

Introduction and Overview

What is a Local Waterfront Revitalization Program (LWRP)?

A Local Waterfront Revitalization Program (LWRP) is a locally prepared comprehensive land and water use plan for a municipality's natural, public, and developed waterfront resources. A LWRP is prepared with assistance from the New York State Department of State (NYS DOS) Division of Coastal Resources in accordance with the New York State Waterfront Revitalization of Waterfront Areas and Inland Waterways Act. A LWRP formulates waterfront development objectives by adapting statewide legislation and policies to the unique and individual requirements of a waterfront municipality. A LWRP also outlines specific projects to encourage environmental protection, foster economic development, protect valuable water resources, and improve public waterfront accessibility. More importantly, the LWRP is designed to establish a process to ensure that all actions proposed for a municipality's local waterfront area occur in a fashion prescribed by the LWRP. This "consistency" provision is a tool that is intended to create dialog and encourage cooperation between state, federal and local governments, as well as private sector interests, to build a strong economy and a healthier waterfront environment. More information on LWRPs is found at the following website: <http://www.nyswaterfronts.org>.

Town and Village of Clayton LWRP Summary

With this LWRP, the Town and Village of Clayton are prepared to cooperatively take on the challenges of the 21st century – to embrace economic change and further enhance the Thousand Islands region as a highly desirable place to not only visit, but to live, work and play. To achieve its goals, the Town and Village of Clayton have turned their energy and resources to one of the region's most unique and valuable assets – its broad and diverse waterfront. From world-class recreational opportunities to island-supporting industries, from village commercial areas to beautiful rural town open space areas, from unique cultural institutions to distinctive waterfront character, the Clayton community can cater to the needs of visitors as well as enhance the quality of life for its residents. For many in the community, the waterfront represents the past as well as the future, and an opportunity to capitalize on existing strengths while charting a new course. The key will be to balance Clayton's authenticity with new ideas as new residents continue to move into the community. The LWRP will facilitate this dialogue.

Below is a summary of the eight sections of the Town and Village of Clayton LWRP.

Section 1- Waterfront Revitalization Area (WRA) Boundary - This section provides a detailed narrative and graphic description of the WRA and boundary.

Section 2 - Inventory and Analysis - This section describes the existing natural and man-made environments and conditions within the community, as well as an analysis of opportunities and constraints to development.

Section 3- Waterfront Revitalization Policies - This section presents the waterfront revitalization policies that apply to the Town and Village of Clayton. The policy explanations of the New York State Coastal Management Program have in some cases been modified and expanded to reflect the unique conditions within the Town and Village of Clayton. These policies are based on the economic, environmental, and cultural characteristics of the Town and Village of Clayton, and represent a balance between economic development and preservation, which will permit beneficial use of, and prevent adverse effects on, Town and Village of Clayton waterfront resources. The policies serve as the basis for local, state, and federal consistency determinations for activities affecting the Town and Village of Clayton. No policy is more significant than another. These policies should be read in conjunction with the specific standards of the relevant Town and Village of Clayton local laws.

Section 4 - Proposed Land and Water Uses and Proposed Projects - This section describes proposed long-term land and water uses for the community. This section also includes proposed short- and long-term projects the Town and Village of Clayton would like to pursue to implement their LWRP. The proposed uses and initiatives outlined in this section have the potential to enrich the Clayton community by building on the authentic character still visible in many of the trades practiced today, such as boat building and guide services. The proposed projects also build on the Town and Village's resources and amenities that make it a cultural destination. Reinvestment in the waterfront is intended to enhance the character and functions of existing waterfront activities as well as safeguard and enrich the right of the public to access the waterfront. Clayton's waterfront will strike a balance, ensuring above all that the waterfront is an inviting place for people to unwind and enjoy civic activities, while also providing important new places and opportunities for innovative residential, commercial and professional activities.

Section 5 - Techniques for Local Implementation - This section describes the local laws, management structure, and financial resources necessary to implement the policies and proposed uses set forth in Sections 3.0 and 4.0.

Section 6 - State and Federal Actions and Programs Likely to Affect Implementation of the LWRP - This section consists of a list of State and Federal actions and programs which must be undertaken in a manner consistent with the Town and Village of Clayton LWRP, as well as a description of specific state and federal actions necessary to further implementation of the LWRP.

Section 7- Local Commitment and Consultation - The Town and Village of Clayton LWRP will affect and be affected by the actions of adjacent municipalities and federal, state, regional, and county agencies. This section summarizes the actions taken by the Town and Village of Clayton to obtain local input and support for their LWRP, and the efforts made by the Town and Village of Clayton to involve and/or inform other agencies regarding the development of their LWRP.

Planning Process

The LWRP process involved cooperation with state, county, local, and private agencies as well as an appointed LWRP Advisory Committee that included local business owners, municipal officials and residents from the Town and Village of Clayton. A key role of the LWRP Advisory Committee was to review and provide feedback on draft documents developed by the planning consultants hired by the Town of Clayton.

As part of the planning effort, an inclusive public outreach effort was conducted to gain feedback from the community on existing land and water use issues and to build consensus on a vision of Clayton's Waterfront. Public meetings were also held to share and explain progress drafts of the LWRP. The table below summarizes the schedule of significant tasks and events.

Project Schedule Summary

TASKS/EVENTS	SCHEDULE
Public Information Meeting #1	February 7, 2008
Public Workshop	June 5, 2008
Inventory/Analysis/Mapping	February-November 2008
Draft LWRP	December 2008-March 2009
Public Information Meeting #2	April 29, 2009
Plan Finalization	May 2009-March 2010
Public Information Meeting #3	September 28, 2011
Plan Finalization	2011 TBD

Previous Planning Efforts

The Town and Village of Clayton and Jefferson County have been the subjects of a number of studies over the decades. The following plans and documents were reviewed in preparation of this LWRP:

- 1965 -Background Studies and Comprehensive Plan Report for the Saint Lawrence Sub-Region. Contains recommendations for land use, transportation and community facilities/infrastructure.
- 1966 -Background Studies and Comprehensive Plan Report (a.k.a. Master Plan Report) for the Town and Village of Clayton, New York. Contains recommendations for land use, transportation and community facilities/infrastructure.
- 1986 -Village of Clayton Local Waterfront Revitalization Program. Adopted by Village of Clayton April 1, 1986, Approved by NYS Secretary of State May 28, 1986, and received by the US Office of Ocean and Coastal Resource Management concurrence July 7, 1986.

- 1988 -Village of Clayton Harbor Management Plan. Outlined a series of goals and objectives relating to water use and navigation, public access, land use and development, natural resources, and harbor management.
- 1991 -Town of Clayton Draft Local Waterfront Revitalization Plan. The town did not formally adopt this draft document, but its content was useful in compiling this LWRP.
- 1994 -Waterfront Economic Feasibility Study, Village of Clayton, New York. Recommended the development of an 85-room hotel, a 2,500 square foot meeting facility, a 231-slip marina and 267 surface parking spaces on the 8-acre Frink America site.
- 1999 -Shopping Pattern Study
- 2000 -Joint Town and Village of Clayton Comprehensive Plan
- 2001 -Black River Corridor Economic Adjustment Strategy. Surveyed 322 Jefferson County residents on their employment status, work history and skills
- 2003 -An Overview of Tourism – 1000 Islands/St. Lawrence Seaway. Analyzed 1000 Island tourism in Canada.
- 2003 -Fort Drum Economic Impact Statement. Tallies the impact that the military base has on the local economy.
- 2003 -North Country west, New York Area Workforce Report. Describes the employment and salary situation faced by new employers in the region.
- 2003 -2001 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation, New York. Compiles demographic information on these recreational uses.
- 2004 -2003 Economic Impact of Expenditures by Tourists on Northern New York State. Measures the economic benefits derived by tourism dollars in Jefferson County.
- 2004 -Wage & Benefits Survey Results for Jefferson County. Provides a snapshot of the county's workforce based on a survey sent to employers.
- 2004 -Jefferson County Tourism Profile. Offers an annual accounting of this economic sector.
- 2004 -Summer Tourism Season Business Confidence Survey Executive Report. Surveyed business owners about their observations of the latest season.
- 2006 -Village of Clayton Downtown Plan of Action & Local Waterfront Revitalization Program. Prepared by Saratoga Associates for select Village of Clayton areas, this document provides important visitor and tourism data and identifies existing parking resources. The village did not formally adopt this document, but its content was relevant and useful in compiling this LWRP.
- 2007 -Design Strategies for Waterfront Revitalization in Clayton, New York
- 2008 -Village of Clayton Prioritized Project Plan (Sewer Related Issues)

Important Concurrent Planning Effort

During the planning process for the Town and Village of Clayton LWRP the International Joint Commission (IJC) was reviewing its Orders of Approval for regulation of Lake Ontario and the St. Lawrence River levels and flows through the Moses-Saunders Dam at Cornwall-Massena. Following public debate and considering public comments on the proposed Plan 2007, the commission proposed a one-year process to revise the water level and flow regulation plan to achieve more natural flows while respecting other public interests. This process is currently underway.

The Town and Village of Clayton LWRP advisory committee, as well as the State of New York, the Ontario Ministry of Natural Resources, and many other federal and state/provincial agencies, private organizations, and stakeholders in the U.S. and Canada, support an alternative to Plan 2007. Plan B+ is the widely supported management proposal developed by the IJC that would provide significant environmental and economic improvements to the region. The approach to water management outlined in Plan B+ is to mimic natural water patterns while taming the extremes of high and low water levels that can lead to economic damage. More information on this issue can be found at the following websites: <http://www.savetheriver.org> and <http://www.ijc.org>.

Smart Growth Approaches

Throughout the planning process the term “smart growth” was discussed as a strategy to help the community manage growth and development while balancing environmental, economic, and quality of life issues. Smart growth is defined by ten principles. These principles provide a framework for making growth and development decisions that yield better economic, environmental, community, and public health results. Developed in 1996 by the Smart Growth Network, a coalition of national and regional organizations that believe where and how we grow matters, the principles are based on the characteristics and experiences of thriving, diverse, and successful communities. These principles help guide growth and development in communities that have a clear vision for their future and understand the values they want to sustain.

In 2009, coastal and waterfront elements were developed by the National Oceanic and Atmospheric Administration (NOAA) to augment the existing smart growth principles to reflect the specific challenges and opportunities characterizing the waterfront, be it on a coast, a river, or a lake. These elements provide guidance for communities to grow in ways that are compatible with their natural assets, creating great places for residents, visitors, and businesses. More information on waterfront smart growth strategies can be found at <http://coastalsmartgrowth.noaa.gov/>.

The following table includes the Smart Growth Principles and the corresponding Smart Growth Coastal and Waterfront Elements:

	Smart Growth Principles	Smart Growth Coastal and Waterfront Elements
1.	Mix land uses	Mix land uses, including water-dependent uses

	Smart Growth Principles	Smart Growth Coastal and Waterfront Elements
2.	Take advantage of compact building design	Take advantage of compact community design that enhances, preserves, and provides access to waterfront resources
3.	Create a range of housing opportunities and choices	Provide a range of housing opportunities and choices to meet the needs of both seasonal and permanent residents
4.	Create walkable communities	Create walkable communities with physical and visual access to and along the waterfront for public use
5.	Foster distinctive, attractive communities with a strong sense of place	Foster distinctive, attractive communities with a strong sense of place that capitalizes on the waterfront's heritage
6.	Preserve open space, farmland, natural beauty, and critical environmental areas	Preserve open space, farmland, natural beauty, and the critical environmental areas that characterize and support coastal and waterfront communities
7.	Strengthen and direct development toward existing communities	Strengthen and direct development toward existing communities, and encourage waterfront revitalization
8.	Provide a variety of transportation options	Provide a variety of land- and water-based transportation options
9.	Make development decisions predictable, fair, and cost effective	Make development decisions predictable, fair, and cost effective through consistent policies and coordinated permitting processes
10.	Encourage community and stakeholder collaboration in development decisions	Encourage community and stakeholder collaboration in development decisions, ensuring that public interests in and rights of access to the waterfront and coastal waters are upheld

Vision Statement

In order to position themselves as a premier waterfront community on the Saint Lawrence River, the Clayton community will strive to:

- Preserve the picturesque nature of the community that is visible in both the quaint, small-town atmosphere of the Village center as well as the rural character and natural beauty of the Town;

- Develop amenities for residents and visitors that will allow Clayton to be an interesting year-round place to live, visit, work, and play;
- Increase access to the water and to recreational opportunities while preserving sensitive natural places;
- Preserve and promote the artistic and cultural resources of the local community, found in historic architecture, exceptional museums, and an opera house;
- Enhance the characteristics of the community that make Clayton a pedestrian-friendly, livable, sustainable place;
- Provide opportunities for development that is in scale with the existing community fabric and balances with existing uses;
- Promote economic growth and stability by supporting locally-owned businesses and encouraging vibrant, successful shops, hotels, and restaurants;
- Ensure the Clayton waterfront is a friendly, welcoming place where twenty years from now, children can still play in the streets and people can feel safe and happy about raising their families here.