

Chapter 4: Goals & Recommendations



Underutilized Shorefront Recreation Area at SELKIRK

Summary Analysis

The Town of Richland is well-situated regionally, only about an hour's drive south from the Canadian border, the Thousand Islands and the Saint Lawrence River. It is less than an hours drive to the Syracuse Metropolitan area and Fort Drum with direct access to points north and south via Interstate Route 81. An international deep water port, the Port of Oswego, is less than 20 miles to the west, and an operating CSX rail line bisects the town through the Hamlet of Richland and the Village of Pulaski where two industrial spurs are located. Within the geographic boundaries of the town, a wealth of natural and cultural resources exist. The Salmon River, several major creeks, the Tug Hill Aquifer, several miles of Lake Ontario shoreline, Port Ontario, some of the most significant wind energy resources in New York State, over 8,000 acres of agricultural lands supporting a variety of farming practices, and the Pulaski Village Historic District are just a few of them. These resources and the location of the community at the intersection of key transportation corridors makes it an ideal setting for living, working, recreation, business, and industry.

Still, the Town of Richland and Village of Pulaski have experienced significant declines in population in recent years along with experiencing a largely weakening local economy. Between 1990 and 2008, the total population of the Village of Pulaski, with a higher percentage of residents over the age of 65 than either the Town, the county or the region, declined approximately 10%. Although median family income in the Village of Pulaski has increased in recent years, it was only approximately 66% of the national average in 2007 through 2008. The economic base of the community is largely comprised of service sector, manufacturing, tourism and recreation-related businesses with recreational fishing tourism considered a major industry in the Town. However, both the Town and Village have experienced negative job growth and a higher than national average unemployment rate in recent years.

Another important trend to note in the Village of Pulaski is the steep rise in vacant housing in the community. Between 1980 and 2000, vacant housing units in the Village increased from 62 to 121 (up 95%). Only 16% of that increase was related to seasonal or recreational use. Interestingly, rental rates in the Town and Village have risen significantly in recent years and there continues to be a growth in demand for rental units which remain very affordable in comparison to national averages.

The existing composition of land use in both the Town and Village offers opportunities for growth with high percentages of vacant land and limited acreage dedicated to industrial use. Land use in the Town is largely residential, vacant, and agricultural with some forested or conservation land, and small portions dedicated to recreation, public service, commercial, and industrial use. In the Village, over half of the land use is categorized as vacant. Although commercial uses are only 4% of the total in the Village; currently vacant properties, expansive parking requirements and road widths along Route 13 in the Village detract from the otherwise historic character of the Village.

Situated in northern Oswego County, The Town borders the eastern shore of Lake Ontario and extends east to the western reaches of the Tug Hill Plateau. The northern temperate climate features four distinct seasons with heavy lake-effect snowfall in winter that is an ideal setting for winter sports. The town possesses a unique wealth of natural and cultural offerings and is appropriately named Richland. Pleasant stretches of eastern Lake Ontario shoreline including Selkirk Shores State Park, great for summer relaxation and fun, and the scenic Salmon River corridor, replete with salmon and trout in fishing season, combine in a uniquely rich natural environment. The Town and Village are located in close proximity to a variety of all-season recreational points of interest as well as within a convenient distance to regional cultural and economic centers.

The community's potential for economic growth...has not yet been fully realized...without prominent gateways at key locations and access to and interpretation of many points of interest, the community is losing potential...benefits... every day.

Within the community, the historic Village of Pulaski and the Lake Ontario shore are separated by only three miles along the beautiful Salmon River. These major community assets should be linked through welcoming signs at key gateways that would highlight the existence and easy access to both the Village and the lake shore. The development of hiking and biking paths would provide both community members and visitors opportunities to fully enjoy the wealth of assets that the community has to offer (Figure 14).

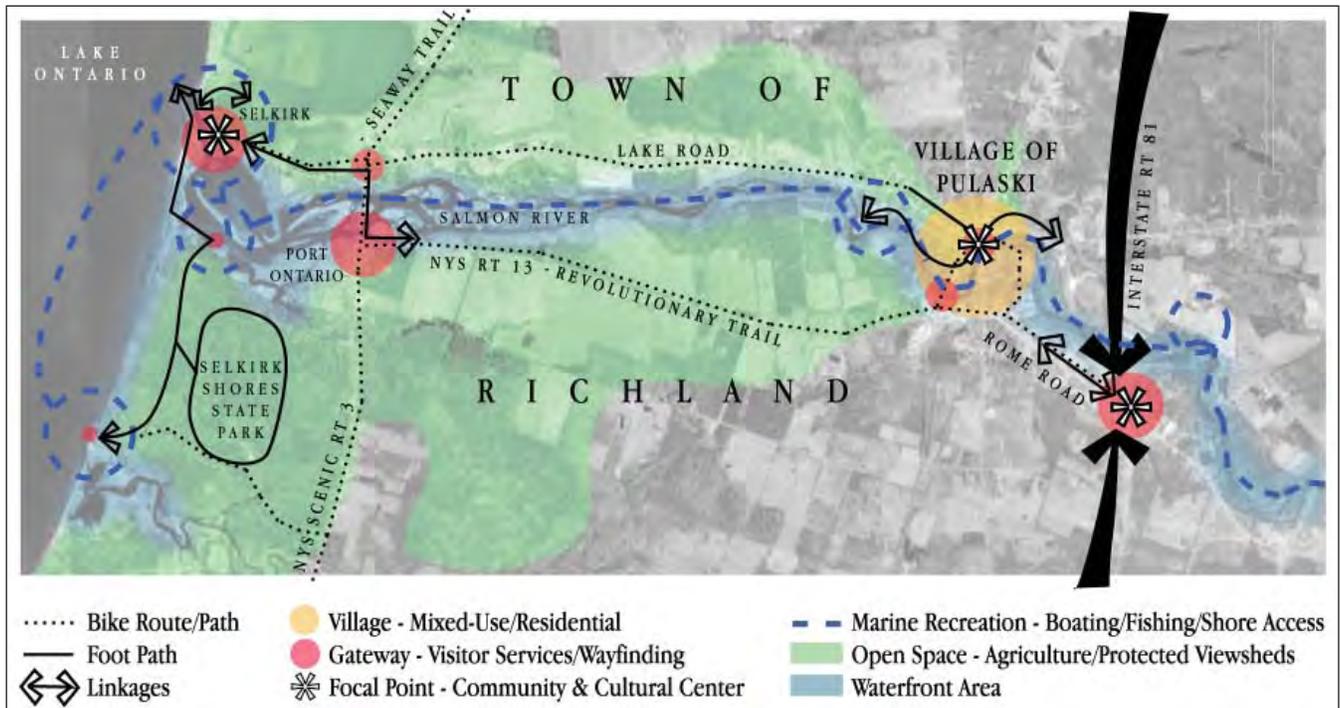


Figure 13. Diagram showing how major community assets could be linked through welcoming signage at key gateways and nodes as well as hiking and biking paths that would highlight the easy access to both the Village and the lake shore.

The historic Village of Pulaski, settled beginning in 1801, features one of the most intact collections of nineteenth century architecture in New York State with two historic Village parks at its core. The Village is located at the intersection of NYS Route 11 and NYS designated Scenic Byway Route 13 - *The Revolutionary Trail* along the banks the Salmon River. The river, constrained by the surrounding topography, over time carved a deep “S” curve through shale and limestone cliffs, and left several wooded islands on its way to Lake Ontario just three miles to the west forming a stunning riverine landscape at the heart of the community. The Salmon River, with several public fishing access points along its banks, offers internationally-renowned Salmon and Trout fishing and teems with fish and fishermen beginning every fall. Two bridges cross the Salmon River as it winds its way through the Pulaski Village Historic District at the commercial core of the village.

Unfortunately, many of the historic structures in the Village remain vacant and deteriorating, or without local regulation to protect them from historically incompatible renovations. Although the Village business district has been listed on the National Register of Historic Places and offers a unique historic setting and abundant natural resources that generate seasonally reliable economic opportunity; the community has been unable to fully capture the greater potential economic and social benefits that would be possible through targeted cooperative efforts to generate, service, and support the growth of existing, and creation of related recreation- and tourism-based business.

In addition, opportunities exist in the Village to take better advantage of the unique and dramatic riverfront setting and views with new parks, walkways, and related businesses.

The community's potential for economic growth and sustainable development, directly linked to its wealth of existing natural and cultural resources, has not yet been fully realized for several reasons. The most striking of these is the lack of welcoming and informative gateways at prime access points to the community - Interstate Route 81 and Scenic Route 3 at Port Ontario. Without prominent gateways at these key locations, and access to and interpretation of many points of interest, the community is losing potential visitors and the associated economic benefits as they pass by unknowingly every day.

The western border of the Town of Richland is formed by nearly five miles of Lake Ontario beach front, and public access is available at Selkirk Shores State Park and Deer Creek Wildlife Management Area. Additional public access to the lake shore was an identified community desire revealed in the public survey conducted to inform this Plan. Small parking areas and undeveloped public rights-of-way to the lake front exist at the end of Hager Drive and at Pine Grove Road, and both of these publicly-owned rights-of-way are potential locations for the development of additional public access.

The valuable historic and natural resources that the Richland/Pulaski community has within its bounds, if protected from incompatible development, or gaps in recreational interconnections and barriers to public access, will provide the foundation upon which the community can succeed in achieving its vision for a truly vibrant future. Taking stock of (and promoting) the strengths, and addressing each of the challenges discussed in the following section will help the community to reach its full potential.

Issues of Community Significance

Some primary issues of concern to the community identified in the community survey and visioning sessions related to growth and development. These issues, addressed in the above goals and recommendations, include sustainable economic growth and development; historic preservation and continued community revitalization; aquifer and wellhead protection; and preservation of natural resources, open space, farmland, and scenic resources. Additionally, challenges to realizing the full potential of all-season recreation and tourism in the Town of Richland and the Village of Pulaski were noted in a community survey as; a lack of accommodations for physical limitations, inadequate and poorly maintained public facilities, personal safety issues, and a lack of awareness of opportunities in the community. Other changes or improvements suggested on the community survey were; better sidewalks, bike paths, and rail bed trails, a "Pulaski Run", biking or skating paths, expanded opportunities for human powered boating, quiet areas for cross country skiing, expanded hours for adult public ice skating, additional promotion of available activities, introductory classes and demos, more universal (handicap) access, earlier advertising of events so people can plan ahead, hiking trails along the river, group activities, movies, more and better public access to Lake Ontario and the Salmon River, and a connected trail system along the Salmon River from Port Ontario to Salmon River Falls.

Since 2005, additional issues have been identified by community members and leaders including a recognition that the Town and Village would be well-served by increasing their efforts to work together in a joint approach to planning and community development including the consolidation of services and community boards. With technical support and funding available from New York State and the federal government, and the existing culture of cooperation that exists between Town and Village leaders, as well as the proven successful collaborations resulting in the Haldane Community Center Board,

the Multi-jurisdictional Hazard Mitigation Plan, the monthly economic development committee, and the development of safety linkages between the two water systems; it is clear that fostering an interdependent working relationship between Town and Village governments will continue to benefit the community.

Strengths

An easily accessible location

Richland and Pulaski, located along Interstate Route 81, are only 60 miles from Canada and less than 45 minutes from the Syracuse metropolitan area. The Town and Village are well situated to attract the interest of regional and international visitors as well as new residential and industrial development. The Route 81 exits at Pulaski provide easy access to the eastern Oswego County/Tug Hill Plateau and trail systems for snowmobiling, ATV enthusiasts, hunting, cross country skiing, hiking, biking and nature appreciation.



A reputation for world-class fishing and existing public access for fishing

With the success of the upstream fish hatchery and several public access points along the Salmon River, few communities can boast of the quality of fishing experience that Richland and Pulaski have to offer, providing a unique and growing recreational market niche.



Looking north on North Jefferson Street in the Pulaski Village Historic District, 2008.

A rich history of early settlement and industrial development

The outstanding collection of in-tact historic architecture in the Village of Pulaski, along with the many tales and remnants of the War of 1812 and other histories throughout the town, are assets just waiting to be discovered by history enthusiasts from around the world. As a central location of westward migration, the region has a rich genealogical history that is well documented by the area historians.

Scenic rural landscapes

Much of the Town of Richland remains undeveloped with rolling hills and farmland providing the setting for a higher quality of life for residential growth as well as an ideal backdrop for four-season recreational use by cyclists and cross-country skiers.

Lake Ontario shorefront

Access to beautiful lakefront State Parks and Great Lakes recreation including boating, fishing, camping, swimming, strolling on a sandy beach, sunset watching, and site-seeing represent a tremendous opportunity for tourism and quality-of-life-based economic development. Economic rewards for the entire community could be tapped through improved waterfront access and linked commercial/recreational development areas and corridors that respect historic and rural character.

Existing water resources and capacity for growth

The Town has significant land resources with convenient Interstate access to quality industrial development sites, especially at the Tinker Tavern exit on Interstate Route 81. The availability of, and access to, exceptional Tug Hill Aquifer water resources nearby in the Town make for an ideal economic asset with the capability to support industrial growth in the Town that could bring additional job opportunities to the community.

Four season climate and a tradition of community events

With a distinct and dramatically different four season climate including the snow generating Lake Ontario, there are opportunities for a diverse array of outdoor sporting activities and events in and near the Town such as the annual Winona State Forest Ski Tourathon. The Village of Pulaski has a history of hosting well-attended community events like the annual Salmon River Festival, the Village Farmer's Market, and the Salmon River Run.

Existing plans, and significant projects accomplished and underway

The Town and Village have developed a number of plans and implemented many projects toward the betterment of the community. Major accomplishments include a Main Street grant award; the Salmon River Greenway Trail Concept Plan and grant the TEP award that followed; and the most recent Restore NY grant award for the North Jefferson Street Revitalization Project.

Pulaski School System

The Pulaski Junior Senior High School was ranked number one in Oswego County by PSK12.com, a premier provider of school performance information. Rankings are based on the School Report card provided by the NYS Education Department.

Major Businesses contributing to the local economy

Fulton Boiler Works and Fulton Thermal Corporation are major employers located in the Town of Richland, as is Felix Schoeller Technical Papers Incorporated. The Town also has a thriving recreation-related industry including guest lodges, and bait and tackle and various stores that support sports fisherman and other visitors to the Town.

Challenges

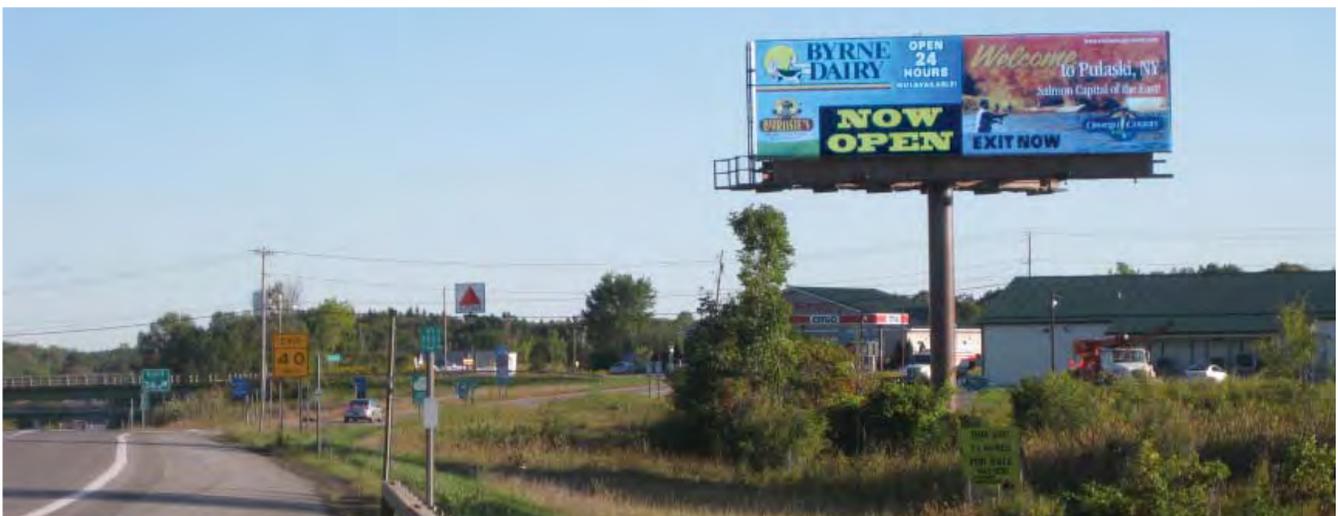
Unwelcoming, unmarked arrival

There are several automobile points of entry to the town and village from the north, south, east and west. These entry points serve as a visitor's first and last impression of the community. Unfortunately, none of the existing entry points offer a sense of arrival or give an indication of interest or intrigue about Richland or Pulaski. The entry points from Route 81 are of particular concern. From the south, the visitor is greeted with a huge commercial billboard and a sprawling and barren, automobile dominated commercial landscape. There is no indication or representation of the many natural and cultural assets close at hand, and little to invite a visitor to stop and spend some time in the area.

From Scenic Route 3 at Port Ontario, there is again no indication or reference to the existence of the Village of Pulaski, and all it has to offer the visitor or tourist, just a short distance to the east.

The inlet at Selkirk on Lake Ontario serves as a gateway to an international community and a summer playground for boaters. This historic international gateway could provide a point of entry to the Town for mariners on the lake. With the addition of amenities for potential visitors such as lighting, railings, tie-up for boaters, temporary shelter, interpretation and other visitor services, Selkirk could become a vibrant center of economic and cultural development.

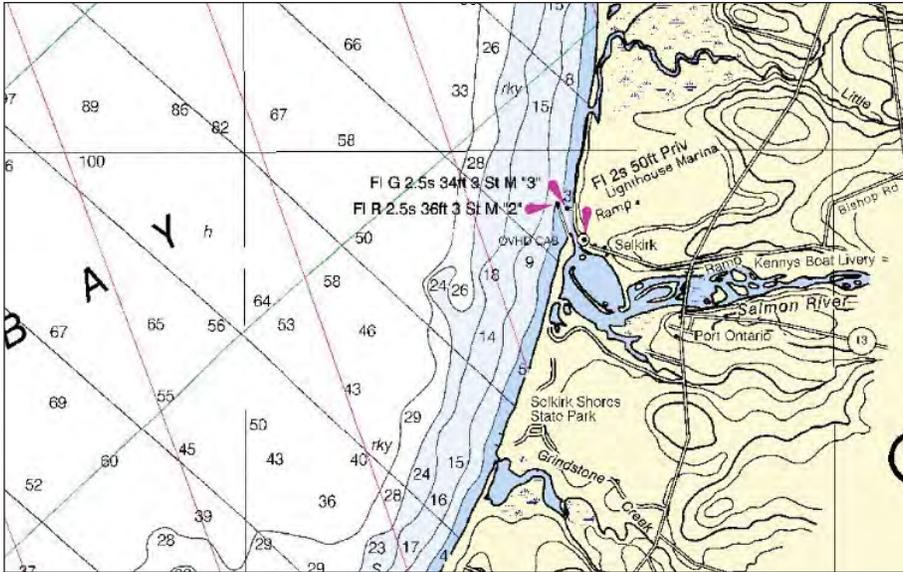
These unmarked and unremarkable gateways are substantial missed opportunities to encourage economic growth and development for the community as potential visitors and the associated economic benefits unknowingly pass them by.



The existing gateway at Exit 36 on Interstate Route 81 remains unremarkable, with a visually unappealing billboard advertisement that overpowers an “ad style” welcome message. This approach does little to convey a positive image for the Village of Pulaski. It looks like a just another typical highway exit. When travelling at 60 mph, there is nothing distinctive apparent from this scene.



The existing intersection of Routes 3 and 13 at Port Ontario lacks amenities for cyclists on route, and offers no indication of the nearby Historic Village of Pulaski or Selkirk Light and Lake Ontario, and is easily missed by potential visitors.



NOAA Chart 14803 showing the navigable inlet at Selkirk on Lake Ontario, historically a key gateway and point of entry to Port Ontario and the Town of Richland. (Source: <http://www.charts.noaa.gov/OnLineViewer/14803.shtml>).

Automobile dominant corridors/lack of pedestrian amenities

The Rome Road and Maple Avenue corridors in particular lack basic amenities for safe pedestrian use. Although new sidewalks have been introduced in some areas, these corridors remain characterized by expansive disconnections in sidewalks where commercial uses have introduced over-scaled curb cuts creating unsafe conditions for pedestrians. Street lighting is also over-scale for pedestrian comfort, and a lack of street



Over-scaled curb cuts and street lighting that contribute to a pedestrian's sense of discomfort and insecurity when walking along Rome Road, 2008.

trees, benches, clearly delineated crosswalks, and welcoming areas contributes to a pedestrian's sense of discomfort and insecurity in many areas. The automobile-focused design of these corridors, and the lack of contiguous sidewalks, inhibits pedestrian use and encourages an increased reliance on the automobile even for short trips around the village.

Lack of true market demand for additional commercial space and sprawling commercial zoning areas

Commercial zoning allows for the establishment of business areas within the Village of Pulaski, but with the lack of true market demand for more commercial space, and the existence of several vacant or underused commercial parcels, commercial sprawl in the Town should be limited. The specific requirements of zoning laws including setback distances, parking minimums, entry drive widths, etc. all add up to produce spatial and aesthetic characteristics of the district. Unfortunately, the Village of Pulaski has assigned an expansive area in the southeast quadrant of the village with commercial zoning requirements that, as currently written, have produced a vast, open, unwelcoming asphalt corridor with excessive parking areas and no visual or attention to aesthetic interest or pedestrian comfort.

The use of excessive spatial requirements for setbacks, road widths and parking creates a commercial zone that is unattractive and unrelated to the vernacular character of the nearby historic Village. Continuing to follow the existing zoning specifications for commercial growth would consume large tracts of land dominated with asphalt. As the village grows, zoning requirements should support the development of compact, traditional village form with reduced setbacks, mixed use, shared (rear) parking, and a pedestrian, and alternative transportation focus and scale.



Unregulated signs at the intersection of Salina St. and Rome Rd. in the village.

Lack of sign controls and design standards

Roadside advertising and directional signage can be well designed and placed as a part of a set of design standards and a coordinated wayfinding program. Communities that make use of these systems of coordinated controls find that it raises the level of the user/visitor experience, increases traffic and pedestrian safety, and helps add to the sense of a higher quality of life. Unfortunately, in many places throughout the Village of Pulaski signage has accumulated over time in a confusing pattern of over-use. Unrelated advertising and directional signs that detract from a potentially pleasing village setting do little to entice visitors to return.

Disconnected points of interest and lack of wayfinding and interpretive program

With all of the available natural and cultural resources, Richland and Pulaski are ideally suited for recreation and tourism featuring several points of special interest to visitors. These include the historic Selkirk Lighthouse, Selkirk Shores State Park, Pine Grove State Boat Launch, the Salmon River Interpretive area and the historic Village of Pulaski. Unfortunately, without pedestrian, cyclist, and boater linkages between isolated points of interest, the potential for bringing new life and energy to the community through recreation-related economic activity is discouraged (Figure 15). Connective public infrastructure such as greenway trails with water trail linkage points, and bike paths do not currently exist between isolated points of interest like the Village of Pulaski, Selkirk Light and Selkirk Shores State Park. The isolation of these special places from one another results in an underutilization of the some of the town's most valuable waterfront recreational assets, and the stifling of economic development in key waterfront areas of the town and village. In addition, improved river access and viewing areas are needed in the Village and at Selkirk.

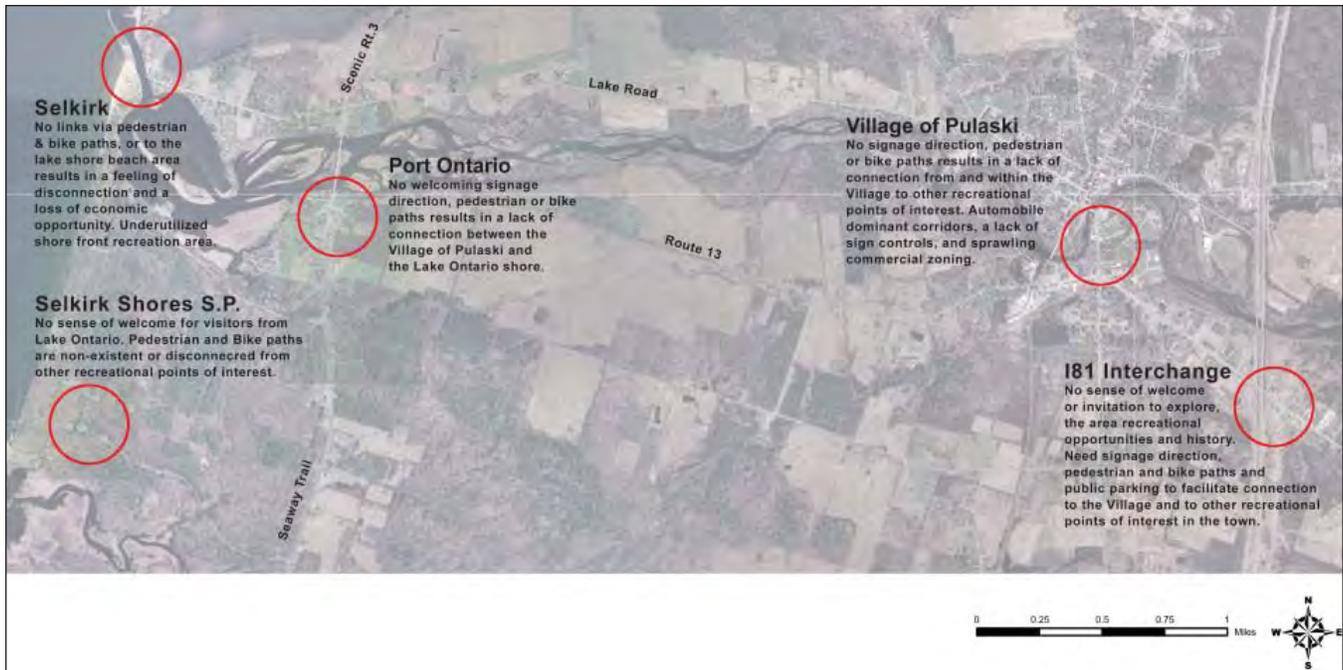


Figure 14. Locations of some of the specific challenges within the Town of Richland and Village of Pulaski.

Weak economy and population decline

The above mentioned strengths and challenges directly impact the economic success of commercial enterprises and building occupancy rates in the Village as well as in other areas throughout the Town. Both the Village and Town have experienced periods of increased unemployment in recent years. The Village continues to struggle to retain occupancy among the many vacant or partially vacant buildings. The condition of aging and historic housing stock in the Village is an issue that impacts occupancy rates and suggests that a community housing rehabilitation program is important in Village revitalization efforts.

Existing commercially zoned areas in the Town and Village are already expansive and any expansion of utilities should be carefully planned to avoid uncontrolled growth outside of existing commercial areas. To be successful in attracting and retaining desirable and successful industry in the Town, industrial use areas should be protected from the encroachment of commercial and residential use areas.

In combination with the effects of a significant economic downturn beginning in 2008, challenges that go unaddressed will contribute to lower profitability in commercial enterprise and missed opportunities for the community to attract desired development

Community Vision Statement

The Richland/Pulaski community seeks to preserve, enhance and celebrate the characteristics of Richland and Pulaski that reflect the unique composition of natural, cultural, historic, and scenic resources; to encourage sustainable economic growth; foster revitalization of Pulaski's historic village and hamlet settings; protect the health of environmental resources; create an inviting atmosphere for residents and visitors to experience the Salmon River and Lake Ontario waterfronts, the historic village, quaint hamlets, and a productive agrarian landscape; and to work towards good government through inter-municipal collaboration and a consolidation of services.

To be successful in bringing about positive changes, the community must wholeheartedly embrace the goals of this Comprehensive Plan as guiding principles, and bring to bear strong local leadership and a spirit of volunteering in working partnerships...

Community Goals and Recommended Actions

The following six goals with supporting recommendations are set forth in this chapter:

- Goal 1: Community Revitalization
- Goal 2: Economic Development
- Goal 3: Natural and Cultural Resource Protection
- Goal 4: Development of Gateways & Protection of Scenic Byways
- Goal 5: Protect and Enhance the Hamlets
- Goal 6: Promote Good Governance

These goals are founded on the research undertaken specifically for this Comprehensive Plan, and in addition, have been developed in accordance with proven planning and development strategies and methodologies such as the National Trust for Historic Preservation's *Main Street Four-Point Approach*. Over the long term, these strategies have demonstrated impressive reinvestment with documented statistics indicating economic development success in many types of communities across the United States.

These goals and recommendations represent a comprehensive and incremental approach to capitalizing on existing assets and encouraging quality planning and design solutions. Many recommended actions listed under each goal will require the pursuit and acquisition of state or federal grant funds to implement. To be successful in bringing about these positive changes, the community must wholeheartedly embrace the Goals of this Comprehensive Plan as guiding principles, and bring to bear strong local leadership and a spirit of volunteering in working partnerships to implementation specific recommendations listed under each goal. A section called *Addressing Issues of Community Significance* is provided at the end of this chapter and features specific illustrated examples relating to many of the following goals and recommendations.

Goal 1: Community Revitalization

The rehabilitation and reuse of existing housing stock, historic structures, and commercial areas is a priority to ensure the preservation of the traditional rural character of the Town of Richland, as well as the compact form of the Village of Pulaski. Improvement of community recreation facilities, consolidation of parking areas, and public water infrastructure improvements are also important in achieving community revitalization. In the Village, public streetscapes should be enhanced, and sidewalks with pedestrian amenities should be interconnected with community resources in a community-wide system of walkways and bike paths that are well-marked, informative and attractive. In the Town, development should be carefully considered for the best-suited sites where negative visual impacts will not result in scenic areas (see Figure 19, pg. 192).

Recommended Actions:

- a. Support the rehabilitation of existing housing to provide options for all residents including seniors in a range of incomes and needs within the Village and Town by applying for funding through CDBG or USDA housing rehabilitation grants, and/or working with Oswego County Housing Development Council to implement a housing rehabilitation program.

- b. Continue to seek opportunities for an enhanced, graduated senior living and long term care facility. Due to its central location between Syracuse, Watertown and Oswego on the I81 corridor; the abundant availability of water; adequate and expandable Village of Pulaski sewer system; existing pool of skilled workers and support services; and existing and compatible quality of life, the Town of Richland would be an ideal location for a senior living development project.
- c. Encourage residential densities in the Village to maximize efficient use of the existing infrastructure and resources including ensuring that Village zoning supports second or third floor rental opportunities in the central business district.
- c. Preserve and enhance the existing historic village form and character through the use of specific form-based architectural review and guidelines, preservation incentives and grant programs, and compatibility standards for design and development in all commercial and mixed uses near the village core.¹⁹
- d. Enhance public streetscapes in the Village with continuous sidewalks including connecting Maple Avenue with the community center, and the addition of boldly-marked crosswalks, attractive lighting, street trees, and the location of shared parking areas behind buildings in existing commercial areas (pg. 188).
- e. Develop plans for the improved organization of Dunbar Field in the Village to include more public park amenities such as seating, and river viewing areas as well as a footbridge and trail connecting Dunbar Field with the community center across the river.
- f. Encourage improved access to food and grocery services in the Village core and create opportunities to tie grocery services in with local farmer's markets.
- g. Review Town and Village zoning codes and maps and revise them to encourage infill and reuse in existing commercially developed areas prior to considering new "green field" development areas for new commercial growth (pg. 188).
- h. Support a commercial redevelopment plan for vacant or under-used commercial plazas on Route 13 in the Village (pg. 187, 188).
- i. Reduce commercial parking area requirements and encourage alternative solutions in meeting parking needs in the Village such as shared parking lots, and expanded on-street parking in the Village along Jefferson Street at South Park (pg. 188).
- j. Encourage development of the Salmon Riverfront area in the Village to accommodate accessory uses to the Salmon River Greenway Trail that take advantage of river views.
- k. Encourage the establishment of interpretive collections, or museums in the historic district on Jefferson Street related to the history and cultural impact of the outstanding fishery running through the Village.
- l. Move the Fishing museum to a location along the recreational loop trail such as at a Visitor Welcome Center at exit 36 adjacent to Route 81, or near the river in the Village Historic District.
- m. Support the rehabilitation of the old Kallet Theater as a performing arts center,

¹⁹ Compatibility standards should not be used to dictate the use of historic or historic-looking design exclusively. When existing village scale, proportion, and setbacks are respected, in-fill with modern architectural design and materials can be highly compatible and desirable in historic settings. Newly expanded NYS and Federal Historic Preservation Tax Credits provide significant incentives for rehabilitation and reuse of historic buildings.

The goal of economic development in both the Town and the Village Business District is to encourage investment, occupancy, and the creation of local jobs, as well as to positively effect property values throughout the community.

and encourage architecturally compatible infill on the adjacent vacant lot to the south.

- n. Ensure that all development within the village meets required architectural and signage review standards that respect the scale and character of the historic village form (see pg. 188).
- o. Ensure that aging infrastructure is identified and that future needs and improvements are considered in all plans so that upgrades can be made in a timely manner to avoid infrastructure failure or compromise.

Goal 2: Economic Development

The goal of economic development in both the Town and the Village Business District is to encourage investment, occupancy, and the creation of local jobs, as well as to positively effect property values throughout the community. A mix of commercial/retail and business/professional uses in combination with second or third floor residential units should be encouraged along with protection and restoration of historic buildings in the Village Business District. Prime locations for industrial development in the Town, such as the vicinity around the Tinker Tavern exit at Route 81 and the Centerville/Peck Rd. area to the west of the aquifer, are of significant economic value to the community and should be protected from commercial and residential encroachment which can discourage industrial development.

Economic growth in the town and the village are interdependent. A vibrant village economy spurs town-wide economic development opportunities; and economic growth in the town brings added life to the village. Proactive management and guidance of the community's local land uses and the protection of its scenic and historic resources directly effects the development of a dynamic and sustainable economy.

Recommended Actions:

- a. Develop an inventory of key structures and sites and throughout the Town of Richland that are vacant, under-used, or have particular economic development potential, and prepare pre-development plans for desired future use.
- b. Develop a site plan and appropriate zoning for a major industrial park adjacent to the Tinker Tavern Exit at Route 81 and at the Centerville/Peck Road intersection (see Figures 17 and 18, pgs. 189-190).
- c. Implement a coordinated, town-wide business outreach program to target desired business and industry in optimal locations in the Town, and to foster sustainable job creation.
- d. Develop and implement a local business promotional campaign.
- e. Develop a masterplan for waterfront development at Selkirk, with an eco- and heritage tourism focus that accommodates both public space and private enterprise while respecting the historic and environmentally sensitive waterfront setting (see Figure 21, pg. 194).
- f. Encourage growth in mixed uses of commercial business, professional and community services, and second and third story residential in the village core.
- g. Avoid encroachment of commercial and residential uses in identified prime industrial zones such as the Tinker Tavern exit and Centerville Road areas.

- h. Support the development of a four season tourism economy in the Town that is compatible with both existing natural resources and identified community needs, such as additional recreational opportunities, a retirement living community, or a four season resorts and guest lodges.
- i. Seek opportunities with industry specialists to host a senior/retirement community in the Town preferably adjacent to the Village.
- j. Promote/support regional, state or national outdoor competitive events such as dogsledding, cross country skiing, biking, snowmobiling, kayaking, sailing, etc.
- k. Maintain close coordination with economic and job development organizations such as Operation Oswego County.
- l. Support continued success of the NYS DEC Fish Hatchery program.
- m. Continue efforts to locate the NYS DEC Training Facility in the Town.
- n. Explore opportunities to expand economic development relationship with Fort Drum and Jefferson Community College by hosting distribution facilities, satellite sites, etc.
- o. Support the implementation of a locally coordinated National Trust for Historic Preservation Main Street Program.
- p. Explore opportunities through NYS Ag & Markets funding to promote growth in local agricultural business such as niche crops, biomass production, farmers markets, etc.

...managing growth and development as a sustainable force means that it must coexist in balance with natural and cultural resources.

Goal 3: Natural and Cultural Resource Protection

Protection and preservation of the community's resources is crucial to improving and sustaining the environmental, social, and economic health of the Town of Richland and Village of Pulaski. Identification of these vital resources is the first step in their protection, and managing growth and development as a sustainable force means that it must coexist in balance with natural and cultural resources. A GIS-based community resource inventory map that locates all valuable natural, scenic, cultural and historic resources is an important tool for preservation of community resources. Wellhead and aquifer protection are of primary importance, as is the future success of agricultural operations in the Town of Richland which are directly impacted by zoning and subdivision regulation. To help conserve valued farmland in the Town, these areas should be identified in an Agricultural Plan including soil characteristics and proximity to developed areas. Infrastructure improvements such as extensions of public water, often lead to new residential and commercial development, and should be avoided in prime areas for agriculture. Similarly, historic resources are a great asset to the community, and are worthy of mapping and preservation efforts.

Recommended Actions:

- a. Establish a local Conservation Resources Committee (CRC) charged with responsibility for maintaining an inventory and map of local natural, scenic, cultural and historic resources and establish a process for periodic updates to the community resource inventory and map (see preliminary inventory map on page 114).
- b. Create a checklist of community resource categories (natural, scenic, historic, etc.) to be evaluated and considered for protection by Town and Village Planning Boards during site plan and subdivision reviews.
- c. Develop a plan to secure federal and/or state funding to support local historic preservation and rehabilitation efforts especially for key buildings such as the Kallet Theater in the Village and historic structures in the Hamlets of Richland and Fernwood.
- d. Adopt local policies that ensure protection of areas of natural or cultural significance from negative impacts of incompatible development (see Figure 19 on page 192).
- e. Initiate a nomination to extend the Village Historic District to include additional areas of significance such as to the south along South Jefferson Street with its remnants of the old railroad arches and factories, and on Salina Street.
- f. Limit infrastructure development in valued agricultural areas, assist local farmers in protecting these lands through the Purchase of Development Rights (PDR) program offered by NYS Department of Agriculture and Markets, and participate on Oswego County's Agricultural and Open Space Protection program.
- g. Work together with New York Sea Grant, the New York State Department of Environmental Conservation, The Nature Conservancy, and New York State Parks to encourage local participation in the Eastern Lake Ontario Dune Steward Program to promote stewardship of the Eastern Lake Ontario Dune and Wetland Complex, and to advance the educational role of the stewards.
- h. Work with New York Rural Water Association to map all aquifers and their recharge zones serving the Town. Adopt a Wellhead and aquifer Protection Plan and delineate

and define a wellhead protection overlay district with regulations restricting the maximum amount of impervious surface allowed for new development within the aquifer recharge zone (see preliminary inventory in Figure 19, pg 192).

- i. Prepare a Salmon River Watershed Management Plan that identifies areas of excessive sediment runoff and wastewater disposal to the Salmon River, Lake Ontario, creeks, and other surface waters, and establishes procedures to evaluate problem areas and ensure effective wastewater management in unsewered areas.
- j. Implement structural and/or non-structural stormwater management measures to mitigate sediment loss in priority areas, and adopt legislation to minimize the application of phosphorus and nitrogen fertilizers and pesticides in the river and lake watershed.
- k. Adopt local policies that ensure future land use efficiency through compact development practices by establishing site plan review and Conservation Subdivision Design as a standard model for major subdivisions (see pgs. 52-53).
- l. Encourage green infrastructure approaches to development at the site and community scales to increase protection and resilience from environmental hazards. Work with the Oswego County Soil and Water Conservation District to develop guidelines for the protection of sensitive areas prone to soil erosion that may contribute to siltation of water resources.
- m. Reserve some recreational areas in the Town exclusively for non-motorized use (quiet all-season recreational zones) for activities such as cross country skiing, hiking, horseback riding, fly casting, and nature appreciation that require quiet.
- n. Work with NYS Department of State Division of Coastal Resources, Office of Parks, Recreation and Historic Preservation, and Department of Environmental Conservation to develop a vision and plan for improving community access to Lake Ontario and Salmon River waterfronts.
- o. Work with NYS Department of Environmental Conservation to develop a plan to have a Village/Town information kiosk at Selkirk Shores State Park, and to improve the pier at Selkirk shores to better serve the community including the addition of user amenities such as lighting, a sheltered seating area, and visiting small boat tie-up facilities (pg. 192).
- p. Work with NYS DEC and Oswego County Soil and Water District to ensure that sensitive dune and shoreline areas are protected from over-development especially where outdated or incorrect mapping of lake water levels continue to be used as a basis for environmental and building permits.

Goal 4: Development of Gateways & Protection of Scenic Byways

The unique combination of natural and cultural features existing in the Town of Richland and the Village of Pulaski combine to produce scenic vistas that are highly valued by both residents and visitors to the area. The Town, with its expansive, gently rolling agricultural fields, quaint historic hamlets of Fernwood and Richland, rivers, forests and wetlands has a wealth of assets that will contribute to a potential economic draw related to recreational tourism if they are protected. Roadside views, vistas, and scenic corridors along with many existing historic resources are of community significance because they are publicly accessible and they represent the distinctive natural, historic, or cultural features that together convey the character of the Town of Richland and the Village of Pulaski. Important components of existing rural or village character should be protected with specific siting strategies and guidelines including architectural and signage design standards.

Important components of existing rural or village character should be protected with specific siting strategies and guidelines including design standards signage.

Both NYS Route 3 Scenic Byway - the Seaway Trail through the Town, and NYS Route 13 Scenic Byway - the Revolutionary Trail connecting Port Ontario with the Hamlet of Richland through the Village of Pulaski offer spectacular scenic views of farmland, wetlands, historic sites and Selkirk Bay, and the opportunity to interpret historic tales of the American Revolution, the War of 1812, as well as the Underground Railroad along the Oswego County Freedom Trail. These culturally-valued corridors add to the unique setting and quality of life that the Town of Richland has to offer both residents and visitors and must be protected from the loss of scenic and historic character while encouraging uses that allow for the enjoyment and appreciation of future generations. In order to achieve this, the community must first understand and identify these characteristics and preserve and protect those qualities that comprise Richland's scenic corridors such as historic architecture, natural resources, and valuable farmland.

Recommended Actions:

- a. Encourage stronger physical, and thus economic ties between the Village of Pulaski and the Lake Ontario waterfront through the growth of four-season recreation and heritage tourism by developing trail infrastructure that supports a multi-modal recreational loop for biking, hiking, access to blueway trails, interpretive areas and links to Village Historic District (see pgs. 193,197 and 198).
- b. Implement a high quality wayfinding and interpretive sign system for marking and linking visitor services with natural and historic resources along both NYS Route 3 Scenic Byway - *The Seaway Trail*, and NYS Route 13 Scenic Byway - *The Revolutionary Trail* and other points of interest along a Town-wide recreational bike and pedestrian trail system. This system would serve to encourage visitor connections between economic development nodes in the Town at Selkirk Point, Port Ontario and the Pulaski Village Business District.
- c. Look for future opportunities to establish a Visitor's Welcome Center and public parking at Interstate 81 North exit 36 to welcome and promote tourism in the Village and Town. A collection of tourist resources on recreational activities, lodging, restaurants, maps, postcards, and a Pulaski history display or kiosk should be featured. A Welcome Center promotion should be developed via internet tourism websites and other travel centers, organizations, and through strategic marketing partnerships. Link the center to the Village and Town with coordinated signage and bike and pedestrian trails and interpretation at key locations to grow tourism (pg. 199).



An example of well-organized and designed wayfinding signage (source: fd2s Integrated Wayfinding Solutions Environmental Graphic Design <http://www.fd2s.com/?gclid=CLnc8Z6ngJsCFQE0xgodX1aZcw>).

- d. Work to create a specific vision for improvement and site development plan for the southwestern parcel at the intersection of Routes 11 and 13 (pg. 200).
- e. Create an enhanced gateway at Port Ontario, the intersection of NYS Route 3 Scenic Byway - the Seaway Trail through the Town, and NYS Route 13 Scenic Byway - the Revolutionary Trail. Establish wayfinding and interpretive elements along with bike and pedestrian amenities (pg. 201).
- f. Make significant aesthetic improvements to the Village Business District along *The Revolutionary Byway* - Route 13 and encourage business development that is thematically and visually compatible with the Scenic Byway designation. Expand the underground utilities program in the village to include this area. Limit further commercial development along *The Revolutionary Byway* - Route 13 to existing commercially developed areas, allowing only reuse and infill for new commercial uses. Consolidate parking areas and encourage shared lots behind buildings where feasible (pg. 202 - 203).
- g. Preserve open space at the Village/Town edge, and Hamlet/Town edge to retain the traditional distinct transition between open rural-agrarian areas and compact residential and mixed use village areas. Establish land use policies, tools, and regulations that ensure the preservation of farmland, and open space.
- h. Implement overlay districts with setbacks and visual buffers where necessary to prevent negative visual impacts of development along NYS Route 3 Scenic Byway - *The Seaway Trail*, NYS Route 13 Scenic Byway - *The Revolutionary Trail* and Lake Street (see Figure 19, pg. 192).
- i. Create compact special area development zones, allowing increased density, at Port Ontario and at Selkirk Point with form-based codes that prescribe appropriate building type, height and scale, promote historic preservation and rehabilitation of existing building structures, and encourage a mix of uses while maintaining and increasing waterfront viewsheds. Encourage design that fosters pedestrian activity, and visual access to the waterfront. Encourage the establishment of a local Underground Railroad history museum and visitor center at the 150-year-old Port Ontario "Toothpick" Union Church and one room school on Scenic Route 3.
- j. Encourage a variety of land- and water-based public transportation options and facilities in the Town as components of an interconnected recreational use system.

traditional hamlet scale and form should be retained through the use of architectural review standards in all new development.

Goal 5: Protect and Enhance the Hamlets

Preservation of historic character in the Town, especially that of the hamlets of Richland, Fernwood, Selkirk, and the Port Ontario intersection of Routes 3 and 13 is important while encouraging appropriately scaled and sited growth in these areas. Rehabilitation and reuse of historic architecture along with preservation of historic structures, roadways, and landscapes is critical to retaining the future aesthetic and economic value of these special places, therefore, zoning in the hamlets may include a mix of small business/professional services, and agriculture in addition to residential uses. Traditional hamlet scale and form should be retained and protected through the use of architectural review standards in all new development in these areas.

Recommended Actions:

- a. Revise Town zoning to include Hamlet zoning district(s) for Richland, Fernwood, Selkirk, and Port Ontario defined by traditional lot sizes and setbacks, and create Hamlet specific design standards for new development that will retain and complement historic patterns of land use and development. Encourage a diverse and sustainable mix of residential and commercial uses including rental units in the Hamlets.
- b. Evaluate key historic structures in the Hamlets that are vacant, under-utilized, or in need of maintenance and develop rehabilitation and reuse plans, and market the structures to attract new business. Offer incentives via websites, newsletters, or directories for small scale new or existing businesses to relocate to the Hamlets.
- c. Encourage the restoration and preservation of historic buildings and structures in the Hamlets through incentive programs, tax abatement, and supporting creative reuse plans.
- d. Respect and retain the traditional smaller scale of hamlet roadways and intersections, and the emphasis on design for walkability in hamlet centers.
- e. Design and install historically compatible entrance signs to the Hamlets including Selkirk, Port Ontario, Fernwood and Richland.

Goal 6: Promote Good Governance

The Town of Richland and Village of Pulaski agree to work together in collaboration toward the goals incorporated in this joint Comprehensive Plan. It is the common goal of the two municipalities to continue to provide services at a reasonable cost through targeted consolidation of local government services and robust engagement between local officials. A continued focus on improvements to community facilities, youth and senior programs are key to good governance. Land use and zoning regulation in the Town and Village must be carefully constructed to effectively manage land uses that encourage complementary growth while protecting the community's cultural identity, historic, and environmental resources. Protection of the river and lake waterfronts does not have to preclude compatible use if special consideration is given to protecting the Salmon River watershed. A focus on stakeholder collaboration, green technologies and renewable energy in all future government endeavors will be increasingly important.

Recommended Actions:

- a. Establish shared Town and Village services with a unified planning board of 5 - 7 members and rotating chairs.
- b. Work toward consolidation of all Town and Village departments including municipal highway services and consider all new projects in the context of shared services.
- c. Work together with the local school district to coordinate municipal services, resources, and community programming efforts.
- d. Develop and prioritize a five year capitol improvement program and plan for the community in consideration of the goals and recommendations listed in this plan.
- e. Encourage community and stakeholder collaboration in development decisions through an inclusive process that maximizes participation and results using public meetings, small group interviews, and community surveys. Collaborate with federal, state and local authorities with jurisdiction over the public trust and coastal natural resources.
- f. Revise Town and village zoning and land use regulations to ensure that they support the goals and recommendation in this Comprehensive Plan.
- g. Encourage the expansion of existing, and the addition of new programs for seniors and youth in the community including assisted living facilities for seniors and recreational and educational opportunities for youth and seniors with an active and accessible community center.
- h. Ensure the availability of high quality public water facilities including the protection of municipal wells and aquifers and effective treatment of all wastewater in the Town and Village through a town-wide stormwater management plan.
- i. Continue to work toward complete pedestrian and alternative transportation facilities in the community including well-marked crosswalks, greenway trails, blueway trails for car-top boats, and bike paths that interconnect with recreational facilities and points of interest throughout the town and village. Consider cultural differences and needs in issues of transportation safety as well as opportunities to introduce or improve mass transit options where viable.
- j. Participate in on-going meetings with representatives of NYS Parks and Recreation offices and neighboring municipalities to pursue common interests.

Land use and zoning regulation in the Town and Village must be carefully constructed to effectively manage land uses that encourage complementary growth while protecting the community's cultural identity, historic, and environmental resources.

- k. Work to conserve renewable energy land resources especially sites most conducive to wind power, but also consider future opportunities for the use of photovoltaics and energy crop production locally.
- l. Conduct an energy audit and make energy efficiency upgrades to all public facilities for optimum use of municipal resources to meet energy needs.
- m. Identify and map potential prime sites for renewable energy development, and explore future opportunities to develop community renewable energy facilities.
- n. Clarify the process for permitting renewable energy projects, and whether such projects are allowed “by-right,” by special permit, use variance, or site plan review.
- o. Encourage local energy efficiencies by working with Oswego County Planning Department, Operation Oswego County, NYSERDA, and other agencies to develop an incentive program for commercial use of green technologies.
- p. Continue to work with New York Rural Water Association, as well as neighboring Towns as they examine their water needs and how Town of Richland well sites and infrastructure may be able to play a role in their growing needs.
- q. Develop a water/sewer rate structure to ensure an adequate reserve fund for facility maintenance and upgrades.
- r. Establish a formal community volunteer program and encourage participation in the program by local school and community groups.
- s. Work to establish outreach to the local Amish community to address potential issues and opportunities.
- t. Dedicate a staff person to assist community groups with grant writing and marketing including developing and maintaining a comprehensive community website.
- u. Retain the services of a community planner for the Town and Village.

