

Town and Village of Cape Vincent Comprehensive Plan Update To the 2003 Joint Comprehensive Plan



2012 Joint Comprehensive Plan Update Committee

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1.0 INTRODUCTION

The purpose of this Joint Comprehensive Plan is to promote opportunities for community growth while at the same time protecting the public health, safety, and the general welfare of the residents of the Town and Village of Cape Vincent. The Joint Plan seeks to articulate a community vision for the future of Cape Vincent. The following pages will describe Cape Vincent's assets and resources, the values we all share, challenges that lie ahead, and a number of opportunities available for progressing forward. The Joint Plan also outlines an ambitious set of goals and actions for the next five years that was adopted by energetic community leaders and this committee. It is this overall Joint Plan against which regulations, policies, and decisions regarding future growth and development shall be measured. By the development of this Plan, the Town and Village:

- ▲ create the legal and technical foundation for its policies and procedures;
- ▲ identify the Town and Village's assets and challenges;
- ▲ increase the Town and Village's eligibility for bonds, grants and other types of funding;
- ▲ set priorities for Town and Village officials, staff and volunteers;
- ▲ provide guidance for the future planning of activities by Village, Town, County and State agencies;
- ▲ and provide guidance to anyone interested in the Town and Village of Cape Vincent, including current and prospective residents, property owners, businesses, and organizations.

The Plan Revision Committee: Consistent with New York State Statutes guiding town comprehensive planning, the Town and Village Boards recognized the need for thorough involvement of officials, citizens, civic leaders, and professional advisers in preparing this Plan. In January 2012 the Town Board appointed a Comprehensive Plan Advisory Committee, with the goal of providing recommendations for a new Joint Plan. Committee members include representatives from the Town Board, Planning Board and Village Board of Trustees to help ensure the acceptance of the Plan by key municipal officials for implementation. Other members are citizens who bring a diversity of opinion and expertise reflected in this Plan.

Updating the 2003 Joint Comprehensive Plan: Although population and economic growth has been slow in Cape Vincent since 2003, the Town and Village continues to be rich in natural, scenic, historic, and cultural resources. These resources will be crucial components of this plan and will provide a path for future development and growth that will undoubtedly occur within the five-year time frame of this updated Joint Comprehensive Plan.

The community's vision has been renewed with a sharper focus on future growth that is sustainable and consistent with Cape Vincent's character. The community's preferences essentially remain the same: to protect its rural character, to respect and sustain the St. Lawrence River and Lake Ontario for both pleasure and commerce, to embrace our agrarian culture, to promote our historical connections, and to achieve compatible economic and commercial growth. Consequently, the challenges the community faces are also substantially similar: to protect its most valuable assets, protect residents from impacts from potential industrial

development, increase opportunities for employment, and provide targeted services and support where needed in the community. This is our heritage and we should strive to maintain it for future generations.

Cape Vincent's Vision Statement:

“Cape Vincent is a small-town, rural community with unique scenic, historical and natural resources. We are committed to preserving these essential qualities that make it a desirable place to live, while seeking to improve the local economy by promoting compatible residential and small business growth.”

A Vision Statement, more than anything, defines how a community views itself. In concise, plain language it should describe what a community values and indicate how the community can move ahead with future development. Cape Vincent's Vision Statement meets that test, but it also should have an important, practical function. Hopefully, the vision will become a useful guide to Cape Vincent municipal officials and volunteer groups to guide their deliberations, actions and planning.

Update Process: Along with the renewed Vision Statement this update includes a summary of the process and methodology, an expansion in the discussion of natural resource assets, a review of land use patterns and recommendations, an assessment of the role of industrial wind development, updated goals and recommendations with specific action steps to move the Cape forward for the next five years and beyond. What will become apparent to any careful reader of both the 2003 Joint Comprehensive Plan and this 2012 update is the consistency of values. Some issues and concerns are different, but this update is not a radical departure of our community's values that were first described two decades ago. On the contrary, this update represents an endorsement of the excellent and comprehensive work of earlier committees that produced *Shaping the Future: A Report on Development Strategies 1992* and the *2003 Comprehensive Plan*.

The weekly meetings of the committee were open to the general public from February through May, a public briefing session is being held on June 5, 2012 and formal public hearing was held on June 19, 2012. On July 21, 2012 the Village and Town Boards also held a combined public hearing to take comments. A number of public opinion surveys of Cape Vincent residents were completed beginning in 1992 and the most recent in 2011. All of the information related to public opinion and assessment of community values was used by the committee and the Boards to guide the update of this plan.

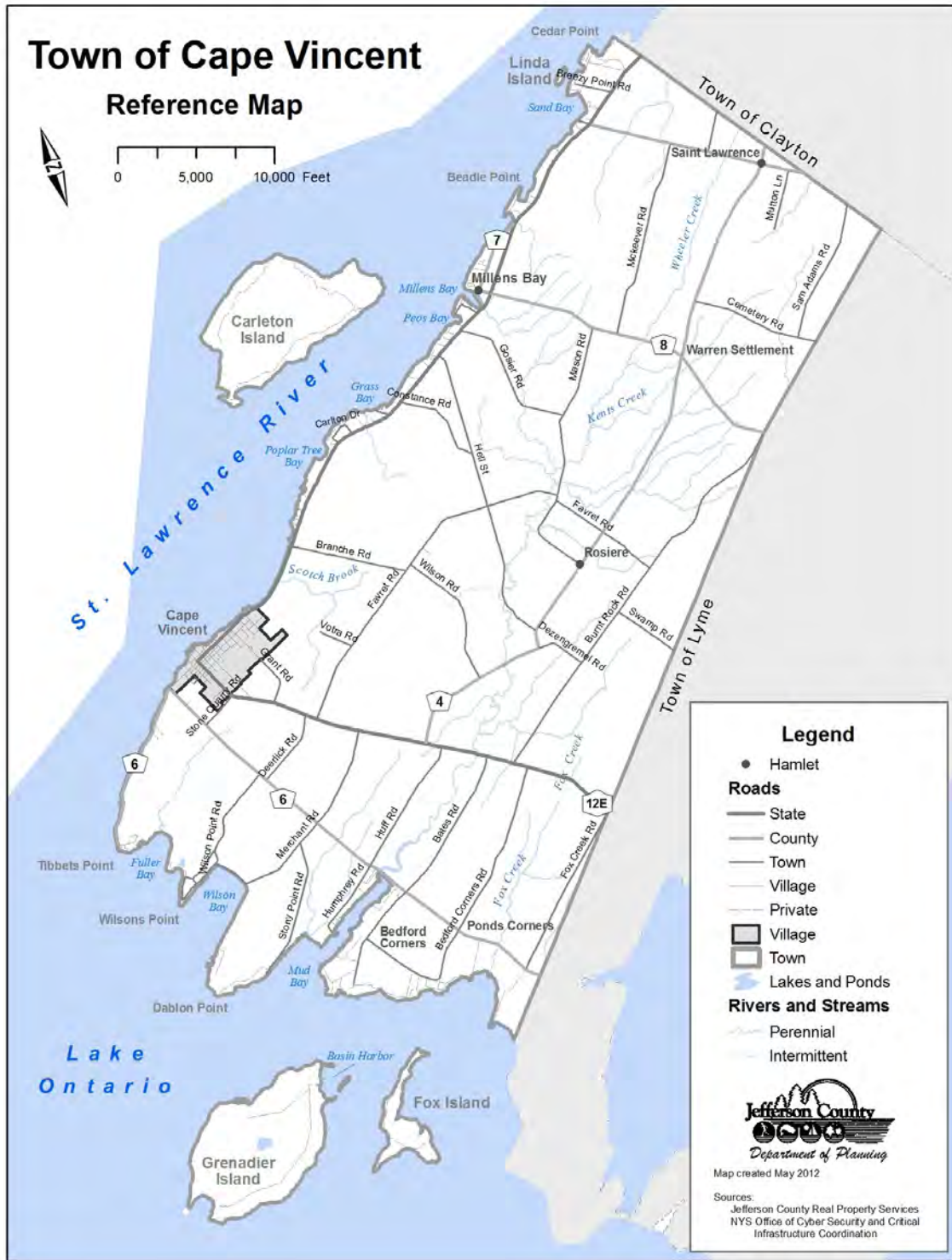


Figure 1. Reference map of the Town of Cape Vincent, New York.

2.0 HISTORY

The Town of Cape Vincent is located at the eastern extreme of the Great Lakes system where Lake Ontario flows into the St. Lawrence River. It has a unique setting whereby its water resources made early travel and commerce possible westward well beyond the center of the continent and eastward to the Atlantic Ocean. The relative ease of water travel allowed early French explorers, traders and missionaries to extend their presence while early British-English settlers were establishing their colonies along the Atlantic coast. Indigenous native cultures predated these Europeans by thousands of years, though the Cape Vincent area was used by them mainly on a seasonal basis.

Just downriver from the current location of the Village of Cape Vincent are two islands which would eventually become part of the Cape Vincent township. The larger of these islands, Carleton was important in colonial history, as the British military maintained a presence there from the mid-1770's until after the War of 1812. The British navy found Carleton Island to be strategically significant due to location at the mouth of the St. Lawrence, its deep harbor, elevated interior and easily accessible stands of hardwood trees. In 1778, the British built Fort Haldimand, the remnants of which together with the surrounding acreage are today owned and conserved by The Thousand Island Land Trust.

Beginning in the 1770's, early settlers moving west from New England sought environments which were rich in game, timber for homes, mills and shipbuilding, land suitable for farming, and rivers and lakes which facilitated communication, commerce, and defense. In 1788 land speculators Alexander Macomb and William Constable purchased five massive land tracts from the State of New York. Soon after the acquisition, Macomb went bankrupt and his interests were assumed by James LeRay de Chaumont. The LeRay family contributed some of their personal assets to the financing of the American Revolutionary War and assisted Benjamin Franklin in soliciting financial support from the King of France. After independence of the colonies had been won Jacques LeRay de Chaumont purchased and settled some 800,000 acres in Northern New York. The tract of land extends from what is today Fort Drum where their home was sited, to Alexandria Bay named for Alexander LeRay, to Cape Vincent and including Chaumont, named for the family home in France, to Lake Ontario and back to Fort Drum.

The involvement of LeRay, a Frenchman with U.S. citizenship, attracted a number of his wealthy, aristocratic countrymen who sought to flee the French Revolution. These French expatriates, some associated with Napoleon Bonaparte, found the largely unsettled lands owned by LeRay to be particularly suitable for relocation away from the strife which plagued France at the end of the 18th century. Émigrés from his homeland included Comte Pierre Francois Real, a member of the Council of State, Field Marshall Grouchy, and General Rolland, all of whom conspired to free Napoleon from exile on St. Helena Island and bring him to this new locale. Unfortunately for him, Napoleon died on St. Helena before these sympathizers could act on his release.

The first organized settlement of what would become the village of Cape Vincent was commissioned by LeRay in 1809 and named after his son Vincent. He had a mile square surveyed for the Village of Cape Vincent, and thereafter the U.S. Congress in March 1815 directed that Carleton, Linda, Grenadier and Fox Islands were to become part of Cape Vincent.

The proximity of the Cape Vincent to Kingston, Ontario, Canada and the fact that the River could be crossed by ferry as well as across the ice in winter rendered it a choice location for a commercial town. A ferry service was established as early as 1807 between Cape Vincent and Wolfe Island, Canada. The initial development of the Village began with the waterfront area being cleared and a wharf, blockhouse, tavern and barn erected. A residence and store were constructed that same year by Richard Esselstyn. A lumbering business was Esselstyn's next venture, which proved hugely successful.

Cape Vincent developed rapidly during the early 1800's when the State road was extended from Brownville to Cape Vincent. The Town was officially established in 1849 with 3,044 inhabitants, separated at the time from the Town of Lyme. Four years later in 1853 the Village of Cape Vincent was incorporated with a population of 1,218. Throughout the remainder of the 19th century the town's population remained fairly constant and unchanged; it averaged approximately 3,300 people.

The building of homes, grain-mills, cheese plants proceeded with the expansion of farmed lands throughout the Town of Cape Vincent through the early to mid-1800's. A momentous, economic expansion came with the completion of the Cape Vincent and Rome Railroad in 1852. The advent of rail transportation meant that passengers and goods could flow to and from all regions of the East Coast to the Cape Vincent. Additionally, the ferry service furthered such travel to Kingston, Ontario Canada. The combined rail and water transportation network heralded a boom in local business growth.

For the most part, however, Cape Vincent during the 19th Century remained predominantly an agricultural community during the 19th century. Farming, particularly dairy farming, was always a big part of Cape Vincent's economy. In the latter part of the 19th Century that focus began to shift. As early as 1880, the "Thousand Islands" were publicized opening a new era that catered to well-to-do summer vacationers: "In Cape Vincent may be found the best small mouth bass fishing among the Thousand Islands--here the surroundings are picturesque, the climate is mild and healthful."

Around 1900 Cape Vincent's local business community was at its height. There were seven grocery stores, three meat markets, a bakery, two drug stores, a book store and five hotels. The hotels were testimony to how important the tourism industry had grown and prospered. Occupations were as diverse as the businesses. There were five physicians, two lawyers, two undertakers, a dress maker, hay dealer, and a number of blacksmiths. At the same time, agriculture remained a mainstay of the community. For example, in the 1918 Town of Cape Vincent Farm Index map there were more than sixty individual farms, and four other farms on Grenadier and Carleton Islands as well as several cheese factories.

The railroad brought tourists, sportsmen and vacationers seeking to leave the cities of New York, Philadelphia and Washington, D. C. in the heat of summer. Whether it was game, fish, a rural quaintness, or scenic vistas and mild weather, the visitors came and the Town and Village prospered. Over time, and to the present day, property along the Lake and River shoreline became a desirable commodity. Lake-side homes and campgrounds had 150 miles of open Lake Ontario water as their view-scape. Currently, summer residents quadruple the number of Town inhabitants.

At the turn of the 20th century Cape Vincent's path to the future had been set, a community whose economic vitality was dependent on both tourism and agriculture. The balance between these two, however, changed throughout this period. The small, family farms that graced the Town in 1918 were nearly all gone by the close of the century and the farms that remained were larger, fewer, more productive and more efficient. Likewise, the numerous hotels that catered to wealthy summer tourists coming from cities via the Cape Vincent railroad gave way to the breakup and sale of waterfront land for cottage sites and a new wave of middle-class summer residents. Regardless, Cape Vincent maintained its small-town atmosphere with world-class scenic and historical assets along with its agricultural and tourism roots. These very qualities were not only important historically to the Cape's development, but will also provide the foundation for Cape Vincent's future growth and its attraction as, "...a small-town, rural community with unique scenic, historical and natural resources."

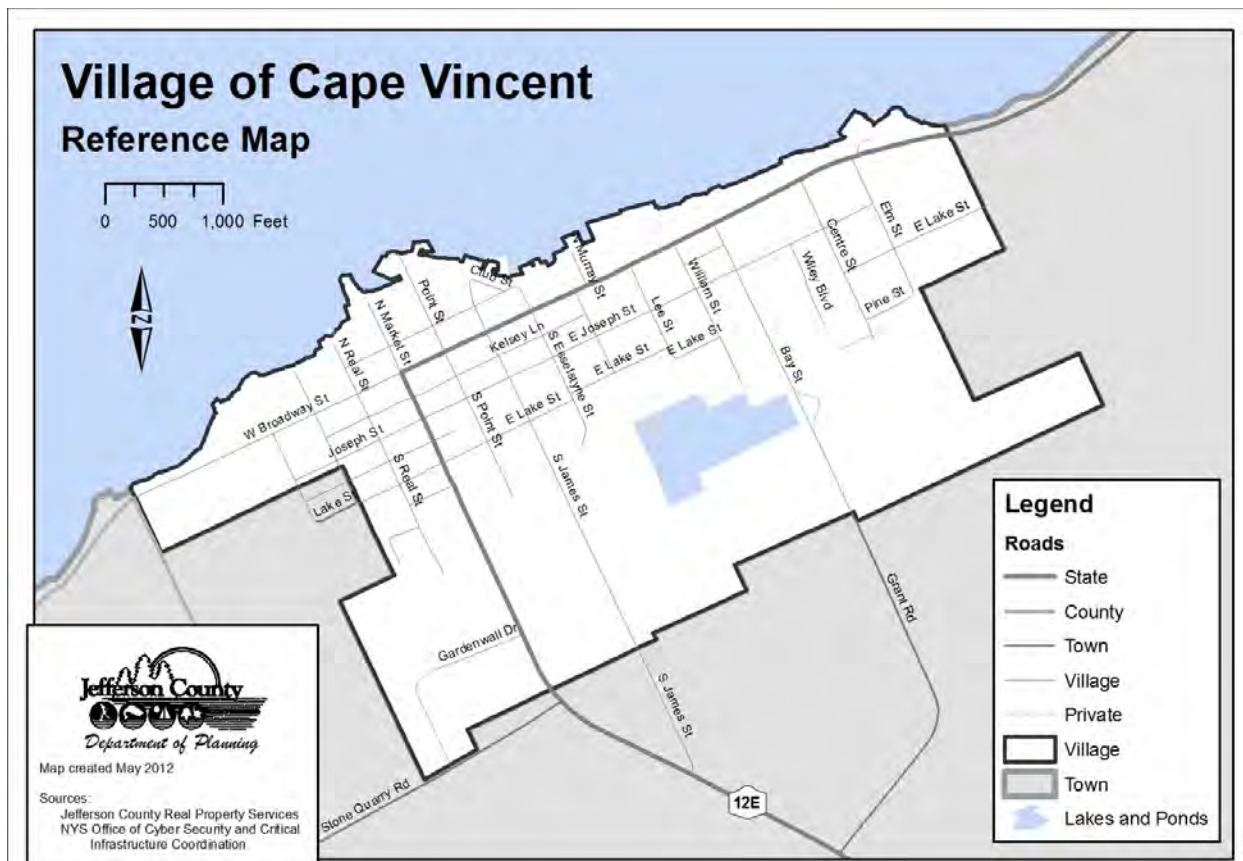


Figure 2. Reference map for the Village of Cape Vincent, New York.

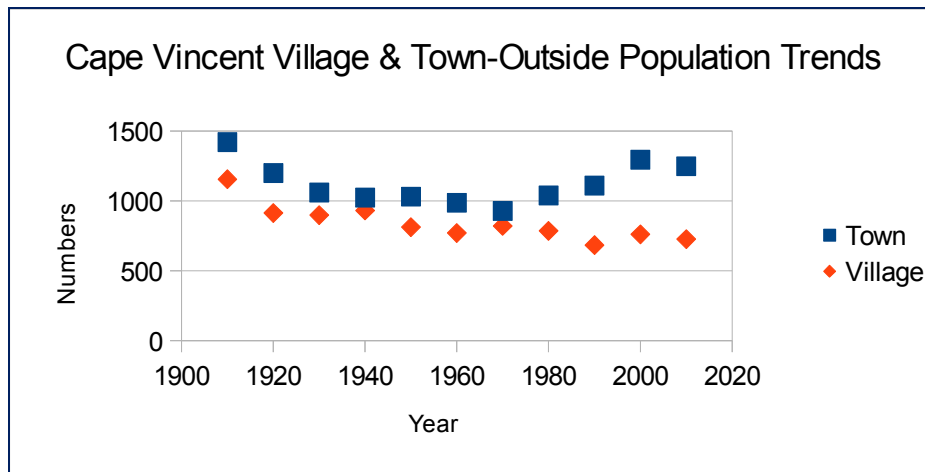
3.0 Population, Housing and Economic Trends

The data that was used in this section is from the U.S. Census Bureau. A common term used in the discussion is “Town-Outside”. This is a Census term used to describe the area of a town that is outside of any village located within a township. In the following summaries “Town” includes both town and village populations, while “Village” includes only village residents (e.g., residents of a village are also residents of the town). “Town-Outside,” however, would be those town resident living outside a village.

Population¹

Two entirely different demographic patterns are evident between Cape Vincent's Village and Town-Outside populations. From 1910 through 1970 both populations declined. By 1970 the Village population was 33.3% below 1910 levels and the Town-Outside population declined by a nearly identical rate, -34.6%. Beginning in 1970 the two groups began to diverge. The Village continued its decline from 1970 to 2010, whereas the Town-Outside began to increase in numbers (Figure 1). During the period from 1970 to 2010 the Village lost 44 residents, which represented a -5.6% decline. In contrast to the Village's decline, the Town-Outside added 319 new residents for a 34.4% increase over 1970 levels. This increase was not affected by the Cape Vincent Correctional Facility inmate population. The most recent trends from 2000 to 2010, however, both populations declined, -3.6% for the Town-Outside and -4.5% for the Village.

Figure 3.1. Population estimates for the Village and Town Outside, Cape Vincent from 1910-2010 (U.S. Census).



The reduction in populations for both the Village and Town-Outside from the 2000-2010 was well below the growth for other towns within Jefferson County (Table 1). Median² population change for the twenty-two towns within Jefferson County increased 3.3%. However, the most striking feature of Cape Vincent's -3.9% decline in growth during the last decade is the relative performance compared to other towns – Cape Vincent was ranked next to last in growth (#21) for the decade. Moreover, adjoining towns had positive growth by comparison, 8.4%, 7.2% and 7.0% for Lyme, Brownville and Clayton, respectively (Table 3.1).

1 Unless otherwise noted, all population figures exclude the Cape Correctional prison population.

2 Median is defined as a statistical function that divides a range of values into two equal parts, so that half the values are above the median and half are below.

Table 3.1. Population changes for Towns (includes villages) within Jefferson County, New York between 2000 and 2010.

Rank	TOWN TOTALS	2000	2010	Change	% Change
1	Theresa	2414	2905	491	20.30%
2	Orleans	2465	2789	324	13.10%
3	Lorraine	930	1037	107	11.50%
4	LeRay	19836	21782	1946	9.80%
5	Pamelia	2897	3160	263	9.10%
6	Lyme	2015	2185	170	8.40%
7	Adams	4782	5143	361	7.50%
8	Brownville	5843	6263	420	7.20%
9	Clayton	4817	5153	336	7.00%
10	Hounsfield	3323	3466	143	4.30%
11	Rutland	2959	3060	101	3.40%
12	Wilna	6235	6427	192	3.10%
13	Champion	4361	4494	133	3.00%
14	Antwerp	1793	1846	53	3.00%
15	Rodman	1147	1176	29	2.50%
16	Watertown	4482	4470	-12	-0.30%
17	Alexandria	4097	4061	-36	-0.90%
18	Henderson	1377	1360	-17	-1.20%
19	Worth	234	231	-3	-1.30%
20	Ellisburg	3541	3474	-67	-1.90%
21	Cape Vincent	2054	1973	-81	-3.90%
22	Philadelphia	2140	1947	-193	-9.00%
	TOWN TOTALS	83742	88402	4660	5.60%

The comparable data for the Village of Cape Vincent decreased -4.5% when the average for villages and cities within Jefferson County posted a modest increase, 0.8%. The Village of Cape Vincent ranked 15 out of 21 villages and cities.

Age

The age composition in Cape Vincent reflects a trend of declining numbers of pre- and school-aged children (≤ 19 yrs). From 1980 to 2010 school-aged males and females from town-outside and village combined declined by -38.3% and -21.5%, respectively (Table 3.2). Moreover, most of the reduction occurred in the last decade. Since 2000, numbers of male and female school-aged children fell -18.6% for males and -19.3% for females. In contrast to the decline of school-aged residents, female seniors (65+ years) increased by 9.6% since 1980, but in the last decade

numbers of female seniors have remained stable. Trends in numbers of senior males in the Town are confounded by the younger ages of the prison population. Senior males living in the Village, however, were unaffected by the prison population and their numbers increased 20.5% from 1980 through 2010.

Gender

Without having any available data to separate the male prison population from the remainder of the town's male population, it is difficult to describe the gender ratio. Although, the 1980 census data, which described Cape Vincent before the prison became operational, indicated that 49.9% of residents were male and 50.1% female. In addition, the 2010 data from Table 3.2 for the Village indicates 48.1% were males and 51.9% females; very similar to the proportions observed for both sexes in 1980 and what would normally be expected from a somewhat older population.

Table 3.2. Trends in age group composition of Cape Vincent from 1980 through 2010. Town Outside males highlighted in gray include male inmates in the Cape Vincent Corrections facility.

MALES, VILLAGE	0 - 4	5-19	20 - 34	35 - 44	45 - 59	60 - 64	65+	TOTALS
1980	23	95	61	41	48	31	73	372
1990	20	58	48	52	53	22	63	316
2000	19	71	44	52	63	20	70	339
2010	17	59	44	38	70	33	88	349
FEMALES VILLAGE								
1980	20	84	61	40	68	22	118	413
1990	18	53	59	48	59	11	119	367
2000	17	80	54	57	75	25	106	414
2010	14	63	46	50	87	35	82	377
MALES OUTSIDE								
1980	42	166	95	53	76	28	77	537
1990	40	181	893	213	114	40	73	1554
2000	24	133	756	543	310	55	129	1950
2010	24	101	525	286	300	67	123	1426
FEMALES OUTSIDE								
1980	29	128	96	51	91	24	82	501
1990	30	112	107	87	85	33	77	531
2000	25	132	78	96	166	35	110	642
2010	25	103	68	73	186	41	129	625

Race

The prison population at the Cape Vincent Correction Facility is far different from the ethnicity of residents living in the Town and Village. For example, in 2000 the prison population represented 38.5% of all residents of the Town and members of the White race were 26.4% of the prison population. In 2000, 98.4% of the non-prison population was White. Presently, the race composition of Cape Vincent is predominately White.

Housing

Between 1980 and 2000 growth of total housing units for Cape Vincent was greatest among four local, waterfront towns listed in Table 3.3. From 1980 to 1990 Cape Vincent total housing increased 21.6% compared to 5.5% for Lyme. The following decade Cape Vincent grew by 11.7% and Lyme only 3.7%.

From 2000 through 2010, however, this pattern of exceptional growth was completely reversed. Adjacent towns total housing growth improved from 6.1% for Lyme to 7.9% for Brownville while Cape Vincent actually lost housing units, -2.9% (Table 3.3). This same pattern was present in the seasonal housing data with Cape Vincent posting negative growth, -5.4%. Vacant housing in Cape Vincent mirrored this trend, in reverse, with positive 18.4% increase in vacant housing from 2000 to 2010.

Table 3.3. Housing trends for Town of Cape Vincent and adjoining towns from 1980 through 2010. Villages included in housing numbers.

Municipalities	1980 Housing Units Total	1990 Housing Units Total	2000 Housing Units Total	2010 Housing Units Total	80 - 90 Percent Change	90 - 00 Percent Change	00 - 10 Percent Change
Brownville (T)*	2,344	2,612	2,857	3084	11.4%	9.4%	7.9%
Cape Vincent (T)*	2,050	2,492	2,783	2712	21.6%	11.7%	-2.6%
Clayton (T)*	2,543	3,014	3,337	3561	18.5%	10.7%	6.7%
Lyme (T)*	1,987	2,105	2,183	2317	5.9%	3.7%	6.1%
	1980 Seasonal Units	1990 Seasonal Units	2000 Seasonal Units	2010 Seasonal Units	80-90 Percent Change	90-00 Percent Change	00-10 Percent Change
Brownville (T)*	529	541	505	545	2.3%	-6.7%	7.9%
Cape Vincent (T)*	1,227	1,697	1,830	1732	38.3%	7.8%	-5.4%
Clayton (T)*	965	1,097	1,249	1286	13.7%	13.9%	3.0%
Lyme (T)*	1,354	1,396	1,280	1367	3.1%	-8.3%	6.8%
	1980 Vacant Housing Units	1990 Vacant Housing Units	2000 Vacant Housing Units	2010 Vacant Housing Units	80-90 Percent Change	90-00 Percent Change	00-10 Percent Change
Brownville (T)*	117	113	168	139	-3.4%	48.7%	-17.3%
Cape Vincent (T)*	157	101	86	102	-35.7%	-14.9%	18.6%
Clayton (T)*	127	150	174	190	18.1%	16.0%	9.2%
Lyme (T)*	66	83	90	53	25.8%	8.4%	-41.1%

* Town census figures include villages. Source: U.S. Census Bureau

Multi-Family Housing

Aubrey Court is a Senior Housing Project located on Grant Road in the Village. It provides 22 one-bedroom and 2 two-bedroom units for persons 62 years and older who meet income guidelines or disabled individuals of any age. Center Street Family Housing is a low income project located in the Village. There are 18 two-bedroom and 6 one-bedroom units available to families who meet income guidelines.

Income:

The median family income from 1980 to 1990 more than doubled for the Town and nearly doubled for the Village and County (Table 3.4). Between 1990 and 2000 Town and Village median family incomes improved by 44.4% and 30.3%, respectively. At the same time, however, Jefferson County median family income nearly doubled the rate observed in Cape Vincent, increasing 63.7%.

In 2010, the median income for Cape Vincent families rebounded over levels observed the previous decade, the Town and Village increased 58.9% and 74.2%. However, median family income growth for Jefferson County from 2000 to 2010 was slower than Cape Vincent, improving only 7.4% to \$51,834. Compared to county performance in previous decades the 2010 appeared anomalous and may have been influenced by the lower median family income for the City of Watertown, \$46,718. Compared to some other towns in Jefferson County, Cape Vincent’s median income of \$69,205 was highest: Lyme \$60,319; Brownville \$57,337; Clayton \$55,862; Watertown \$46,718; Carthage \$52,944; Wilna \$54,140. The relatively higher median incomes for Cape Vincent may also reflect the pattern evident in populations changes, the shift toward an older population that may also be retired and more affluent.

Per-capita median income is computed by dividing family income by median number of family members. The patterns for both Town and Village were similar to those median family incomes, which is not unusual given median family members was similar for Town and Village.

Table 3.4. Median family income and per-capita income from 1980-2010 for Town and Village of Cape Vincent and Jefferson County, New York. (U.S. Census). Note: Town data includes Village residents.

MUNICIPALITY	1980 Median Family Income	1990 Median Family Income	2000 Median Family Income	2010 Median Family Income	1980 Per Capita Income	1990 Per Capita Income	2000 Per Capita Income	2010 Per Capita Income
Town	\$14,285	\$30,174	\$43,558	\$69,205	\$5,622	\$10,570	\$16,375	\$27,784
(% Increase)	Na	(111.2%)	(44.4%)	(58.9%)				
Village	\$15,119	\$29,602	\$38,571	\$67,188	\$5,825	\$12,363	\$17,492	\$32,089
(% Increase)	Na	(95.8%)	(30.3%)	(74.2%)				
Jefferson Co.	\$16,295	\$29,535	\$48,354	\$51,834	\$5,602	\$11,160	\$17,707	\$21,823
(% Increase)	Na	(81.3%)	(63.7%)	(7.2%)				

Conclusion:

The population and economic performance of Cape Vincent during the last decade was less than ideal. Population growth in Cape Vincent declined approximately 4% from 2000-2010, which reversed the previous three decade period of positive growth. More problematic was growth compared to other towns in Jefferson County. From 2000 to 2010 Cape Vincent was next to last, 21 out of 22 towns, in the ranking of population growth within the county.

At the same time the Cape Vincent population was lagging the age composition of Cape Vincent's population was changing too. Since 2000, the school-aged (≤ 19 yrs) population declined 19%. In contrast, from 1980 through 2010 the number of seniors (>65 yrs) increased approximately 10% for women and 20% for men. The Cape Vincent population was shifting to a retired, relatively older community. The income data underscored this shift as well. Median family incomes from 2000-2010 improved at a rate that exceeded the county and adjoining towns.

From 1980 to 2000 housing unit growth in Cape Vincent was the best compared with adjoining waterfront communities, but from 2000 through 2010 there was a -2.6% loss while other communities had good growth. Moreover, vacant housing, which was inversely related to housing growth, increased 18.6%.

In summary, population and housing trends for Cape Vincent within the last decade were disappointing when compared to adjoining communities which had better growth. Although median family income increased substantially in Cape Vincent, it did not offset the lagging performance in population and housing growth. Understanding the causes or circumstances underlying this performance will help municipal leaders more effectively plan for the future.

One explanation for the relatively poor growth may be related to the uncertainty associated with industrial wind development. Uncertainty about a community's future can have a negative impact regardless of the cause. There has been uncertainty whether wind projects will be built in Cape Vincent, uncertainty as to the scope and extent of these projects and uncertainty as to the impacts on the environment and people. This uncertainty may well have depressed the housing market in Cape Vincent, as suggested by some local builders and realtors, especially along sections of the river that are within sight of the Wolfe Island Wind Project.

Furthermore, the fact wind was a divisive issue in Cape Vincent may in itself have been a factor affecting growth. Discord in a community is not an attractive characteristic and this could have had a negative effect on people deciding to live in Cape Vincent.

The growth and expansion of Fort Drum has been a substantial growth factor for many communities within Jefferson County. Towns adjoining Cape Vincent are relatively closer to Fort Drum and the longer commuting time from Cape Vincent to Fort Drum may have been an important, negative factor influencing Cape Vincent's growth. In addition the initial 20-year, off-post housing agreements that began in the 1980s expired during the last decade and since then the Army showed a preference for closer off-post housing. A more detailed examination of Army families residing in Cape Vincent from 1980 through 2010 would help explain the Ft. Drum effect more clearly.

The threat of closing the Cape Vincent Elementary School, located in the Village of Cape Vincent, would certainly have discouraged young families from settling in Cape Vincent. This issue ripened in 2011 when a consultant for the Thousand Islands School District was engaged to

examine the financial impact of closing the school. In the end the consultant recommended that the Cape school remain open and the T.I. School Board supported that recommendation. Nevertheless, the issue is less likely to have affected the decade long slide in population growth, but it remains a sensitive issue and continues the aforementioned environment of uncertainty. The declining numbers of school-aged children only adds to this uncertainty.

Finally, the U.S. Census data that was used to describe trends in the last decade were obtained using a sample of the population, rather than from a complete census of the population. As a consequence, errors connected to sampling a population could also alter results to some extent.



Cape Vincent railroad depot and ferry landing; currently the site, office and retail store for the Anchor Marina.

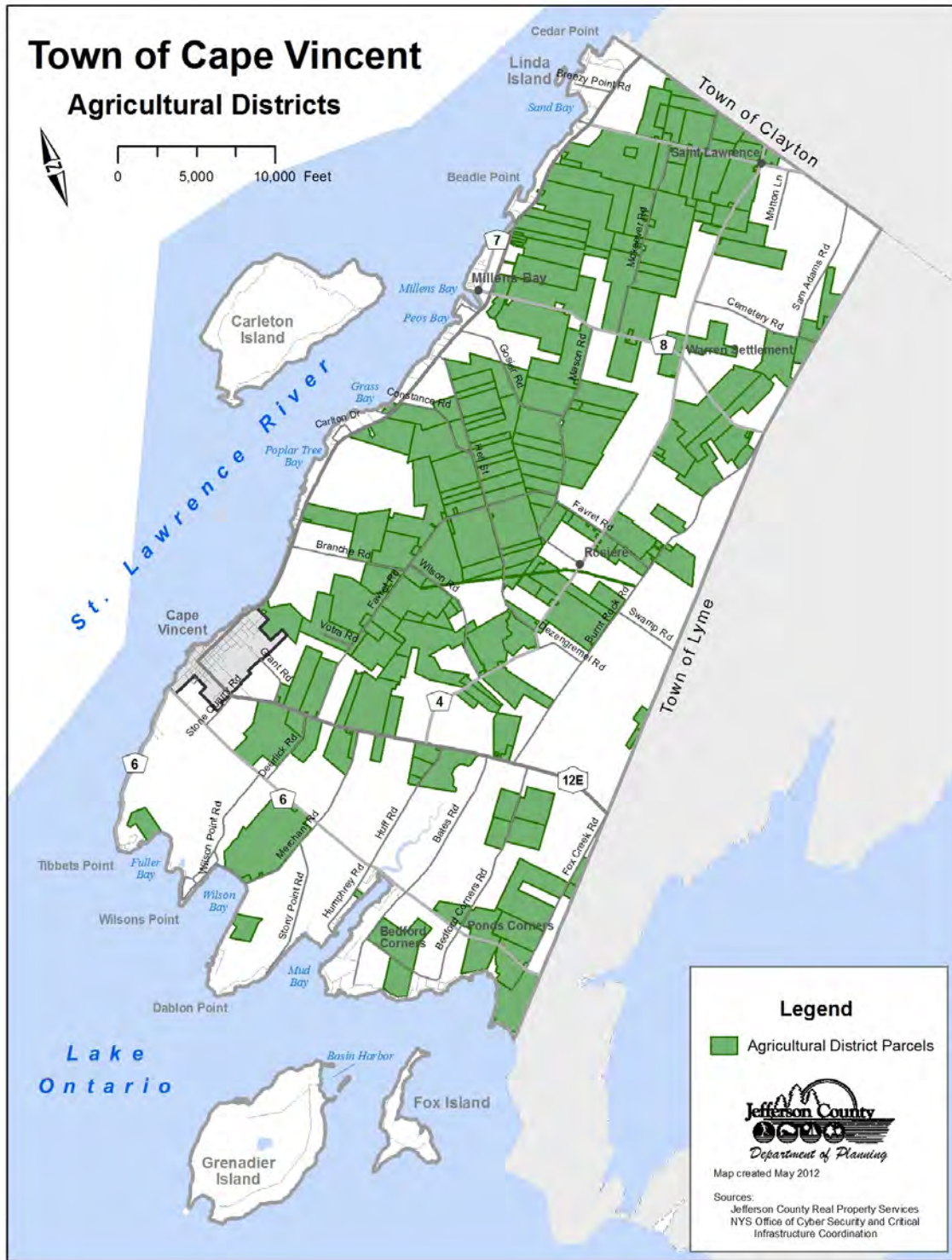


Figure 3. Land parcels in the Town of Cape Vincent that are part of Jefferson County's North Agricultural District No. 2

4.0 Natural Resources

4.1 Land

4.1.1 Soils:

A review of the Soil Survey of Jefferson County, published by the US Department of Agriculture in 1981, indicates that a majority of the soils in Cape Vincent are generally limited in supporting development and in particular are not conducive to standard septic system designs. The following are soil groups that cover Cape Vincent. Their descriptions are summaries from the Soil Survey and are generalized. Any site proposed for development should be tested to determine possible soil limitations.

- ✧ Chaumont - Galloo - Wilpoint - Guffin: About 55% of the land area in Cape Vincent is comprised of this group. It is characterized by moderately deep to very shallow, excessively drained to very poorly drained, clayey or loamy soils; on lowland plains. The limitations are the seasonal high water table, very shallow depth to bedrock and clayey subsoil.
- ✧ Kingsbury - Covington - Livingston: About 20% of the land area is comprised of this group. It is characterized by very deep, somewhat poorly drained to very poorly drained, clayey soils; on lowland plains. Prolonged wetness is serious problem for most development.
- ✧ Vergennes - Kingsbury - Elmridge: About 15% of the land area is comprised of this group. It is characterized by very deep, moderately well drained and somewhat poorly drained, clayey soils; on lowland plains. The seasonal high water table and the slow and very slow rate of water movement through the Vergennes and Elmridge soils and through the substratum of Elmridge soils are limitations to most urban uses.
- ✧ Groton - Windsor - Alton: About 5% of the land area is comprised of this group. It is characterized by very deep, excessively drained to well drained, loamy or sandy soils; on ridges, terraces, and plains. The rapid rate of water movement through the soils in this group means that the soils do not adequately filter effluent in septic systems. There are few other limitations to development.
- ✧ Benson - Newstead - Galloo - Rock outcrop: About 5% of the land area is comprised of this group. It is characterized by moderately deep to very shallow, excessively drained to poorly drained, loamy soils and rock outcrop; on lowland plains and uplands. The seasonal high water table, shallow to very shallow depth to bedrock, rock outcrop, some surface stones and a slowly permeable subsoil are the main limitations to most urban uses.

4.1.2 Agriculture

In addition to the lake and river, agriculture is a distinguishing feature of Cape Vincent, both because of its French history as well as the charm and beauty of the countryside. In addition to the economic value of the agricultural products and jobs produced in Cape Vincent, farming has possibly even greater economic value contributing to the overall appeal of the area and property values of the Town as a whole.

Changes in the nature of agriculture in Cape Vincent are having a profound effect on the Town, socially, economically, visually and environmentally. The number of dairy farms in Cape Vincent have declined dramatically. In a 1918 Jefferson County survey of farms sixty-six farms were listed for Cape Vincent; whereas today there are fewer than 10. More recent trends are no different.

Nationally the number of dairy farms declined 13% in the five-year period ending in 2001, according to latest agricultural census. The trend in land use for Cape Vincent, in Table 4.1 below, shows a -59% decline in the land parcels used in dairy production between 1997 and 2011. During the 25-year period between 1986 and 2011, parcels of vacant agricultural land more than doubled while the parcels devoted to field crop production increased by 25%. Other types of farming, e.g., cattle, sheep, horses etc., showed modest gains in agricultural land use. Total acres of land within the Town listed as agricultural uses was 17,736 in 2011, which represents 49% of all the land in the Town. These data depict a continuing decline of the dairy industry within the Town of Cape Vincent.

Table 4.1. Number of land parcels within the Town of Cape Vincent according to agricultural land use for 1986, 1997 and 2011.

Agricultural Land Use	1986	1997	2011	Acres 2011
Agricultural Vacant Land	32	45	66	3827
Dairy Products	76	75	31	4687
Cattle, Calves, Hogs	3	4	2	157
Sheep and Wool		2	1	101
Other Livestock (goats etc)	2	2	1	8
Horse Farms		3	4	117
Field Crops	65	71	81	8840
Total	178	202	186	17736

While the number of dairy farms and the people working in the dairy industry have dwindled, the production of milk is probably higher than it has ever been. Today dairy farming is big business and is a capital-intensive industry. At the same time there is evidence that a different kind of farm industry may be developing, one which is more diversified and an alternative to traditional dairy farming in Cape Vincent. It includes horse farms, goat farms, vineyards, and raising other animals and products for specialized niche markets (e.g., locally produced beef jerky). The traditional dairy farms and the families that operated them are increasingly part of Cape Vincent’s more recent history as the nature of farming changes. However, whatever future direction farming moves toward, the Town should recognize the very important role agriculture plays in our local economy and provide continued support to its farm community.

4.2 Water Resources

4.2.1 Lake Ontario Shore and Islands:

The shore line of Lake Ontario is mostly land which gently slopes into the lake. Much of this land is shallow overburden on rock ledges, which go out into the lake several miles. This results in relatively shallow bays which are ideal breeding grounds for many species of fish found in the

area. The resultant recreational fishing in this area has long been a cultural and economic boon to the Town (see Section 4.2.3). In contrast other places along this shore present sandy bottom bays which have long been used as family recreation spots. The protected bays between Grenadier and Fox islands comprise an ecologically safe habitat for the abundant waterfowl that reside in and migrate through the area. The shore lines of these two islands also further promote the propagation of both fish and birds which are vital to maintaining the ecologically friendly environment in the Town. Furthermore both Fox and Grenadier Islands are recognized for their uniqueness given the scarcity of Islands in Lake Ontario, as well as their current open space character. Consequently, consideration should be given to obtaining environmental open space easements on both islands.

When combined the mainland and islands shorelines extend for more than 20 miles. This unique asset of Cape Vincent has brought wildlife, people and prosperity to the Town. Maintaining them is essential to the continued well being of the environment and the Town. The effect of potential projects on this asset must be carefully considered and every effort made to minimize or eliminate any deleterious effect on these shorelines.

4.2.2 St. Lawrence River Shoreline and Islands

In contrast to the Lake Ontario shoreline the shorelines along the St. Lawrence River consist of rocky ledges that are as high as twenty (20) above the water. While there are several shallow bays and areas between Carleton Island and the mainland, similar to the Lake, the deeper water along the rocky ledges offer a different type of important fishery habitat than that along the shore of the Lake. The ledges offer physical protection to the shore along the River. Any degradation of the ledges and the underwater structure, below, would significantly reduce the stability of this shoreline. It should be noted that this important and very scenic shoreline is cited in the New York State 1998 Open Space Plan as a statewide area in need of open space protection. Specific attention must be paid to these unique features along the River shore whenever reviewing an application for a project that is in this area. The review of projects that are set back from the River must also keep the potential impact on the shoreline in mind. It should also be mentioned this shoreline is part of the nationally acclaimed Thousand Islands Region.

The Village of Cape Vincent developed and adopted a Local Waterfront Revitalization Program (LWRP) to assist in the development of the Village Coastal Zone in a way that protects and preserves its natural resource and supports development that will best utilize the potential of the waterfront. The LWRP also emphasizes the need to preserve and improve public access and use of the River. The Committee supports the policies of the LWRP. The shoreline areas are important resources and should be protected from uncontrolled development.

4.2.3 Fishing:

For a community bounded by Lake Ontario and the St. Lawrence River it is not surprising that the Town and Village of Cape Vincent's ecological and economic history have been tied to fishing since the area was first settled in the early 19th Century. Initially commercial fishing predominated, but as commercial species declined (e.g., Lake Trout, Whitefish and Lake Herring) recreational angling for Smallmouth Bass, Muskellunge and other warm water species flourished, and became an important element of the tourism-based economy by the close of the 19th century.

Although there have been substantial changes in lake and river ecology during the past 250 years, fishing is still an important economic asset and major draw to Cape Vincent. Smallmouth Bass, Yellow Perch, Northern Pike and Walleye fishing continue to attract the largest interest and following of both local and visiting anglers. Fishing opportunities for Muskellunge, the St. Lawrence River's most prized game fish, have recently shifted their distribution from Cape Vincent to down-river locales, but are still easily accessible by boat from the Town. Numbers of anglers and angling trips have declined from level of interest observed three decades ago; yet fishing opportunities in the Cape Vincent area abound and continue to provide a great tourism resource that is compatible with the Cape's family-oriented, small-town atmosphere.



Fred Lang, Cape Vincent, with his 60 in, 46 lb Muskie caught off Grenadier Island, Cape Vincent in 2004.

For the long-term health of the lake and river there are issues that need attention. Invasive species threaten the health and balance of the biological system. Nearly 200 invasive species have colonized the Great Lakes and sixty-five percent of these have been introduced via ballast water discharges by ocean-going vessels that gain access through the St. Lawrence Seaway. In addition, development of the Seaway and Robert Moses Hydro-Electric Dam required water level regulation, that unfortunately was not environmentally or ecologically optimum. Currently there is a new water regulation plan, BV7, that will add more natural variability to water levels and lead to improved environmental outcomes; it deserves local governmental support to enhance the stability and health of the river and lake ecosystems.

Finally, fishing has also had a positive effect on attracting new residents to Cape Vincent. Many retirees have purchased properties along Cape Vincent's waterfronts because of the very positive memories they had as children fishing with family and friends when they visited or summered in Cape Vincent. These experiences were one of the reasons why they kept coming back for years and why some have chosen to retire here as well.

4.2.4 Wetlands & Floodplains:

Closely allied water resources are wetlands and floodplains. Wetlands are areas that are periodically inundated with water. They support a wide variety of water tolerant plants and also serve as habitat for many types of wildlife. Wetlands are also extremely important for flood protection. They serve to detain water during storms and slow both the velocity and amount of storm water. Wetlands are also important in recharging aquifers.

In New York State, all wetlands over 12.4 acres (5 hectares) are regulated by the Department of Environmental Conservation. There are approximately 1,833 acres of New York State Regulated Freshwater Wetlands in the town of Cape Vincent. A New York State Department of Environmental Conservation (NYSDEC) permit is required before any construction takes place in a regulated wetland or in an area 100 feet around such wetlands.

The topography/geology of Cape Vincent is such that no place in the town is more than five thousand (5,000) feet from a mapped source of water. The Town abuts the St Lawrence River on one side, Lake Ontario on another and is riddled with streams, creeks, swamps and aquifers all of which drain into the Lake or the River. The health of these waterways is crucial in maintaining the ecological environment within the Town.

Floodplains are the areas adjacent to streams and rivers that may be inundated during flooding. The generally accepted standard for risk is the 100-year floodplain, that area which has a one percent chance of being flooded in a given year. The Federal Emergency Management Agency has mapped these floodplains in Cape Vincent. The Town and Village of Cape Vincent have both passed a Local Law adopting flood plain management regulations. The intent of the Law is to promote the public health, safety, and general welfare and to minimize public and private losses due to flood conditions in specific areas. Flood Hazard Areas are shown on Flood Insurance Rate Maps produced by the Federal Emergency Management Agency (FEMA) and filed in the Town and Village Clerk's Offices.

4.2.5 Aquifers:

In addition to the local ecological environment considerations of the Town's water resources, the health of these waterways is critical to maintaining the suitability of the watershed, into which they flow, as the source of domestic water. Cape Vincent and southern Jefferson County communities all along the St. Lawrence River and Lake Ontario shores draw their domestic water from these bodies. Activities which have the potential to contaminate any of these waterways and watershed should be carefully regulated by the NYSDEC and/or the Town and Village. One such activity that has potential for adverse impacts on water quality is the exploration, drilling or extraction of hydrocarbons from the earth and the processing of fracking waste water at municipal treatment facilities within the county.

4.3 Wildlife & Habitat

4.3.1 Endangered Habitats:

In 2006, studies conducted in association with industrial wind project discovered significant numbers of the Federally listed endangered Indiana Bat in a summer roosting inhabitant in the Town of Cape Vincent. The wooded, wetland was proximate to grassland habitats used for foraging by the bats. Insect hatches from the St. Lawrence River provide a rich source of food for summer resident Indiana Bat populations. Fragmentation and disruption of this grassland habitat can have a negative effect on the already dwindling bat population.

The endangered Short-eared Owl is known to winter in these same grasslands. In many years wintering concentrations of these Owls in Cape Vincent are impressive. Significant alterations of these grasslands could impact the use by meadow voles and on their population cycles, thereby altering the food source upon which a vast majority of the "mouse raptor" population depends. The importance of this habitat is accented by the scarcity of such grasslands in this geographical region of the northeast.

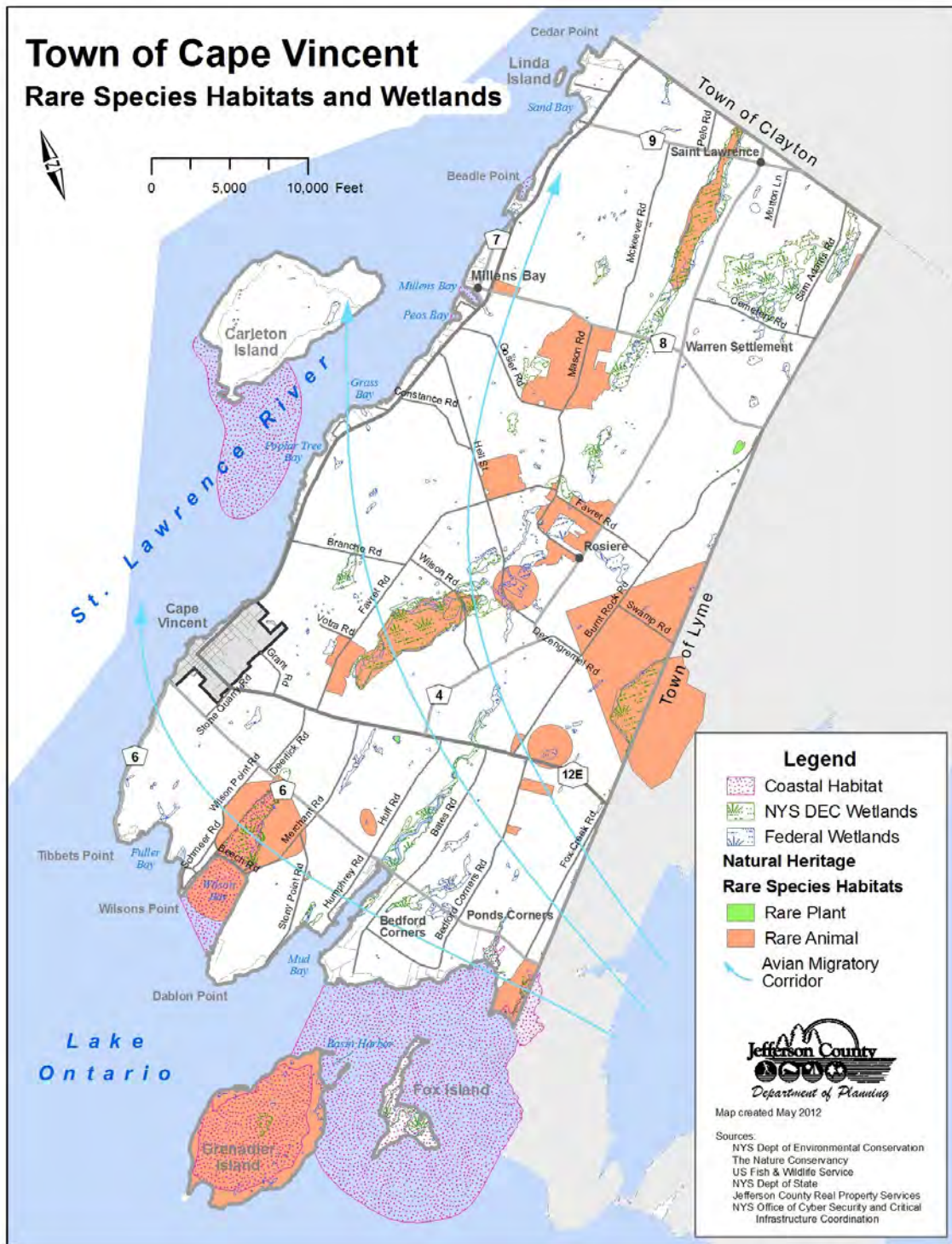


Figure 3. Critical environmental and ecological habitats and the Avian Migratory Corridor in the Town of Cape Vincent.

4.3.2 Grassland Habitats

The Cape Vincent river shoreline has one of the unique and substantial grassland habitats in eastern North America. Several public and private natural resource conservation organizations have identified the St. Lawrence Valley (Jefferson County through northern Clinton County) as one of the largest and most important grassland areas in the northeastern United States. Dairy farming and associated agricultural land uses represent a major economic activity in the St. Lawrence Valley, and many grassland bird species and waterfowl that nest here are dependent upon the pastures, hayfields and agricultural grasslands maintained by landowners. Furthermore, areas with significant amounts of more intensive agricultural operations (e.g., large row crop monocultures) provide habitat for grassland-dependent species. Many species that are declining

4.4 Unique Land Features and Critical Environmental Areas

4.4.1 Coastal Avian Migratory Corridor

The unique position of the Town of Cape Vincent within the northeast corner of Lake Ontario and adjacent to the head of the St. Lawrence Seaway creates bird migration dynamics that are exceptional in North America. The east coast of Lake Ontario naturally channels spring and fall migration of waterfowl. The whole northeastern corner of Lake Ontario and head of the St. Lawrence River are an important staging area for waterfowl in transit between the mid-Atlantic and Canada. This includes extensive grasslands and farm land shore regions where impressive numbers of geese and ducks make foraging transit flights daily in the migration periods. The Cape Vincent shoreline is one of the more important waterfowl migratory, resting and foraging areas in the entire Atlantic Flyway. Cape Vincent is also located adjacent to Wolfe Island Ontario, which is a formally recognized Important Bird Area (IBA) for migratory waterfowl. In addition to waterfowl, other species of waterbirds occur in high densities in this coastal region during migration periods. This includes large numbers of herons, egrets, bitterns, rails, and shorebirds.

Many species of birds prefer to fly around large bodies of water and this leads to concentrations in coastal regions. Increased avian activity in coastal regions may extend for 10 km or more inland depending on the location. These aggregation dynamics occur night and day during the migration periods and can be augmented by certain weather conditions. Besides the waterfowl and waterbirds mentioned, many species of landbirds are involved with such coastal concentrations. Most notable are the raptors (eagles, Osprey, hawks, falcons) which primarily migrate by day. This area is well known as one of the most important raptor corridors in the Atlantic Flyway. Cape Vincent has a history of such large raptor concentrations as a result of the geography and climate that are not replicable in many other areas in northeastern United States.

Songbirds also aggregate along the edges of such large water bodies. This is often witnessed in a phenomenon called “morning flight”. In some areas of the Great Lakes, this can be an incredible spectacle -- a 100,000 or more songbirds have been documented passing along a shoreline observation point in a single morning. Most songbird migration occurs at night. A recent New York Research Development Authority (NYSERDA) study indicated unusually dense nocturnal migration activity along the Cape Vincent shoreline for some species of songbirds. In flat inland

areas, such flights are believed to be fairly uniform across the terrain, but in coastal regions there is increasing evidence of unique concentration dynamics.

There are three types of development that can have significant impacts on migratory birds. One in general is artificial light. Bright sources of artificial light that directly emanate skyward (i.e., without reflectors steering the light downward) can disorient night migrating birds and in some cases lead to large kills of night migrating songbirds. It would be good practice for the Town of Cape Vincent to require that sources of bright light have reflective housings that guide the light downward, allowing minimal light to escape skyward. There are also benefits with such a practice of reduced light pollution and provide better star viewing. Furthermore, there is increasing evidence that high pressure sodium lights have less impact on wildlife than lighting with more short wavelength output (blue to green) such as Mercury Vapor, Metal Halide, and Halogen lighting. All lighting should limit ultraviolet emissions.

A second development that may impact bird migration in the Town of Cape Vincent is communications towers. Towers impose a potential collision impediment for birds at night and during foggy conditions. US Fish & Wildlife Service guidelines for reducing the avian impact of communications should be followed. This includes keeping towers as short as possible and requiring aviation obstruction lighting that is flashing and not steady-burning. Furthermore, there should be no sources of steady-burning light in close proximity to such towers. As mentioned, such lighting can disorient birds and lead to unnatural aggregations of night migrating songbirds. These birds may then collide with relatively invisible guy wires support the towers.

A third type of development that may impact bird migration is wind energy. Small residential or farm/business units less than 100 ft high are generally not a problem for birds. But such units above 100 ft high, and especially large industrial wind energy generators (>400 ft agl) will have significant avian impacts. The impacts will not only involve collision fatalities, but also avoidance behavior. Large wind farms in and near the Town of Cape Vincent would change the avian character of the area. For example, it is unlikely that Bald Eagles, a species which has been recovering from the brink of extinction, would successfully nest in the Town of Cape Vincent if the Town also hosts a substantial industrial wind energy farm. In addition, results from the nearby Wolfe Island Wind Energy project show that the other species such as the Purple Martin, which is in regional decline, is not compatible with industrial wind energy. Wolfe Island raptor fatality rate is among the highest North America.

In summary, industrial wind energy facilities, communication towers, industrial transmission lines are not compatible with bird life. Tall structures, particularly industrial wind turbines, could represent a major impediment to sustaining the Coastal Migratory Corridor through the Town of Cape Vincent. There is considerable uncertainty regarding the width, gradient and extent of the migratory corridor, and any industrial development that might be considered should allow for a wide protective buffer to account for this uncertainty. To afford ample protection for this unique and valuable resource, the corridor should be designated a Critical Environmental Area and future development in the Town of Cape Vincent should discourage within the corridor, to the greatest extent possible, industrial wind-generating facilities as well as any further development of broadcast and telecommunications towers.



The endangered Short-Eared Owl is a frequent winter visitor to the grassland habitats of Cape Vincent.

5.0 Historic and Cultural Resources

Cape Vincent's history and culture are not hidden or lost in the Town files or old books at the Community Library. Even though we are formally reminded of our past at least once each year when we celebrate our history with French Festival, our historical resources surround us everyday. Future growth or expansion may directly impact one or more of these resources. When and if a proposed development occurs near one of these assets, decisions must be made by community officials to strike a balance between the competing interests of our history and any new development. Attaining the proper balance will not only require the review of the proposed development, but it should also be understood that the value of Cape Vincent's historical and cultural resources are irreplaceable.

Archeology:

Kudrle³ examined the resources of Cape Vincent and summarized the important facets to the area's archeological history as follows: *“The first, designated as pre-agricultural hunter/gatherer, developed with the arrival of highly mobile groups during the Paleo-Indian period (around 10, 000 BC) and continued through the Middle Archaic (4000 BC). This pattern matured into more territorial mobility during the Late Archaic (4000-1500 BC) and flourished in the region until the advent of early agriculture in the Late Woodland period (AD 900-1650). It was during this period that human groups relied almost solely on wild plant resources, fish, and game animals for daily subsistence. Therefore, mobility was fairly high as groups moved in search of seasonally available resources. Hunting and gathering continued to be an important part of the subsistence base during the agricultural Late Woodland period (AD 900-1650), but a large part of the daily subsistence was increasingly shifted toward the production and consumption of the maize-beans-squash complex. This subsistence shift led to the development of larger and more sedentary human populations, and the subsequent construction of hamlet and village settlements near agricultural fields.”*

In a more specific local reference, Kudrle cites a passage in Nelie Horton Casler's history of Cape Vincent⁴ where she states *“...there are traces of an Iroquois prehistoric village on the west bank of French Creek; about 80 rods (1320 feet) south of St. Lawrence Village, a few stone articles and much pottery, buried deep in ashes have been unearthed, and there was also a large village on the west branch of French Creek, a quarter of a mile south of St. Lawrence Village.”* Also, *“During construction of the railroad leading from Rosiere to Cape Vincent, a small prehistoric buried mound was uncovered.”* Some of the local archeological sites have been identified and listed with the New York State Department of Parks, Recreation and Historic Preservation (Table 5.1). Approximate location of archeological sites of sensitivity in the Town of Cape Vincent are noted as circles in Figure 5.

³Kudrle, S.M. 2007. Cultural Resource Management Report: Phase 1A Cultural Resource Assessment. Cape Vincent Wind Power Project. Prepared for: BP & ERM- Southwest, Inc. 46 p.

⁴Casler, N.H. 1906. Cape Vincent and its History. Hungerford-Holdbrook Co., Watertown, NY. 240 p.

Table 5.1 Archeological Sites of Sensitivity for the Town of Cape Vincent from Kudrle 2007.

SITE NUMBER / SITE NAME	USGS QUAD: LOCATION	SITE TYPE
NYSM 3596 ACP JFSN	CAPE VINCENT SOUTH: 305 M (1000 FT) NORTH OF KENT CREEK; 94 M (310 FT) GENTLE SLOPE	UNIDENTIFIED PREHISTORIC CAMP
A04505.000071 UB 958 SAUNDERS SITE	CAPE VINCENT SOUTH: 200 M (655 FT) EAST OF KENT CREEK; 94 M (310 FT) GENTLE SLOPE	LATE WOODLAND VILLAGE (AD 1500); COLLARED GRIT-TEMPERED POTTERY, BONE TOOLS, AND A FEW STONE TOOLS
NYSM 3595 ACP JFSN	CAPE VINCENT SOUTH: 30 M (100 FT) EAST OF FOX CREEK; 88 M (290 FT) GENTLE SLOPE	UNIDENTIFIED PREHISTORIC CAMP
NYSM 3594 ACP JFSN	CAPE VINCENT SOUTH: ADJACENT EAST OF LITTLE CREEK; 78 M (256 FT) GENTLE SLOPE	UNIDENTIFIED PREHISTORIC CAMP
NYSM 3598 ACP JFSN	CAPE VINCENT SOUTH: 152 M (500 FT) SOUTHEAST OF CREEK; 94 M (310 FT) FLAT	UNIDENTIFIED PREHISTORIC CAMP
NYSM 3597 ACP JFSN	CAPE VINCENT SOUTH: HEAD OF WETLAND AND ADJACENT CREEK; 94 M (307 FT) FLAT	UNIDENTIFIED CAMP
NYSM 3431 ACP JFSN-4	CAPE VINCENT NORTH: 488 M (1600 FT) SOUTHWEST OF SCOTCH CREEK; 76 M (250 ft) FLAT	UNIDENTIFIED PREHISTORIC BURIAL MOUND; PARKER NOTES THAT MOUND WAS OPENED WHEN RAILROAD WAS BUILT
NYSM 7814	ST. LAWRENCE: 305 M (1000 FT) SOUTHEAST OF CREEK; 107 M (350 FT) FLAT	PROBABLY PREHISTORIC; NO INFORMATION
NYSM 1497	ST. LAWRENCE: ADJACENT TO CREEK; 107 M (350 FT) FLAT	LATE ARCHAIC; OTTER CREEK POINT
NYSM 3432 ACP JFSN-5	ST. LAWRENCE: 213 M (1700 FT) NORTH OF WETLAND; 107 M (350 FT) FLAT	LATE WOODLAND VILLAGE
A04507.000105 UB 959 MATSON SITE	ST. LAWRENCE: 100 M (30 FT) EAST OF CREEK; 98 M (320 FT) FLAT	LATE WOODLAND VILLAGE (AD 1500); COLLARED GRIT-TEMPERED POTTERY, BONE TOOLS, AND A FEW STONE TOOLS
NYSM 3499 ACP JFSN-72	ST. LAWRENCE: ADJACENT TO WETLAND; 107 M (350 FT) FLAT	WOODLAND; LARGE VILLAGE AND MIDDEN
NYSM 3500 ACP JFSN-73A	ST. LAWRENCE: 457 M (1500 FT) EAST OF WETLAND; 107 M (350 FT) FLAT	WOODLAND CAMP; PROJECTILE POINTS AND POTTERY
NYSM 7879 ACP JFSN-73B	ST. LAWRENCE: ADJACENT TO WETLAND; 93 M (305 FT) FLAT	UNIDENTIFIED PREHISTORIC CAMP

Historical & Cultural: Cape Vincent's history is abundantly on display throughout the Town. The New York State Office of Parks, Recreation and Historic Preservation has an inventory of the Town of Cape Vincent's historic and cultural resources (Table 5.2, Figures 4 & 5). The following commentary was excerpted from the nomination form for the National Register of Historic Places submitted by the St. Lawrence Eastern Ontario Commission (SLEOC, August 16, 1985):

“Cape Vincent contains a significant collection of intact architectural and historic resources representing the settlement and development of the town of Cape Vincent as an agrarian community and St. Lawrence River port from 1815-1930, the twenty-six individual properties and one historic district constitute a building inventory of the most intact and significant surviving examples of nineteenth-century residential, agricultural, religious, commercial and industrial building types in the town. The nominated properties include representative examples of the regional vernacular building tradition, most employing indigenous limestone as the primary building material; intact surviving farm complexes with original agricultural outbuildings and farmland; and distinctive regional examples of Georgian, French Colonial, Federal, Greek Revival, Gothic Revival, Italianate, Second Empire and Colonial Revival design. The architectural heritage of the town of Cape Vincent reflects its settlement by American pioneers and prominent French immigrants, the continuity and increasing refinement of vernacular masonry building traditions and the development of agriculture and mercantile prosperity. Cape Vincent has seen little, if any, twentieth-century growth. Its historic resources retain integrity of both architecture and setting, reflecting the nineteenth and early twentieth century development of this rural community.”

Twenty-eight properties and one historic district within the Town are currently listed on the Federal Historic Register (Table 5.2) and more than one-hundred others are considered eligible for listing. The following description for the homes is taken from the Statement of Significance in the August 1985 Nomination Form: *“In 1815 James LeRay had the Stone House built for his son Vincent. This house, a two-story, Georgian style limestone building, was listed on the National Register in 1973. It is the oldest intact building in the multiple resource area and the centerpiece of the Broadway Historic District. The earliest individual components in this nomination include the Jean Philippe Galband du Fort House (1818) and the John Borland House (1818-1828). Both are vernacular one and one-half story frame structures located in the village of Cape Vincent. The du Fort House features two gabled wings joined with a hyphen. The south wing was added pre-1854. The Borland House has a full facade open porch and a Federal style doorway with pilasters and sidelights.*

Another early (1820) building in the village of Cape Vincent, the Otis Starkey House is a two-story frame Federal style residence with a blind arcade and modillions on the front-gable cornice. This is the only Federal style building in the nomination and exhibits excellent craftsmanship in its detailing.

The nomination also contains ten limestone farmhouses in the town of Cape Vincent, built between 1830 and 1855. They represent the best of the vernacular house building tradition in the town and are distinguished by simple rectangular massing, symmetrical three- or five-bay facades with central entries, and the use of indigenous limestone, which is characteristic of the rural areas of the town. Eight of these houses, Warren Wilson House (1830's), Capt. Louis Peugnet House (1837-1843), George Reynolds House (1837), the Reuter Dyer House (1839), the Nicholas Coccagne House (1839), the Johnson House (1840), the Remy Dezengremel House (1850's), and the Joseph Docteur House (1850) have a one and one-half story, gabled three- or five-bay main block with a central doorway, and except for Capt. Louis Peugnet House, a one-story wing. Two of these buildings have a different plan. The Xavier Chevalier House (1852) is a one and one-half story L-shaped residence with a front gabled entry. The Claude Vautrin

House (1855) is a two-story square building with a hipped roof.

Each building has distinctive details reflecting local adaptations and building techniques. The Warren Wilson House (1830's) has rubble walls, limestone lintels and sills and rustic quoins. The Capt. Louis Peugnet House (1837) has a flared roof, open porch and casement windows characteristic of French Colonial architecture and a Greek Revival style entrance. The Reuter-Dyer House (1839) also has an open porch, Greek Revival style entry and flat-arched lintels. The George Reynolds House (1837) has a watertable of square blocks and irregular quoining. The Nicholas Cogaigne House (1830) has a successful addition of a cross gable and pedimented porch, supported by columns. The Johnson House (1840) has finely dressed limestone, a belt course over the top of the windows and a smooth stone arch over the main door. The Remy-Dezengremel House (1850) has a recessed front door with transom and sidelights, and a central chimney.

All of the limestone farmhouses are set in the rural areas of the town. All except Capt, Louis Peugnet House and George Reynolds House have some agricultural outbuildings including nineteenth-century barns and limestone smokehouses or corner cribs and are surrounded by cropland, pasture or inactive farm land, consistent with their original agricultural character. Some of these houses are within sight of each other; however, none form a cohesive grouping without the intrusion of altered or non-historic structures.

Three architecturally significant church buildings (all individual components) are included in this nomination; St. John's Episcopal Church (1841), St. Vincent of Paul Catholic Church (1858), and Union Meeting House (1869). St. John's is a one-story frame Greek Revival style church with a tall three-tiered entry tower with a steeple and a pedimented facade. St. Vincent of Paul is a Gothic style church built of finely dressed limestone with pointed-arched windows and doors. Both churches are located in residential areas of the village of Cape Vincent. The Union Meeting House is a simple vernacular clapboard church with a roof top steeple, a double door with fanlight and round-arched windows'. Located in the hamlet of Millen's Bay, it serves a rural population.

The residential areas of the village of Cape Vincent expanded in the era of commercial prosperity in the mid to late nineteenth century. Five residences from this era (all individual components) , in a variety of romantic styles, are included in this nomination, They. include the James Buckley House (1845), a Gothic Revival style house with board and batten siding and decorative braces in the gable apex. The Erastus K. Burnham House (1870) is an example of the Italianate style, with its two-story square block, shallow hipped roof with decorative brackets and central belvedere. The General Sacket House (1872) is a two and one-half story Second Empire style house with a mansard roof and round-headed dormers. The Lewis House (1875) is a modest eclectic one and one-half story gabled house, with a three and one-half story mansard-roof tower. The Cornelius Sacket House (1900) is a two-story Colonial Revival style house with a gambrel roof and wrap-around porch.

During the same period, a commercial area developed along Broadway. The four-story limestone Duvillard Mill (1856) (individual component) is a vernacular building with Stick style multi-gabled porch, decorative finials and gable trusses (currently DEC's Cape Vincent Fisheries Station). Three Italianate style commercial buildings (all individual components), the

Aubertine Building (1880's), *Levi Anthony Building* (1884)⁵ and the *Glen Building* (1887) are the best examples of Cape Vincent's commercial architecture that survive from this era. The *Aubertine Building* is a three-story wood building with a large molded cornice, which has ground floor storefronts and a second story theater. The *Levi Anthony Building* is a three-story brick building with ground floor storefronts, decorative cornice and pointed window crowns. The *Glen Building* is a small-scale two-story commercial and residential building with a storefront with original hand-pressed glass and decorative lacework and brackets on the cornice. The *Roxy Hotel* (1894) is a prominent three-story brick building located in the center of the village of Cape Vincent. It features modest turn-of-the-century design with arched windows and doors on the ground floor, segmental-arched windows on upper floors and a restrained brickwork pattern on its frieze.

The Broadway Historic District is a cohesive group of three neighboring estates built between 1815 and 1840 on the St. Lawrence River on the west edge of the village of Cape Vincent. It includes: the Stone House (1815)» two Greek Revival style mansions; Beechwood⁶ (1840) and Maple Grove (1838); two houses which were Stone House service buildings, the Servants Quarters (1820) and Bragdon House (1840); and two contributing outbuildings on the original Stone House property. The high-style and grand scale of the three large residences in the district reflect the wealth and prominence of their original French owners.”

The community of Cape Vincent is a genuinely historic community. It is graced with many inspired properties listed on the National Register of Historic homes and numerous other historic properties which would qualify for inclusion in the National Register but have not been entered. A key aspect of the historic properties is a sense of site. In many cases beautiful architectural buildings overlook Lake Ontario or the St. Lawrence River or a pristine rural landscape. The convergence of nature and architecture in Cape Vincent is much the same today as it was two centuries ago. This is essential to the heritage of our community from its exploration to the establishment of Cape Vincent as a keystone to the settlement of a large countywide area, to the unfolding of events during the War of 1812, to the development of commerce through time and the eventual evolution of our community as it stands today. Thus, the community and its leaders must not only be sensitive to the potential adverse impacts that any project may have on the Town, Village and surrounding areas, but also maintain vigilance in the protection of existing cultural, visual and aesthetic assets of the Town and Village.

5 Razed between 2003 and 2010.

6 Beechwood, Maple Grove, Servant's Quarters and Bragdon houses are not registered, but are eligible to be listed.

Table 5.2. Cape Vincent's historic buildings listed on the National Park Service's National Register⁷.

Description/SHPO Inventory Number	Address	Map Reference
Jean Philippe Galbrand du Fort House (90NR01173)	313 James Street	1
John Borland House (90NR01168)	127 Joseph Street	2
Otis Starkey House (90NR01181)	9500 Point Street	3
Warren Wilson House (90NR01130)	4670 Favret Road	4
Captain Louis Peugnet House (90NR1126)	32115 County Road 6	5
George Reynolds House (90NR01127)	34191 Route 12E	6
Reuter Dyer House (90NR01124)	29902 County Road 4	7
Nicholas Cocaigne House (90RN1121)	2867 Favret Road	8
Johnson House (90NR01125)	33071 Tibbetts Point	9
Broadway Historic District (90NR01169)	Village of Cape Vincent	10
James Buckley House (90NR01170)	169 Joseph Street	11
Remy Dezenremel House (90NR01122)	30538 Rosiere Road	12
Joseph Docteur House (90NR01123)	31469 Rosiere Road	13
Xavier Chevalier House (90NR01120)	6338 Gosier Road	14
Claude Vautrin House (90NR01129)	33110 Mason Road	15
St. Vincent of Paul Catholic Church (90NR01180)	139 Kanady Street	16
Union Meeting House (90NR01128)	6433 Millens Bay Road	17
Burnham House (90NR01171)	565 Broadway	18
Gen Sacket House (90NR01178)	467 James Street	19
Lewis House (90NR01175)	230 Market Street	20
Aubertine Building (90NR01167)	496 Broadway	21
Glen Building (90NR01174)	352 Broadway	22
Roxy Hotel (90NR01176)	310 Broadway	23
Cornelius Sacket House (90NR01177)	571 Broadway	24
Rogers Brothers Farmstead (95NR00907)	27658 Dablon Point Road	25
Tibbetts Point Lighthouse (90NR01119)	Tibbetts Point Road	26
Duvillard Mill (90NR01172)	583 Broadway	27
Vincent Le Ray House (90NR01182)	375 Broadway	28

⁷ As listed on the National Register - May 17, 2012. Levi Anthony building was razed between 2003 and 2012 and St. John's Episcopal Church was destroyed in a fire in 2005.

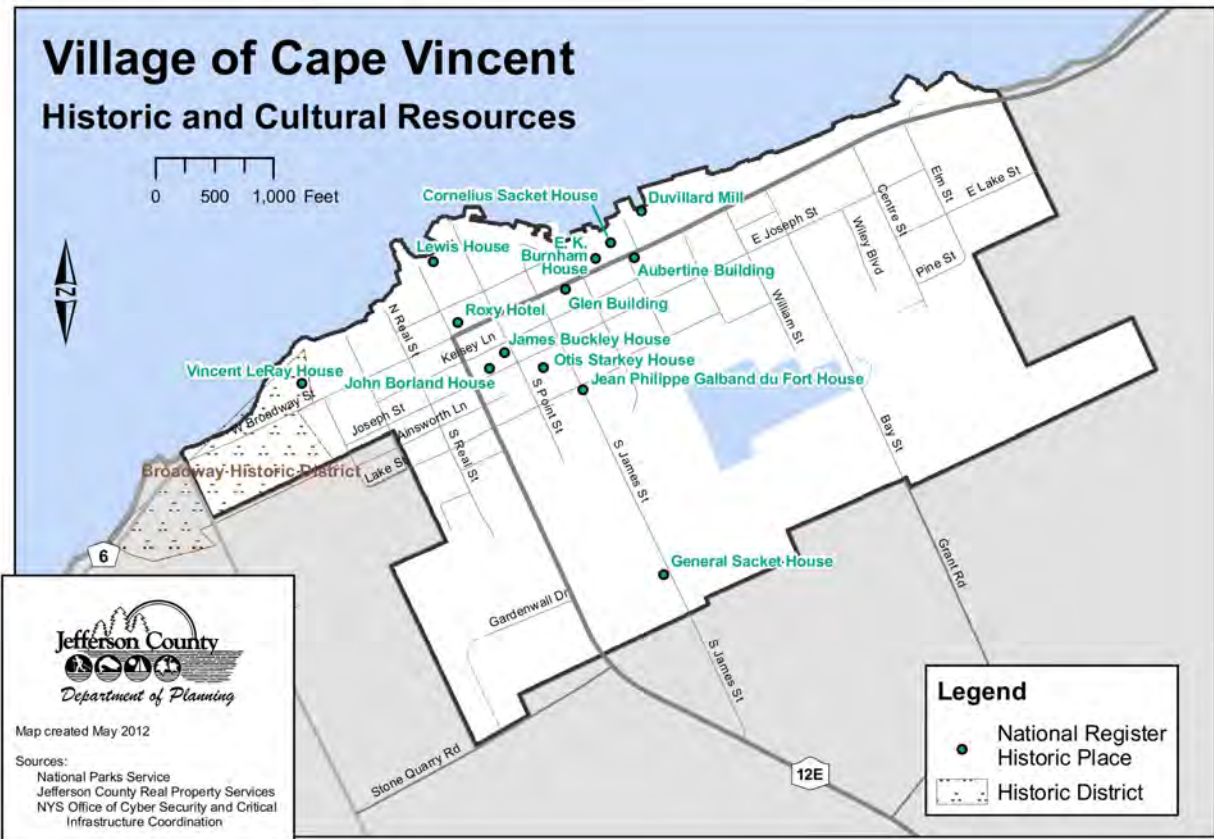


Figure 4. Listing of properties and the historic district on the National Register within the Village of Cape Vincent.

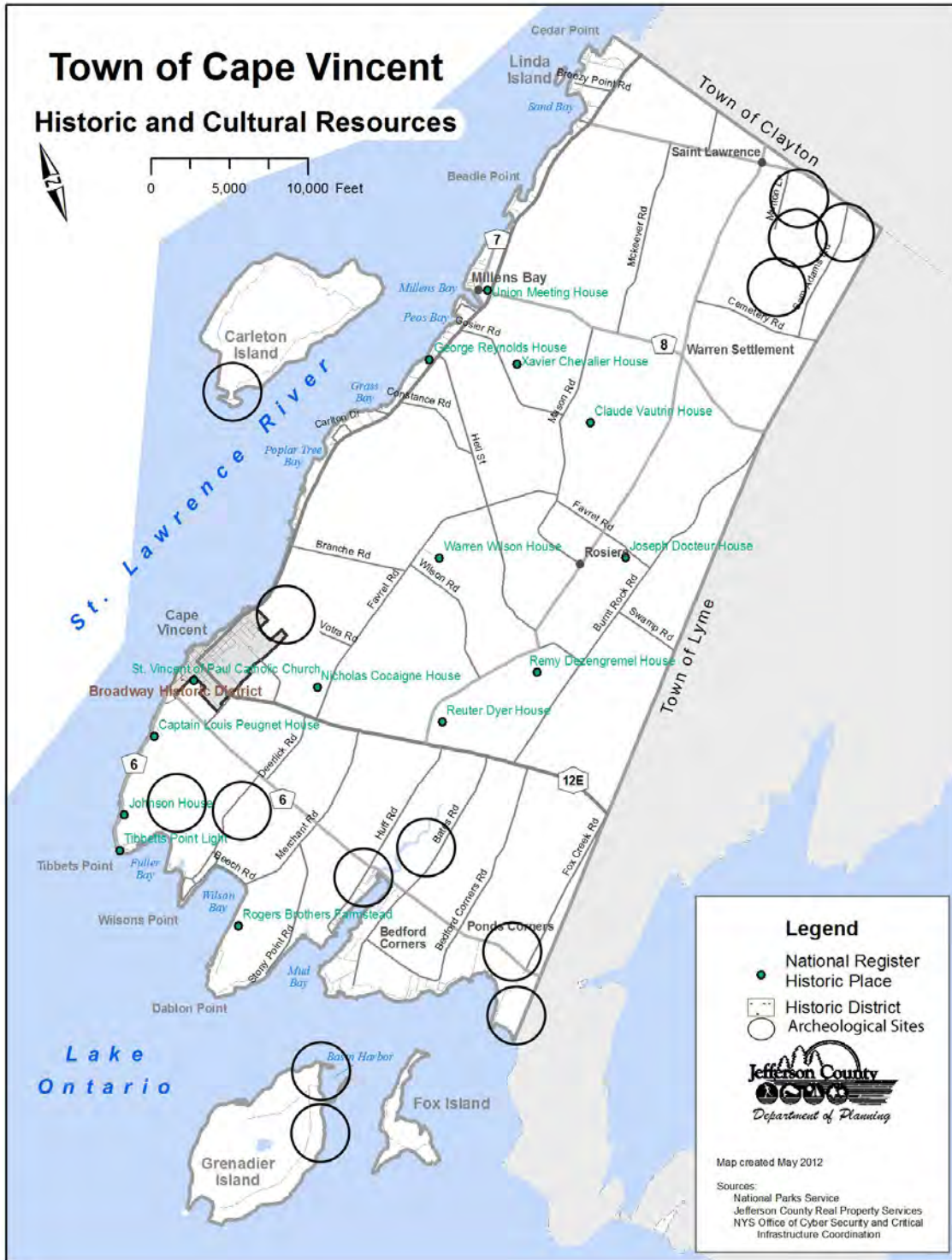


Figure 5 Locations of archeological and cultural resources within the Town of Cape Vincent, NY.

6.0 Infrastructure

6.1 Water Systems

6.1.1 Town: According to the Soil Survey of Jefferson County, the Town of Cape Vincent has thin clay and silt deposits overlying limestone bedrock which causes water to be scarce for drilled wells. Therefore, municipal systems have been constructed and are being considered to service the more populated areas. The Development Authority of the North Country (DANC) built a waterline from the St. Lawrence River to the Village of Glen Park in the Town of Brownville. DANC purchases water from the Village of Cape Vincent. This line runs under an abandoned railroad bed. It supplies water to the Villages of Chaumont, Dexter, Brownville and Glen Park as well as water districts in the Town of Cape Vincent.

6.1.1.1 Water District #1 This District runs along NYS Route 12E from the Village of Cape Vincent Northeast to the Town of Clayton. It encompasses 1,000 feet on both sides of 12E. The Town water district has been in operation since January 1996. The water is supplied from the Village of Cape Vincent and is re-chlorinated at the Town pump station. There are 1,615 EDUs (Equivalent Dwelling Units) including the T.I. High and Middle School, 2 NYS Parks, the Cape Vincent Correctional Facility, mobile home parks, cottages and residences.

6.1.1.2 Water District #2 This District supplies water to three farms (3 EDU) and the Town's transfer site. It is a Town water district that obtains water from DANC's Western Regional Water Line and has been in operation since December 1997.

6.1.1.3 Water District #3 This Town water district supplies water to approximately 45 equivalent dwelling units (EDU) along portions of County Road 4, Dezensgremel Rd, Mason Rd and Favret Rd. Water is supplied from DANC's Western Regional Water Line and has been in operation since 2001.

6.1.1.4 Water District #4 This Town water district began operation in 2008 and is supplied by the Village of Cape Vincent along NYS Rte 12E. It includes a water tower located at the corner of Rte 12E and Merchant Road and services 244 EDUs in sections of County Road 4, NYS Route 12E, Huff Road, County Road 6 and Humphrey Road. It also connects with Water District #3 and since 2009 Water District #3 receives its water from the Town rather than DANC.

6.1.1.5 Water District #5 This District is located along County Road 9, from NYS Route 12E south to the Town of Clayton line. This District encompasses the Hamlet of St. Lawrence Corners. It serves 49.5 EDUs.

6.1.2 Village: The Village of Cape Vincent has a water system with a capacity of 1.4 million gallons per day (g/d). At the present time approximately 800,000 gallons are being used per day (57% of the capacity). The Village system supplies water for the Town of Cape Vincent water districts and the Development Authority of the North Country (DANC) Western Regional Water Line. The breakdown of average usage is as follows: Village: 196,000 g/d; Town: 700,000 g/d and DANC: 504,000 g/d.

6.2 Sewer Systems

6.2.1 Town The Town does not have any sewer districts at this time.

6.2.2 Village: The Village is currently in the process of replacing their sewage treatment plant and lift stations. The new plant will be able to handle 260,000 g/d compared to the old one that could only handle 144,000 g/d. Also they are replacing three old lift stations with two new ones. One will be located behind the chamber office and will replace the two that are located on Point and Esselstyne St. The second one will be located behind the new health care facility and that will replace the one on the corner of Bay St. Both of the new lift stations will pump everything up to the new plant which is located on 17 acres of land off from Bay St. the Village owns.

6.3 Transportation

6.3.1 Road Mileage by Jurisdiction The roads within Cape Vincent fall under the jurisdiction of the State, County, Town and Village. The following table shows the mileage for each jurisdiction at the current time (2012).

Municipality	Centerline mileage by jurisdiction			
	Local	County	State	Total
Town of Cape Vincent	57.2	24.1	13.1	94.4
Village of Cape Vincent	8.2	0.0	1.5	9.7
Total	65.4	24.1	14.6	104.1

Source: Jefferson County highway Dept. 2000 Annual Report.

6.3.2 Town of Cape Vincent Highway Department Proposed Projects

YEAR	ROAD	DISTANCE (miles)	PROJECT
2012	Mason Rd	1.10	Cold mix blacktop
	Wilson Rd	0.30	Hot mix blacktop
	Dablon Pt Rd	0.30	Cold mix blacktop
2013	Lisa Drive	0.75	Cold mix blacktop
	Merchant Rd	1.20	Cold mix blacktop
2014	Branche Rd	1.40	Hot mix blacktop
2015	Bedford Corner Rd	1.60	Hot mix blacktop
	Riverview Dr	0.35	Hot mix blacktop
2016	Stone Quarry Rd	0.50	Hot mix blacktop
2017	Pelo Rd	0.50	Hot mix blacktop
2018	Deerlick Rd	1.00	Cold mix blacktop
2019	Gosier Rd	1.70	Cold mix blacktop

2020	Mason Rd	0.30	Hot mix blacktop
	Grant Rd	0.65	Cold mix blacktop
	James St	0.20	Cold mix blacktop

Town of Cape Vincent Chip and Seal Projects:

YEAR	ROAD	DISTANCE (miles)
2012	Favret Rd	2.2
2013	Favret Rd	1.3
2014	Cemetery Rd	1.6
2015	Wilson Pt Rd	1.3
2016	Huff Rd	1.7
	Favret Rd	1
	Carleton Dr	0.5
2017	Bates Rd	2.6
	Fox Creek Rd	2.1
2018	Schmeer Rd	0.6
	Mason Rd	1
2019	Burnt Rock Rd	2
2020	Dezengremel Rd	0.6
	Burnt Rock Rd	2
	Humphrey Rd	1.1

6.3.3 Village of Cape Vincent Street Projects The Village currently budgets \$76,000 annually for repair and restoration of streets. The Village does not currently have a capital plan for street reconstruction.

6.3.4 County Highway Department Capital Projects The Jefferson County Highway Department has two capital projects planned within the Town of Cape Vincent.

- 1) Reconstruction of County Route 6, from Bates Rd to bridge at Mud Creek (spring 2012).
- 2) Reconstruction of County Rte 7 to begin after County Rte 6 is completed. This will be a 2-3 year project for the Town crew.

The County Highway Department has paving projects planned for County Rte 9 (2012) and a topcoat of paving on the completed County Rte 6 project.

6.3.5 NYSDOT Projects The NYS Department of Transportation will be resurfacing NYS Route 12E when necessary and the regular maintenance for signs, guardrails, bridges, striping and potholes.

6.3.5 Horne's Ferry Service Horne Transportation operates a ferry service between Cape Vincent and Wolfe Island that began operation in the early 1800s. Currently the ferry operates from May to October, and in conjunction with the an Ontario Provincial ferry, provides a connection to Kingston, Ontario.

6.4 Utilities

6.4.1 Electrical Niagara Mohawk Power Corporation provides electricity to the Cape Vincent area. Three-phase power is available throughout much of the Village and along some roads in the Town. Three-phase power is a important requirement for many small manufacturing businesses and its availability can help small business development in Cape Vincent.

6.4.2 Fiber Optics Time Warner and TDS Telecom provides high speed internet and phone communication access through a fiber optic trunk lines to Cape Vincent. DS3 (Digital Signal or Data Service) circuits are available throughout the Town and Village, however service in many parts of the Town need improvement.

6.4.3 Telephone TDS Telecom provides local telephone service. Cellular phone service is available throughout the area and island localities.

6.4.4 CableTime Warner Cable and Dish Satellite service together provide cable television service for the entire Town and Village.

6.5 Tourism

6.5.1 Attractions The St. Lawrence River and Lake Ontario are the principal tourist draw to Cape Vincent and offer an opportunity for fishing, boating, scuba diving and waterfront scenic views.

- ⤴ The East End Village Park located on Broadway near the Town / Village boundary is a popular site for scuba diver training.
- ⤴ The New York State Seaway Trail is a designated National Scenic Byway in New York State that parallels the St. Lawrence River, Lake Ontario, Lake Erie and the Niagara River. The Trail follows NYS Route 12E through Cape Vincent and is a popular driving tour and bike route in the summer.
- ⤴ Tibbetts Point Lighthouse, Museum and Visitors Center is a popular destination for historical and scenic values. There is also a Hostel located at the Lighthouse.
- ⤴ There are two NYS Parks, Cedar Point and Burnham Point, located in the Town. Both offer boat launches, picnic areas and camping. Cedar Point also provides a sand beach.
- ⤴ Bicycling is a growing popular activity. According to the Bicycle Institute of America, in 1993 there were 100 million U.S. bicyclists. The Bicycle Master Plan For The Adirondack North Country Region Of New York State, prepared by Holmes & Associates with funds from the NYSDOT and the Scenic Byways Program of the Federal Inter-

modal Surface Transportation Efficiency Act, identified Jefferson County’s coastline as a tremendous bicycling asset. “The small towns, scenery, and views of water offer just what the cyclist is looking for.”

- ⤴ The French Heritage of the area provides historic sites for visitors. The annual French Festival draws huge crowds for a weekend of French pastries and breads, a parade led by Napoleon, craft fair and fireworks.
- ⤴ Cape Vincent has many stone houses that date to the earliest settlement of the area. Group tours have been given at a number of these historic homes. This activity could be further developed as a tourist attraction.
- ⤴ The ferry to Wolfe Island is a popular activity as well as an easy route to Kingston, Canada.

6.5.2 Accommodations Cape Vincent has a variety of places visitors can stay when in the area. There are motels, bed & breakfasts, camps and cottages, campgrounds and recreational vehicle parks. New additions include a renovated Roxy Hotel and expanded Angel Rock Cottages.

6.5.3 Marinas Marinas are located in the Village and in the Town along the River and the Lake with over 400 slips available with gasoline, repairs, ramps, moorings, power, supplies, restrooms and showers.



The William Darrell, a ferry owned and operated by Bruce and George Horne, crossing the St. Lawrence Seaway navigation channel between Wolfe Island and Cape Vincent, NY.

7.0 LAND USE

The Committee reviewed the areas described in the 2003 Joint Plan and made few changes to the original distribution of land use areas. The existing land uses are outlined below along with the types of development to encourage and discourage. These areas should be considered as potential zoning districts in any updated Town or Village zoning laws.

In other sections of this updated Plan the Town and Village's abundant natural and scenic resources were highlighted as important assets to stimulate future community growth. As Town and Village planning boards guide this growth and development, they are encouraged to also protect these valuable natural and scenic resources to the maximum extent possible and to discourage any development that threatens or negatively impacts those valuable resources. We want growth, but not at the expense of adversely affecting our natural and scenic resources. This is not only a recommendation of the committee, but it also represents the collective values of Town and Village residents.

7.1 Town Areas:

Area #1 Bounded by Bates Rd to the North, County Road 6 to the East, Lake Ontario to the West and the Town of Lyme to the south.

Present Use: Agriculture, year-around and seasonal residences and marinas.

Comments: The portion of the shoreline from the Town of Lyme to Pond's Marina remains undeveloped. The shoreline from Pond's Marina to the tip of Baird Point has continuous development consisting of marinas, seasonal mobile home parks, seasonal residences and some year-around residences. The interior land is primarily undeveloped open space with some woodland. The shallow water near shore surrounding Fox and Grenadier Islands is a historic productive fishing area and an important spawning habitat which was also designated a Significant Coastal Fish & Wildlife Habitat.

Residents of Area #1 lack suitable Artesian well water. A major concern with this waterfront area is the geological and soil features that limit the effective treatment of waste-water. Future development of this lakefront area will have to consider larger lot sizes and regulations that provide for the effective treatment of waste-water and engineered septic systems (Section 9.4)

Encourage: Residential use with an emphasis on preserving open space and protecting nearby fishing and spawning grounds, regulated commercial use with controls over the treatment and discharge of wastes.

Discourage: Uncontrolled growth due to concern of impact from discharged wastes. Any commercial or utility development whose influence would have a negative impact on health, safety, scenic and natural resources, property values, recreational opportunities and tourism assets.

Area #2 Bounded by Bates Rd to the South, County Road 6 to the East, Lake Ontario to the West and Humphrey Rd to the North.

Present use: Marinas, restaurant, scattered small commercial uses, and year-around and seasonal residences.

Comments: This area surrounds Mud Creek and Mud Bay. The existing development

along the shoreline creates significant boating pressure on the bay. The existing uses plus any new development will increase the potential for more use of Mud Bay and the potential for increased discharge of waste and enrichment (i.e., pollution).

Encourage: Residential and commercial use with an emphasis on more effective treatment and discharge of wastes. Promote consolidation of lots, increasing lot sizes and emphasis on permanent residential structures and engineered waste treatment systems as strategies to more effectively process and control waste-water.

Discourage: Any further destruction/modification of undeveloped natural shoreline and dredging. Any commercial or utility development whose influence would have a negative impact on health, safety, scenic and natural resources, property values, recreational opportunities and tourism assets.

Area #3 Bounded by Humphrey Rd to the South, County Road 6 to the East, Lake Ontario to the West and the St. Lawrence River to the North.

Present use: Year-around and seasonal residences, historic lighthouse with museum and visitors center, agriculture, crop/pasture land, municipal water treatment facility and municipal equipment maintenance facility.

Comments: Since the Town adopted zoning in 1989 this area was zoned as the Lakefront District and was intended to be used for high quality residential development. As such, the area continues to attract the high-end, new home construction in the Town. Shoreline development in Area #3 is less densely developed than Areas #1 and #2, but there are still concerns that future development is done in a way that encourages adequate treatment of waste-water. New zoning regulations should support the larger lot sizes characteristic of this area.

Encourage: Additional high quality residential development with an emphasis on preservation of open space where possible. Development that includes adequate treatment of waste discharges.

Discourage: Commercial development, mobile homes and mobile home parks and any development whose influence would have a negative impact on health, safety, scenic and natural resources, property values, recreational opportunities and tourism assets..

Area #4 Fox and Grenadier Islands in Lake Ontario & Linda and Carleton Islands in the St. Lawrence River.

Present use: The shorelines of Grenadier, Little Grenadier and Carleton Islands are presently subdivided into relatively large building lots. There is potential for continued subdivision in some locations. The interior open spaces are largely under conservation easements. Uses are seasonal residential, hunting and fishing. Carleton Island has property owned by the Thousand Island Land Trust, including the ruins of Fort Haldimand. Fox Island is under individual ownership, however, there is a potential for sale and subdivision of Fox Island. Linda Island is also subdivided with limited available space for further subdivision or development.

Comments: Future development on these islands may create a need for services (transportation of supplies, medical emergency assistance, fire protection, utilities maintenance, fuels, trash removal, junk removal, etc.). There are boat launches located in

the Town and Village that allow easy access to Lake Ontario and the St. Lawrence River. Residents of the islands enjoy the natural setting, the scenic views and the island lifestyle. Future development should maintain these unique qualities of life. The islands are currently split between two Zoning Districts, yet their uses are similar. Consideration should be given in the revised zoning law to creating an "Island District".

Encourage: Large lot seasonal residential use with boat access. Maintain scenic resources, the natural setting and preserve open spaces to the greatest extent possible. Consider the use of open space easements and ensure adequate protection of the important historical-archeological resource, Ft. Haldiman.

Discourage: Any type of development that would diminish or degrade the unique rural community lifestyle these islands provide to their owners. Any commercial or utility development whose influence would have a negative impact on health, safety, scenic and natural resources, property values, recreational opportunities and tourism assets.

Area #5 The area along NYS Route 12E from the Town of Clayton Line to the Village.

Present use: In addition to being the main corridors from the Village to the Town of Clayton, this area includes a variety of uses, including NYS Parks, mobile home parks, NYS prison, commercial and both seasonal and year-round residential. NYS Rte 12E has also been designated a "National Scenic Byway", the "Seaway Trail".

Comments: It is important that Town and Village leaders keep in mind that the designation as a National Scenic Byway requires local municipalities to strive to improve and maintain a clean, attractive appearance and protect views of those areas surrounding the highway, where practical. During the revision of the current zoning law, consideration should be given to increasing the width of Area #6, corresponding to the extent of the view shed from the roadway to the south. Moreover, any expanded area would include additional river view exposure looking north. Access to municipal water would be an attractive asset for future residential development. For those properties adjacent to the riverfront, there would be similar concerns with waste-water treatment as previously discussed for lakefront areas.

Encourage: High quality, well designed commercial and residential development. Consider where practical, cluster development to maintain views of the River from the Seaway Trail.

Discourage: Any development that would compromise the visual assets of the lands adjoining the "Seaway Trail" and "National Scenic Byway". Any commercial or utility development whose influence would have a negative impact on health, safety, scenic and natural resources, property values, recreational opportunities and tourism assets.

Area #6 The area along NYS Rte 12E from the Village of Cape Vincent to the Town of Lyme line.

Present use: Agricultural land and farm operations with some residential and commercial development, that includes a general contractor, used automobile sales and gravel operation.

Comments: This area encompasses the the "Seaway Trail" or "National Scenic Byway".

In the National Scenic Byways legislation it stipulates that a Scenic Byway should accommodate, wherever feasible, pedestrian and bicycle traffic. Future development efforts should not only increase efforts to promote and enhance the Byway through Cape Vincent, but also consider providing a bike and pedestrian lane, where feasible, throughout the Seaway Trail in Cape Vincent.

The area is mainly rural agricultural, but might have potential for some limited commercial development, particularly the section of the highway proximate to the Village of Cape Vincent. Any development along the Seaway Trail should accommodate appropriate protections to preserve the rural, scenic character of the area. In the legislation establishing Scenic Byways it notes that the area surrounding the Byway Corridor means the road or highway right-of-way and the adjacent area that is visible from and extending along the highway. Therefore, any zoning district that may encompass the Byway should extend a considerable distance from either side of the roadway.

Encourage: Residential and some commercial development, but continue to maintain the rural character of the area, preserve agricultural use, the scenic resources and enhance the Scenic Byway.

Discourage: Any development that would compromise the visual assets of the lands adjoining the Seaway Trail and scenic byway. Any industrial, commercial or utility development whose influence would have a negative impact on health, safety, scenic and natural resources, property values, recreational opportunities and tourism assets.

Area #7 Interior areas not included in other areas from County Rt 6 to County Rt 9.

Present use: Agriculture, residential, commercial, and a public school.

Comments: The land use in these areas consist mainly of rural residential and agriculture, with scattered commercial development and a public school. This area may attract residential development, particularly around newly developed municipal water districts. The open areas and municipal water resource may also draw interest from industrial and commercial developers, and in such case zoning laws should address concerns for protection of natural resources as well as ensuring the health and safety of the residents of this area.

Encourage: Residential development along water district corridors. Agriculture as well as small, alternative agricultural development that might offset the loss of some dairy operations, for example, wineries and local produce. Commercial development, but with development that will have minimal adverse agricultural, environmental and human impacts.

Discourage: Any industrial, commercial or utility development whose influence would have a negative impact on health, safety, scenic and natural resources, property values, recreational opportunities and tourism assets. Because of the concern for the Town's geology and waste-water management along waterfront areas, Concentrated Animal Feeding Operations (CAFO) should be discouraged for the very same reasons. Tall structures, including telecommunication towers, FM Broadcast towers and industrial wind turbines.

7.2 **Village Areas:**

Area #8 Commercial Area & Main Traffic Corridor - Broadway and Market Streets, (NYS Route 12E).

Present Use: Broadway Street is the main downtown, commercial area with some scattered residential properties. Market Street is predominantly residential with a concentration of commercial near Broadway Street. The Village Green is located in the center of the downtown area where concerts and other activities are held.

Comments: The Village has a small town charm that is made even more special with the visual influence of the St. Lawrence River. Guidelines for new and re- development should maintain this unique atmosphere and quality. The aesthetics of the properties are important. There is also need to be aware of the transition from residential to commercial areas and the encroachment of commercial uses into the residential areas. Parking is a concern, new development should be encouraged to provide some on-site parking, but off Broadway Street.

Encourage: Commercial development utilizing existing vacant buildings or new construction on vacant property. Protection of historic structures. Creation of public parking areas off the main Broadway Street business section. Extend the sidewalk along the river side of Broadway Street from East End Park to the center of the Village.

Discourage: Poorly maintained properties.

Area #9 Waterfront Area

Present Use: Light industry (Metal Craft), marinas, ferry operation, customs, Seaway Pilots, and law enforcement facility, public dock, swimming area and residential development. There are two parks located along the waterfront. One is on the east end of Broadway Street and has a boat launch, picnic area, fishing and is popular for scuba training. The other, developed and maintained by the NYSDEC, is at the site of the old Carleton Hotel. In addition to docking and picnicking the DEC park also offers restrooms, showers and a covered pavilion. There are additional sites where the public has access to the river at the ends of Real, Market, Point and Murray Streets.

Comments: There is a need for more public dock space to encourage day trips from Islanders and Canadians. Scenic vistas need to be preserved. Public access to the waterfront, such as a walkway to the breakwall, would become a distinctive tourist attraction and community asset. There is great potential for continued development of the East End Park area for improved and expanded docking.

Encourage: Increased public access to River, including access to the breakwall and “walkability”⁸. Protect historic structures. Develop the south side of Broadway.

Discourage: Development on the river front that restricts access and views of the river. Large, expansive building that would block and limit visual access to the river

Area #10 Residential Area - The interior area of the Village south of Broadway

8 Walkability is a measure of how friendly an area is to [walking](#). Walkability has many health, environmental, and economic benefits. Factors influencing walkability include the presence or absence and quality of [footpaths](#), [sidewalks](#) or other pedestrian right-of-ways, traffic and road conditions, land use patterns, building accessibility, and safety, among others.

excluding Market street.

Present Use: This area is predominantly residential. The Elementary School and Town Recreation Park is also located in this area. The residential uses are a mix of single-family, multi-family, mobile homes, elderly and low-income housing units.

Comments: New development should maintain the existing grid pattern of streets if at all possible. Provision and consideration should be made for possible expansion of the Recreation Park facilities to include adults and seniors, as well as youth. The NYSDEC Bass Ponds is an area that could potentially be developed for a number of public uses.

Encourage: New residential. Wellness and fitness facility.

Discourage: Commercial development.

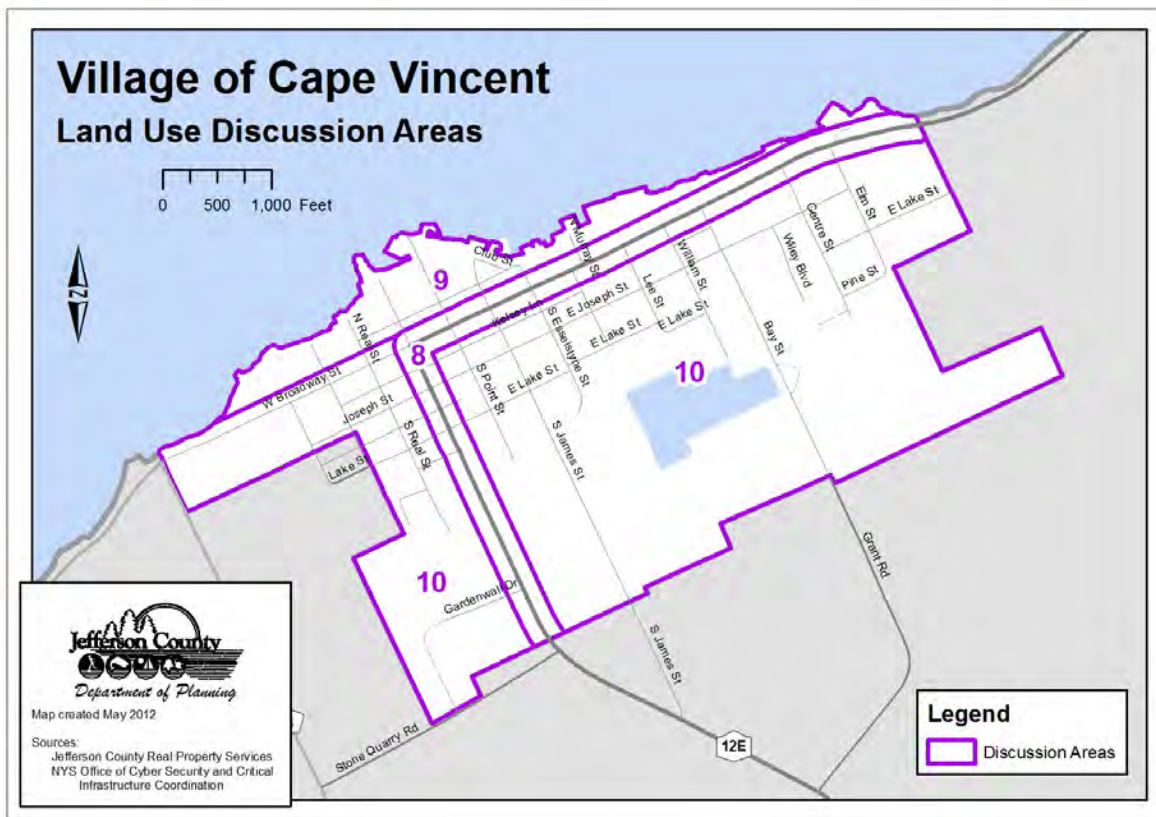


Figure 6. Discussion areas for land use within the Village of Cape Vincent.

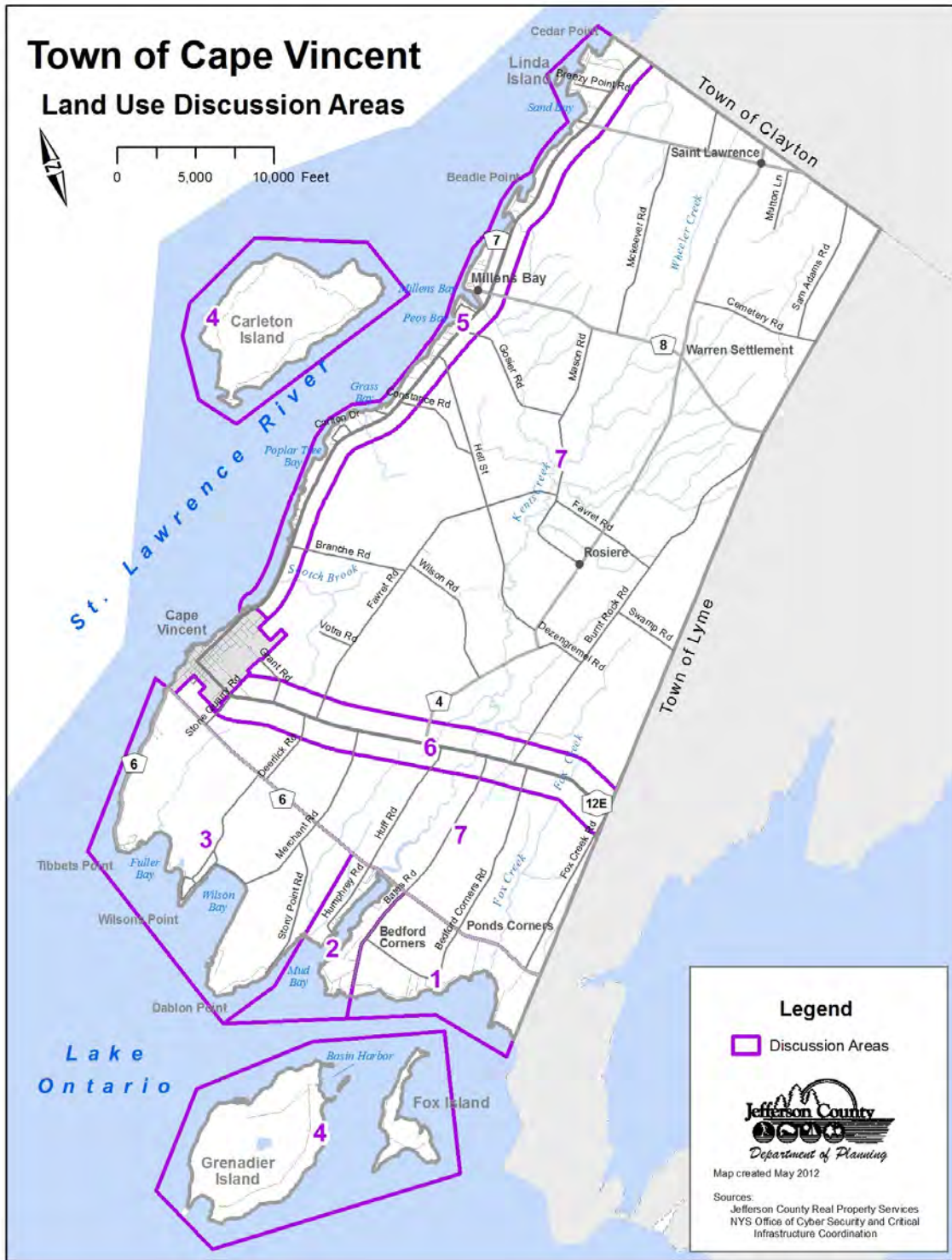


Figure 7. Land use discussion areas for the Town of Cape Vincent.

8.0 Public Input

An important part of any comprehensive plan is the degree to which the plan reflects and supports the attitudes of the community. Community values and preferences regarding future development were assessed using several previous studies going back to 1990, as well as the public comment session scheduled for June 19, 2012.. The value of these earlier studies is highlighted by their consistency with past and current attitudes and preferences. People value Cape Vincent the same way today as they have in years past.

8.1 Previous Studies: The 2003 Comprehensive Plan noted that “issues brought up then continue to be issues ten years later, further showing a need for a new Comprehensive Plan to guide development to meet these needs.” In 2012, there are new issues and opportunities that also require continued good planning. The following are a listing of previous studies and a few highlights from each that address community values and strategies for growth and economic development that are still relevant in 2012:

1. Village Waterfront Revitalization Plan, 1987. A Village initiative whose recommendations became part of the 2003 Comprehensive Plan’s goals and objectives:
 - a. Restore deteriorated waterfront areas for commercial, industrial, cultural, recreational and other compatible uses.
 - b. Facilitate the siting of water dependent uses and facilities on or adjacent to coastal waters.
 - c. Encourage the development of those traditional uses and activities which have a unique maritime identity.
 - d. Safeguard the economic, social and environmental interests of the coastal area.
 - e. Protect and increase public access to the river.
 - f. Improve pedestrian, vehicular and water-bourne access to the Village dock and park.
2. Controlled Development in Cape Vincent, 1990. This was a report from a small sampling of Town residents prepared by The John Zogby Group International for the Town and the Cape Vincent Chamber of Commerce. Among the report’s recommendations included:
 - a. Creating a committee to develop a plan.
 - b. Create a scenic/historic district.
 - c. Establish a community development fund.
3. Shaping the Future – A Report on Development Strategies, 1992. This was a comprehensive report based on a community survey (questionnaire sent to all residents) conducted by the Cape Vincent Development Council in 1992. The report recommended a number of strategies (% supporting) for future development by the community:
 - a. Cultivate historic/cultural areas (88%).
 - b. Revitalize the main street (87%).
 - c. Expand recreational opportunities (84%).
 - d. Promote tourism (79%).

- e. Agricultural development (77%).
 - f. Expand/create boat facilities (76%).
 - g. Promote a retirement community (74%).
 - h. Create cottage industries (68%).
 - i. At the bottom of the list was developing an industrial park and a second prison (40% & 20%).
4. Resident Survey, 2001. This was a small survey (23 responses) from a group that attended an informational session in conjunction with the 2003 Joint Comprehensive Plan. The following is a ranking of important quality of life characteristics elicited by those Cape Vincent residents in 2001:
- a. Natural beauty of the area.
 - b. Your own neighborhood.
 - c. Living near the lake/river.
 - d. Local businesses.
 - e. Recreational opportunities.
 - f. Municipal services.
 - g. Variety of development.
5. Cape Vincent Downtown Revitalization Strategy, 2007. The Cape Vincent Local Development Corporation (CVLDC), as part of their Village planning effort, conducted a community-wide survey of all residents to examine preferred growth strategies. The rank of preferred strategies (% supporting) were:
- a. Promote/increase tourism (88%).
 - b. Promote historical and cultural assets (87%).
 - c. Improve downtown cleanliness (86%).
 - d. Expand current docking facilities (84%).
 - e. Initiate a tax incentive program (to further other strategies, 75%).
 - f. Apply standards for signage, streetscapes and building facades (72%).
 - g. Increase seasonal resident population (68%).
 - h. Increase year-round residents (58%).
 - i. Strategy to develop wind farms (46%).
 - j. Create an industrial park (39%).
6. Zogby Community Vision Poll, 2011. This phone poll was conducted by the Zogby Group at the request of the Town Board. It was a sample of 300 seasonal and year-round residents. The object of the poll was to gain an insight into community support for two wind projects that were proposed for Cape Vincent. The results showed that:
- a. 82% had a favorable opinion toward Cape Vincent (Q:3).

- b. 79% were positive about the quality of life, but 66% were negative about the economy (Q:4-5).
- c. 59% said the biggest issue facing the Town was industrial wind (Q:6).
- d. 47% supported industrial wind projects and 41% were opposed (Q:7).
- e. For those supportive of wind, the biggest collective reason for their support was economic - 40% listed money and economy as a reason (Q:8).
- f. The biggest reason for opposition was view, scenic and natural beauty (20%, Q:8).
- g. Although 47% of respondents supported industrial wind, they qualified their support:
 - i. 47% said wind turbines would decrease tourism (Q:10) and 89% said tourism was very important in Cape Vincent (Q:14-16).
 - ii. Only 6% thought wind turbines would increase tourism Q:10).
 - iii. 57% believed wind turbines would decrease land values and 7% said land values would increase (Q:11).

Summary of the Wind Issue: The Zogby poll in 2011 clearly showed that industrial wind was the biggest issue and challenge that faced Cape Vincent and its municipal leadership; that view remains unchanged today. In 2007 the survey done by the CVLDC showed 60% support for industrial wind projects, but in 2011 Zogby reported that support declined to 47%, compared to 41% who were opposed. It could be argued that from 2007 to 2011 Cape residents became better educated about potential wind impacts and part of that education process included installation and operation of the Wolfe Island Wind Project directly across the St. Lawrence River from the Village of Cape Vincent. Moreover, if both surveys are studied carefully then support for wind is seen as qualified; not unequivocal support.

Zoby showed the principal reason for supporting industrial wind was because people believed it would help the local economy, and a majority of respondents (66%) believed the local economy needed help. But, most respondents also believed tourism, recreation and land values are important too, and that industrial wind development would, at the same time, have a detrimental impact on these factors.

Although the CVLDC reported a majority of support for industrial wind projects, they also reported industrial wind would negatively affect Cape Vincent's character (51% negative vs 22% positive), quality of life (45% negative vs 29% positive), and natural beauty (57% negative vs 13% positive). Similar qualifiers existed in Zoby's data as well – 47% said tourism would decrease (6% increase) and 57% believed land values would diminish (7% increase).

These other surveys of community attitudes collectively help us understand the apparent contradiction in attitudes toward industrial wind. The potential benefit of industrial wind is purely economic for some Cape Vincent residents. But, the economic potential provided by industrial wind would not come without some economic loss and damage to our community. The listing of strategies in the 1992 and 2007 surveys showed very

strong support for using Cape Vincent’s historic and cultural resources and making the best use of our unique natural resource gifts - the lake and river. Furthermore, in both these surveys strategies that focused on industrial development were low on the Cape’s list of development alternatives.

The best way to sum community attitude toward industrial wind in 2012 is to go back to 1992 in a concluding statement in “**Shaping the Future,**” *“They (Cape Vincent residents) would like to see improved job opportunities and services, but not at the expense or sacrifice of the very qualities that make Cape Vincent so appealing – its beauty, history and small town atmosphere.”*

8.2 Public Comment – 2012 :

The Committee's Draft Joint Plan was posted on the Town of Cape Vincent's website on June 1, 2012 and made available for downloading by the public. Printed copies were made available at the Town and Village Clerk's offices and the Community Library. Up to the date of this final committee report (June 25, 2012) there were 106 copies of the Joint Plan downloaded. Two Cape Vincent blogs, Pandora's Box of Rocks and Jefferson Leaning Left, both reported a total of nearly 1,000 (one thousand) “reads” of the Draft Joint Plan. A notice advertising a public hearing was placed in the Watertown Daily Times ten days prior to the hearing and there were other articles in the Times publicized the public hearing.

There were seven email comments and one letter received from the public. The committee's public hearing was held on June 19, 2012 and approximately fifty people attended; five people submitted comments. On July 21, 2012 the Town Board conducted another public hearing which was attended by approximately 25 residents with ten making comments.



The announcement on September 13, 2011 that Metal Craft Industries was locating an aluminum boat manufacturing operation in the Village of Cape Vincent.

9.0 Strength, Weakness, Opportunity & Threat Analysis

The 2003 Comprehensive Plan Committee conducted a planning exercise where they brainstormed what they perceived to be the Strengths, Weaknesses, Opportunities and Threats for Cape Vincent. The purpose of the exercise was to have members of the Committee take time to think about their community's past, current and future viability. The 2012 Committee reviewed and updated the original list (not in any preferred order or ranking):

1 Strengths

- 1.1 Tourism/Recreation
 - 1.1.1 River/Lake
 - 1.1.1.1 Scenery, view and open spaces
 - 1.1.1.2 Sport Fishing, boating and unique location for sailing
 - 1.1.1.3 Public access
 - 1.1.2 State parks
 - 1.1.3 Recreation facilities
 - 1.1.4 Seaway Trail/National Scenic Byway
 - 1.1.5 Historic nature of the community
 - 1.1.5.1 Historic district and properties on National Register
 - 1.1.5.2 Promote link to French Settlement of our region
 - 1.1.5.3 Site of historic exploration, War of 1812 and 19th century shipping
 - 1.1.5.4 Museum
 - 1.1.5.5 Lighthouse
 - 1.1.5.6 Shipwreck sites
 - 1.1.5.7 Archeological sites
 - 1.1.6 French Festival and other community events
 - 1.1.7 Village green
 - 1.1.8 Active wildlife viewing
 - 1.1.9 Ferry/Access to Canada
- 1.2 Quality of Life
 - 1.2.1 Small-town atmosphere
 - 1.2.2 Safe community
 - 1.2.3 Esthetics and environment – river, lake and open spaces
 - 1.2.4 School system and village elementary school

- 1.2.5 Jefferson Rehabilitation Center (JRC) services for disabled residents
- 1.2.6 Community spirit, volunteerism and active churches
- 1.2.7 Peace and quiet
- 1.2.8 'Dark skies' for stargazing and avian migratory corridor
- 1.2.9 Cape health clinic and ambulance service
- 1.2.10 Community library
- 1.2.11 Affordable housing
- 1.1 Economic
 - 1.1.1 Stable government employment
 - 1.1.2 Citizens Bank of Cape Vincent
 - 1.1.3 Expanding retirement community
 - 1.1.4 Competitively priced real estate
 - 1.1.5 Well maintained Village and Town roads
 - 1.1.6 Horne Ferry to Canada
 - 1.1.7 Water resources and municipal water districts
 - 1.1.8 Broadband and telecommunication services

2 Weaknesses

- 2.1 Recreation
 - 2.1.1 Lack of day docking facilities, including break-wall development.
 - 2.1.2 Lack of family-based activities
 - 2.1.3 Lack of teen activity center
- 2.2 Infrastructure/services
 - 2.2.1 No sewers for waterfront properties
 - 2.2.2 Municipal water not available to all residents
 - 2.2.3 Emergency services/distant hospital
- 2.3 Economic
 - 2.3.1 Lack of hotels/motels
 - 2.3.2 Minimal job opportunities
 - 2.3.3 Lack of people to fully support year-round businesses
 - 2.3.4 Short business season

3 Opportunities

- 3.1 Recreation

- 3.1.1 Summer
 - 3.1.1.1 Safe harbor/sailing harbor
 - 3.1.1.2 Day dockage for day visitors
 - 3.1.1.3 Break-wall connector & walkway
 - 3.1.1.4 Biking & hiking trails
- 3.1.2 Winter recreation (snow shoeing, X-country skiing and snowmobiling)
- 3.1.3 Serious consideration and promotion Seaway Trail/Scenic Byway
- 3.1.4 Promotion of small group activities other than French Festival
- 3.1.5 Wildlife viewing (all seasons)
- 3.2 Economic
 - 3.2.1 Promote retirement community (2000-2010 demographic shift)
 - 3.2.1.1 Housing
 - 3.2.1.2 Volunteer pool
 - 3.2.1.3 Local business support
 - 3.2.2 Residential and population expansion with industrial wind threat removal
 - 3.2.3 Drug prescription service/ pharmacy
 - 3.2.4 Promote historical heritage & cultural development
 - 3.2.4.1 Lighthouse educational development
 - 3.2.5 Residential land development, especially along water districts
 - 3.2.6 Continued water district development
 - 3.2.7 Cape Vincent's Local Development Corporation
 - 3.2.8 Light manufacturing building off of Metal Craft
 - 3.2.9 Small business incubator
 - 3.2.10 Bass pond development

4 Threats

- 4.1 Loss of local control
 - 4.1.1 Widespread land-based & offshore industrial wind development
 - 4.1.2 State, National and Canadian lake and river management regulations
 - 4.1.3 Oil and gas drilling
- 4.2 Closure of the Cape Elementary School
- 4.3 Waste management along waterfront and island areas

- 4.4 Loss of Tibbetts Point Lighthouse operating support
- 4.5 Scenic and visual perturbations
- 4.6 Agricultural instability
- 4.7 Possible loss of ferry service to Canada
- 4.8 Declining fish populations
- 4.9 Winter shipping

Summary: This analysis was useful because the sections on opportunities and threats can help guide updating goals and strategies. Comparing opportunities between the 2003 Joint Plan and this update, the expansion of the Cape Vincent Correctional Facility, increased use of a concert venue on NYS Rte 12E and the possibility of an international bridge to Kingston, Ontario were deleted from the 2012 list. Included in the list of new opportunities listed in the 2012 Joint Plan are:

1. Promoting Cape Vincent as a retirement community,
2. Providing a drug-prescription service,
3. Continued municipal water development and resultant residential growth,
4. Promoting historical heritage and cultural development, and
5. Developing a sailing harbor and walk-way connector to the break-wall.

In the 2003 Joint plan the threats from the proliferation of junkyards and loss of historic sites were not included in the 2012 update, but several new threats were listed:

1. Loss of local control with respect to industrial wind development and possible oil and gas drilling.
2. Closure of the Cape School as a result of declining enrollment and financial constraints.
3. Unregulated waste management along our waterfront and island properties.

10.0 Managing Threats

10.1 Wind & Industrial Wind Development

Cape Vincent has attracted the interest of industrial wind developers who made an application with the Cape Vincent Planning Board in 2006 for two separate project proposals. Since that time the developers completed various stages of the SEQRA process, but none of the applications were finalized. Recently the rights and interests of one project were sold and consolidated with the other developer. Local news accounts report there may be another application for a single, new 200 MW project under the State's new Article 10 energy siting process. However, future wind project proposals for Cape Vincent remain uncertain.

What is not uncertain, however, is Cape Vincent's ambivalence toward wind development. During the last six years the impacts and potential impacts of these industrial wind projects on our community and its citizens were weighed and assessed without any guidance or regulation normally afforded by good zoning law review and enforcement. Furthermore, these projects were incompatible with land use guidelines established and adopted in the 2003 Joint Comprehensive Plan for the Town and Village of Cape Vincent. Town Council and Planning Board decisions with regard to wind power permit applications did not conform to the terms and spirit of the Comprehensive Plan. This earlier indifference by town government to its own policy documents prompted the Cape Vincent Town Board to pass a moratorium on February 7, 2012 to halt any further project considerations until the Town updated its Joint Plan and zoning law.

The guidance provided in the Land Use Section of the 2003 Joint Plan is as relevant today as it was when it was adopted by the Town and Village a decade ago. For the Agricultural Residential District the original Plan encouraged, *“Agriculture and development that has minimum impact on important resources such as scenic natural vistas, working landscapes and tourism assets.”* At the same time the Plan discouraged *“Location of towers, prisons or utility facilities where their impact would have a negative impact on scenic vistas and tourism assets.”* The Plan recognized all forms of towers, because of their size and predominance in scale, as architectural structures that are incompatible with the character and scale of the Agricultural Residential District. This revision of the Joint Plan maintains, underscores and supports that language and intent of the original 2003 Joint Plan.

The major residential property development in the Town of Cape Vincent is concentrated along the Town's lake and river waterfronts. These waterfront properties also represent the foundation of the Town's real property wealth and tax base. Moreover, tourism linked to the lake and river scenic resources is the engine that drives Cape Vincent and the Thousand Islands regional economies. In addition, the Seaway Trail, which follows Rt12E from the Lyme Town Line, through the Village, and then to the Clayton town line is designated a “National Scenic Byway” with special requirements for local communities to recognize and protect valuable scenic resources.

The Town recently determined⁹ that industrial wind development will have a detrimental impact on property values. To protect the major property assets along our waterfronts and our tourism-

⁹ McCann Appraisal, LLC. Review of Cape Vincent Wind Turbine Economic Impact – Final Report October 7, 2010 (EIR). June 20, 2011.

based economy, industrial-size turbines should be setback a sufficient distance to afford maximum protection of waterfront property values.

One of the significant natural resources of Cape Vincent that has heretofore been ignored, but requires fuller consideration is the Coastal Migratory Corridor. The New York Department of Environmental Conservation touted the importance of this migratory corridor in their review of the Chautauqua Wind Project¹⁰, *“The eastern and southern shore of Lake Ontario and eastern shore of Lake Erie are documented and well recognized migratory pathways, which are important within Eastern North America on a regional scale, particularly during spring migration as birds move north.”*

More importantly, industrial scale turbines may pose a significant threat to the health, safety, and general welfare of residents living in proximity. Accordingly, Town Zoning Law should require developers to meet stringent standards to protect the health, safety and general welfare of those residents who may be located inland and/or adjacent to any potential wind projects. Over the last several years there are now well documented negative impacts associated with turbine ice throw, rotor failure, shadow flicker and noise and structural failure.

The most serious impact will be from turbine noise, particularly from the larger, taller models, and zoning regulations should be designed to ensure complaints are nil rather than frequent. This will entail setbacks that far exceed those the industry currently proposes. Furthermore, setbacks to address safety should be established consistent with engineering studies of turbine operation related to rotor and structural failures as well as ice throw rather than applying regulations favored by the wind industry or adopted by other communities.

In summary, the Town and Village need regulations to properly site industrial wind projects in a manner consistent with the Comprehensive Plan and Zoning Law, to mitigate potential negative impacts on our residents, protect our Town's abundant natural and scenic resources, preserve private-use rights of non-participating land owners, and minimize impacts on surrounding properties. Based on the information provided in this revised Comprehensive Plan industrial wind development is not a good fit for Cape Vincent. A better fit for renewable energy development would be solar and possibly low-velocity hydro-electric generation; because these approaches have far fewer potential negative environmental impacts on natural resources and people. However, any future industrial wind development that may be proposed for Cape Vincent, should recognize our Vision Statement, which is – *“Cape Vincent is a small-town, rural community with unique scenic, historical and natural resources. We are committed to preserving these essential qualities that make it a desirable place to live, while seeking to improve the local economy by promoting compatible residential and small business growth.”* At the very least then, any future wind projects proposed for Cape Vincent should be compatible with that community vision.

10.2 Cape Vincent Elementary School Closing:

In the Section 9 SWOT analysis the committee identified the Cape Vincent Elementary School and the T.I. Central School as Quality of Life Strengths of our community. The Cape Vincent Elementary School is not only a quality of life and educational strength resource, but it is an

¹⁰ Letter from Kevin Kispert, DEC Project Manager to David Perri, Chautauqua Windpower LLC, December 31, 2004.

important economic component to the Village and Town as well. Educational research indicates that rural communities without local schools suffer - *“Further, in the smallest villages which have fewer resources and fewer civic places, schools are especially critical to the social and economic well-being of the community . For policy-makers, educational administrators. and local citizens it is important to understand that schools are vital to rural communities.”*¹¹

Student enrollment in the T.I. Central School District peaked in 2001 with 1,230 students, but since then enrollment has precipitously declined; current enrollment is 1,026, a decline of -17%. This is a nearly identical decline observed in U.S. Census data between 2000 and 2010 (e.g., -19%, 3.0 Demographics). During this same period, the financial crisis of 2008 left New York State in a damaged fiscal state, unable to sustain its historical rate of aid to schools. The unfortunate outcome since 2008 is a local educational system that has been cut to the bone – programs terminated along with nearly one-third of the staff.

Not surprising, in 2011 the T.I. School Board hired a consultant to examine the feasibility of closing the Cape Vincent Elementary School as a cost saving measure. Community reaction was quick and emphatic – the community rallied in support of the Cape School and in the May school elections voters installed new Board members, some who pledged to keep the Cape School opened. In their final report, the consultant recommended keeping the Cape Elementary School opened, at least for the near term.

There are several approaches that both Village and Town municipalities can undertake to help support the Cape Vincent Elementary School, and hopefully, sustain its continued use by the school district:

1. Educate taxpayers and residents that the Cape Vincent Elementary School is important economically as well as educationally.
2. Keep Cape residents apprised of school budget issues and alerted to any potential cut of the school.
3. Assist the T.I. District in lobbying legislators and state educational officials to revise state aid formulas so as to not penalize Jefferson County school districts that have lake and river front properties within their districts.
4. For our community's economic health, encourage T.I. Board members and candidates for the board to support the Cape Elementary School.
5. Attract and recruit young families to Cape Vincent by:
 - a) Promoting the Cape Vincent Elementary School among Fort Drum families,
 - b) considering tax break incentives to potential home buyers with school-aged children, and
 - c) supporting day-care for working families with young children.
6. Encourage the T.I. School Board to examine other income generating uses of the elementary school building.

¹¹ Lyson, T.A. 2002. What Does a School Mean to a Community? Assessing the Social and Economic Benefits of Schools to Rural Villages in New York. *Journal of Research in Rural Education*, Winter, 2002, Vol. 17, No. 3, 131-137.

10.3 Water and Waste-Water:

For a town surrounded on two of four sides by the largest freshwater system in the world, Cape Vincent has water problems. Aside from the abundant surface waters of Lake Ontario and the St. Lawrence River, most of Cape Vincent's inland water sources are limited and poor quality. Shallow, impermeable soils also limit the adequate treatment of waste-water through traditional septic systems; this is a particular problem along the Town's waterfronts where small lots further limit the capacity to adequately treat waste-water. The Village, on the other hand, has both municipal water and waste-water treatment facilities. Moreover, these facilities are currently undergoing upgrades and improvements.

Since 1995 the Town has been moving ahead developing water districts to accommodate the needs for municipal water wherever it is economically feasible. Although five water districts were completed and are currently serving 1,957 equivalent dwelling units (EDU), there are still areas without clean, safe municipal water. For example, most of the Lake Ontario water front homeowners have small parcels of land with both a septic system (over shallow soils) and a shore well. These two conditions are problematic and should be improved, both the delivery of clean, potable water and the safe processing of waste-water. In addition, without these services property owners will not fully realize the potential value of their property, nor will the Town realize the optimum return from the lake shore tax-base without these improvements.

Lake and river waterfronts, the most valued development and economic resource in Cape Vincent, are at risk from the very development the waterfronts have engendered. The risk is from poor waste-water treatment associated with dense development, shallow depth to bedrock and impermeable soils. The best slope and soil conditions to support dense development are soils that are deep to very deep and moderately well drained to well drained and slopes of 0 to 8 percent. Regrettably, Cape Vincent's waterfronts do not meet these characteristics and are not optimal for handling waste-water. Therefore, waterfront areas should require special consideration during planning.

If future development is to occur responsibly, it is essential that septic tanks and leach fields meet stringent performance standards. Moreover, future development of waterfront land should consider larger lot sizes (e.g., one acre), engineered systems (e.g., raised beds) and also encourage shared- systems between neighboring properties for replacement of older septic systems.

For those waterfront cottages that are densely packed and have old septic systems, provisions in an updated zoning law might consider requiring a septic system check when property owners apply for permits for expansion of their residence, particularly if they intend to winterize a cottage, add a bathroom or any other addition that might increase number of residents using the property and increasing water demand and waste-water. Ultimately, however, the Town should consider bringing sewers and municipal waste-water treatment facilities to lake and river shore properties. This will not only provide the best response to the health concerns of water front residents, but also will improve lake and river water quality, since leaching from near-shore septic systems is a threat to the Town's aquatic environment.

The geology of the Town's land resources and waste-water management should also be a concern within the inland agricultural areas if some farming operations become large enough to qualify as Concentrated Animal Feeding Operations (CAFO). The NYSDEC regulates these activities to

protect water quality, but local laws may include provisions to be included in any notifications related to permitting by NYSDEC, and local laws may also allow some local enforcement. While zoning laws generally have little jurisdiction over farming operations, particularly Certified Agricultural Districts, waste-water management is a major concern for future growth and development of Cape Vincent.



St. Lawrence River waterfront setting at Docteur's Cottages, Cape Vincent, NY.

11.0 GOALS & ACTION PLANS: This section of the 2012 Joint Comprehensive Plan outlines a recommended approach for guiding Cape Vincent's development and growth for the next five years. Goals and suggested action items are organized into two separate sections. The first are goals and projects/actions that were identified in a separate community planning work session (January 2012) attended by elected Town and Village officials, as well as board members of the Local Development Corporation (Table 11.1). The purpose of that planning session was to develop a set of community-wide development goals endorsed by all three boards, used to guide future development efforts in Cape Vincent and that could be incorporated into the revised Joint Comprehensive Plan.

For the second section, the committee reviewed the goals of the 2003 Joint Plan and outlined those that were still relevant in 2012 (Table 11.2). Other goals and actions were added to this list that came from the committee's review of the demographics, natural resources, public input and SWOT sections. This collection of goals and actions also justify attention by community leaders and other interested groups or parties.

11.1 Community Goals: The Cape Vincent Local Development Corporation (CVLDC) is a not-for-profit public benefit organization formed in 2005 for the purpose of facilitating economic development in the Town and Village of Cape Vincent, NY. The CVLDC has used the 2003 Joint Comprehensive Plan goals as a foundation for their development efforts and recently have worked to unify planning efforts between the Village and Town. In an effort to coordinate the efforts of the Village, Town and CVLDC fifteen representatives from the respective boards met on January 15, 2012 to develop a new, common set of prioritized goals to guide Cape Vincent for the next five or more years. The group restated their commitment to the 2003 Joint Plan's Vision, while refining and endorsing an updated set of goals and projects for inclusion in this revision of the Joint Plan.

To ensure more active participation and to improve the probability for success, the outline of goals listed in Table 1 includes only those activities where an individual and/or agency took responsibility for the project and effort. This was in response to suggestions by some community leaders that the 2003 Joint Plan provided detailed goals and actions, but the community needed help turning plans into actions and results. To address those concerns, in 2012 the Town and Village of Cape Vincent collectively committed more than \$40,000 to support economic development consultants (Wladis) who will assist where needed in attaining these goals.

Table 11.1 Five-Year Plan for economic growth in Cape Vincent developed by Village, Town and LDC board members – January 2012.

PRIORTIZED GOALS	PROJECTS/ACTIONS	LEAD ROLE
1. INCREASE BUSINESS	a) Continue supporting Metal Craft expansion.	G. Kennedy Wladis
	b) Focus on complimentary business to Metal Craft locating in Cape Vincent.	G. Kennedy Wladis
	c) Support non-traditional agricultural business growth.	D. Fralick Wladis
	d) Support farm modernization and expansion.	M. Mason Wladis

PRIORTIZED GOALS	PROJECTS/ACTIONS	LEAD ROLE
	e) Explore new business development.	D. Callan E. Brennan
2. RESTORE THE WATERFRONT	a) Complete Club St concept and pursue funding.	K. Kennedy Wladis
	b) Continue East End Park planning.	G. Cookson Wladis
	c) Develop plan for East End Pavilion and “bath house”.	G. Kennedy Wladis
	d) Revisit walkway to breakwall and consider sailing harbor development.	G. Cookson C. Schneider
3. PRESERVE THE CAPE SCHOOL	a) Increase enrollment and assist T.I. District overcome budget shortfall.	E. Brennan C. Schneider
4. PROMOTE TOURISM	a) Develop Joint Canadian-Cape advertising campaign.	U. Hirschey T. Maloney
	b) Develop marketing plan for Cape video.	D. Callan
	c) Develop Cape Village website	P. Youngs
	d) Develop Rails-To-Trails walk and bikeway from Cape to Rosiere	K. Kennedy CVIL
5. INFRASTRUCUTRE IMPROVEMENTS	a) Continue water district development with WD#6 & #7	U. Hirschey Wladis
	b) Support village effort with sewer project.	T. Maloney Wladis
	c) Secure funding for Town salt barn.	J. Byrne
	d) East End Parking boat parking expansion.	D. Putnam J. Golden
6. HOUSING DEVELOPMENT	a) Promote Cape Vincent “Open House” marketing concept.	L. Brennan, B. Bragdon
	B) Promote living in Cape Vincent among Ft. Drum military families.	L. Brennan B. Bragdon
7. IMPROVE/MAINTAIN PROPERTY	a) Main street improvements.	K. Kennedy J. DeFrancesco
	b) Promote property maintenance.	T. Maloney J. DeFrancesco
	c) Improve signage at entrance to village.	T. Maloney
	d) Improve intersection of Broadway and Market Streets	K. Kennedy
	e) Explore soccer field and hockey rink roof.	M. Orvis
	f) Enhance green areas of the village.	L. Brennan K. Kennedy
	g) Replace/Add park benches in village	K. Kennedy

PRIORTIZED GOALS	PROJECTS/ACTIONS	LEAD ROLE
8. PROMOTE HISTORICAL, CULTURAL & SOCIAL EVENTS	a) Examine Lighthouse interpretive center development.	B. Bragdon
	b) Update historic tour of Cape Vincent	CVIL
	c) Plan for War of 1812 Bicentennial event.	P. Reger -C of C
	d) Promote a visual/performance arts community.	L. Brennan D. Calla

11.2 Committee's Revision: The set of community goals enumerated in 11.1 focus primarily on economic and small business development. A goal missing from that list was Goal #1 in the 2003 Joint Plan: “*Maintain the small town quality of life that makes Cape Vincent a desirable place to live and raise a family.*” What is more, the updated SWOT analysis revealed a number of threats to Cape Vincent's future development that the committee also believe need attention and action. For these goals the committee has formulated a series of related projects/actions. Some of these projects were considered high enough priority that committee members volunteered to take a lead role in their development.

Table 11.2 Revised Five-Year Plan to guide economic growth and development.

GOALS	PROJECTS / ACTIONS	LEAD ROLE
Maintain the small-town quality of life that makes Cape Vincent a desirable place to live	Encourage community involvement with open government and active participation in Village and Town government.	Town Board
	Promote and market Cape Vincent as a retirement community and provide some upscale housing for retirees.	
	Ensure continued primary clinic care and emergency medical transport services.	D. Macsherry
	Continue efforts to bring pharmacy to Cape Vincent	
	Incorporate an Incident Command System in Cape Vincent for the command, control, and coordination of emergency response.	C. Schneider
	Preserve scenic views by cooperating with a Thousand Islands initiative, Scenic Areas of Statewide Significance, and actively promote Cape's section of the National Scenic Byway.	B. Bragdon
Manage threats to Cape Vincent's future development	Revise Town zoning law to recognize the unsuitability of heavy industrial development for the Town of Cape Vincent.	Currently underway
	Initiate a series of actions to help keep the Cape Vincent Elementary School open and	C. Schneider, E. Brennan

GOALS	PROJECTS / ACTIONS	LEAD ROLE
	viable in order to maintain the Cape's economic health..	
	Improve waste water management along Cape Vincent's lake and river waterfronts, including consideration of a waterfront sewer district.	

11.3 Project/Action Descriptions: The following paragraphs provide a brief, partial description of how the projects/actions listed in Table 11.1 will be addressed:

1a. Continue focus on support for MetalCraft growth and expansion:

The scope of this project is bounded only by the limitations of business areas set by MetalCraft Marine US, Inc. We will focus on efforts to support additional contracts or orders, finding and retaining employees, funding for business or physical footprint growth and promotional & public awareness as deemed helpful by this business.

1b. Focus on complementary industry to metal boat building:

Complementary business related to the boat building industry may include things such as: electronics, propulsion systems, boat repairs, metal fabrication, marine upholstery, temporary housing for employees, lunch catering, employee insurance, etc. Given MetalCraft's current relationship with Brunswick, Inc and the potential for more expansion of the business line into pleasure craft manufacturing, other complimentary industries will be identified as appropriate.

2a. Complete the Club St. Concept and pursue funds for development

As a result of a Dept. of State Environment Protection Fund Grant, the Village of Cape Vincent (Contractor), in partnership with the CVLDC, is preparing a comprehensive revitalization plan to enhance land and water access and to plan for the improvement of dilapidated structures and pathways for the area known as the "Club Street Block" along the St. Lawrence River. The project will result in a strategy to improve visual and physical access with the intent of attracting businesses and tourism to the downtown commercial core. The proposed project will also advance recommendations in the village's LWRP. The project is nearly complete and the result will be a final report. Immediately following, as grant opportunities present themselves, the CVLDC plans to apply for funds to do construction projects either on the water side or the street side to enhance the area as described in the Club Street Waterfront Concept.

2c. Develop a pavilion and bathhouse at East End Park:

The intention of this project is to build a facility at East End Park to provide men's/women's bathrooms and changing facilities as well as a covered picnic pavilion with permanent BBQ equipment. The facility will be approx 32 x 70 and may include a facility for a harbor master / welcome center. When further definition of the specific size, materials and costs are defined, the Cape Vincent Lions Club may take a leadership role in sponsoring and donating labor in support of the project.

2d. Revisit walkway to the break-wall and sailing harbor development:

Access to the Cape Vincent break-wall will likely create a major new attraction for summer visitors and it may provide an opportunity to develop a sailing harbor. The break-wall will also attract a whole group of fishermen who enjoy the “pier fishing” experience. Not only will the break-wall be a popular destination for out of town visitors, but it may become a favorite walk-way for local residents. The effort to open the break-wall to the public must begin with an agreement between the Village, Town and U.S. Army Corps of Engineers. Once an agreement is completed the next step will be to begin a preliminary engineering design that could be incorporated in grant applications. Hopefully, Wladis Consulting will be used to help secure grant funding.

3a. Preserve the Cape Elementary School

Declining enrollment combined with diminishing state aid funding put the Cape Vincent Elementary School at risk in early 2011. The Thousand Islands School Board hired an educational consultant to examine the educational and financial impacts of closing the Cape School. The final report recommended NOT closing the school, but budget problems and enrollments continue to decline and the closure is still a lingering threat. Efforts to preserve the Cape School open will include keeping the issue on the “radar”, encourage T.I. Board members and candidates for the board to support the Cape Elementary School, and encourage Ft. Drum families with school-aged children to settle in Cape Vincent. Incentives to investigate for promoting the Cape could include tax breaks for new homeowners with children and municipal support of day-care facilities.

4d. Rails to Trails (Cape Vincent Improvement League)

The Cape Vincent Improvement League (CVIL) began an effort to pursue the development of a biking/hiking trail along the rail road bed between 12E and Favret Road. The Development Authority of the North Country (DANC) agreed to assist in the project, as a water line uses the rail right-of-way. The County Trail coordinator and the National Rails to Trail Conservatory is assisting the project. There are four land owners who own the property along the right-of-way. One landowner decided that this project would potentially inhibit their property sale. Current thinking is to enter the trail above their property. An approach and plan is ready to be implemented once we have the agreement of all the property owners.

7a. “Main Street” Improvements

There were a number of significant improvements on structures and some street scape on Broadway as a result of a New York State Main Street Grant being awarded previously. This program is completed and the intent is to seek other grants to do additional improvements. The first steps are to review federal programs available, apply for any pertinent grants available when New York State announces their next cycle of grant offerings (this quarter), and meet with our Wladis consultant for additional guidance.

7d. Improve intersection at Broadway & Market

Funds provided through our Main Street Grant award allowed the hiring of a consultant to assist in developing a "Broadway Street Master Plan" to aid in improving the street-scape. Due to safety concerns, the intersection of Broadway and Market Streets was identified as a priority. The plan is to re-curb the intersection and include bump-outs, clearly designate pedestrian walk

ways, add a cross walk, and more. In order to do these changes, topographical data is required by an engineering firm or specialist. A NYS Department of State architect has developed an initial design for the street modifications.

7f. Enhance the green areas in the village

Continue and enhance the container and hanging plantings along Broadway to East End Park. Encourage residents to do plantings along the main thoroughfare. Promote gardens in green areas (Esselstyne median, Real St., East End, Community House, entrances to village, village dock area, etc.). Provide pet waste bag dispersal/disposal system in green areas. Establish a garden tour/art day in Cape Vincent..

8b. Update historic tour (voice/online) (Cape Vincent Improvement League)

A walking tour (booklet & tape) was developed years ago by the CVIL describing many historic homes, churches, and other significant structures in our village and town. A map was also included. This project will update the tour with additional historic structures, first focusing on the village and then the town. The plan is to put the entire text (and photos and map) online in a down-loadable and printable format for interested parties. Once completed, then a voice version of the text is the next step in updating plan.

8d. Promote a visual/performance arts community

Develop Cape Vincent Film Festival: Starting a film festival requires several venues to screen new films and a license to show films outside of private homes. Financing, which is key, is need for any licenses. Once licenses were obtained efforts could begin developing a show schedule, venue etc.

Develop a Cape Vincent Children's Book Festival: Have 4-5 well known children's authors come to Cape Vincent at the elementary school. Authors would give presentations, readings and do book signings. Ideally, local residents would host the authors. Substantial financial support is also needed, since authors typically charge around \$2000-\$2500 for a day of presentations. Local support and grant aid would also we needed for publicity, transportation, meals and other miscellaneous expenses.

Promote the 1000 Islands international piano competition for young people: This year marks the 10th anniversary of this event. This event is organized by the Cape Vincent Arts Council and numerous volunteers. Each year the Council raises about \$20,000 to finance the event. The event needs more publicity effort, both in New York and Canada, to showcase these extraordinarily talented young people. Ultimately the Cape needs its own art center to host the vent and this event could become the nexus around which Cape Vincent becomes a mecca for visual and performance arts lovers.

Promote the Breakwater Gallery: The Breakwater Gallery, located in a rented building next to the village dock, is a place for local artists to showcase their works. It is open during the summer and run by volunteers, who for the most part are participating artists. For the gallery to reach its potential it requires more active advertising and promotion so that it becomes a destination for visitors instead of something they run across by accident. The CV/Kingston/Wolfe Island tourism promotion effort may help resolve the promotion needs.

Explore the feasibility of an arts center: Cape Vincent needs an arts venue to house the Breakwater Gallery, a small theater(s) , classrooms, and other facilities that would provide venues for the arts. We would need to find the appropriate physical setting for such a facility as well as a major fund raising effort. Visiting other venues, Artpark, Bethel Park, would help understand what is needed to create an arts venue for Cape Vincent.

12.0 Plan Use and Revisions

Planning boards and zoning boards of appeal should include a copy of the Joint Comprehensive Plan in a binder along with a copy of the Zoning Law. Each board member should have a binder with both documents so that they could be readily available when needed as a reference.

Furthermore, electronic versions of the Joint Plan and Zoning Law should be available on both the Village and Town websites.

In conclusion, the revision of the 2003 Joint Plan demonstrated that the character and values of Cape Vincent remained stable and were little affected by time and generational change.

However, issues and circumstances did change and presented new threats and new opportunities for future development. Therefore, it is important that Town and Village Boards recognize the importance of keeping the Cape's master plan up-to-date. The Joint Plan can be updated whenever circumstances dictate, but should not exceed 5 years before another review of the plan.