with European born diseases and inter- and intra-tribal disputes, mostly surrounding trade and territorial issues, some native peoples either emigrated from the region or assimilated with other tribal groups, while others became overtly hostile to Europeans and/or other native peoples, leading to further strife and dislocation.



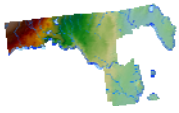
Recognizing its importance as a transportation route for trade, mainly in furs, the French and subsequently the British, sought to secure their interests within the Champlain Valley. In driving the Dutch from New Amsterdam by 1675, the British increasingly gained control of the region and sought to strengthen their alliances with the Iroquois who were hostile to French expansion within the Champlain Valley. Through this alliance, a period of indirect conflict between the French and British arose, whereby the British would press the Iroquois to confront the French throughout the region.<sup>20</sup> However, by the turn of century, more overt conflicts between the two nations developed.

While periods of uneasy peace marked the early half of the eighteenth century, by 1754, war between the two nations was inevitable. From 1754-1763, the British and French, along with their Native American allies, fought for full control of North America. As a strategic military

<sup>18</sup> Lake Champlain Maritime Museum ([www.lcmm.org](http://www.lcmm.org))

<sup>19</sup> *Ibid.*

<sup>20</sup> Bellico, Russell, *Chronicles of Lake Champlain: Journeys in War and Peace*, Purple Mountain Press, 1999



and vital transportation corridor, Lake Champlain was central to this conflict. It was during the French and Indian War when French sailors, looking to evade a British fleet, intentionally sank their own ships and beached another, somewhere near the present Cliff Haven in Cumberland Bay. The war would be defined by the back and forth nature of each campaign, whereby the French army would drive the British south, only to be driven back north in return. By war's end, the British had pushed the French from the Champlain Valley to Montreal, where the French signed the articles of surrender on September 8, 1760.

After the French and Indian War, the Champlain Valley experienced a period of relative peace. It was during this period that some of Clinton County's first settlers arrived. Although historians still debate who was the first to "settle" within the County, it appears that settlement occurred somewhere between 1766 and 1768. While it is reported that Jean La Framboise settled in the Town of Chazy in 1763 and in 1767 Charles De Fredenburgh settled along the Saranac River in what would become the Town and later the City of Plattsburgh, in all likelihood, these settlements were constructed sometime in 1768 and 1770, respectively.<sup>21</sup> It is very likely that the first settler in Clinton County was also the first to settle in what is today the Town of Plattsburgh.<sup>22</sup> William Gilliland, who purchased the Friswell Patent of 2,000 acres in 1765 while on an expedition to explore the patent and other territories with "Governor Henry Moore of New York Province, General Carleton the Governor of Quebec Province, Philip Schuyler a prominent Albany politician and land owner, Robert Harper acting as astronomer, Charles Fredenburg [sic] previously a Captain, and others." Upon return, one year later, Gilliland would erected the Possession House near the lake shore along the Salmon River on September 13, 1766.

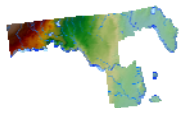
Peace within the Champlain Valley was short-lived. By the summer of 1775, the American Revolution was underway, and once again, Lake Champlain was a vital transportation corridor, which both the British and American forces would seek to secure. During the Revolutionary War there were many engagements throughout the greater Champlain Valley. One of the most important was the Battle of Valcour Island, which took place on October 11,



1776. Under the command of Benedict Arnold, the fledgling American Navy took on the British Royal Navy, which was headed by Quebec's Governor, General Carleton, who had accompanied William Gilliland some years earlier. Although the British Forces proved victorious, the battle significantly delayed their southern advance. According to one British officer, "If we could have

<sup>21</sup> Glenn, David, "What Area Can Claim the First European Settler in Clinton County," December, 2007.

<sup>22</sup> *Ibid.*



begun our expedition four weeks earlier, I am satisfied that everything could have ended this year."<sup>23</sup> Due to this delay the British Army was forced to wait for the winter to pass in order to continue their southern advance. In turn, this allowed the American Forces to regroup and prepare for the Battle of Saratoga, the turning point of the American Revolution.

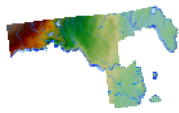
After the Revolution lands that were under British control passed to New York State. In 1784, Zephaniah Platt purchased the land and rights to what are now the Town and City of Plattsburgh, and the Towns of Beekmantown, Dannemora, Peru, Saranac and Schuyler Falls. On February 5, 1789, the title for the Town of Plattsburgh was officially given by the State. By 1790, there were 458 people living in the Town of Plattsburgh, mostly concentrated on Cumberland Head. In 1792, the Town of Peru was separated from the Town of Plattsburgh. Then in 1808, part of the Town was portioned to Franklin County. This iterative succession from the Town would continue throughout the nineteenth and early twentieth century.

On June 18, 1812, the United States was once again at war with Britain. During the War of 1812, the Champlain Valley and the Town of Plattsburgh again were witnesses to conflict because of their strategic location. On the morning of September 11, 1814, British and American gunboats opened fire on one another off the shores of Cumberland Head. These were the opening shots of the Battle of Plattsburgh. The battle also included a large land engagement near the Plattsburgh settlement. Off shore, American forces outmaneuvered British gunships, and were able to regain naval superiority on the lake. On land, advancing British forces were pushed back by American militia. The battle would prove to be a decisive victory for the U.S., and was the last invasion of the northern states during the war.

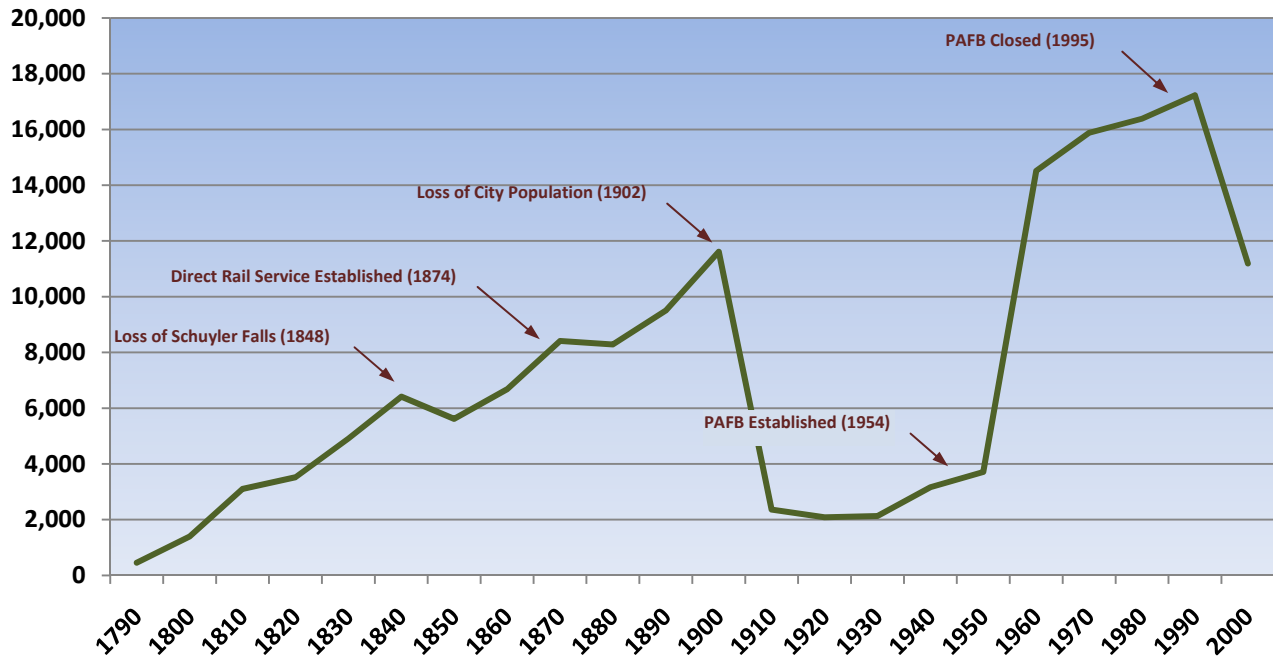
After the War of 1812, the Town of Plattsburgh continued to be apportioned. In 1820, Beekmantown was set off, as was the Town of Saranac in 1824. In 1839, 1848, and 1854, the towns of Black Brook, Schuyler Falls, and Dannemora were separated from Plattsburgh, respectively. However, Plattsburgh continued to grow with the opening of Champlain Canal in 1824, improved railroad connections in 1874 and the opening of the Plattsburgh Normal School in 1890 (SUNY Plattsburgh). By 1900, there were 11,612 residents in the Town and Village of Plattsburgh; however, in 1902, the City of Plattsburgh was incorporated, and by the 1910 U.S. Census, there were only 2,362 residents in the Town. Figure 34 illustrates the historic population trend for the Town.



<sup>23</sup> Miller, Nathan (1974). *Sea of Glory: The Continental Navy fights for independence*. New York: David McKay

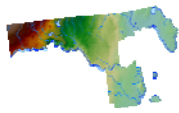


**Figure 34 – Plattsburgh Population Trends**



While the incorporation of the City led to a significant decrease in the Town's population, a portion of land purchased by the U.S. Government in 1814, which had previously been occupied on and off by army and navy troops and used for military training, would soon bring new growth. In 1954, ground was broken for the construction of Plattsburgh Air Force Base (PAFB), and in 1955 the base became home to the 380<sup>th</sup> Bomb Wing. From 1950 to 1960, the population of the Town of Plattsburgh increased from 3,713 to 14,515 people, mainly due to the growth of the PAFB. In addition to the 380<sup>th</sup> Bomb Wing, the 556<sup>th</sup> Strategic Missile Squadron was transferred to the PAFB in 1961. The 556<sup>th</sup> Strategic Missile Squadron was responsible for operating and maintaining 12 Atlas missile sites within a 50 mile radius of the Base; however, as part of a phase-out of this missile program, these sites were non-operational by 1965.

In June, 1993, the Federal Base Realignment and Closure Commission voted to close the Plattsburgh Air Force Base, and on September 30, 1995, the base was closed. Within less than five (5) years, the Town's population would decrease by approximately 35 percent. Anticipating this decline, however, the Town participated in the establishment of the Plattsburgh Intermunicipal Development Council (PIDC) in 1993 to help plan for the reuse of the PAFB site. In 1995, the PIDC transitioned its responsibilities to the newly created Plattsburgh Airbase Redevelopment Corporation (PARC). PARC was created to manage the redevelopment of the



base. Clinton County redeveloped the airstrip and the associated facilities into the Plattsburgh International Airport. Currently there are 250 industrial, commercial and office buildings and has site has attracted more than 60 tenants ranging from manufacturing to medical care to market research facilities. Now, with the redevelopment of the former PAFB nearly complete the need for PARC wanes. As such, the decommissioning of the organization is being planned accordingly.

The construction of the Adirondack Northway (I-87), in the 1960's, which improved connections to Montreal to the north and the Capital District to the south, further encouraged development in the Town. By 1970, the Town's population was 15,881. In 1975, the Pyramid Companies opened a 400,000 square foot mall near Route 3 and I-87. Just four years later the Town would widen the Route 3 corridor to accommodate the increase in commercial traffic to the area. As the Town of Plattsburgh continued to grow in the 1980's and 90's, it expanded its community services and municipal infrastructure. Major events included the creation of the Morrisonville-Schuyler Falls Volunteer Emergency Squad in 1981; the drilling of seven wells in Morrisonville that same year; the construction of a new water treatment plant in Morrisonville in 1982; and the development of five (5) new sewer districts by 1988.

### **Historic and Cultural Resources**

Preserving the rich historical resources of Plattsburgh is an important part of any comprehensive planning effort. Many of Plattsburgh's historical resources, such as Valcour Island, are also significant open spaces and/or natural resources. The following historic sites were compiled during the preparation of the 1999 Town of Plattsburgh Comprehensive Land Use Plan. Where necessary, additional information was added and/or edited. Figure 35 illustrates the location of many of these resources (see Appendix 1, Report Maps).

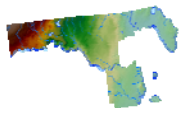
### **Religious Facilities**

- Bible Baptist
- Cadyville Wesleyan
- Grace Fellowship
- Kingdom Hall of Jehovah's Witnesses
- New Apostolic
- St. James
- St. Joseph
- St. Mary's of the Lake
- Seventh Day Adventist
- North Country Alliance
- Turnpike Wesleyan

### **Cemeteries and Burial Grounds**

- Addoms – Hagar Burial Ground, Route 314, Cumberland Head
- Baker Burial Ground, Route 3, West Plattsburgh
- Balach Graveyard, Military Turnpike
- Cadyville Protestant Cemetery, Church Street, Cadyville





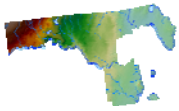
- Collins – Addoms Cemetery, Pellerin Road
- Gilliland Cemetery, Route 9 South
- Havens Graveyard, Wallace Hill Road
- Hoag Graveyard, Route 314, Cumberland Head
- John Ransom Burial Ground, Route 314, Cumberland Head
- Rugar Family Cemetery, Adjacent to I-87 south of Rugar Street
- St. Alaxander’s Cemetery, Rand Hill Road, Morrisonville
- St. James Cemetery, Church Street, Cadyville
- St. Mary’s of the Lake Cemetery, Route 314, Cumberland Head
- Slave Burial Ground, Route 314, Cumberland Head (near Addoms-Hagar)
- South Plattsburgh Cemetery, Route 22, South Plattsburgh
- Thorn Cemetery, Brown Road, Treadwells Mills
- Whispering Maples Mausoleum, Tom Miller Road
- War of 1812 Burial Ground, north end of Crab Island
- West Plattsburgh Union Cemetery, Rand Hill Road, Morrisonville



### Historic Markers and Site

- Addoms – Hagar Burial Ground, Route 314, Cumberland Head
- Baker Burying Ground, Route 3, West Plattsburgh
- Benjamin Mooers Home site and Historic Marker, near Cumberland Head fire station
- Breast Works Point, War of 1812, Route 314, Cumberland Head – no marker
- Cadyville Union School Historic Marker 1914, Route 3, Cadyville
- Col. Thomas Miller Home Historic Marker, War of 1812, corner of Quarry Road and Tom Miller Road
- Cumberland Bay Lake Battle, War of 1812 September 11, 1814, Lake waters south of Cumberland Head
- Fort Iazard 1814, War of 1812, corner of North Beekman Street and Tom Miller Road
- Iron Ore Blast Furnace 1809 – first one on west side of Lake, Route 9 and Salmon River – no marker



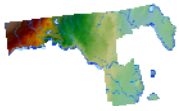


- Isaac Platt Historic Marker c. 1802, Quarry Road
- John Addoms Home and Historic Marker 1790, Route 314, Cumberland Head
- Old Military Turnpike, corner of Route 3 and Military Turnpike
- Revolutionary War Battle of Valcour October 11, 1776, Valcour Island waters
- Saranac River Forges Historic Marker, Park Row, Cadyville
- Sheldon-Hagar Homestead and Historic Marker c. 1810, Latour Avenue
- Thomas Benedict IV Homestead & Historic Marker c. 1805, Route 3 near I-87
- War of 1812 Monument, Crab Island
- William Gilliland “Possession” House Site, 1766 site of homes of William Hay and Henry Cross, fist European settlers in Town, Route 9 and Salmon River – no marker
- Woolsey Mansion Historic Marker 1785-1801, Route 314, Cumberland Head
- Pike’s Cantonment, War of 1812, c. 1812-1813, site of Col. Zebulon Pike encampment, Route 22 and Saranac River, just past the Plattsburgh International Airport flight line



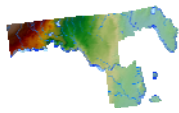
### Historic Homes

- The Sheldon-Hagar homestead, Latour Avenue. Date: c. 1810
- The Woodruff-Moore homestead, Route 9 north of Plattsburgh. Date: c. 1810
- The John Addoms homestead, Cumberland Head. Date: 1790
- The Melancton L. Woolsey homestead, Cumberland Head. Date: 1785-1800 (demolished in 1997)
- The Durand homestead, Cumberland Head. Date: pre-1800 (demolished)
- The Barber house, Route 22. Date: c. 1810
- The Howe-Morrison farm, Route 22. Date: 1805
- The Isaac Allen homestead, Barber Road. Date: c. 1792
- The Marsh-Stafford farm, Route 22. Date: 1815
- The McCreedy-Fitzpatrick farm, Route 22. Date: c. 1815
- The McCreedy homestead, Route 22. Date: c. 1795 (demolished for Cadyville Expressway)
- The Isaac Platt house, Old Route 22. Date: c. 1802
- The Halsey Homestead, Tom Miller Road. Date: c. 1790
- The Collins homestead, Comstock Road. Date: c. 1805 (demolished in 1978)
- Storrs’ Tavern, Military Turnpike. Date: c. 1805
- The Fordham homestead, Robinson Road, West Plattsburgh. Date: 1800



- The Bradford home on Bradford Road, West Plattsburgh. Date: c. 1810
- The Plattsburgh-Mead homestead, West Plattsburgh. Date: 1800
- The Henry Ostrander home, West Plattsburgh. Date: c. 1800
- The Levi Scribner homestead, West Plattsburgh. Date: c. 1800
- The Scribner-Hunter home, West Plattsburgh. Date: c. 1820
- The Plattsburgh-Bates homestead, West Plattsburgh. Date: c. 1796
- The Baker home, West Plattsburgh, Date: 1804
- The Bake-Bidwell home, Route 3, Date: c. 1805
- The Vaughan house, Route 3. Date: c. 1805
- The Balch home, Route 3. Date: 1812
- The Nehemiah Herrick homestead, Military Turnpike. Date: c. 1800
- The Benedict homestead, Route 3. Date: c. 1805
- The Saxe-Gilliland-Day home, Route 9 south of Plattsburgh. Date: c. 1810
- The Colonel Thomas Miller Home, corner of Quarry and Tom Miller Roads.





### 3.0 Buildout Analysis

A buildout analysis is an estimate of the overall development potential of a land area taking into account zoning and development constraints. Utilizing the Town’s zoning regulations, as well as environmental and regulatory constraints an estimate of the total number of residential dwellings units in the Town was prepared. The analysis was performed using Geographic Information Systems (GIS) software and data supplied by the Town, Clinton County, and various state and federal sources.

#### Buildout Scenarios

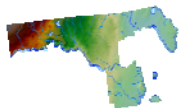
Potential dwelling units were calculated under three scenarios that differed in assumptions about the severity of the Town’s environmental constraints. An environmental constraint is an area considered to be unbuildable for the purposes of this analysis. Table 14 illustrates the environmental constraint assumptions for each scenario.

**Table 14 - Environmental Constraints Considered for Buildout Analysis**

Scenario 1: “Base Case”	Scenario 2: “Fewest Constraints Case”	Scenario 3: “Sewer District Consideration Case”
<ul style="list-style-type: none"> <li>• Slope greater than 15%</li> <li>• NYSDEC and USFWS NWI Wetlands + 100-foot buffer</li> <li>• Surface Waters and Streams + 100-foot buffer</li> <li>• 100-Year FEMA Floodzone</li> <li>• Lands within 100 feet of an historic site</li> <li>• Depth to bedrock less than 2 feet</li> <li>• Depth to water table less than 2 feet.</li> </ul>	<ul style="list-style-type: none"> <li>• Slope greater than 15%</li> <li>• NYSDEC and USFWS NWI Wetlands + 100-foot buffer,</li> <li>• Surface Waters and Streams + 100-foot buffer</li> <li>• 100-Year FEMA Floodzone</li> <li>• Lands within 100 feet of an historic site.</li> </ul>	<ul style="list-style-type: none"> <li>• All of the constraints in the Scenario #1, with the exception of the bedrock and water table constraints, which were applied differently in Scenario #3. In Scenario #1, the depth to bedrock and depth to water table constraints were applied throughout the Town, whereas for Scenario #3, these two constraints were only applied to lands outside of a sewer district.</li> </ul>

#### Parcels Included in the Buildout Analysis

Since the objective of the buildout analysis was to determine the number of potential residential dwelling units, certain parcels were excluded from the buildout study because the ownership or current use of the parcel preclude residential development of the land. Parcels owned by New York State were excluded from the study. In addition, parcels containing



churches, cemeteries, landfills, parking lots, public parks, picnic grounds, power generating facilities, police facilities, water and sewer treatment plants, utilities and public buildings were also excluded from the study. The remaining parcels in the Town, consisting of publicly and privately-owned residential land, commercial land, and vacant land were included in the study and analyzed for potential residential development.

Applicable Zoning Districts

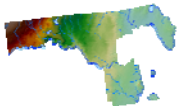
Within the Town of Plattsburgh, some zoning districts permit residential development, while others do not. Therefore, only parcels or portions of the parcels lying within a zoning district that permits residential development were considered in the analysis. Table 15 provides the Town of Plattsburgh zoning districts that permit residential development:

**Table 15 – Residential Zoning Districts**

Zoning District	Utility Availability	Minimum Lot Size (sq ft / unit)
MH Manufactured Home District	public water & public sewer	9,000
MH Manufactured Home District	either public water or public sewer	15,000
MH Manufactured Home District	neither public water nor public sewer	20,000
NC Neighborhood Commercial District	public water & public sewer	9,000
NC Neighborhood Commercial District	either public water or public sewer	15,000
NC Neighborhood Commercial District	neither public water nor public sewer	20,000
R-1 Residential District 1	public water & public sewer	9,000
R-2 Residential District 2	public water & public sewer	9,000
R-2 Residential District 2	either public water or public sewer	15,000
R-2 Residential District 2	neither public water nor public sewer	20,000
R-3 Residential District 3	public water & public sewer	20,000
R-3 Residential District 3	public water but no public sewer	40,000
R-4 Residential District 4	with or without public water and public sewer	40,000

Identification of “Buildable” vs. “Unbuildable” Parcels

Once the candidate parcels were selected based upon the steps described above (current use, ownership, and zoning district), the next step was to digitally combine (using GIS software) the candidate parcels with the environmental constraints datasets and calculate the portion of the parcel that is free of environmental constraints (i.e., unconstrained), and to determine if the unconstrained land is “buildable” or “unbuildable”. For the purpose of this study, a parcel was considered buildable if the unconstrained area was greater than or equal to ½ the minimum lot



size; otherwise, the parcel was considered unbuildable. For all parcels except those with property class of “Vacant Lands” or “Wild, Forested, Conservation Lands”, the minimum lot size was subtracted from the unconstrained acreage *before* determining if the land was buildable or unbuildable.

Identification of “Underutilized” vs. “Utilized” Parcels

Once each parcel was examined to determine if it is “buildable” or not, only those parcels which are “buildable” proceeded to the next step, which was to determine if the unconstrained land was “underutilized” or “utilized”. For the purposes of this study, a parcel is considered “underutilized” if it was vacant, or if the unconstrained land is more than five times the minimum lot size; otherwise the parcel was considered “utilized” and therefore excluded from further consideration. The purpose of this step was to consider the possibility that large parcels on which a single dwelling unit was currently located may be re-subdivided in the future, allowing for additional development.

Allowances for Roads and Utilities

The next step in the buildout analysis was to take into consideration the portion of land that would be needed for roads and utilities. Only those parcels which were determined to be “buildable” and “underutilized” proceeded to this step. The following reductions were applied:

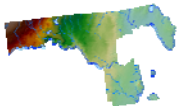
- If the unconstrained land was >20 acres, then the unconstrained land was reduced by 10 percent.
- If the unconstrained land was 5 - 20 acres, then the unconstrained land was reduced by 15 percent.
- If the unconstrained land was <5 acres, then no reductions were applied.

Calculate Potential Residential Dwelling Units

The final step in the buildout analysis was to calculate the number of potential dwelling units for the unconstrained portion of each “buildable” and “underutilized” parcel. The results of the buildout analysis are provided in Table 16.

**Table 16 - Buildout Analysis Results**

	Scenario 1 “Base Case”	Scenario 2 “Fewest Constraints Case”	Scenario 3 “Sewer District Consideration Case”
<b>Total Potential Dwelling Units</b>	7,833	18,036	9,158



#### **4.0 Community Input & Vision**

Meaningful public participation is an essential part of any comprehensive planning effort. The Plattsburgh Comprehensive Land Use Plan Committee actively sought input from many people throughout the planning process. The goal was to effectively educate the public about the project, identify community issues and values, and provide information to the Committee to help it develop recommendations that the community supports. Public participation involved stakeholder interviews, neighborhood public meetings, regularly scheduled Committee meetings that were open to the public, and web-based information sharing and commenting.

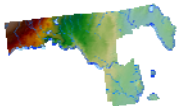
The following discussion provides an overview of the public input provided to the Committee. The full results of the stakeholder interviews and public meetings are detailed in Appendices 1 and 2.

##### *Stakeholder Interviews*

Stakeholders from various sectors of the community were interviewed during the planning process to gain an understanding of the various community priorities, issues and concerns. The objective was to understand the variety of community issues early in the planning process so they could be considered during the identification and review of the Comprehensive Land Use Plan's recommendations. Thirty-four (34) representatives from various stakeholder groups were interviewed. The stakeholders represent a variety of agency, business association, development, industry, and environmental interest in the community. Four questions were asked:

- 1. What do you like about Plattsburgh?**
- 2. What don't you like about Plattsburgh?**
- 3. What would you like to see changed?**
- 4. What would you like to not see changed?**

The following is a summary of the most often repeated comments. It is important to note that throughout the community input and vision phase, residents and stakeholders alike often displayed some confusion between the Town of Plattsburgh and the City of Plattsburgh. The complete comments are found in Appendix 3.



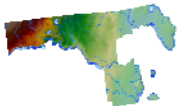
## 1. What do you like about Town of Plattsburgh?

- Proximity to Lake Champlain & mountains, beauty of area (13)
- Central location (10)
- People are decent/great, friendly hometown atmosphere (7)
- Not overpopulated/crowded (7)
- Town is progressive, forward thinking (7)
- Elected officials – Town is well run (6)
- Rural (6)
- People have pride in community (4)
- Community works together (3)
- Town departments work together and always looking to improve (3)
- Good tax base (3)
- Good parks/recreation (3)
- Low crime rate (3)
- Quiet (2)
- No traffic (2)
- Not too big, not too small (2)
- High quality of life (2)
- Economy – not feeling recession so much here (2)
- Mix of urban and rural (2)
- Safe environment (2)
- It's one of the two urban areas on Lake Champlain (2)
- Town doesn't have financial woes with employees like the City does (2)

## 2. What don't you like about Town of Plattsburgh?

- Can't think of anything (7)
- Route 3 strip development, or strip development in general (4)
- No town water or sewer (3)
- Expensive services/high taxes (3)
- Retail setup is inadequate – not enough good quality retail [clothing] stores (3)
- Not enough good restaurants (not gourmet and not chains) (2)
- Everyone is anti-density (code is anti-density), living in past (2)
- Winter (2)
- Not enough waterfront usage for town-owned land, sold instead of using as park (2)
- Feuding of City and Town governments (2)
- Not pedestrian friendly (2)
- Town gets in its own way sometimes with political jurisdictions being too parochial (2)
- Poor design standards (2)
- Traffic on Route 3 (2)
- Everyone so involved with own lives that there isn't much community spirit (2)



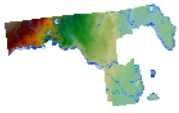


### 3. What would you like to see happen in the next 10 years?

- Needs to grow sensibly with balance, good long-term plan (5)
- Consolidate governments (4 yes and 1 maybe)
- Development of air strip (4)
- Better road system (4)
- Expand airport for better air service(4)
- More amenities/infrastructure to attract big companies/new business (comfort, recreation) (4)
- Public water and/or sewer (4)
- Protection of things we value (3)
- More pedestrian friendly (3)
- More publicly accessible amenities, recreation, and/or open space (3)
- Need better retail development along Route 3 with better standards (2)
- Need new or expanded industry or business to bring jobs (2)
- Eliminate/reduce police force to reduce taxes (2)
- Road improvements (potholes) (2)
- Governments and services need to work together more (without consolidation) (2)
- Better train service (2)
- Growth of existing industries rather than new industry (2)
- City and Town need to work together (2)

### 4. What would you like not like to see happen?

- Don't want uncontrolled urban sprawl – need balance (4)
- Don't want any further divides in government (4)
- Don't want continued strip development, especially along Route 3 (2)
- Do not over-regulate to make it hard for businesses (2)
- Don't want to see problems associated with urban environment (i.e., crime) (2)
- Don't want Town to get too big and lose charm (2)
- Don't want to lose any major employers (2)



## **5.0 Summary and Discussion of Planning Issues**

### **5.1 Economic Development**

The Plattsburgh community did a remarkable job of reinventing itself after the closure of the Plattsburgh Air Force base. The Town took advantage of its transportation connections and proximity to Canada to attract manufacturing businesses. Many communities would have struggled to survive after losing so many residents. That Plattsburgh did not is a tribute to the vision and hard work of the community's leaders.

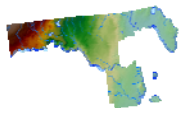
One of the factors attracting businesses to Plattsburgh is the community's relatively low wage scale. This is of course a mixed blessing because, as discussed in Section 2.5, wages are relatively low or have remained relatively stagnant relative to the cost of living. Communities throughout New York, and indeed the country, seek to attract businesses that pay higher than average wages and that provide stable employment. Plattsburgh is no exception. The Town, in concert with other municipalities and economic development officials, should craft a strategy to attract a next generation of businesses that pay a higher wage scale. Such businesses may occupy a variety of industry niches, including transportation, energy, pharmaceuticals and technology.

On the land use side, this requires setting aside land in planned business parks that will appeal to companies that desire a corporate park setting in which to conduct business. It also requires reserving land for desired businesses, turning away those that don't fit the profile the community is seeking. The Town has a significant amount of vacant land zoned for business and industrial use, which may tend to lower the value of this land.

Attracting businesses with a higher wage scale will help attract and keep young people in the community. Young people provide energy, diversity and ideas, all of which are desirable in creating a vibrant community. This will in turn will attract more employers who seek a community with a high quality of life in which to locate their business.

### **5.2 Housing**

Plattsburgh's housing stock is affordable compared to many areas of the State. However, housing affordability is a significant issue for many in the regional market. More than a third of the Town's population has low or moderate incomes, making it difficult for them to afford housing. The Town has a high percentage of its housing stock in mobile homes and a significant portion of the housing stock is in need of repair and improvement. Housing in need of repair or improvement tends to be concentrated in neighborhoods such as Wallace Hill and Treadwells



Mills. Most housing developers shy away from building affordable housing because it has low profit margins compared to other housing products. Residents of established neighborhoods sometimes oppose agency sponsored affordable housing projects because of perceptions about safety and impacts to property values. These factors tend to negatively impact housing affordability. The Town's zoning ordinance allows single family housing on relatively small lots throughout the Town so there do not appear to be density driven mechanisms to encourage affordable housing.

The Town has relatively little rental housing because this need is mostly met within the City of Plattsburgh. Several dorms are currently being built near SUNY Plattsburgh's main campus, which will tend to free up additional rental housing in the City. Additionally, the City has less expensive electrical rates, which helps drive demand for rental housing.

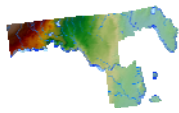
There are several small scale senior housing projects in the Town. There is likely to be an increased demand for senior housing as the Town's population continues to age. While current residents make up a portion of the aging population, the Town is becoming increasingly desirable for retirees who may originally be from the area (e.g., former military servicemen and servicewomen), because of the relatively low cost of living, quality of community services, and the region's overall quality of life.

The Rural Housing Development Plan prepared for the Clinton County Housing Coalition cited the following needs:

- Improved owner-occupied affordable housing stock.
- Increased rental rehabilitation.
- There are many poor quality mobile homes and manufactured homes.
- The need for small senior rental housing projects.
- Data shows low income households are housing cost burdened i.e. pay more than 30 percent of income for housing.

The DHCR May 2008 North County Regional Report made the following observations which are also consistent with the findings and recommendations of this housing strategy and plan.

- The quality of the housing stock has deteriorated due to deferred maintenance.
- Rehabilitation of rental housing stock is needed.
- There is a need for housing for seniors who want to stay within their community.



The Town housing needs a strategy that is consistent with the findings and recommendations of other current county, regional and State housing reports and can be use to facilitate and implement the Town’s housing programs and initiatives.

### **5.3 Retail Development**

The Town of Plattsburgh is the retail center of Clinton County. The Route 3 corridor draws shoppers from throughout the region. It provides employment and generates significant sales tax revenues. A second, smaller retail center is developing along Route 9 in the northern part of the Town. Maintaining these commercial centers is important to the fiscal health of the Town. Moreover, they provide Town residents with the necessities of life close to where they live. The Route 3 corridor has grown without a master plan for how it should look or function, particularly with respect to traffic circulation. Over the long run it would be desirable if both of the Town’s major commercial district were more pedestrian friendly, had less sign and overhead clutter, had fewer curb cuts and a more uniform appearance. The Town should seek to incrementally improve the appearance and function of its commercial areas while continuing to encourage new investment.

### **5.4 Infrastructure**

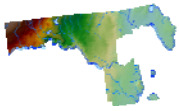
The Town is blessed with a robust water and sewer infrastructure which serves most of the developed area of the Town. Voters on Cumberland Head recently turned down a referendum that would have leveraged State financing to extend sewer lines onto the Head. The Town should now plan for lower densities on Cumberland Head.

The Town’s wastewater is conveyed to the City of Plattsburgh Wastewater Treatment Plant. The City plant has overflow issues during periods of wet weather and there are concerns over the level of treatment provided. The Town should support efforts to upgrade the City’s plant and address the wet weather overflow problem.

The Town should consider extending water service to the Morrisonville area where development densities are increasing. Once this extension is made the water system should be considered complete for the foreseeable future, except for maintenance and upgrades, where appropriate.

### **5.4 Community Services**

When they hear the word “Plattsburgh,” most people probably think of the City. Residents of the Town and City vote for different elected officials, pay taxes at different rates and have somewhat differing services. However, the communities function together and their futures are



inextricably linked. The Town and City should have ongoing discussions about ways they can cooperate in the provision of services, thus avoiding duplication and saving money.

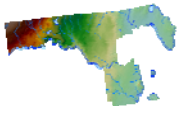
### **5.5 Land Use, Natural Resources and Open Space**

As discussed in Section 3, there is ample room for new development in the Town. Under current zoning and at current rates of development, the Town would not be built out for hundreds of years. There is sufficient land zoned for industrial and manufacturing uses and there are robust commercial areas suitable for expansion. The Town thus has an opportunity to identify areas with important natural resource characteristics and make efforts to set aside and protect them. Such areas include open space tracts on Cumberland Head, the Town's wetlands and river corridors and the lightly developed wooded areas in the western part of the Town. These areas should be protected through public and private means. This may include outright land acquisitions or the purchase or lease of development rights by the Town, privately, or by a non-profit entity. It also may include the use of conservation easements or by employing development techniques such as clustering or conservation subdivisions that preserve environmentally important land while allowing development of other parts of a parcel.

The Town does not have good information about its plant and animal resources. A Town-wide survey of important habitats as well as rare, threatened and endangered species locations has never been conducted. The Town should proactively address this shortcoming so that it has information about resources that need protection. This may include the preparation of a biodiversity survey and habitat assessment study.

The Town has significant acreage of important agricultural soils. However, there is relatively little active agriculture. Agricultural soils are scattered throughout the Town; there is no pattern to their distribution that would lead to an obvious plan for their protection. Such soils may be important in the future, not to dairy farming, which is still economically viable in the surrounding rural towns, but rather, to small scale niche farming. Protection of important agricultural soils should be considered in the development review process so that this resource can be protected, where appropriate. In order to help coordinate this effort, the Town should further study and identify its agricultural resources. As a part of that effort, The Town needs to recognize what agricultural opportunities are economic and social assets to the community and actively promote them.

The Town's Lake Champlain and Saranac River waterfronts are two of its most important resources. They provide scenic beauty and afford unparalleled opportunities for recreation. The Town should make efforts to improve and maintain public and visual access to these resources.



In addition, the Town should seek to preserve and enhance the respective ecosystems of both waterfronts.

Finally, the Town is blessed with scenic views of the Adirondacks to the south and west and Lake Champlain and the Green Mountains to the east. The Town should seek to protect these views so that can be enjoyed by all. This may include the use of viewshed overlays and design guidelines, where it is appropriate.

## **5.6 Transportation**

Much of Plattsburgh's economic success is attributable to its location astride the Route 87 corridor and its proximity to Montreal. The Town also benefits from a good internal road network and an excellent highway department. While there are no glaring needs, the Town would benefit from improved connections and circulation within its commercial areas, improved gateway treatments and improved rail access.

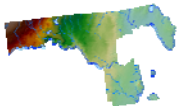
## **5.7 Parks and Recreation**

The Town has an outstanding recreation system with numerous parks and facilities throughout Town. A good parks and recreation system is important for both existing residents as well as for employers considering locating in Town who seek a high quality of life for their employees. The next step in the Town's recreation system should be development of a town wide trail system. The Town should also develop a recreation master plan to guide future improvements in its system.

In addition to parks and recreational amenities, initiatives that support and engender the health and wellness of the Town's residents should be explored. Such initiatives may include a coordinated, holistic approach towards enhancing the Town's overall quality of life. Through such efforts as community-based educational programs, healthy living programs, family support and/or development programs, environmental initiatives, natural resource preservation, and multi-modal transportation infrastructure, the Town can promote a community attitude conducive to healthy living.

## **5.8 Demographics**

Although the Town's population is growing slowly, it is also aging. While the implications of an aging population may include less economic activity, declining school enrollments and, potentially, disinvestment in public services, there are important opportunities that are presented with such demographics. More specifically, older residents tend to drive less and have fewer children, thereby decreasing their demand on municipal services. In addition,



private services for the elderly, such as assisted living facilities, can generate employment for a community's younger residents. Finally, older residents tend to actively support civic organizations more and are often patrons of the arts. Regardless, the Town needs to encourage residents of all ages and income levels so that each may add their strengths to the community. A demographic profile skewed either to the young or the old may bring both problems and benefits.

On the one hand the Town should continue to attract businesses that pay a higher wage scale. One way to do so is by providing "quality of life" amenities such as recreation facilities and community programs that are desirable to young professionals seeking a community in which to settle. At the same time the Town should market itself to active retirees who seek an amenity rich, affordable community in which to retire.

### **5.9 Health and Wellness**

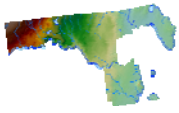
Public health problems associated with higher rates of chronic disease known to occur in Clinton County can be influenced by town policies and actions. By giving attention to the importance of health and wellness the town can become a stronger social and economic place with employees that are healthy and ready to work. Both current and prospective employers will benefit from collaborative efforts of the town and other government/non-government entities that promote a built environment conducive to increasing physical activity and improving access to good nutrition.

Policy and built environment changes can also have significant impact on the health of residents and visitors. More specifically changes in the built environment such as enhancing walking and bicycling and creating pedestrian connections increases physical activity that are potentially low cost and easily sustained.

Within this plan is a common and unifying element that recognizes and supports creating town policies or efforts to increase and sustain chronic disease prevention resources and programs, including the Clinton County Health Department Mobilizing for Action through Planning and Partnership (MAPP) project.

### **5.10 Historic and Cultural Resources**

Plattsburgh is blessed with a number of historic sites centered around the military history of lake Champlain. The Town should cooperate with its neighbors to publicize and interpret its rich history, attracting tourists and developing resources that cater to them.



## 6.0 A Vision for the Future

In 2020 the Town of Plattsburgh will be the commercial, employment and recreation hub of New York's Lake Champlain region. Townspeople will work in a mix of manufacturing, financial, government, retail, hospitality, aviation, business and human services, green and high tech industries. The Town will have succeeded in attracting a new generation of businesses that pay higher wages, and with them has come a more diverse and affluent middle class. Broadband telecommunication service is available throughout the Town, with a resultant expansion of home based employment and a reduction in transportation needs, energy use, and need for daycare.

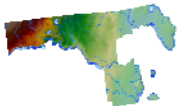
The Town continues to be the region's commercial center. Rather than creating major new commercial areas, the Town has revitalized its existing commercial areas improving their appearance and walkability through the use of design guidelines. The Town has continued to protect its neighborhoods and has encouraged the development of neighborhood scale commercial development to meet their needs. The Town has encouraged the development of higher density housing near the hamlets as well as in other locations to meet the need for workforce and senior housing. The Town has encouraged clustered development to protect important open and natural spaces and it has also used this technique to protect some of its best agricultural soils, which in turn are being used to grow a variety of crops for the local and regional markets. The Town has worked with a private land trust to protect key open space parcels. Identification of these areas was aided through flora and fauna inventories performed with the assistance of SUNY Plattsburgh and other institutions.

The Town's park system has been expanded and linked by a network of pedestrian/bicycle trails, and these trails also link to the City. There is excellent access to the Saranac River and improved access to Lake Champlain at Crab Island Park.

The Town has a growing mixed use development at the former county airport which has helped create a sense of identity and place. This has been reinforced through improvement of the Town's major gateways, architectural and signage guidelines and through branding.

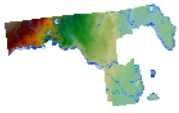
Plattsburgh is a healthy community. In addition to emphasizing walkability, the Town has undertaken a transportation initiative that includes bus service, ride sharing and community bicycles. Recognizing the importance of conserving its natural resources and sustainability, the Town, through its green initiative, is working to encourage energy efficiency in new construction as well as the use of small scale solar and wind development and other forms of alternative energy. The Town has discouraged industrial scale wind energy development.





Plattsburgh is a tourist center and attracts persons interested in its beauty, history, recreation opportunities and the arts. The Town collaborates with the City and local colleges in the provision and marketing of amenities and services and works with the colleges to provide employment opportunities to recent graduates.

Plattsburgh in 2020 is a growing, vibrant and diverse community which has capitalized on its assets and positioned itself as a great place to live, work and play.



## **7.0 Recommendations**

This section presents recommendations to address the issues and implement the vision discussed in the plan. The recommendations are organized by topic. For a few topics only a single general recommendation is offered. However, for most one or more specific strategies are presented. Those recommendations with a physical element are illustrated by Figure 37, Comprehensive Plan Recommendations (see Appendix 1, Report Maps). Section 8.0 prioritizes and assigns implementation responsibilities to the recommendations.

### **1. Economic Development**

The Town has a strong employment base. However, wages are relatively low and remain stagnant in certain industries. The lack of high wage paying jobs affects the Town's prosperity and sustainability, especially its ability to attract and keep young professionals in the area. The Town should seek to attract stable businesses that will create and retain good paying jobs. The following strategies are recommended.

#### **a. Create Planned Business Parks**

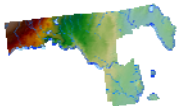
The Town should encourage the creation of planned business parks providing corporate style office settings. Such parks tend to attract high wage paying businesses that seek such environments in which to conduct business.

#### **b. Develop a Business Incubator**

The Town should develop a regional business incubator marketed to green/technology and related industries. The incubator should be developed when possible in conjunction with the City, surrounding towns, SUNY, and economic development agencies. Retail sales should be allowed at the incubator. Possible locations may include Tom Miller Road and the business park near Town Hall.

#### **c. Rezone the County Airport Property to a New Airport Development District**

The Town should rezone the County Airport property to a New Airport development district that encourages high density, hamlet style development with a mix of uses, including manufacturing uses. Land in this district should be reserved for technology/manufacturing businesses that provide stable, high paying jobs.



**d. Allow Work Force Housing in Selected Business and/or Lighter Industrial Oriented Zones**

The Town should amend the zoning ordinance to allow work force housing nearer to places of employment. This may include business or campus-like industrial parks that may extend over 25 acres. This would help to meet the need for such housing in close proximity to jobs.

**e. Reduce Industrially Zoned Land in Selected Areas**

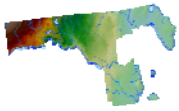
The Town has more than adequate industrially zoned land to meet its needs for the foreseeable future. An excess of such land tends to depress prices and attract development that may not pay the higher wages the Town desires. The Town should rezone the industrial land on the west side of Route 22 to residential use and should carefully review its other industrial areas for potential rezoning.

**2. Housing Affordability**

The Town has housing problems and issues with its single family owner occupied housing stock, its rental housing and the mobile home component of its housing stock. There are a significant number of homeowners and renters with housing costs that exceed 30 percent of their gross household income, which is considered a key threshold by most economist and finical experts. There are also a significant number of single family homes, including mobile homes and rental units, that have housing improvement needs and these units are likely to be occupied by persons of low or moderate income. The increasing elderly population will face increasing housing affordability problems, a lack of financial resources to meet housing improvement needs for owner occupied housing, and limited choices for affordable rental housing. Housing needs should be addressed as follows.

**a. Owner Occupied Housing/Housing Improvements & Rehabilitation**

The Town has successfully sought and obtained housing rehabilitation grant funds through the “HOME” program administered by the NYS Division of Housing and Community Renewal (DHCR). The Town strategy should be to continue to pursue housing rehabilitation grant assistance through that program (HOME) through the Office of Community Renewal (OCR) and the NYS Affordable Housing Corporation (AHC ). Housing rehabilitation efforts could be expanded by combining AHC funding with HOME or OCR funding. AHC funding requires a 40 percent match. Properly combined, these programs can allow the Town to develop and sustain a long term rehabilitation effort. The strategy therefore is to pursue multiple approaches and resources to address housing improvement needs over an extended period of time.



Where possible, such rehabilitation efforts should try to incorporate green design elements to reduce the Town's ecological footprint, promote environmental justice, and advance other town-wide sustainability initiatives. One of the primary factors for recommending 'green design' is that it is cost effective over the long-term by saving money in energy costs. Currently the main problem for those who are less well-off is the considerable up-front capital required to employ such technologies.

#### **b. Support the Creation of a Local Housing Trust**

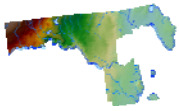
Community based housing trusts are designed to finance a portion of the mortgage to purchase an affordable house for income-qualified home buyers in exchange for title to the land. Some housing trusts will directly engage in developing affordable housing. The town should seek to partner with existing regional housing trusts or encourage the creation of a local organization. The Adirondack Community Housing Trust or Champlain Housing Trust in northeastern Vermont may serve as examples for such an organization.

#### **b. Rental Housing Rehabilitation**

The HOME and OCR grant programs can also be utilized to address existing rental housing rehabilitation needs. A component of the Town housing strategy and plan should include further identification and analysis of its existing rental housing conditions and occupancy. Grant funds could be sought to address these identified needs. Rental rehabilitation programs implemented by the community contain L/M occupancy and rent restrictions. Therefore rental rehabilitation programs serve to provide standard quality affordable rental housing to its low to moderate income (L/M) residents.

#### **c. Mobile Homes**

A very significant proportion of the Town's housing stock (25.6 percent) is mobile homes, which are located on either individual parcels or within mobile home parks. While the comprehensive plan does not present housing condition data for mobile homes, there are a significant number of owner occupied mobile homes that are in deteriorated condition. Recognizing that the Town of Plattsburgh is not the only community with this issue, DHCR, for the 2010 Unified Funding Process, established a Manufactured Home Replacement Initiative. This initiative can provide grant funding of \$50,000 per unit to facilitate replacement of existing mobile homes. A component of the Town strategy should be to pursue this funding to address the issue of existing, deteriorated mobile home units.



#### **d. Senior Housing**

The Town has a growing elderly population many of whom are of low or moderate income and with a high probability of housing costs that exceed 30 percent of their gross incomes.

Most seniors currently living in their own homes want to stay in those homes. Efforts to help seniors remain in their homes are part of an “aging in place” program, which are programs that seek to strengthen existing and develop new home and community-based services that make independent living possible. From a housing perspective, the Town strategy should be to take steps to ensure that option is available. This can be accomplished by targeting housing rehabilitation efforts to housing occupied by seniors. Assisting seniors with home improvement needs and with energy improvements can reduce energy costs and therefore housing costs. This effort can be part of an overall housing rehabilitation strategy and initiative.

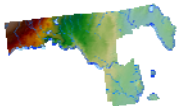
New rental housing for seniors is not a major component of the Town’s housing strategy, yet it is an important one. An increasing elderly population, a significant L/M population, increasing housing costs, and a housing cost burden that is evident for most renters, is a clear indication that some new affordable rental housing will be required to meet long term needs of the elderly.

“Affordable” senior housing will require housing subsidies. Small rental projects typically built or sponsored by housing not-for-profits utilizing Housing Trust Fund HOME or HUD subsidies would be one way to provide needed “affordable” housing for seniors. This option, although limited, should be available to accommodate those low income seniors that do not have the financial means to meet their housing needs. However, given that not all seniors are struggling financially, more upscale senior and assisted living facilities may be desirable in the near future.

The Town should review the zoning ordinance to ensure that it allows all forms of assisted senior living, including nursing homes, so-called “granny” apartments, and congregate care facilities.

### **3. Commercial Development**

The Town should strengthen and improve its commercial areas so that they function better and continue to attract retailers who desire to locate in the Town.



#### **a. Develop Commercial Design Guidelines**

The Town should develop commercial design guidelines for all commercial development. The purpose of the guidelines is to improve the accessibility and function of these areas by limiting curb cuts, improving internal connections and providing facilities for pedestrian access. Such improvements also help promote energy efficiency and a reduced carbon footprint. The guidelines should also address utility location, signage, lighting, landscaping and architectural appearance. In addition, the Town should develop a plan for the Route 3 and Tom Miller Road corridors. Such a plan would highlight more site-specific traffic and streetscape improvements and beautification measures.

#### **b. Expand Route 3 Neighborhood Commercial Area**

The Town should examine the zoning district designations, boundaries and uses in the Route 3 and Tom Miller Road corridors to ensure that they meet the Town's commercial needs while not resulting in sprawl or other negative consequences.

#### **c. Create Sidewalk Districts**

The Town should create sidewalk districts around its major commercial areas. The districts would provide a funding mechanism for the long term construction and maintenance of sidewalks.

### **4. Hamlets**

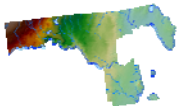
The Town should support distinctive, healthy hamlets.

#### **a. Create Hamlet Mini-Plans**

The Town should create mini-plans for each of its hamlets. These plans should rely heavily on resident input. Hamlet residents should decide what, if any, improvements they would like to see and then work with the Town to devise plans for their hamlet.

### **5. Infrastructure**

The Town has outstanding water and sewer infrastructure. Only limited improvements in the Town's infrastructure are needed. However, the Town should advocate for upgrades to the City's wastewater treatment plant, of which the discharge impacts Lake Champlain.



**a. Expand Sewer District to Morrisonville**

The Town should extend sewer service to Morrisonville to service houses with in-ground sanitary sewage disposal systems located on small lots. Such an expansion would help protect Saranac River water quality and could potentially collect wastewater from the Town of Schuyler Falls to the south.

**b. Explore the possibility of extending sewer service to Cadyville**

The Town should examine the need and/or feasibility for extending sewer services to the Cadyville area. Such an effort should examine if any cost efficiencies and/or environmental benefits would be met.

**c. Support upgrades to the City of Plattsburgh Wastewater Treatment Plant**

The Town should advocate for upgrades to the City's wastewater treatment plant that are protective of Lake Champlain's water quality. However, the Town should not bear the cost for such upgrades.

**6. Transportation**

The Town should seek to upgrade and improve transportation resources as needed to ensure the safe and energy efficient movement of people and goods.

**a. Develop Connector Road Between Rts. 3 and 374 to Wallace Hill**

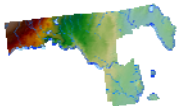
The Town should develop a connector road between Rts. 3 and 374 to provide for more efficient traffic movement. The Town will need to carefully study the route to avoid wetlands and adverse impacts to surrounding properties.

**b. Gateway Beautification**

The Town should provide uniform treatments to its major transportation gateways and/or gateways for the hamlets to create a well defined and inviting sense of arrival and place. Such treatments could make use of signage, landscaping and other common elements. It may consider developing design guidelines for such locations as well.

**c. Develop access management guidelines**

The Town should develop access management guidelines for its major commercial areas. The purpose of such guidelines would be to reduce curb cuts and improve traffic flow.



**d. Develop “complete streets” design guidelines and/or policies**

Complete streets include a change in orientation from building primarily for cars to incorporating design features for all potential roadway users. Instituting a complete streets policy ensures that transportation agencies routinely design and operate the entire right of way to enable safe access for all users. Complete streets allow for drivers, transit users, pedestrians, and bicyclists, as well as older people, children, and people with disabilities to use and/or enjoy sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable and accessible transit stops, frequent crossing opportunities, median islands, accessible pedestrian signals, curb extensions, and the like. Often such design features can incorporate green design features to make roadways more environmentally friendly.

**e. Improve rail service**

The Town should advocate for improved passenger rail service to Plattsburgh. The Town should advocate for infrastructure improvements that would improve freight service.

**f. Improve Transportation and Links to Railroads**

The Town should begin long range planning for multi-modal transportation centered around improved passenger and freight railroad services.

**g. Improve Links to Airport**

The Town should begin long range planning for a new road from the intersection of Ampersand Drive and Rugar Street to Route 22, near the Airport Terminal.

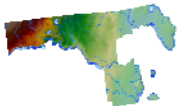
**h. Promote an ongoing dialogue between the Town, County, and State in order to better improve the Town’s road network.**

The Town, County, and State should work together and coordinate their efforts to improve the function and operation of the Town’s road network, particularly along its major transportation corridors.

**7. Open Space**

The Town should protect its key open spaces through both public and private means. Specific recommendations are as follows.





**a. Adopt Clustering/Conservation Subdivision Provisions**

The Town should amend its zoning and subdivision regulations to provide for clustering and the development of conservation subdivisions. These provisions allow the development of subdivisions on lots smaller than required by zoning where important open space resources are protected. This mechanism lends itself to protection of resources such as prime agricultural soils which are not currently farmed but which could be protected for future use. Criteria should be developed regarding when clustering/conservation design should be used.

**b. Partner with Private Land Trusts and Conservation Based Organizations**

The Town should seek to work with private, not-for-profit land trusts and others, whose purpose is to promote land protection, accept conservation easements, and to otherwise engage in activities that further the purposes of this plan.

**c. Protect Key Open Spaces**

The Town should work with private property owners, developers and other entities to conserve and protect key open spaces. These areas should include, at minimum, open spaces on Cumberland Head, the Saranac River Corridor, along Lake Champlain, forested areas within the northwestern portion of the Town, and the Town's wetlands.

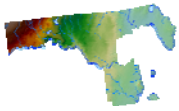
**d. Rezone Area Around Champlain Park**

The Town should rezone the parcels around Champlain Park on Cumberland Head from R-3 to a two (2) acre minimum lot size in order to maintain the open space character of the rest of Cumberland Head.

**8. Agriculture**

The Town should seek to preserve its best agricultural soils for possible future use and should also make sure the zoning ordinance allows small scale agriculture while at the same time discourages agricultural operations and/or "agribusinesses" that may be a significant nuisance to residents (e.g., large-scale feed lots, hog and poultry farms, and manure processing and/or storage operations).

**a. Require That Development on Prime or SASS Soils Consider Options for Preservation of Such Soils**



The zoning ordinance and subdivision regulations should be revised to encourage the Planning Board to consider protection of agricultural resources during the development review process. The clustering/conservation subdivision provision discussed above is the best way to accomplish this.

**b. Review Zoning to Ensure It Does Not Unreasonably prohibit Small Scale Agriculture**

The zoning ordinance should be reviewed to ensure that the current provisions regulating agriculture do not unreasonably prohibit small scale and backyard agriculture where such uses do not adversely impact neighbors.

**c. Review Zoning Regulations for Agriculture Uses With Nuisance Potential**

The zoning ordinance should be reviewed to ensure that it prohibits agricultural operations and/or “agribusinesses” that may be a significant nuisance to residents (e.g., large-scale feed lots, hog and poultry farms, and manure processing and/or storage operations).

**Help Market and Promote Local Agricultural Production**

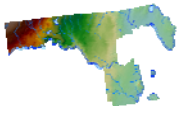
The Town should directly market and help to promote local agricultural products. It could also help develop and facilitate local farmers markets and help support and/or facilitate Community Supported Agriculture (CSA) projects. Finally, it could actively pursue, or support those who are pursuing, agricultural grant opportunities.

**9. Ecology**

The Town should preserve and protect key habitats. The Town does not have a good understanding of its important habitats. Therefore, the first step should be to conduct more basic research. The Town should also work in partnership with others to provide more environmental education opportunities.

**a. Work with SUNY Plattsburgh and others to conduct a town wide habitat inventory to identify key wildlife habitats, which should then be protected.**

The first step in protecting key habitats is to obtain an understanding of where they are located and how they function. The Town should work with Plattsburgh State and others to conduct baseline research so it has an understanding of its resources, after which it should develop plans for the maintenance and protection of these resources.



**b. Develop environmental education opportunities**

The Town should work with DEC and others to develop environmental education opportunities such as self-guided nature trails. Woodruff Pond and the wetlands on and around the former County Airport Property are two good locations for such trails.

**c. Advocate for restoration of the salmon fishery in the Saranac River**

The Saranac River was historically home to a salmon fishery. Restoration of the salmon fishery in Lake Ontario tributaries has brought economic and recreation benefits to many communities. Plattsburgh and surrounding towns would similarly benefit by restoration of the salmon fishery. The Town should advocate for restoration of the fishery.

**10. Recreation**

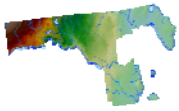
Plattsburgh has an outstanding parks system. The Town should continue to provide good parks while expanding recreation offerings, focusing especially on trails and waterfront access. In addition, the Town should develop “quality of life” amenities and explore holistic programs that encourage healthy living throughout the community.

**a. Prepare a recreation master plan**

The Town should prepare a recreation master plan to guide future improvements and offerings. The plan should be prepared with a robust public outreach effort. The plan should recommend both land acquisition (e.g. the leased lands around Cadyville Park) as well as programmatic additions.

**b. Develop a town wide trail system**

The Town should plan and develop a town-wide trail system. The system should connect key nodes such as Town Hall and parks, and it should incorporate the Saranac River. The development of any trail network should not seek to acquire any lands unless they are from a willing landowner. A key to developing the network is using public right-of-ways and easements and leveraging public/private partnerships and resources to make improvements. It is important to note that many trail sections could likely be developed through already existing easements. Figure 38 illustrates the potential elements of such a system (see Appendix 1, Report Maps).



**c. Develop a Community Center**

The Town should consider developing a community center or facility that would offer indoor recreation and social activities. Options for developing such a facility could include partnerships with some combination of public, private, not-for-profit, or educational organizations.

**d. Improve Waterfront Access and create “Blue Water” trails**

The Town should improve waterfront access to Lake Champlain at Cumberland Head and at Crab Island Park. The Town should develop and sign “blue water” trails which include put-ins and portage routes around the dams on the Saranac River.

**e. Develop Footpaths on Cumberland Head**

The Town should develop a footpath network throughout Cumberland Head and in other appropriate areas of the Town. Such a network should be unpaved, narrow trails suitable for foot travel only.

**f. Develop a cross-country and snowmobile trail system**

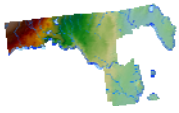
The Town should work with the County and State to develop a cross country ski and snowmobile trail network on the Town, State and County owned lands in the western part of Town. Such a network should utilize the already established woods roads and trails within these sites.

**g. Develop and mark bicycle paths**

The Town should designate and sign a bicycle trail network that would connect to its future off-road trail network. The bicycle trail network should incorporate Routes 3, 9 and 374.

**11. Develop a Town-wide Green Initiative**

Many of the recommendations within this plan have direct and indirect environmental benefits. Developing a “green initiative” would help to further study, organize, and implement the various environmentally related housing, transportation, agricultural, energy, ecology, and open space recommendations outlined in this plan. This may include the development of a “greenprint” or “green infrastructure” plan. In addition to general land use strategies or more site-specific projects, a town-wide green initiative could also identify various sustainability policies and/or goals that the Town could implement and/or strive to achieve.



## **12. Historic Resources**

The Town has extensive historic resources. It should work to publicize information about these resources. This could include a brochure/map, signage and a web-site link to relevant information. The historical significance of the former PAFB should be highlighted as part of this effort.

## **13. Telecommunications**

Plattsburgh should advocate with service providers for the expansion of such services as cable, wireless, and broadband digital services throughout town.

## **14. Aesthetics. Upgrade and improve the Town's appearance**

The Town should work to improve its appearance by protecting important viewsheds and road corridors. Measures to improve the appearance of gateways and commercial areas are discussed above.

### **a. Protect important viewsheds**

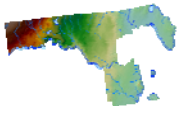
The Town should identify and protect important viewsheds. Protection would involve limiting building heights or elements that would block viewsheds from public resources. This may include the use of viewshed overlay regulations.

### **b. Develop scenic overlay regulations**

The Town should develop scenic overlay regulations for Route 374, McDonough Road and Moffit Road. The purpose of such regulations would be to maintain scenic views by screening or otherwise placing development out of the important viewsheds along these roads.

## **15. Promote green and energy efficient development**

The Town should encourage energy efficiency by reviewing the zoning ordinance to ensure that it allows green and/or alternative building practices and small scale alternative energy such as wind, solar power, and geothermal. At the same time, the zoning ordinance should not allow large scale wind energy. The Town should also encourage energy efficient construction and siting during the site plan review process. Finally, the Town should consider, as part of a greater sustainability effort, adopting green design guidelines for all



housing and commercial development. The ultimate goal of such an effort should be to reduce energy costs, provide for new 'green' jobs making and installing energy efficient technologies, and to significantly reduce the Town's carbon footprint.

#### **16. Encourage cooperation and shared services between the City and Town**

The Town and City should explore opportunities to share services and cooperate in other matters where appropriate. The first step towards such cooperation should be scheduling regular meetings between Town and City leaders at which matters of mutual interest can be discussed. The municipalities should also involve SUNY Plattsburgh, where appropriate. Similarly, local planning boards should meet regularly to discuss issues of mutual interest.

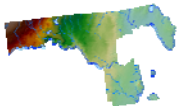
#### **17. Develop a Local Waterfront Revitalization Program (LWRP)**

Lake Champlain is designated by the State of New York as an "inland waterway." Such a designation affords municipalities that are along the Lake's shores the same funding and programmatic opportunities municipalities that are within the State's Coastal Zone receive. As such, the Town is eligible to apply for funding LWRP funding. An LWRP is both a planning document prepared by a municipality, as well as a program that is established to implement the plan. Locally prepared, such plans establish comprehensive land and water use policies for a municipality's natural, public, and developed waterfront resources. Administered by the New York State Department of State (NYSDOS), an LWRP provides a framework within which critical waterfront issues can be addressed and planned, and what waterfront improvement projects can be pursued and implemented. LWRP's help to identify and attract desirable development, execute waterfront and water quality related projects, secure financial assistance in the form of grants, and ensure federal and state consistency with the Town's waterfront vision and policies.

#### **18. Amend Zoning and Subdivision Regulations**

Over time land use regulations inevitably require updates to stay in tune with changing conditions. The following updates have been identified during the course of preparation of this plan. Most of them are technical in nature.

- a. The Town should incorporate its stand alone parking lot and telecommunications ordinances into the zoning ordinance so that all land use regulations reside in one place.
- b. The zoning ordinance should be amended to allow the Planning Board to waive design guidelines without need for a variance.



- c. The zoning ordinance should be amended to allow the Zoning Board of Appeals to refer matters to the Planning Board for an advisory opinion.
- d. The Town should amend the subdivision regulations to provide for sidewalks in subdivisions over a specified size.
- e. The Town should amend the zoning ordinance to include a purpose statement for each district so that the Planning Board may consider the purpose of each district when reviewing projects.

### **19. Create a Comprehensive Land Use Plan Review Committee**

The Comprehensive Land Use Plan Review Committee should meet biannually to examine the progress in implementing the Comprehensive Land Use Plan. The Committee should be responsible for reporting its findings to the Town Board and offering advice accordingly.

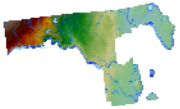
### **20. Health and Wellness**

When making policy decisions the Town should consider including in their deliberation evaluating whether health and wellness of Town residents and those employed in the Town will be enhanced.

### **21. Emergency Preparedness and Records Keeping**

Given its proximity to an international airport and the potentially severe weather of the northeast the Town of Plattsburgh has a wide range emergency preparedness concerns. In addition to these concerns, emergencies that may result from an intentional act or from a random accident are by their very nature unpredictable. As such, the Town should develop an emergency preparedness plan. Such a plan may need to address a wide range of topics: issues associated with transportation related accidents, recreation related incidents in Town owned woods, emergency service coordination, problems with critical municipal services and/or infrastructure, earthquake safety, and even climate change related issues.

An important part of any emergency preparedness plan would also be to identify issues and concerns related to data management of important municipal information. Currently, like most towns, the Town of Plattsburgh's records and data are a mix of paper and electronic files saved throughout its various departments. As such, the Town should engage in a coordinated effort to copy and store its records and data in a safe, transferrable, accessible manner.



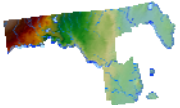
### 8.0 Implementing the Plan

Priority Level	Recommendation	Implementation Strategy	Leadership	Funding Sources
<b>Short</b> (initiate within 6 months)	<b>Economic Development</b> <ul style="list-style-type: none"> <li>Rezone the County Airport property</li> <li>Allow work force housing in selected zones</li> <li>Reduced industrially zoned Land in selected areas</li> </ul>	<ul style="list-style-type: none"> <li>Study and develop plan. Draft and adopt new zoning regulations.</li> <li>Study. Draft and adopt new use regulations</li> <li>Study and/or develop plan. Draft and adopt new zoning district.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> <li>Town Board</li> <li>Town Board</li> </ul>	Town's general funds
	<b>Agriculture</b> <ul style="list-style-type: none"> <li>Require that development on Prime or SASS soils consider options for preservation of such soils</li> <li>Review zoning to ensure it does not unreasonably prohibit small scale agriculture</li> <li>Review zoning regulations for agriculture use with nuisance potentials</li> </ul>	<ul style="list-style-type: none"> <li>Identify all Prime or SASS soils. Draft and adopt new site plan and/or subdivision regulations.</li> <li>Consult with agricultural community. Consider developing a local agriculture committee. Examine use and/or area regulations, fees, local building codes, etc. Alter zoning accordingly.</li> <li>Consult with agricultural and residential community. Develop better understanding of various processes and way to mitigate or prevent impacts.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> <li>Town Board/Committee</li> <li>Town Board/Committee</li> </ul>	NYS Ag. & Markets; Towns general fund.
	<b>Commercial Development</b> <ul style="list-style-type: none"> <li>Expand Route 3 neighborhood area</li> </ul>	<ul style="list-style-type: none"> <li>Study and develop plan. Draft and adopt new district regulations and/or boundaries.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> </ul>	Town's general funds
	<b>Infrastructure</b> <ul style="list-style-type: none"> <li>Advocate for upgrades to the City of Plattsburgh Wastewater Treatment Plan</li> </ul>	<ul style="list-style-type: none"> <li>Help facilitate an intermunicipal dialogue and/or planning effort.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> </ul>	N/A (City may consider NYS Environmental Facilities Corporation or US Economic Develop Authority funds)
	<b>Recreation</b> <ul style="list-style-type: none"> <li>Prepare a recreation master plan</li> </ul>	<ul style="list-style-type: none"> <li>Develop a recreation plan based on the goals outlined here within.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> </ul>	Town's general funds





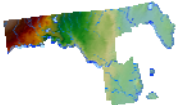
	<b>Historic Resources</b> <ul style="list-style-type: none"> <li>Continue to protect historic resources</li> </ul>	<ul style="list-style-type: none"> <li>Follow NYS historic preservation regulations. Consult with local historians(s). Consider historic preservation planning and/or adopting a local landmarks law.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board/ Local Historian/ Planning Board</li> </ul>	NYS Parks, Recreation & Historic Preservation; Lakes to Locks; Towns General Fund
	<b>Telecommunications</b> <ul style="list-style-type: none"> <li>Advocate with service providers to expand services</li> </ul>	<ul style="list-style-type: none"> <li>Reach out to service providers and/or utility commissions; leverage contract renewals.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> </ul>	N/A
	<b>Improve intermunicipal cooperation between City and Town</b>	<ul style="list-style-type: none"> <li>Seek to better understand how each community might benefit from intermunicipal coordination and planning. Develop intermunicipal coordination committee</li> </ul>	<ul style="list-style-type: none"> <li>Town Board/ Committee</li> </ul>	N/A
<b>Medium Term</b> (initiate within 1 year)	<b>Economic Development</b> <ul style="list-style-type: none"> <li>Create a planned business parks</li> <li>Develop a business incubator</li> </ul>	<ul style="list-style-type: none"> <li>Initiate a site-selection process. Develop a due-diligence plan. Draft and adopt new zoning district.</li> <li>Work with local IDA and economic development organizations.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> <li>Town Board</li> </ul>	Local and regional IDA; Town's general funds
	<b>Housing Affordability</b> <ul style="list-style-type: none"> <li>Develop an owner occupied, rental, and mobile housing/housing improvements &amp; rehabilitation program</li> <li>Meet senior housing needs</li> </ul>	<ul style="list-style-type: none"> <li>Develop housing committee. Further study hosing issues and needs. Work with State and local agencies and organizations. Develop housing study. Implement study.</li> <li>Study housing needs and implement study.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board/ Committee</li> </ul>	U.S. Housing & Urban Development; NYS Office of Community Renewal; US Department of Ag.; Town's general funds
	<b>Commercial Development</b> <ul style="list-style-type: none"> <li>Develop commercial design guidelines</li> <li>Create Sidewalk District</li> </ul>	<ul style="list-style-type: none"> <li>Study. Draft and adopt new regulations</li> <li>Study. Draft and adopt new district.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> <li>Town Board</li> </ul>	Town's general funds
	<b>Hamlets</b> <ul style="list-style-type: none"> <li>Create hamlet mini-plans</li> </ul>	<ul style="list-style-type: none"> <li>Identify hamlet nodes. Develop mini-plans.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> </ul>	NYS Department of State; NYS Office of Community Development; Town's general funds



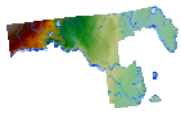
<p><b>Transportation</b></p> <ul style="list-style-type: none"> <li>▪ Develop access management guidelines</li> <li>▪ Develop gateway treatments</li> </ul>	<ul style="list-style-type: none"> <li>• Study and develop plan. Draft and adopt new guidelines.</li> <li>• Study. Draft new guidelines.</li> </ul>	<ul style="list-style-type: none"> <li>• Town Board</li> <li>• Town Board</li> </ul>	<p>Local MPO, NYS Department of Transportation; Town’s general funds</p>
<p><b>Open Space</b></p> <ul style="list-style-type: none"> <li>▪ Adopt cluster/conservation subdivision provisions</li> <li>▪ Encourage the creation of a private land trust</li> <li>▪ Protect key open spaces</li> <li>▪ Rezone area around Champlain Park</li> </ul>	<ul style="list-style-type: none"> <li>• Form an open space committee. Draft and adopt new zoning regulations</li> <li>• Meet with open space stakeholders. Help to facilitate organization. Partner with existing organizations.</li> <li>• Study and develop plan. Implement plan.</li> <li>• Draft and adopt new zoning regulations</li> </ul>	<ul style="list-style-type: none"> <li>• Town Board/Committee</li> <li>• Town Board/Committee</li> <li>• Town Board/Committee</li> <li>• Town Board</li> </ul>	<p>NYS Department of State; NYS Parks, Recreation &amp; Historic Preservation; Lakes to Locks Program; Town’s general funds</p>
<p><b>Recreation</b></p> <ul style="list-style-type: none"> <li>▪ Develop a town-wide trail system</li> <li>▪ Improve waterfront access and create “blue” trail</li> <li>▪ Develop footpaths on Cumberland Head</li> <li>▪ Develop a cross-country and snowmobile trail system</li> <li>▪ Develop marked bicycle paths</li> </ul>	<ul style="list-style-type: none"> <li>• Form a local trail Committee. Study, plan, and budget for trail projects.</li> <li>• Study and develop plan. Implement plan.</li> <li>• Study and develop plan. Implement plan.</li> <li>• Study and develop plan. Implement plan.</li> <li>• Study and develop plan. Implement plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Town Board/Committee</li> <li>• Town Board/Committee</li> <li>• Town Board/Committee</li> <li>• Town Board/Committee</li> <li>• Town Board/Committee</li> </ul>	<p>NYS Department of State; NYS Parks, Recreation &amp; Historic Preservation; Local MPO; Lakes to Locks Program; Town’s general funds</p>
<p><b>Aesthetics</b></p> <ul style="list-style-type: none"> <li>▪ Protect important viewsheds</li> <li>▪ Develop scenic overlay regulations</li> <li>▪ Develop design guidelines</li> </ul>	<ul style="list-style-type: none"> <li>• Study. Draft and adopt new regulations.</li> <li>• Study. Draft and adopt new overlay regulations.</li> <li>• Study. Draft and adopt new guidelines.</li> </ul>	<ul style="list-style-type: none"> <li>• Town Board</li> <li>• Town Board</li> <li>• Town Board</li> </ul>	<p>NYS Department of State; Town’s general funds</p>



<p><b>Long Term</b> (initiate within 2 years)</p>	<p><b>Amend Zoning</b></p> <ul style="list-style-type: none"> <li>▪ Create stand alone parking and telecommunication ordinances</li> <li>▪ Provide Planning Board with authority to waive design requirements</li> <li>▪ Allow Zoning Board of Appeals to refer matters to the Planning Board for an advisory opinion</li> <li>▪ Amend subdivision regulations to include sidewalks design specifications</li> <li>▪ Amend zoning to include a purpose statement for a each district</li> </ul>	<ul style="list-style-type: none"> <li>• Study. Draft and adopt new regulations.</li> <li>• Draft and adopt new regulations.</li> <li>• Draft and adopt new regulations.</li> <li>• Study. Draft and adopt new regulations.</li> <li>• Draft and adopt new language.</li> </ul>	<ul style="list-style-type: none"> <li>• Town Board</li> <li>• Town Board</li> <li>• Town Board</li> <li>• Town Board</li> <li>• Town Board</li> </ul>	<p>Town’s general funds</p>
	<p><b>Infrastructure</b></p> <ul style="list-style-type: none"> <li>• Expand sewer district in Morrisonville</li> </ul>	<ul style="list-style-type: none"> <li>• Study and design district. Adopt new district.</li> </ul>	<ul style="list-style-type: none"> <li>• Town Board</li> </ul>	<p>NYS Environmental Facilities Corporation; US Economic Develop Authority; Town’s general funds</p>
	<p><b>Transportation</b></p> <ul style="list-style-type: none"> <li>▪ Develop connector road between Rt. 3 and 374</li> <li>• Improve rail service.</li> </ul>	<ul style="list-style-type: none"> <li>• Study and design. Construct connection.</li> <li>• Study and advocate for such improvements to Federal and State transpiration departments</li> </ul>	<ul style="list-style-type: none"> <li>• Town Board</li> <li>• Town Board</li> </ul>	<p>NYS Department of Transportation; US Economic Develop Authority; Town’s general funds</p>
	<p><b>Recreation</b></p> <ul style="list-style-type: none"> <li>• Develop community center</li> </ul>	<ul style="list-style-type: none"> <li>• Study and design. Construct center.</li> </ul>	<ul style="list-style-type: none"> <li>• Town Board</li> </ul>	<p>U.S. Department of Agriculture; NYS Office of Community Renewal; Town’s general funds</p>
	<p><b>Develop a Local Waterfront Revitalization Program (LWRP)</b></p>	<ul style="list-style-type: none"> <li>• Apply for EPF Grant to develop LWRP plan and program. Identify waterfront related issues and opportunities</li> </ul>	<ul style="list-style-type: none"> <li>• Town Board</li> </ul>	<p>NYS Department of State LWRP/ Environmental Protection Fund Grants</p>

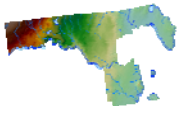


	<p><b>Energy</b></p> <ul style="list-style-type: none"><li>• Promote energy efficient development</li></ul>	<ul style="list-style-type: none"><li>• Create Committee. Study and develop strategy. Implement strategy</li></ul>	<ul style="list-style-type: none"><li>• Town Board/ Committee</li></ul>	NYS Energy Research and Development Authority; NYS Power Authority; Town's general funds
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Town of Plattsburgh  
Comprehensive Land Use Plan

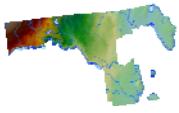
# Appendix I Report Maps



Town of Plattsburgh  
Comprehensive Land Use Plan

# Appendix II

## Public Meeting Summaries



## **Appendix III**

# **Stakeholder Interview Results**