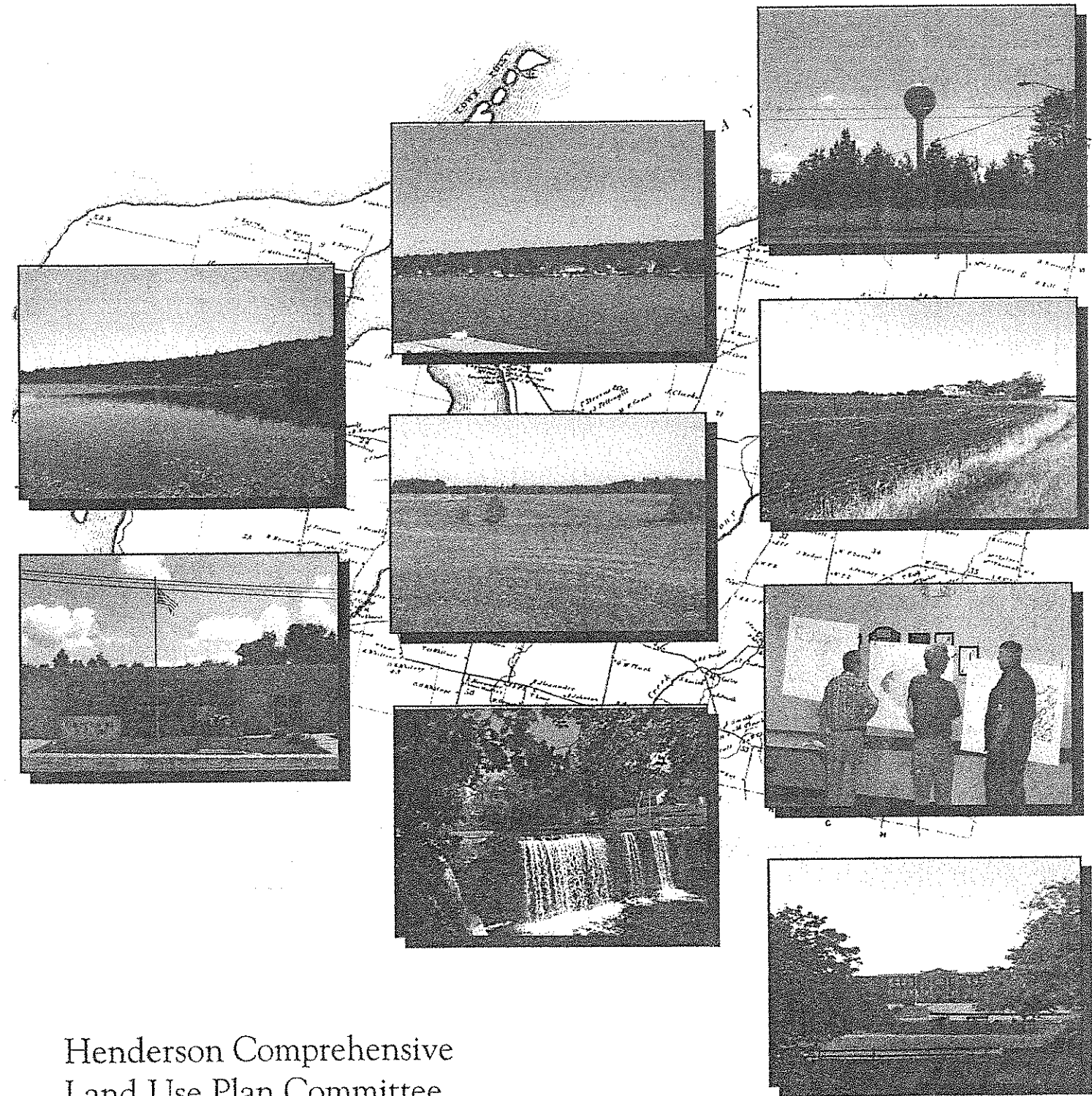

Comprehensive Land Use Plan for the Town of Henderson



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Prepared with technical assistance from the Jefferson County Department of Planning

During the preparation of this Plan, Ross D. Jacobs, Planning Board member and local resident passed away. Ross was an enthusiastic supporter for improving conditions throughout the Town, who served on several boards and committees and worked for many years to secure funds for the Town's municipal water district. The Town and related Boards will continue to work to improve and preserve the Town.

TOWN OF HENDERSON COMPREHENSIVE PLAN

TABLE OF CONTENTS

CHAPTER 1. INTRODUCTION..... 1

Process..... 1

Henderson’s Plan Purpose..... 1

Location..... 1

History Of Henderson..... 2

Citizen Community Input..... 9

SWOT Exercise..... 9

Strengths, Weaknesses, Opportunities..... 10

Citizen Input Surveys..... 11

Survey Conclusion..... 16

Respondent Composition..... 17

Open-ended Question Summary..... 17

Additional Open Ended Survey Comments..... 18

Summary of Public Input Meetings..... 19

CHAPTER 2. HISTORIC & RECENT TRENDS..... 22

Local Population..... 22

County Population..... 22

Recent Age Goups..... 22

Recent Housing Types..... 23

Housing Units..... 23

Recent Building Permits..... 23

Resident Occupations..... 24

Resident Employment Industries..... 24

Decade Structures Built..... 25

Year Moved Into Unit..... 25

INVENTORY

CHAPTER 3. PHYSICAL CONDITIONS..... 26

Local Climate..... 26

Creeks and Water Bodies..... 27

 Lake Ontario..... 27

 Henderson Bay..... 27

 Sixtown Pond (Crystal Lake)..... 27

 Henderson Pond..... 28

 Stony Creek..... 28

 Little Stony Creek..... 28

Wetlands..... 28

Floodplains..... 28

Topography - Landform..... 29

Scenic Resources..... 30

Geology..... 30

General Soil Types..... 30

Prime Farmland..... 31

Septic Suitability.....	31
Impaired Water Quality.....	32
Henderson Bay.....	32
Stony Creek.....	33
Little Stony Creek.....	33
Lake Ontario.....	33
Significant Habitat.....	33
Endangered Species.....	33
CHAPTER 4. TRANSPORTATION FACILITIES.....	35
Road Mileage.....	35
Traffic Levels.....	35
Henderson Harbor - Traffic & Parking Congestion.....	36
Marinas & Other Boating Related Facilities.....	36
Boat Launches.....	36
Personal Watercraft.....	36
CHAPTER 5. COMMUNITY FACILITIES.....	37
Parks and Recreation.....	37
Municipal Water District.....	38
Potential Sewer District.....	38
Library.....	38
Post Offices.....	39
Town Hall.....	39
CHAPTER 6. STRUCTURES, LAND USE, AND CHARACTER.....	40
Seasonal Residential.....	40
Single Family - Year Round Residential.....	40
Businesses.....	41
Telecommunication Towers.....	41
Agricultural Resources.....	41
Character Areas / Landforms.....	42
Waterfront Seasonal Residential.....	42
Open Recreation.....	42
Community.....	42
Open Forested & Rural Residential.....	42
Open Agricultural & Rural Residential.....	42
Priority Character Areas.....	43
Historic Structures and Landmarks.....	43
SEQRA.....	43
INVENTORY PURPOSE.....	44
INTRODUCTION TO PLANNING & IMPLEMENTATION ALTERNATIVES.....	44
TOWN PLANNING & IMPLEMENTATION ALTERNATIVES.....	45
VISION INTRODUCTION.....	47
Overall Town Planning Vision.....	47
Goals, Strategies, and Actions.....	47-50
Recommended Actions - Implementation Steps.....	51
Future Land Use.....	53

LIST OF MAPS

Town of Henderson’s State and Regional Context.....within Narrative..... 1

Creeks, Water Bodies, & State Designated Wetlands.....after page.. 27

Flood Hazard Areas.....after page.. 28

Topography - Scenic Resources.....after page.. 29

Surficial Geology.....after page.. 29

General Soil Map Group Units.....after page.. 30

Soil Suitability - Private Septic Systems.....after page.. 31

Average Daily Traffic Levels.....after page.. 35

Public Land.....after page.. 37

Water Districts & Potential Sewer District.....after page.. 38

Existing Structures and Land Uses.....after page.. 40

Character Areas.....after page.. 42

Priority Character Areas.....after page.. 42

Historic Structures and Landmarks.....after page.. 43

Corridor Overlay District.....after page.. 52

Recommended Future Land Use.....after page.. 52

LIST OF FIGURES

Figure 1. Quality of Life Importance..... 11

Figure 2. Parks and Recreation Satisfaction..... 11

Figure 3. Business Type Satisfaction..... 12

Figure 4. Business Development Scale..... 12

Figure 5. Land Use Controls (Zoning)..... 12

Figure 6. Growth\Development - Area..... 12

Figure 7. Traffic\Transportation Issues..... 13

Figure 8. Neighborhood/Housing Protection..... 13

Figure 9. Housing Pattern Preferences..... 13

Figure 10. Neighborhood Suitability..... 14

Figure 11. Issues of Concern..... 14

Figure 12. Residency Type for Respondents..... 15

Figure 13. Property Ownership..... 15

Figure 14. Where Respondents Live or Own Property..... 15

Figure 15. Years Within the Town..... 15

Figure 16. Work Status..... 16

Figure 17. Neighborhood Protection within Town Areas..... 16

Figure 18. Land Use Controls within Town Areas..... 16

Figure 19. Local Population: Town of Henderson 1890 - 2000..... 22

Figure 20. County Population: Jefferson County 1890 - 2000..... 22

Figure 21. Recent Age Groups: Town of Henderson 1980 - 2000..... 22

Figure 22. Recent Housing Types: Town of Henderson 1980 - 2000..... 23

Figure 23. Recent Building Permits: Town of Henderson 1986 - 2003..... 23

Figure 24. Resident Occupations: Town of Henderson 1980 - 2000..... 24

Figure 25. Resident Employment Industries: Town of Henderson 1980 - 2000..... 24

Figure 26. Decade Structure Built: Town of Henderson..... 25

Figure 27. Year Moved Into Unit..... 25

Figure 28. Land Use by Acreage: Assessment Data - Town of Henderson - 2002..... 41

LIST OF TABLES

Table 1.	Housing Units: 1980 - 2000, Town of Henderson.....	23
Table 2.	Road Ownership\Maintenance: Town of Henderson.....	35
Table 3.	Traffic Levels on State and County Roads.....	35

CHAPTER 1 INTRODUCTION

The Town of Henderson, in seeking funding for a water district to serve the Hamlets of Henderson Harbor and Henderson, would like to plan for and take advantage of any development opportunities that a completed water district would provide. This water district, as well as a potential future sewer district, could foster additional development proposals in the near and distant future. Therefore, in January of 2001 the Town began considering the need for a Comprehensive Plan prior to water district completion in order to prepare for such development. The Town also decided it needed direction in examining development proposals to work toward a vision for the community, which a planning process would address.

Process

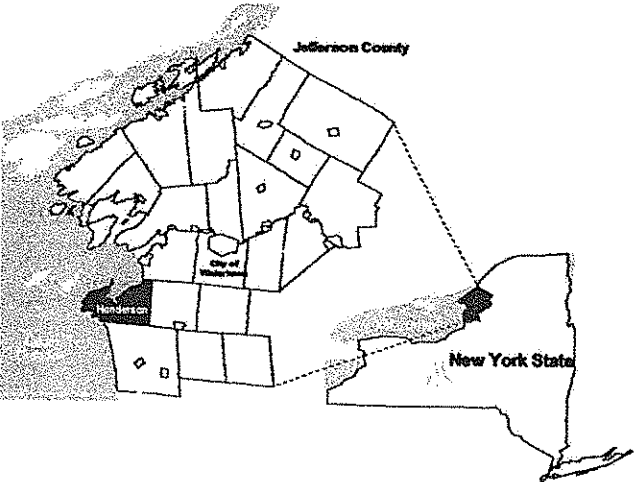
Henderson began the process of completing its Comprehensive Plan by holding a combined meeting with the Town Board, Planning Board, Zoning Board of Appeals and other officials and citizens with staff from the Jefferson County Department of Planning. The meeting was held to review what a Comprehensive Plan was, its purpose and usefulness to a community. Agreement was reached that a Plan should be completed by a Committee with assistance from County staff members. Thereafter, the Town Board authorized the Planning Board, who then requested members from each of the three Boards, as well as citizens to represent the community. This Committee has held monthly meetings, gathered information about the Town, conducted citizen input surveys as well as public input meetings working toward completing a plan for the community.

Henderson's Plan Purpose

The Comprehensive Plan sets forth the community's vision or goals and recommended actions in order to continue to make it a good place to work, live and visit. It describes Henderson's historical context, various trends that have shaped its past, current environmental and development conditions, as well as recommendations and policies regarding the community's future. Thus, it provides guidance to community leaders and staff as to where the community has been, where it is, where it would like to go and how it proposes to get there. By illustrating this desired community direction, potential development projects and priority environmental issues/areas can be identified, supported, and promoted or preserved.

Location

The Town of Henderson is located in the "North Country" of upstate New York. It lies approximately 60 miles north of the City of Syracuse on Lake Ontario in southwestern Jefferson County. It also lies approximately 10 miles southwest of the City of Watertown, Jefferson County's county seat and most populated community.



History of Henderson, NY

by Town Historian Eric C. Anderson -
Aug. 18, 2002

Henderson is named for William Henderson, a wealthy land speculator from New York City who bought Lot Number 6 of William Constable's Eleven Towns in 1795 for \$1 an acre.

Long before permanent settlement, though, the land between what is now Harbor's End marina and Stony Creek was an important "carry" for Indians, allowing them to avoid paddling their canoes around the treacherous Stony Point. Samuel de Champlain, known as the Father of New France, crossed that "carry" in the fall of 1615 with a band of Huron Indians who wanted to make war on Iroquois in what is now Madison County.

The area now known as Association Island was also a prominent landmark for Indian tribes, and war and peace councils are said to have occurred there. Conflict between the French and the British over extending their possessions in North America (the French and Indian wars) prompted the French Gen. Marquis de Montcalm to later command it and subsequently abandon it under British pressure in 1758.

David Bronson, who was probably Henderson's earliest Northern-European settler, arrived about 1795.

After William Henderson had Benjamin Wright survey the land into lots in 1801, the sale of settlement-size parcels commenced. By 1802, settlers included Reuben Putnam, Jesse Hopkins, Mark Hopkins, Lodowick Salisbury, Daniel Spencer, Emory Osgood, Elijah Williams, John Carpenter, Samuel

Early Significant Planning Related Events:

- 1792 area was purchased from Macomb's Tract,
- 1795 first permanent settler arrived, a trapper,
- 1801 Town was surveyed into subdivision of lots and quarters,
- 1803-04 first families wintered in town,
- 1805 lot near present hamlet of Henderson Harbor was surveyed (twenty five acres) into 20 lots for the purposes of a village,
- 1807 small store opened in Henderson Harbor, first and second physicians settled in town,
- 1807-08 a saw mill and grist mill built on Big Stony Creek, originating the hamlet of Henderson,
- 1808-09 first school taught in town,
- 1811 first store in hamlet of Henderson, which became a business center for surrounding farms,
- 1812 a large school house was constructed on public square, also used for religious meetings,
- 1814 shipbuilding established - 1st being 20 ton schooner, 2nd being 40 tons, some ships being financed by local farmers purchasing shares, many locals became ship captains.

Hubbard, Marvin Danley, Asa Smith, Anthony Sprague, George Clark, Willes Fellows, Calvin Bishop, Robert Farrel, Benjamin Barney, William White, Simeon Porter, John Bishop, Moses Barrett and Andrew Dalrymple.

In its very early days, the center of Henderson, on Stony Creek, was known as Salisbury's Mills after Lodowick Salisbury, and Henderson Harbor was known as Naples, after the city in Italy. It was named such by Calvin Bishop, a Revolutionary War veteran. Bishop Street is named after him.

The town of Henderson was formed from the town of Ellisburg on February 17, 1806. The first town meeting was held at Reuben

Putnam's home on March 11, 1806, and Jesse Hopkins was chosen the first town supervisor.

Shipping on Lake Ontario, and ship and boat building, were important activities through the beginning of the 20th century, especially at Henderson Harbor and the mouth of Stony Creek. Between the War of 1812 and the Civil War, more than 40 schooners were built at Henderson, especially at the Stoney Creek boat works, for trade on the Great Lakes.

Despite its lakeside economy, though, Henderson and Henderson Harbor did not have the significant roles in the War of 1812 that neighboring Sackets Harbor did. Perhaps the most significant event for Henderson during the war was the Great Cable Carry from Sandy Creek to Sackets Harbor. That three-day event, which began after the defeat of the British in the Battle of Big Sandy on May 29, 1814, passed through settlements of Butternville and Smithville on the eastern edge of town. A monument on County Route 75 is one of several in southern Jefferson County commemorating the event.

Butternville was the setting for another important event in the town's history. In 1830, Connecticut native Harry Tyler, 29, moved to Butternville. From his home there from 1834 until his death in 1858, he wove Tyler coverlets that are considered textile treasures today. The American eagle emblem that he wove into a corner of his coverlets was the inspiration for a 60-cent U.S. postage stamp issued in July 2002.

As evangelism and religious fervor spread across upstate New York in the 1820s and 1830s, Henderson played an important role.

The greatest of the revivalist preachers of that

American era, known as the Second Great Awakening, was Charles G. Finney, who had been raised on a farm in Henderson. Mr. Finney was a young lawyer in the village of Adams when he experienced his spiritual conversion in 1821.

Also, the first Mormon meeting place in Jefferson County was in Henderson - in the home on Route 3 now owned by the Rhodes family. In the mid-1830s, William Huntington Jr. And his wife, Zina Baker Huntington, then living in the home, became Mormons. They subsequently traveled west with their children and church founder Joseph Smith to Ohio and Missouri in search of a place to settle, facing opposition wherever they went. Two of the Huntington's daughters, Zina Diantha and Prescindia, became the sixth and seventh wives of Mr. Smith, who eventually had 28.

In the decades before the Civil War, the Georgian-Style Aspinwall House, built between 1820 and 1830, served as an "underground railroad" station for escaped black slaves from the South seeking freedom in Canada. It was one the first rest stops out of Oswego County. The former Ralph Johnson home on Snowshoe Point is also believed to have been a stop for runaway slaves.

Henderson men did not shirk their duty during the Civil War. A roster of soldiers prepared by the town clerk in 1865 shows at least 150 Henderson residents served during the war, including more than a dozen who died either of disease or their wounds.

Smithville Cemetery is the final resting place for Civil War veteran Frederick R. Jackson, who received the highest honor the United

States can give a soldier - the Medal of Honor - for bravery at James Island, S. C., on June 16, 1862. He was raised in Connecticut and served with the 7th Connecticut Volunteers, moving later in life to Smithville to live with a daughter. He died in Smithville in February 1925.

Another Civil War tidbit: Dr. Lowery Barney, a Henderson physician noted for his restorative treatment for stomach and digestive troubles, treated Thomas Jonathan Jackson in 1851. A decade later, the same man would become famous as Confederate Brig. Gen. Stonewall Jackson. Dr. Barney's house is now the home of Merrill and Nina Scott.

The use of Lake Ontario off Henderson began slowly to change from the commercial to the recreational a decade or two after the Civil War, corresponding with the growth in American technology and the middle class. Hotels such as the Hotel DeSnow, Brooklyn House, Highland Park Hotel, Warner's Inn, Tyler's and the Gill House were popular destinations for vacationers by the end of the century. The growth of the sportfishing industry in the Henderson Harbor area corresponds with the growth of the vacation industry. Guides such as the renowned Will Stevens would sail and row fishing parties, including many national and international dignitaries, to fishing grounds off the High Rocks and around Stony and Galloo Islands.

Though sportfishing remains a very important activity in Henderson's economy today, the days of the grand vacation at Victorian hotels was in decline by World War II as "tourists" gave way to "summer residents." That phenomenon is due in large part to the widespread availability after World War I reliable automobiles and decent roads to drive

them on. The auto removed the complications of travel arrangements to and from the Henderson lakeshore and meant that visits to the area could be more frequent. By one estimate, more than 1,000 seasonal homes have been built along the Henderson lakeshore in the past 50 years.

The ascent of the "summer home" phenomenon on the lakeshore, especially in Henderson Harbor, corresponds with the descent of building conditions and economies of the town's other hamlets, Henderson and Smithville, half of which is in the town of Adams. The current hamlet of Henderson was chartered as a village July 29, 1882, and by 1889 had 300 residents. Its fortune later dwindled to the point that its residents gave up the village charter in 1932.

The advent of the automobile also prompted great change in the way children in Henderson were educated. In April 1932, the new Henderson Central School opened, ending the system of "one-room schoolhouses" - more than a dozen existed in town in the mid-1800s - that had served Henderson children for more than 100 years.

The start of World War II also brought out the patriotic best in Henderson's young men. More than 110 served and at least 6 died, including George Edward Phelps, who died Dec. 7, 1941, aboard the U.S.S. Arizona during the attack on Pearl Harbor, Hawaii.

Much of the housing stock in the two hamlets is more than 100 years old, and there are several structures of architectural and historical significance in each hamlet that are vacant and in great need of repair. The 1950s and 1960s saw the destruction of historic buildings in both hamlets.

The agricultural component of the town's economy has always been a vital one, though after World War II it changed steadily from small-scale, subsistence farming to large-scale commercial dairy farming. And though small, self-sufficient family farms existed throughout the town in the 19th century, most of the farms that exist in 2002 are on the east side of Route 3, where the soil is more fertile, tillable and conducive to large-scale dairy and crop farming.

Undoubtedly the most widely recognized building in the town is the Stony Point Lighthouse. On March 3, 1837, the U.S. Senate and House of Representatives approved spending for the construction of many lighthouses and navigational beacons, including \$3,000 for a lighthouse at Stony Point. The present square tower was built in 1869 and was cared for by keepers until 1947, when the light was converted to an automatic system. Mial Eggleston was the last keeper of the Stony Point Lighthouse, which was sold by the U.S. government in 1960 and has been a private residence since then.

Other famous Henderson residents of the 1800s and 1900s include:

- George Wilbur Peck, who was born in Henderson in 1840 and moved to Wisconsin at age 3. He wrote a series of humorous sketches called "Peck's Bad Boy" about a prankish youngster. "Peck's Bad Boy and His Pa" a book published in 1883, was his most famous. He later served as Wisconsin's governor, from 1891 to 1895.

- Cushman K. Davis, born on Bishop Street, who served as governor of Minnesota from 1874 to 1876.

- Emma Flower Taylor, summer resident,

philanthropist and Watertown benefactor, who became one of the wealthiest women in America before her death in 1934. She was the daughter of Sarah Woodruff Flower and Roswell P. Flower, a Theresa native who was New York governor from 1892 to 1895.

- Mark Hopkins, raised in Henderson in the early 1800s, who went on to become one of the partners who built the Cental-Pacific Railroad and the western half of the transcontinental railroad.

- Daniel Burnham, born in Henderson in 1846, who became one of the chief members of the Chicago School of architecture. He designed many well-known structures, including the Flatiron Building in New York City and Chicago's Navy Pier, as well as urban plans for Chicago, Cleveland, Detroit, San Francisco and Washington D.C.

- Civil War Brig. Gen. John Watson Foster, summer resident, who was minister to Mexico under President Ulysses S. Grant, minister to Spain under President Rutherford B. Hayes, and secretary of state under President Benjamin Harrison in 1892 and 1893.

- Robert Lansing, summer resident, who was President Woodrow Wilson's Secretary of State during World War I and was one of the major architects of the Treaty of Versailles ending the war.

- John Foster Dulles, summer resident, who was architect of the Japanese peace treaty ending World War II, U.S. senator, member of the U.S. delegation to the United Nations, and, finally, President Dwight D. Eisenhower's secretary of state from 1953 to 1959.

- Allen Welsh Dulles, summer resident, who was a diplomat, Central Intelligence Agency

director from 1953 to 1961, and member of the Warren Commission that investigated the assassination of President John F. Kennedy.

- Eleanor Lansing Dulles, 101, sister of John and Allen, summer resident until her death at 101 in 1996. She was a pioneering woman in international finance and diplomacy and a force in the reconstruction of West Germany after World War II.

Significant events of the past half-century or so in the town of Henderson include:

- **December 1946:** The federal government declares that the 868-acre rifle range on Stony Point is surplus property and is to be sold. That declaration "completes the cycle whereby the once heavily used Army installations bordering Lake Ontario are wiped off the War Department's training chart," the Watertown Daily Times reported then. The range was established in the 1880s by the Army for use by infantry troops from Madison Barracks in Sackets Harbor and Fort Ontario in Oswego. Firing was aimed over the lake. Utilization of the range for anti-aircraft firing practice was established in 1925, and the "pill boxes" from those exercises are still visible on the shore. From 1942 to 1944, the government had spent \$350,000 building a 3.6-mile concrete road to the range from Aspinwall Corners.

- **June 1950:** Wescott Beach State Park on the town's northern edge is dedicated and opened. Gov. Thomas E. Dewey attended and said the opening was a significant step in the development of state parks in the state's north region. The state had bought the land, including 170 acres on both sides of Route 3 and 2,600 feet of lakefront, in 1949 from the Wescott family.

- **1958:** The Air Force spends an estimated

\$1 million constructing a communications center off Lighthouse Road on Stony Point. From Aug. 3, 1959, until May 13, 1960, the site was used as a test annex to develop new forms of low energy, high-speed communications. Tests were run 24 hours a day. Researchers used six radio towers to send and receive messages with two forms of experimental communication technology between Stony Point and Carrabelle, Fla. The tests led to advancements in "over the horizon radar" - bouncing radar signals off the ionosphere to extend the radar range - and to the development of tropospheric communications.

- **Summer 1956:** General Electric holds the last of its "encampments" on Association Island. The island had been purchased and named in 1906 by the National Electric Lamp Association as a summer camp for business discussion and inspiration for male employees. As one of the founders said, "If men can relax together and enjoy each other's company, they can work together efficiently and profitably." Family members were invited for the second half of the summer in 1911, and the company was bought by GE the following year. By 1950, the popularity of the island experience meant that only 3,000 could be accommodated at the annual encampment, although many more were eligible to attend. By 1956, GE had expanded its executive training and inspirational program by setting up courses at every plant and had established a full-time Management Research and Development Institute in Crotonville, Westchester County.

- **Sept. 15, 1959:** General Electric donates Association Island and adjacent Snowshoe Island to the New York State Young Men's Christian Association to use as a summer camp. But the wide distribution of YMCA

branches statewide, some of which were supporting their own summer camps, made it difficult for many branches to send groups to the island. In 1967, the YMCA decided that running the camp was too great a financial strain. Two years later, Association Island Recreation Corp. was formed to continue public use of the islands for conferences, environmental studies and recreational activities, such as hosting the Syracuse Symphony Orchestra, and music and drama workshops. The corporation bought the islands in 1972 for \$125,000. The islands were also headquarters for trail yachting races and training for the summer Olympics in 1976.

- **1963:** Rochester Portland Cement Co., a subsidiary of Lake Ontario Portland Cement Co., proposes to build an \$11 million cement plant in Henderson that would employ 200 people and produces 1,500,000 barrels per year. The firm originally proposes the plant on 20 acres near White's Bay, but opposition to that sight pushes it to seek land out on Stony Point. It eventually buys 215 acres there and obtains options to buy hundreds more acres. Construction, put off several times, was eventually scrapped in 1973 because the company's major source of sand, in Picton, Ontario, is taken by the Ontario government for use as a park. Opposition to original sight spurs the formation of a "protective" association, which would become the Henderson Taxpayers Association.

- **1966:** Phillips Petroleum, based in Bartlesville, Okla., acquires the Stony Island holdings of Sealright Corp. When it buys that company. Oswego Falls-Sealright Co. of Fulton had bought 640 acres on the island and Eslan's famous limestone lodge from the Alexander Cowie family in 1949. Phillips begins using the property as a corporate retreat

on a regular basis in the mid-1970s. Though the island is wholly within the town of Hounsfield, Phillips maintains a large boathouse along Harbor Road in Henderson Harbor. The company employs about 18 people and buys many of its supplies through Henderson businesses. Low oil prices prompted Phillips to curtail operations on the island three times since 1980 - most recently in 1999 - for about a year each time.

- **July 1984:** The Belleville and Henderson central school districts merge, resulting in the subsequent closing of the Henderson School.

- **June 1990:** Robert G. Wehle, member of the family that produced Genesee beer, sells 1,066 acres of land on Stony Point to the state Department of Environmental Conservation for \$2.7 million. Mr. Wehle was granted lifetime use as part of the agreement, and he continued to pay property taxes on the land. Mr. Wehle died July 12, 2002, at age 82. The property is eventually to become a state park.

- **1996:** The former Henderson school reopens as apartments for senior citizens after a \$2 million renovation by Christopher Communities of Syracuse.

- **Jan. 7-8, 1998:** A massive ice storm knocks out electricity and downs trees throughout Northern New York and southeastern Canada. Power is out for four to five days in most places in Henderson, and for as long as three weeks for some outlying areas in the town. A shelter is set up in the fire hall.

- **July 27, 1998:** More than 850 federally protected double-breasted cormorants are killed by gunfire on Little Galloo Island. For at least a decade, the cormorant population on the island had been exploding, and spreading to Gull and Bass islands. The birds were

blamed for the decline in the local sports fishery, especially smallmouth bass and perch. Ten Henderson Harbor-area men pleaded guilty in U.S. District Court in Syracuse in April 8, 1999, in connection with the killings and were fined and/or sentenced to home confinement. The publicity from the slaughter prompts the U.S. Fish and Wildlife Service to allow the state Department of Environmental Conservation to begin oiling the eggs of cormorants. Oiling suffocates the chick embryos inside, as opposed to breaking eggs, and discourages cormorants from nesting at other locations and then laying more eggs as they continue brooding the oiled eggs.

- **2000:** The federal census counts 1,377 town of Henderson residents, with a median age of 44.4, second highest median age among all towns in Jefferson, St. Lawrence and Lewis counties. (In the summer, during busy weekends, the population has been estimated to swell to nearly 10,000.)

- **May 3, 2002:** Groundbreaking is held at the Charter House in Henderson Harbor for the \$4.1 million project to bring municipal water service to the hamlets of Henderson and Henderson Harbor. Water is expected to flow sometime in the fall.

- **May 2002:** The Association Island campground for recreational vehicles opens for Memorial Day Weekend. Island owner Dr. Nak K. Shim, a retired orthopedic surgeon, had been creating the 300-site recreational-vehicle park and marina on the 100-acre island since the Town Council, on March 12, 1999, approved a zoning change for the island from Island District to Planned Development District. He and other investors bought Association and Snowshoe islands in 1981 with the intention of building townhouses. He later bought out his partners.

Controversy over the RV proposal had existed since he proposed it in late 1991 and was punctuated by many delays, lawsuits by Dr. Shim and the opposing Henderson Taxpayers Association, legal appeals, and the trial and acquittal of Dr. Shim on a bribery charge.

by Town Historian Eric C. Anderson -
Aug. 18, 2002

- **2004:** Craig Conroy, a native of Potsdam, NY helped lead the National Hockey League's Calgary Flames through the Playoffs to game seven of the Stanley Cup Finals. Although the Flames lost game seven to the Tampa Bay Lightning, many fans from the North Country enjoyed cheering Conroy and following the Flame's run. Mr. Conroy owns a summer home in the Town of Henderson.

Citizen Community Input

During the initial stages of the planning process, citizens and board members placed a priority on gaining additional public input not only from year-round residents and business owners, but also from seasonal residents and visitors. Increasing awareness about the planning process was another intention. Through the citizen input surveys, various meetings and public input sessions, insights were gained that could not have been gained otherwise. Many of those involved were encouraged that the Town was undertaking a planning process and could possibly enhance the community with such a focused effort.

SWOT Exercise

The first input session conducted during the spring of 2001 identified issues and examined potential Strengths, Weaknesses, Opportunities and Threats (SWOT) to the Town. The session consisted of members of the Town and Planning Board and other citizens from the Hamlets and Town. It consisted of a brainstorming session to identify issues and opportunities that the Town faces and may face with the completion of the water district and potential sewer district. Please refer to the entire SWOT results on the following page. Note, there were no threats identified during the session.

Essentially all of the strengths identified by the group involved either Henderson's environment or strength of its people. Its beauty, ranging from the lake, many harbors, and other undeveloped areas in the town with post-card qualities, to Henderson's tireless people, from the abundance of agricultural working landscapes, fishing boat charters, historical areas/landmarks, to the Mark Hopkins Center open air performances and

annual festivals and events. Henderson's beauty and people keep seasonal residents and visitors coming back for decades. These qualities are what Henderson should take advantage of and build upon to continue to sustain the community and shape it in ways its residents and property owners desire.

Weaknesses identified during the session also involved the Town's environment. However, most of the environmental limits include either soil, bedrock, or areas where development is confined by landscape which makes Henderson unique and unspoiled. Some weaknesses addressed a lack of an abundance of year-round and family activity areas within the immediate areas of the Town and a limited business diversity. However, many of the weaknesses listed, present either areas for growth or development, or opportunities of some kind that could be addressed.

Opportunities identified also involved the environment and Townspeople, including the newly constructed municipal water system in the Hamlet areas. Opportunities included the Wehle Land, which at that time was slated to be developed as a state park. Other opportunities identified were: 1. coordinate local events to accommodate entire families on a given weekend or day, 2. extend the tourist season into winter through year round recreational trail development and promotion, and 3. preserve natural resources and open areas to maintain the peaceful country living that residents and visitors prefer.

Please refer to the following page for a complete list of the strengths, weaknesses and opportunities identified.

Strengths	Weaknesses	Opportunities
<ul style="list-style-type: none"> • Natural Resources • Scenic Waterfront • Open Space...Forests, State & Undeveloped Lands • Agriculture-Agricultural Districts • Fishing and Boating • Quiet, Peaceful Country Living • Nature Conservancy Areas (Black Pond, Dunes) • Areas for Bird watching • Potential for growth with water and sewer (open areas) • Proximity to 81 and Rte 3 • Lake and Pond Resources (Crystal...Henderson) • Wetlands • Several Boat Launches • Westcotts Beach • Historical Areas • Children's Recreation Program • Stoney Point Lighthouse • Seaway Trail • State Radar Range (Recreation - hiking, etc.) • Wehle Land for future use • Hamlet of Henderson could accommodate growth • Scenic overlook on Rte 3 • Mark Hopkins Center, open air performances • Association Island - tourism 	<ul style="list-style-type: none"> • Hamlet of Henderson Harbor is saturated with development • Parking needs in Hamlets • Limited level of trust within the community • Limited business diversity • Lack of Public Facilities, bldgs • Current Zoning limitations • Limited municipal services • Bedrock/soils limiting to septic • Lack of good road to Association Island • Diversity of opinions regarding local growth policy • No public opportunities or access to water (beaches, parks, picnic areas) • Limited family activity areas • Overlook on Rte 3 maintenance • Limited Town Tourism exposure • Lack of general store in Harbor (basic services & retail needs) • Limited winter recreation • Lack of Public access to waterfront 	<ul style="list-style-type: none"> • Wehle Land for future use • Build Trust among communities • Coordinate activities-fishing and field days, etc. (for families) • Alter Zoning - favor development • Preserve/Develop natural resources for tourism • Provide Municipal Services • Maintain peaceful country living • Diversity of opinions regarding local growth policy • Association Island - tourist destination to support businesses • Develop trails for winter activities such as snowshoeing, X-country skiing, snowmobile trails, ice fishing • Advertize Town: internet, brochures, visitor center • Grant sources for projects • Mark Hopkins Center, open air performances, family destination • General store in Harbor • Business Development with municipal services • Businesses extending open season as winter activities support • Build consensus regarding non-conforming lots.

Citizen Input Surveys

As mentioned above, Citizen Surveys were a priority for the Committee in order to learn about Town opinion, and potentially help build consensus on a variety of planning issues. The Citizen Input Surveys were used during the summer of 2001 to gain input from year-round residents and business owners as well as seasonal residents and visitors. The survey was administered to the community by distribution throughout the Town in public places such as: restaurants, the post office, library, Town Barn, shops and other locations. It was also given to organizations and other groups where members could disseminate them. Over 270 surveys were completed and returned to the Town Clerk. This level of response represents nearly 20 percent of households in the community. Many polls and surveys use a fraction of that percentage to represent local, state or even national opinion.

The surveys included questions regarding quality of life, parks and recreation, business satisfaction, land use controls, growth and development, traffic/transportation, neighborhood and housing, issues of concern, areas of residence and other characteristics of respondents.

Question 1 (Figure 1) asked what aspect of the community was most important to the respondent's quality of life. On average, the Natural beauty of the area was deemed nearly essential with 'Your own neighborhood' and 'Proximity to the lake and streams' being tied for a close second (average responses of 4.37 and 4.34 respectively). 'Small Town Atmosphere' and 'Recreational opportunities' were a close third and fourth in their importance to quality of life with responses of 3.80 and 3.75 respectively. These rankings allow the community to focus on and enhance

Figure 1. Quality of Life Importance

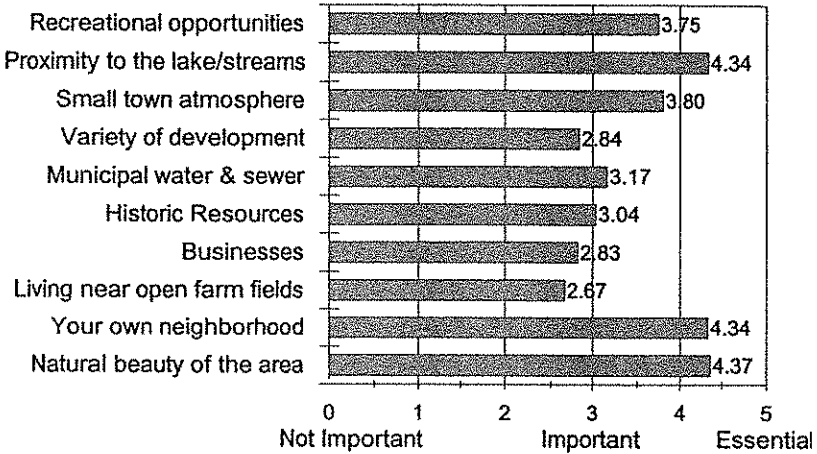
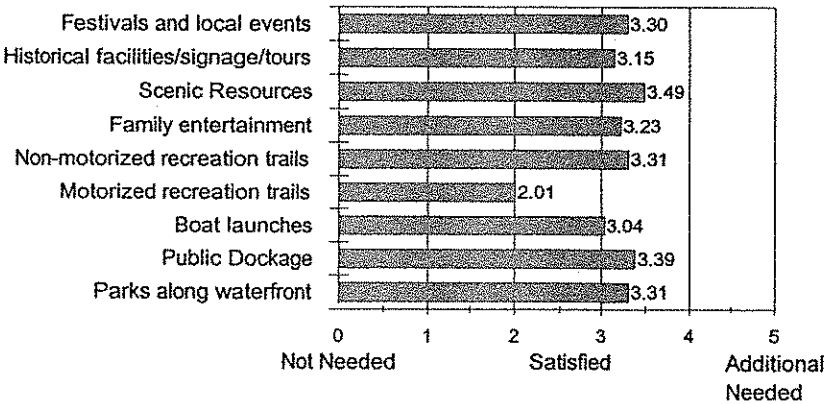


Figure 2. Parks and Rec. Satisfaction



important issues facing the Town to continue to maintain and improve the area's quality of life.

Question 2 (Figure 2) asked respondents about their satisfaction with the parks and recreational facilities in the Town. Respondents indicated the greatest need for development of 'Scenic Resources' with an average rating of 3.49, with 'Public Dockage' rating second with 3.39 in need. 'Parks along the waterfront' and 'Non-motorized recreation trails' were tied for third and fourth with a rating of 3.31 each in terms of resources needed in the community. Also of

note was the relatively low rating for 'Motorized recreation trails' at 2.01 indicating less of a need in the community.

Question 3 (Figure 3) asked whether respondents were satisfied with the types of businesses in the Town or area. The results were split between the 49.62 percent indicating 'Yes', and 46.56 percent indicating 'No', with 3.82 percent indicating that they 'didn't know'.

Question 4 (Figure 4) dealt with business development scale suitability for the area. On average, 43.97 percent of respondents indicated businesses 'Balanced Between Local and Regional Markets', with another 40.43 percent indicating businesses 'Small in Scale and Geared Primarily to Local Consumption' as being best suited for the area. Also of note, another 12.41 percent indicated 'Few or No Additional Businesses in the Town.'

Question 5 (Figure 5) involved Land Use Controls or Zoning in the Town. Results were mixed, with over 34.2 percent of respondents indicating an opinion that the Town Land Use Controls were 'Too Weak' or between 'Too Weak' and 'About Right.' There were about 60 (24.2 percent) respondents indicating they felt the Land Use Controls were 'Too Strict' or between 'Too Strict' and 'About Right.' Another 60 indicated the regulations were 'About Right', with over 40 respondents indicating they didn't know enough about the controls to rate them.

Question 6 (Figure 6) dealt with Growth and Development in the Area and the level desired by respondents. Again, the results were split, however, the most selected response was 'Moderate to Slow Growth with Tighter Development Restrictions' with 52.45 percent of respondents. Another 25.66 percent

Figure 3. Business Type Satisfaction
Within the Town/Area

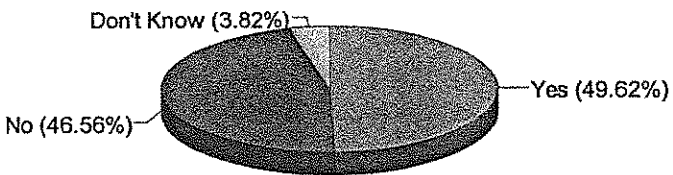


Figure 4. Business Development Scale
Suitability According to Respondents

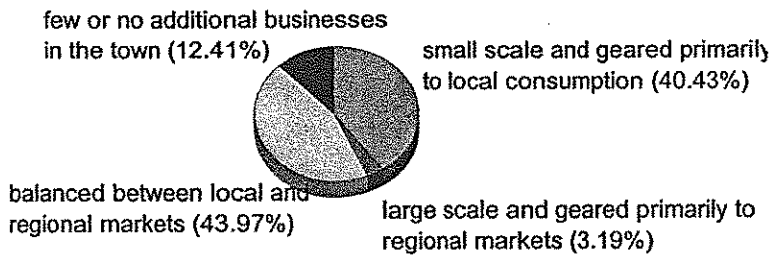


Figure 5. Land Use Controls (Zoning)
Within the Town are:

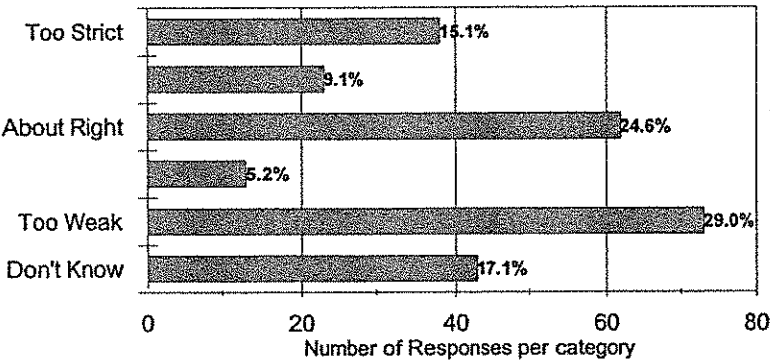
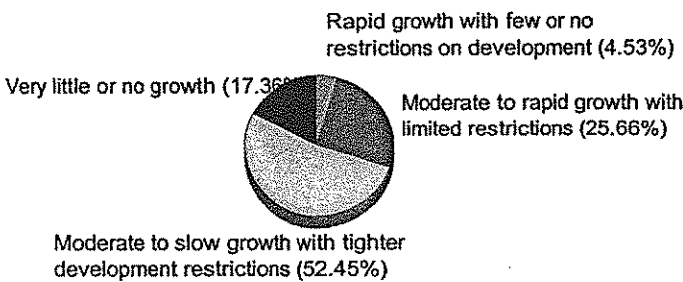


Figure 6. Growth/Development - Area
Respondents Level of Growth Desire



indicated a desire for ‘Moderate to Rapid Growth with Limited Restrictions’ and third in prevalence was ‘Very Little or No Growth’ with 17.36 percent of respondents.

Question 7 (Figure 7) asked respondents to indicate the 3 most important Traffic/Transportation Issues facing the Town. ‘Additional Parking in the Hamlet of Henderson Harbor’ was the most prevalent choice, as it was chosen nearly 120 times (16.3 percent of responses). Second on the list was ‘Additional Pedestrian/Recreation Trails Needed’, which was chosen 110 times (15.1 percent of responses). Third and Fourth on the list were ‘Unsafe Speeds’ and ‘Maintenance/Repaving,’ chosen a little over 100 times each.

Question 8 (Figure 8) involved Neighborhood and Housing Protection, asking whether Land Use Controls to Protect Neighborhoods were strict enough. Over 80 indicated they were ‘About Right’ (31.9 percent of respondents), with another 35 indicating they were ‘Too Strict’ or between ‘Too Strict’ and ‘About Right’ (14.6 percent). Lastly, about 75 indicated they felt they were ‘Too Weak’ or between ‘Too Weak’ and ‘About Right’ (30.3 percent of respondents). Similar to question 5, nearly 60 respondents indicated they ‘Didn’t Know’ whether they were strict enough.

Question 9 (Figure 9) involved Housing Preferences in terms of the desired level of residential growth in the community. The most prevalent response was a ‘Balance Between Large Lots and Smaller Lots’ with 56.92 percent of respondents. Second in prevalence was ‘Spread-out Homes with Larger Lots and Plenty of Open Space’ with 28.46 percent of respondents. ‘Few or No Additional Homes’ was indicated by 12.25 percent of respondents.

Figure 7. Traffic/Transportation Issues
Respondents chose the 3 most important

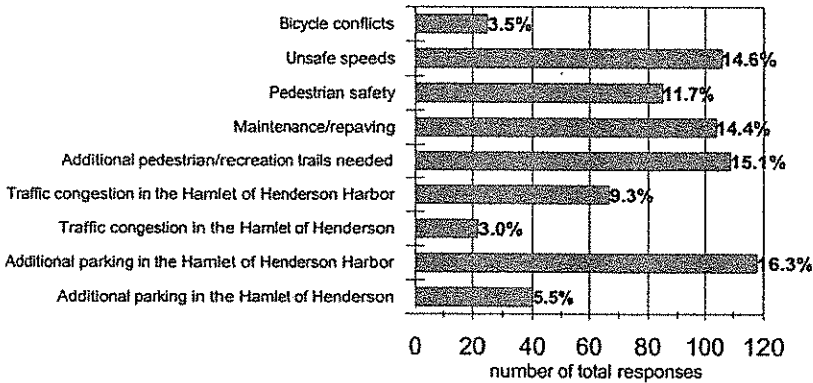


Fig. 8 Neighborhood/Housing Protection
Number of Responses per category

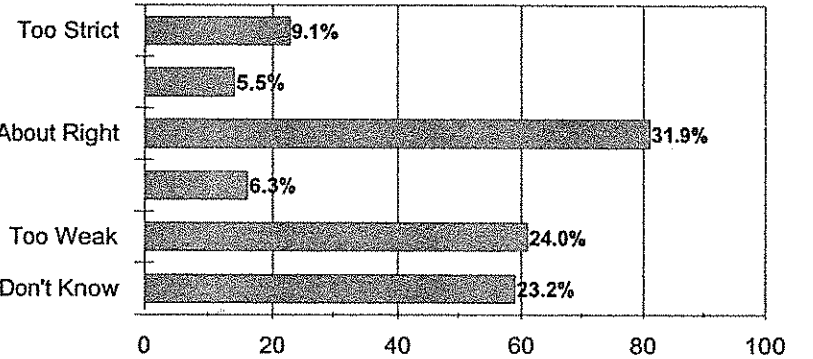
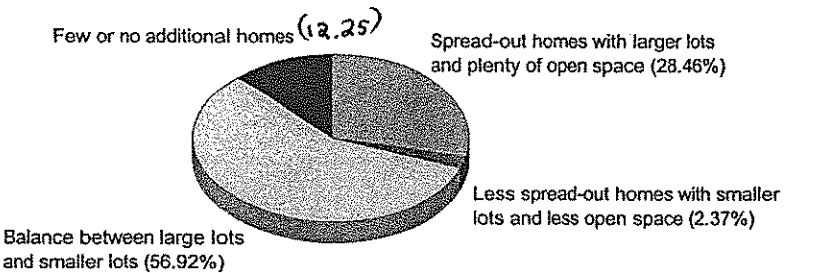
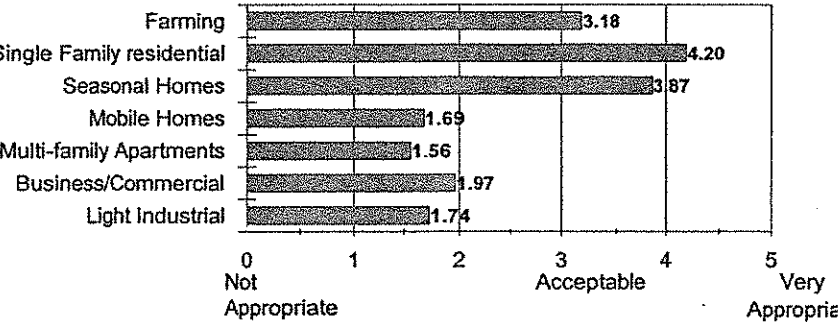


Figure 9. Housing Pattern Preferences
within the neighborhood/town



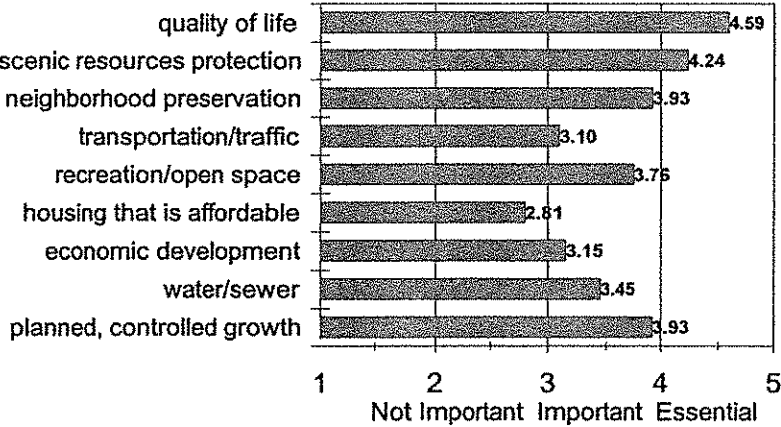
Question 10 (Figure 10) dealt with Neighborhood Suitability in terms of what type of development was deemed suitable or preferable within the respondent's neighborhood. The most prevalent response chosen was 'Single Family Residential' with a rating of 4.20, close to 'Very Appropriate' on the scale. Second was 'Seasonal Homes' with a 3.87 rating. 'Farming' ranked third, with a 3.18 rating. Of note was the rating for 'Business/Commercial,' receiving an average score of 1.97 which ranked between 'Not Appropriate' and 'Appropriate,' however, they rated somewhat higher than 'Mobile Homes' and 'Multi-family Apartments.'

Figure 10. Neighborhood Suitability within Respondents Neighborhood



Question 11 (Figure 11) involved Issues of Concern for the respondents. The most prevalent issue indicated was 'Quality of Life' for the respondents with a rating of 4.59, or nearly 'Essential' on the ratings. Second in importance was 'Scenic Resources Protection' with a score of 4.24. Tied for third were 'Neighborhood Preservation' and 'Planned, Controlled Growth' both with scores of 3.93, also between 'Important' and 'Essential.' Others receiving high ratings were 'Recreation/Open Space' and 'Water/Sewer' with scores of 3.76 and 3.45 respectively.

Figure 11. Issues of Concern



The remaining questions involved residency status, where respondents lived and for how long, as well as where they worked and their current work status.

Question 12 (Figure 12) asked whether they were ‘seasonal’ or ‘year-round’ residents. Fortunately, the results were closely split between ‘year-round’ at 50.56 percent and ‘seasonal’ at 49.44 percent of respondents. The number of year-round resident respondents compared to seasonal resident respondents was an initial concern to the Committee. If one group greatly outweighed the other in the number of surveys returned, the survey results could have been construed as biased.

Question 13 (Figure 13) asked whether people owned or rented property. Over ninety percent of respondents indicated they own property (90.41 percent). However, there were less renters (4.06 percent) that completed the survey than the number indicating neither (assumed to be visitors) at 5.54 percent.

Question 14 (Figure 14) asked where people lived or owned property. Over fifty-five percent (55.87 percent) indicated they owned or lived in the ‘waterfront area.’ Another almost seventeen percent, (16.84 percent) indicated living or owning property within the ‘Hamlet of Henderson Harbor.’

Question 15 (Figure 15) asked how many years people have lived or owned property in the Town. Over forty-five percent (45.80 percent) have lived or owned property for ‘more than 25 years,’ with another almost thirty-eight percent (37.79 percent) indicating ‘between 10 and 25 years within Town.’

Figure 12. Residency of Respondents
Year-Round or Seasonal

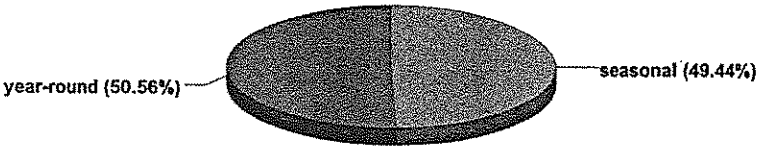


Figure 13. Property Ownership
of Respondents

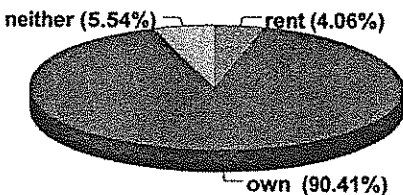


Figure 14. Where Respondents Live
Or Own Property

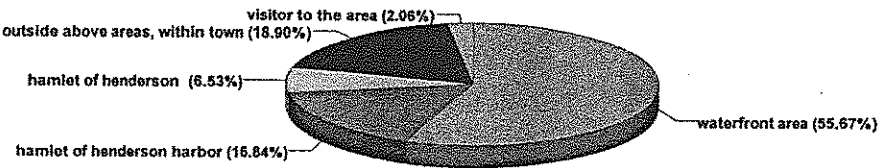
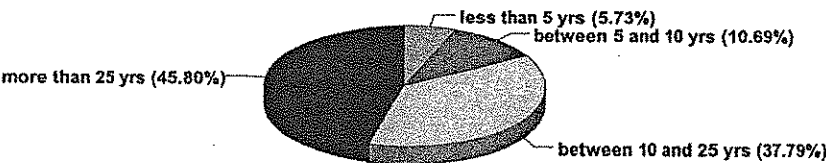


Figure 15. Years Within the Town
Either Lived or Owned Property



Question 16 (Figure 16) asked respondents their work status. Over fifty-two percent (52.92 percent) indicated they are 'retired.' Another third, or 31.39 percent indicated they work 'outside the Town.' A little over ten percent (10.58 percent) work within the Town.

Figure 17 illustrates the combination of two questions, Question 8 (Are the land use controls to protect neighborhoods strict enough?) regarding neighborhood protection and Question 14 involving where the respondents lived or owned property. It would appear that depending upon where people lived, on average, respondents felt somewhat differently about neighborhood protection. For example, respondents from the waterfront and harbor area indicated the neighborhood protections were closer to 'Too Weak' on average. In contrast, those respondents from the Hamlet of Henderson area, on average, felt the protections were between 'Too strict' and 'About Right.'

Somewhat more of a contrast between the waterfront areas and the Hamlet of Henderson was evident within Figure 18. It combined Question 5 regarding Land Use Controls in the Town with Question 14, involving the area in which people lived or owned property. Again, respondents from the waterfront and harbor area indicated the protections were closer to 'Too Weak' on average. In contrast, those respondents from the Hamlet of Henderson area, on average, felt the protections were between 'Too strict' and 'About Right' with the average being a little closer to 'Too strict.'

Survey Summary - Conclusions

Those residents and property owners who responded to the survey comprised a diverse set of opinions and desires. There were, however, several patterns that became evident and priorities identified.

Figure 16. Work Status

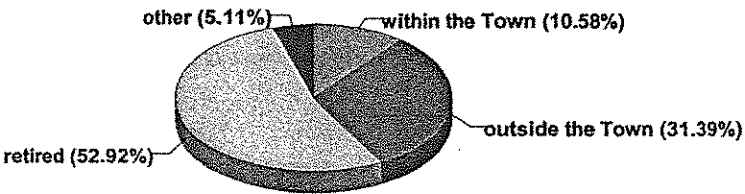


Fig. 17 Neighb'd Protect. within areas
average response per respondent area

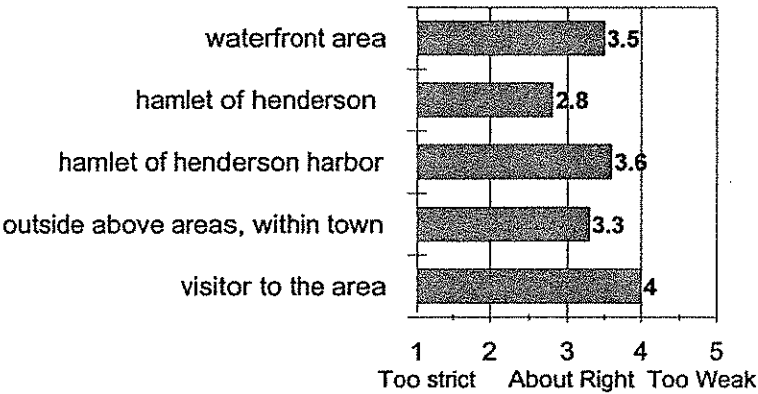
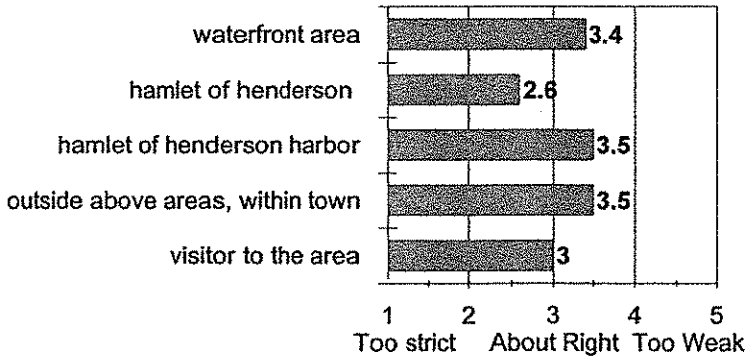


Fig. 18 Land Use Controls within areas
average response per respondent area



Clearly, the Natural Beauty of the Area, Scenic Resources, Neighborhoods and Proximity to the Lake and the Small Town Atmosphere in the Town rated as Essential aspects to most respondents' Quality of Life. Scenic Resources, Public Dockage, Non-motorized Recreation Trails and Parks Along the Waterfront also rated Important to how satisfied people are with **Parks and Recreation**.

Business Satisfaction is nearly split in the Town, as the desired scale is balanced Between Local and Regional Markets on average and Small Scale and Geared Primarily to Local Consumption. **Land Use Controls** (zoning) ratings were mixed between Too Weak, About Right and Too Strict. **Growth and Development Preferences** were also mixed between Moderate to Slow Growth, Moderate to Rapid Growth, with a fair percentage indicating a desire for Little or No Growth.

The most chosen **Transportation** issues were Additional Parking in Henderson Harbor, and Additional Pedestrian/Recreation Trails, with Unsafe Speeds and Maintenance/Repaving also receiving support.

Neighborhood Protection responses were mixed, however, about a third indicated that the controls were About-Right, nearly a third indicating they were Too Weak, and a smaller percentage indicating they were Too Strict. **Housing pattern** preferences primarily reflected a desire for a balance between Small Lots and Larger Lots, with Spread-out Homes with Larger Lots comprising about a quarter of responses. **Neighborhood Suitability** showed Single Family Residential as the most Appropriate Use, with Seasonal Homes, and Farming third in level of Appropriateness.

The most Essential Issue of Concern was Quality of Life, with Scenic Resources Protection, Neighborhood Preservation, Planned, Controlled Growth and Recreation/Open Space also receiving support

as important issues.

Respondent Composition

Respondents were split between seasonal and year-round almost 50/50, however, over ninety percent of them were owners as opposed to renters. Over fifty-five percent of respondents listed themselves as waterfront residents/owners, with almost nineteen percent within the Town not within a Hamlet or Waterfront Area. Almost seventeen percent were from the Hamlet of Henderson Harbor, with a little less than seven percent listed as being from the Hamlet of Henderson.

Respondents were primarily long-term residents, with almost forty-six percent living or owning property within the Town for more than twenty-five years. Another nearly thirty-eight percent listed themselves as owning or living between ten and twenty-five years in Town. Over half of the respondents indicated they were retired. Almost a third worked outside the Town, while almost eleven percent worked within the Town.

Open-ended Question Summary

Regarding Question 3, 'Business Type Satisfaction,' some respondents clarified their response to the question by saying generally they would like more businesses and a greater variety of them. Occasionally the respondents stated a desire for the businesses more spread-out within the Town and/or within the Hamlets of Henderson and Henderson Harbor. They often listed grocery-type stores, hardware stores, laundromats, and restaurants including small fast-food establishments such as: coffee shops, pizza and sub shops as desirable. They also described other small business suggestions such as antique shops, boutiques, gift shops, and arts and crafts stores. Other activities desired were bed and breakfasts, motels and other tourist support businesses. Occasionally, respondents stated year-round businesses were needed and suggested hours that were more conducive to

shopping after Labor-Day, for example. They felt more competition was needed in some cases.

In contrast, some respondents indicated they were satisfied with the number and types of businesses in the Town currently. They offered suggestions for beautifying some existing businesses in the Town such as any auto repair shops that appear to have a predominance of “junk” cars in their yards. Some also indicated a desire to control noise, parking and other problems in Henderson Harbor businesses that negatively impact their homes and nearby roads.

Regarding Question 5, ‘Land Use Control,’ respondents who were compelled to clarify their response expressed their opinion or impression that the zoning laws are not being enforced equally or evenly, and that without enforcement they felt they are unfair and ineffective. Some went on by saying without proper enforcement, property values and potential investments decrease. Some respondents felt that the zoning laws were too strict, while others felt that the laws were about right so long as enforcement becomes more uniform. Non-conforming lots were mentioned by some respondents stating that they should be permitted to upgrade their properties without a drawn-out process with excessive costs. On the other hand, people indicated they understood that since the lots were subdivided and often developed prior to the zoning law’s existence, such small non-conforming lots would be difficult to address adequately without municipal sewer and water services. A fair percentage of respondents mentioned a concern for Association Island and its development impact on the island and how adequate the access road leading to it may or may not be. In addition, respondents expressed displeasure with “junk cars” being a feature in Henderson.

Regarding Question 7, ‘Traffic and Transportation’ bicycle paths on existing roads, recreation trails for bicycles/pedestrians, and

additional off-street parking were all listed as necessary in several areas of the Town by respondents in the open-ended section of the question. Enforcement of state and local traffic laws including traffic controls was also suggested along several specific roadways.

Parking regulation enforcement along roads was highlighted, with a concern regarding seasonal congestion. Some respondents also mentioned a need for cleaning up of unkept properties including junk car congestion at a local garage. Noise control was mentioned by some respondents as a concern from personal watercraft, boats and automobile traffic.

Additional Open Ended Survey Comments

To summarize, respondents indicated the Town should capitalize on its seasonal appeal, construct or provide more recreational trails, and have a stronger police force including speed control and neighborhood patrols. They mentioned a need to enforce zoning laws, limit slurry (agricultural liquid manure spreading) spreading, and adopt a zoning law more suited to a rural area like Henderson, including neighborhood improvement measures. Respondents indicated people should work together, ask advice of experts and listen to them. They also felt the Town should clean up areas of the Town (eg. auto repair shop in Henderson). They went on to indicate a need to revise the zoning law to better suit the Town’s uniqueness. They said the community should promote affordable restaurants, clean up garbage, have more sheriff patrols, and use geological survey information to guide land use decisions. They felt the community should address growth vs no growth advocates, promote corporate fishing and international tourism, provide harbor facilities for large yachts - creating a yachting destination with sailing events. They felt the town should maintain current character, obtain municipal services needed for motels, restaurants and tourist businesses, address parking needed in the

Harbor, control growth to preserve the small town character (preserve open space and the simple, calm lifestyle) so that development does not spoil its character.

They indicated the Town should promote well planned economic opportunities, have more zoning enforcement, building code enforcement, and maintenance. Also, Town should spruce up main streets with: better trees & sidewalks, removal of eyesores; and address neighborhood cleanup. They felt people should recognize the conflict between Harbor residents who want to limit development - and the Henderson residents who work in the Harbor gaining employment and income and therefore desire more development. They feel people should recognize that some residents prefer the lack of development that exists in the Town. They indicated a need to address the "lookout" area and use it to promote the Harbor, its businesses, fishing opportunities, etc. They said the Town should address the poor environmental health of the Harbor, address the proliferation of RVs/ cottages on a single lot which can overwhelm an area and the lakefront. They felt the Town should limit the proliferation of low level jobs, provide Zoning enforcement, address needed public docks, parking, fishing access for tourists, and simplify zoning rules so they can be read. Some indicated the community in general should let farms go out of business, while others said to preserve farm land and avoid breaking up road frontage with houses.

SUMMARY OF PUBLIC INPUT MEETINGS -

During the two public input meetings held on August 20, 2002 from 10 am to 12 pm and on August 21, 2002 from 6:30 to 8:30 pm, attendees provided written and verbal input. They examined charts, maps, aerial photographs, Town trend data and other graphic and written materials from the Comprehensive Plan completed to date.

Following is a summary of the written input received at the meetings for reference purposes.

Summary of Written Input & Comments

One attendee commended the group on their efforts. There were others who voiced their gratitude to members present.

Relative to the Strengths, Weakness, Opportunities meeting station, several issues were raised:

1. A concern regarding traffic safety and visibility at the corner of Route 3 and 178 (Military Road) due to the hill.
2. A request to put more emphasis on parking in the Henderson Harbor area.
3. A concern regarding Snowshoe Road and the limited visibility to and from the driveways - they stated that traffic to Association Island is a problem that could worsen as the occupancy rate of the facility increases, they feel the traffic on Snowshoe Road will also increase. They stated that improving the road would increase the speed that people will travel, and would ultimately become more dangerous for the residents in the area.
4. Expressed a desire for a public location on the lakefront where the residents can have recreational opportunities. They felt there is a lack of a picnic area or recreational area that is not private or intended for other use - as the Town boat launch is.
5. Expressed a desire for municipal water, sewer and improved road conditions on Nutting St. Road. This type of comment came from numerous residents, some of which live year-round.
6. Another reference regarding the condition of Nutting St. Road was made and the condition of such private roads with a lack of shoulders, narrow width, the presence of pot-holes, etc. Person indicated roads of this type are dangerous

for walkers and bikers, as well as others.

7. A weakness was expressed concerning the odor generated during the spread of slurry (agricultural liquid manure spreading). They felt, however, that Town's strengths included its beauty and people.

Relative to the potential development patterns and site considerations, several related comments were made:

1. The ideal appearance in the town would include smaller signs, earth-tone colors, and increased setbacks. Commercial uses should have better landscaping with increased setbacks. They also felt the Town needs a property maintenance code and/or junk yard ordinance enforced, and that the historic and unique buildings should be preserved and maintained.

Relative to the Community Survey Results several comments were made:

1. The control or limitation of slurry, (agricultural liquid manure spreading) especially during the summer months when tourists visit the area, should be considered.
2. The completion of the municipal water line in the Hamlets of Henderson and Henderson Harbor will help develop businesses in those areas.

During the meeting, several individuals expressed vocal input to the planning representatives present:

- An individual felt that it is important to protect and clean up the environment. They also felt that during the planning process, it was important to catalogue all farms and to preserve farms and help farmers. The individual also observed that Stoney Creek at times becomes discolored and felt it was important to coordinate clean-up efforts if possible. They asked whether the proposed

sewer system would alleviate the situation.

- A person felt the Town should capitalize on areas to be served by utilities for future growth. The individual preferred future municipal water projects to be spread into areas where seasonal homes are prevalent as well.
- Another attendee felt that traffic congestion in the Harbor should be addressed, stating if it is not addressed, then any further development that would require parking should be limited.
- One individual felt there is a need to clean-up the unsightly areas in Town, asking whether incentives could be developed.
- Another person stated that there doesn't seem to be much developable waterfront not already developed. He also asked whether there is any real growth pressure in Town.
- One person stated that downtown Henderson has a nice character, and said it is important to maintain that character and enhance it with clean up efforts and rehabilitation of buildings.
- Another person felt that streamlining of development procedures (permits, hearings, etc.) and more development friendly regulations should be considered.
- A person felt public infrastructure is vital to development (water and sewer) and should be sought after actively by the Town.
- Another person indicated that the Town needs to do a better job maintaining land they are responsible for (cemeteries).
- Someone felt that more public access to the water and parks along the waterfront are needed.
- A need to create an identity for the Town

was expressed. The person said that perhaps the Town could build on its history of attracting tourists, and develop businesses that enhance that history (similar to measures Sackets Harbor have taken, but unique for Henderson).

When looking at the illustrations showing potential development patterns, people agreed that landscaping and buffering parking lots from the roads was important to minimize visual impact. They agreed that grassy medians and trees are important to maintain a good downtown area.

- One person said there is a lot of talent in the Town that goes untapped. Particularly, they indicated, summer residents who care about the Town and are willing to get involved, however, their efforts are often underutilized or even ignored.
- Another attendee stated, with the lack of a source of employment in the area, many young people leave. Over time, the Town and the area in general is losing young, promising talent.

CHAPTER 2. HISTORIC &
RECENT TRENDS

As described in the History section, Henderson has experienced considerable population change during the past two centuries. Starting with a handful of wintering families in 1803, the Town's population grew to 1,688 residents in 1890. From 1890 to 1930, however, the Town experienced a decline in population as Figure 19 illustrates. After 1940, the Town's population gradually increased to 1970. Thereafter, from 1970 to 1990, Henderson again experienced a modest decline in population followed by an increase in population from 1990 to 2000.

County population, conversely, has increased throughout most of the time period as Figure 20 illustrates. Although there was a slight decline during the 1970 to 1980 decade, a significant jump in population influenced by the activation of the 10th Mountain Division at Fort Drum, occurred during the next decade from 1980 to 1990. Overall, the County increase from 1890 to 2000 was 62.40 percent.

Recently, Henderson's age groups have followed the national trend which has been an aging population, or increasing numbers of individuals in the upper age levels. Figure 21 shows that from 1980 to 2000, the number of people within age groups under 35 have declined, while those 35 and over have increased, with some other age groups experienced dramatic increases. This trend reflects the increasing numbers of retirement aged persons either "coming back" or "settling permanently" in Henderson after years away or years of seasonal visits. This trend has also resulted in many seasonal units being

Figure 19. Local Population
Town of Henderson: 1890 - 2000

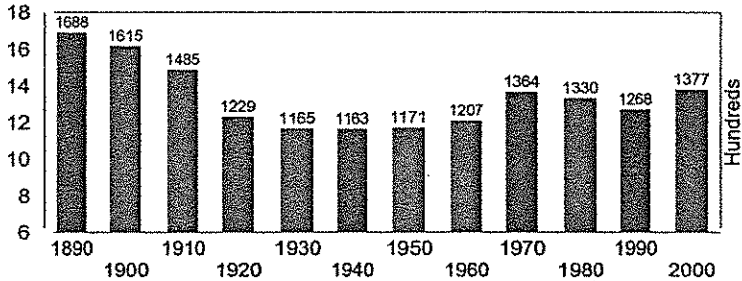


Figure 20. County Population
Jefferson County: 1890 - 2000

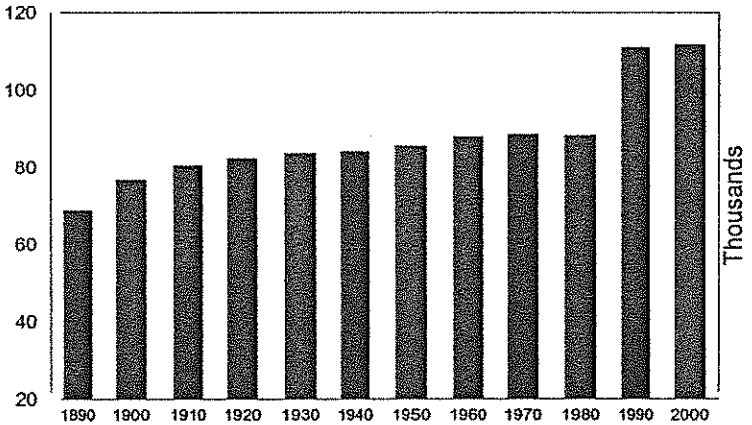
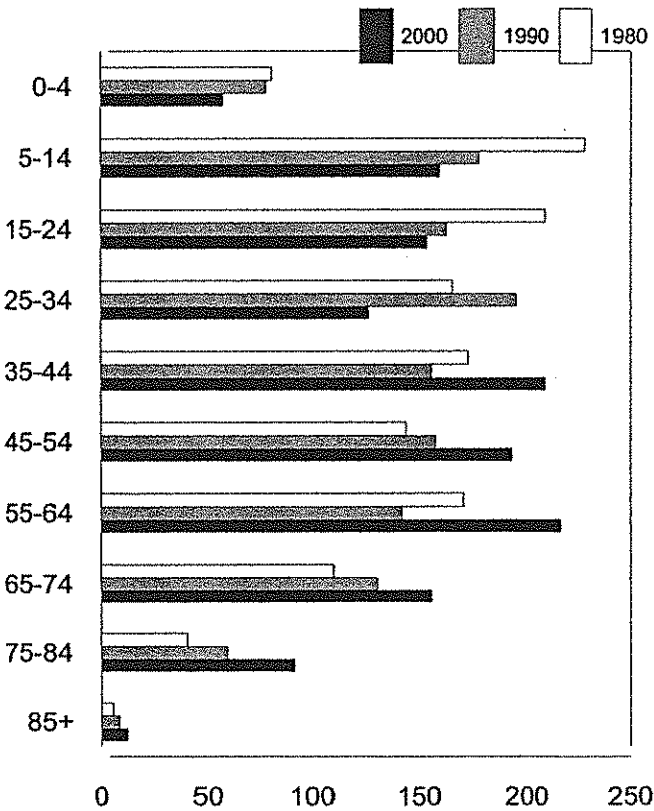


Figure 21. Recent Age Groups
Town of Henderson: 1980 - 2000



converted to year-round homes as [Figure 22](#) illustrates.

As mentioned above, housing types in Henderson have also experienced change, as [Figure 22](#) illustrates. It shows increasing numbers of year-round units being established in the Town from 1980 to 2000, and a decline in seasonal housing units. This trend is primarily due to conversion from seasonal to year-round occupancy, with a relatively small number of new units as the overall number of units has only increased slightly during the past ten years. Also of note, vacancy rates have increased somewhat since 1980.

[Table 1](#) illustrates the number of occupied housing units and renter occupied units for the same 1980 to 2000 year period, as well as the year round and seasonal housing unit numbers and percent changes. It shows a 10 percent increase in the total number of housing units, with a net 2.1 percent loss of seasonal units combined with a 32.9 percent increase in year round units.

A review of County Building Permits illustrate a cyclical pattern. It would appear that the 1986 & 1988 high point in residential construction could have been partially due to the Fort Drum expansion at that time. During the mid 1990's a decrease in activity occurred, however, 2002 experienced another peak in activity as [Figure 23](#) shows. For that year, 14 of the 57 permits were for new residences. Building permits are issued for new construction as well as additions and accessory buildings. For comparison, 2003 permits included 10 new residences.

Figure 22. Recent Housing Types
Town of Henderson: 1980-2000

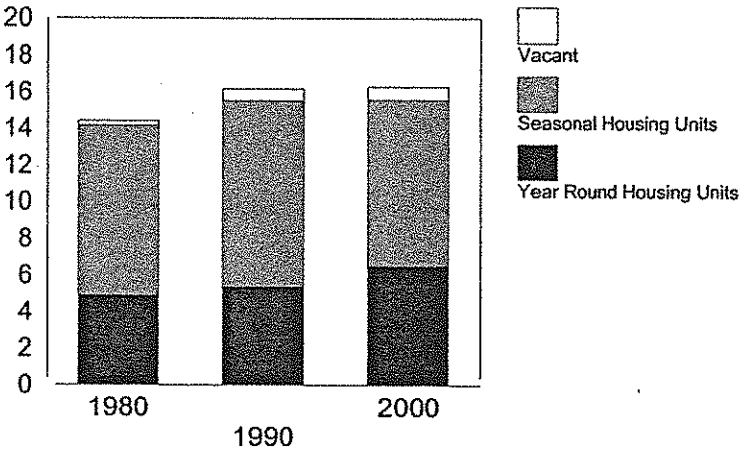
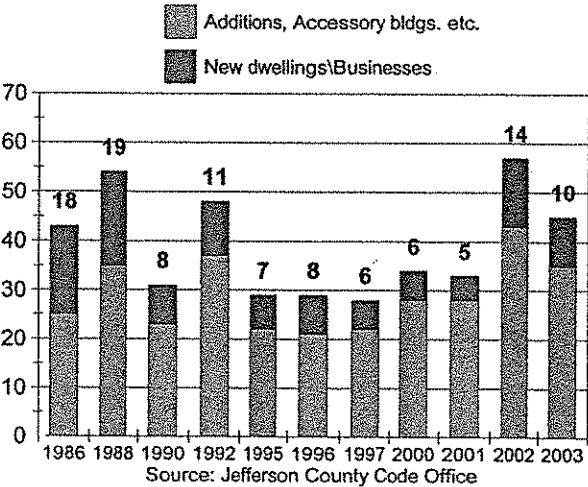


Table 1. Housing Units: 1980 - 2000, Town of Henderson

HENDERSON	1980	1990	2000	Overall % Change
Total Housing Units	1,415	1,552	1,557	10.0%
Year Round Housing Units	489	535	650	32.9%
Seasonal Housing Units	926	1,017	907	-2.1%
Vacant Units	28	67	73	160.7%
Occupied Housing Units	461	468	577	25.2%
Renter Occupied Housing Units	70	73	100	42.9%

source: US Dept. of Commerce, Bureau of the Census

Figure 23. Building Permit Trends
Town of Henderson: 1986 - 2003



Resident occupations are the type or category of jobs that residents have, which may or may not be within the Town. Figure 24 illustrates Resident Occupation trends in the Town from 1980 to 2000. The largest segment of Henderson’s residents was employed in the Managerial & Professional Specialty occupations in 2000, which also increased the most from 1980 to 2000. The second largest segment was employed in the Technical, sales and administrative support occupations in 2000, which decreased slightly in number from 1990 to 2000. Significant decreases occurred in the Farming, forestry and fishing segment, while the operators, fabricators and laborers segment experienced a more moderate decrease.

Resident employment industry is considered the type or sector of employment that residents work within. Again, the business could be located anywhere in the region, so the only measure is of the type of industry or employment sector only. As Figure 25 shows, a few sectors increased, while several sectors declined in terms of Henderson’s number of residents. Increasing sectors included Public Administration, Business, Food and Repair Services, Transportation, Utilities & Information, and the Construction employment industries.

Examining the relative age of structures within a Town or area provides a snapshot of the potential age of portions of the housing stock and other trends. New housing may not need as much maintenance and has a significant amount of its life expectancy remaining. While older housing, with more historic value, might have more immediate maintenance needs or slightly more frequent requirements.

Figure 24. Resident Occupations
Town of Henderson: 1980 - 2000

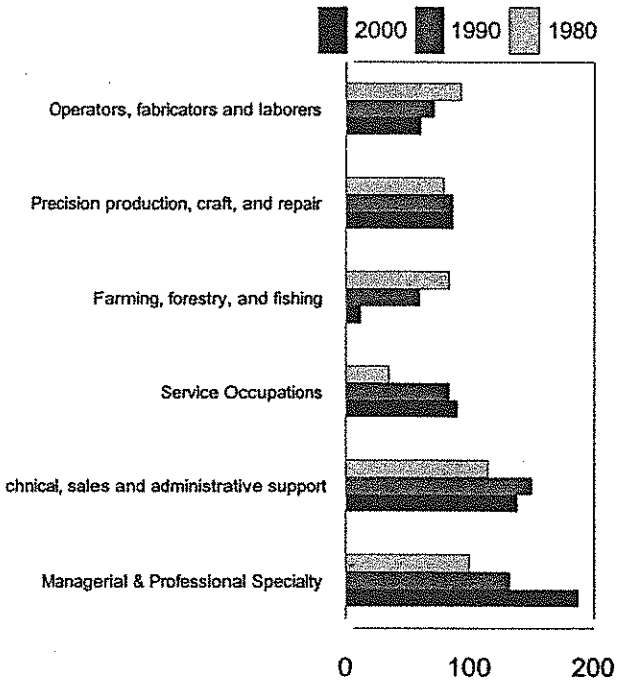
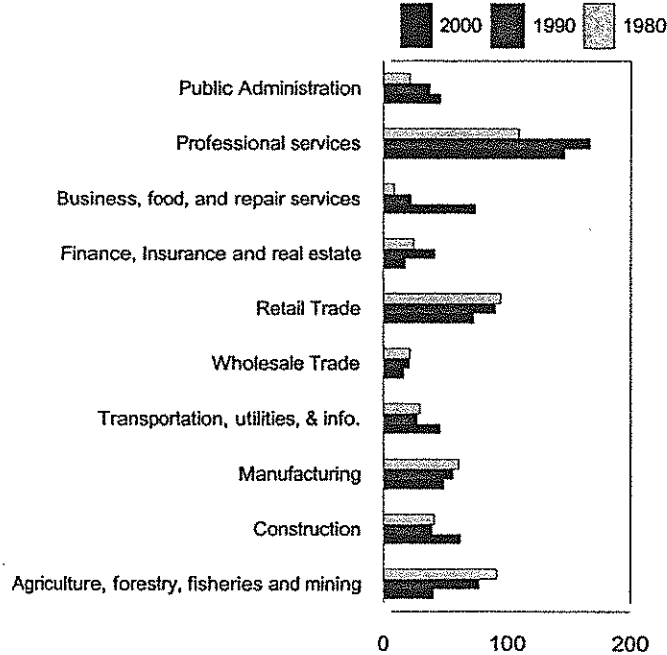


Fig 25. Resident Employment Industries
Town of Henderson: 1980-2000



According to the 2000 census, one third of Henderson's structures were constructed earlier than 1939, as illustrated by Figure 26. This reflects the presence of many of Henderson's historic structures and their legacy remains visible today, at least in terms of the ratio of the number of older structures.

On the other hand, the lack of recently built structures with only 8.4 percent constructed from 1990-2000, reflects the slow population growth and small number of household increases. As noted in previous sections, some of the population growth in the Town can be attributed to the conversion of seasonal homes to year-round use. Such dwellings already exist, historically, therefore new structures do not need to be built in these cases.

Similarly, the year a resident moves into their household can illustrate another set of housing patterns. Figure 27 illustrates that in only two years (1999-March 2000) over ten percent of the householders had moved into their current housing unit. Likewise, during the previous three years to that (1995-1998) over twenty-two percent had moved into their housing unit. This mobility reflects newcomers to the Town, as well as people who move from one place to another in Henderson. Figure 27 also illustrates that from 1990 to March of 2000, half of the residents had moved into their current unit. This underscores the mobility of the population, at least in Henderson, and the importance of retaining residents as well as attracting new ones.

Figure 26. Decade Structures Built
Town of Henderson

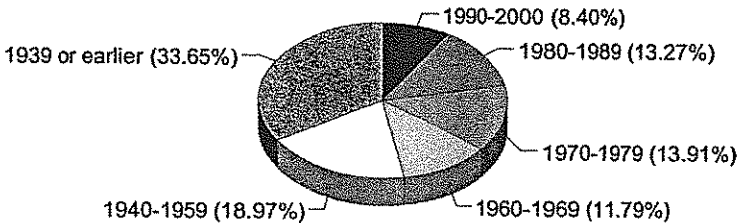
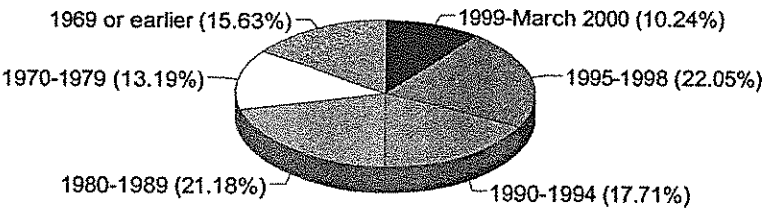


Figure 27. Year Moved Into Unit
Town of Henderson



CHAPTER 3. PHYSICAL CONDITIONS

The physical attributes of an area typically have a direct effect upon the types of development that occurs. The weather, water bodies, soil types, landscape or slopes and major features as well as the presence of resources encourage or discourage various development patterns.

The Town of Henderson has long been influenced by its environment. The lake and its harbors, creeks and productive soils have been constant contributors to its development pattern. Along Lake Ontario, seasonal homes and scattered year-round homes have taken advantage of its harbors, waterfront views and dramatic cliffs. Stony Creek's power was harnessed during the Town's early settlement for local mills, resulting in the establishment of the Hamlet of Henderson. The Town's productive soils allowed subsistence farming, and later, larger farms to be established, many acres of which still produce today.

The same soils that provide pasture and crops have limitations for development such as high water table, shallow depth to bedrock in some areas, or other conditions that limit septic system operation. The same dramatic landscapes that provide spectacular views of the lake and its harbors can often limit potential development patterns.

When studying past, present, and any potential future development, a careful examination of an area's physical characteristics must take place. This chapter describes the primary features of Henderson for general planning purposes. However, smaller site level variation and change should also be considered when debating specific development needs.

Local Climate

The area's climate is characterized as humid-continental. Winters are long and sometimes severe, spring is cool and short, summers are warm and moderate, autumn is also warm, but usually short. The climate is influenced by the proximity to Lake Ontario. During the colder months of the year, the 'North Country' is known as 'snow country.' In late fall and winter months, the relatively warm lake provides moisture to air masses moving in from the west. These air masses then move over the area's colder land surfaces and encounter higher ground in a short distance. This combination of low temperatures and intervening high ground condenses the moisture and often causes heavy snowfall. Average annual snowfall is about 110 inches, but occasionally 200-300 inches can fall.

While the lake helps provide a source of snow during the winter, the large body of water also moderates the extreme cold in winter and the heat during summer.

Winds typically come from the west, often northwesterly during winter months and southwesterly during summer months. Such winds are influenced by the large open water found in Lake Ontario. Therefore, the presence of wind is relatively consistent throughout the year. More southerly winds sometimes occur, bringing warm spells at times, typically during summer or fall.

Although the relationship can be overlooked, local weather affects development patterns and resulting uses. Favorable summers have long influenced Henderson's history as they continue to affect waterfront seasonal home demand. In contrast, the relatively cold,

snowy winters as mentioned above also affect the local area by limiting outdoor activity levels.

Creeks & Water Bodies

Lake Ontario

The Town of Henderson shares its western boundary with Lake Ontario as mentioned previously. Lake Ontario is the last of the chain of Great Lakes that straddle the Canada/United States border. It is the smallest of the Great Lakes, with a surface area of 7,340 square miles. It is relatively deep, with an average depth of 283 feet and a maximum depth of 802 feet, second only to Lake Superior.

Henderson’s shoreline, along Lake Ontario, has many bays that provide shelter from the lake’s intense wave action. Henderson Bay, including Henderson Harbor is the large Bay area providing shelter along the northern shore, with other smaller Bays also serving recreational boaters and seasonal residents: Sawyer Bay, Rays Bay, Booners Bay, Gravel Bay, Snowshoe Bay, and Whites Bay.

Henderson Bay

Henderson Bay is approximately four miles long, and comprises a portion of the northern boundary of the Town. The bay is sheltered from heavy winds by a chain of islands that stretch north from the northwestern most point of the Town. Henderson Bay contains three smaller embayments: Snowshoe Bay, Whites Bay and Henderson Harbor.

Henderson Bay is popular with boaters and hosts a series of sailing regattas annually. It also is the setting for the annual amateur

Henderson Harbor Race Series: a Triathlon and Mountain Bike Challenge. It also hosts a series of fishing derbies annually .

Annual fish stocking by NYS DEC helps support the fishing industry. In 2001, the Henderson Bay area was stocked with 40,000 chinook salmon, 36,200 brown trout, 72,000 lake trout, and 20,000 rainbow trout, reinforcing the area as a popular fishing destination. In the spring of 2003, NYS DEC stocked 37,750 brown trout and 100,000 lake trout off the shore of Association Island. The depth of the Bay ranges from 20 to 40 feet. There is a Town Boat Launch in its southernmost point as described in the following chapter on the Bay.

Sixtown Pond

Sixtown Pond (also known as Crystal Lake) is located toward the south east corner of the Town of Henderson. Approximately 1 mile long and 1,500 feet wide, the lake has an average depth of 14 feet, with a maximum depth of 24 feet. The surface area of the lake is 172 acres. Another good fishing area, largemouth bass, walleye, northern pike, yellow perch, and brown bullhead can be found in its waters. NYS DEC stocked 850,000 small walleye in the lake in 2001. There is a state operated car-top or carry-only launch site on the southern end of the lake, however most of the 2.3 miles of shoreline is privately owned. Water quality is rated B - adequate for fishing and swimming. It is surrounded by wetlands to the north and west. Little Stony Creek flows through and from Sixtown Pond.

Henderson Pond

Henderson Pond is located in the center of the Town, east of the Hamlet of Henderson. The pond is completely surrounded by wetlands. The pond is approximately one half mile in diameter. The pond and wetlands are often used as a migratory bird resting area, and have been identified as significant habitat. The wetlands are considered Class 1, which according to NYS DEC are the most critical and reflect the highest levels of fish and other vegetative and wildlife productivity. The waterfront areas around the pond are all owned privately.

Stony Creek

Stony Creek runs along an old glacier stream bed, and flows southwesterly through the Town. The creek enters from the northeast passing Smithville, flowing through Henderson Pond and the Hamlet of Henderson, and empties into Lake Ontario near Sawyer Bay. It is a Class C stream. A NYS boat ramp uses Stony Creek for access to the Lake. The creek from Henderson Pond northward meanders through wetlands, and was stocked with 20,700 steelhead in 2001.

Little Stony Creek

Little Stony Creek begins its journey through the Town at the middle of the Town's eastern boundary, and passes through Sixtown Pond. The creek leaves the Town and crosses into the Town of Ellisburg near County Rd. 152. It is also a Class C stream.

Wetlands

Wetlands are shallow areas commonly called swamps, marshes, bogs, wet meadows,

estuaries, potholes, etc. As mentioned previously, these shallow areas are essential aquatic ecosystems that support the production of many types of vegetation, mammals, reptiles, waterfowl, fish and rare plants. Wetlands are very productive biologically, contributing greatly to biological diversity. Wetlands are very dynamic in nature and highly vulnerable to human encroachment and damage.

Wetlands also provide flood and storm water control by absorbing and storing rain and snowmelt waters, thus minimizing flood damage. They also act as surface and groundwater recharge areas and help maintain important water sources. Wetlands buffer shorelines from erosion and help cleanse waters of pollutants through natural filtration and other processes. Please refer to the Wetlands Map for their NYS DEC classification and locations within the Town of Henderson.

Even more valuable is that wetlands provide habitat for fish, waterfowl and other wildlife. They are among the most productive ecosystems providing a forage base for all levels of the food chain including spawning fish, nesting birds and many rare and endangered species. Another value of wetlands is that they provide natural beauty and valuable open space that can often be used for education and recreation.

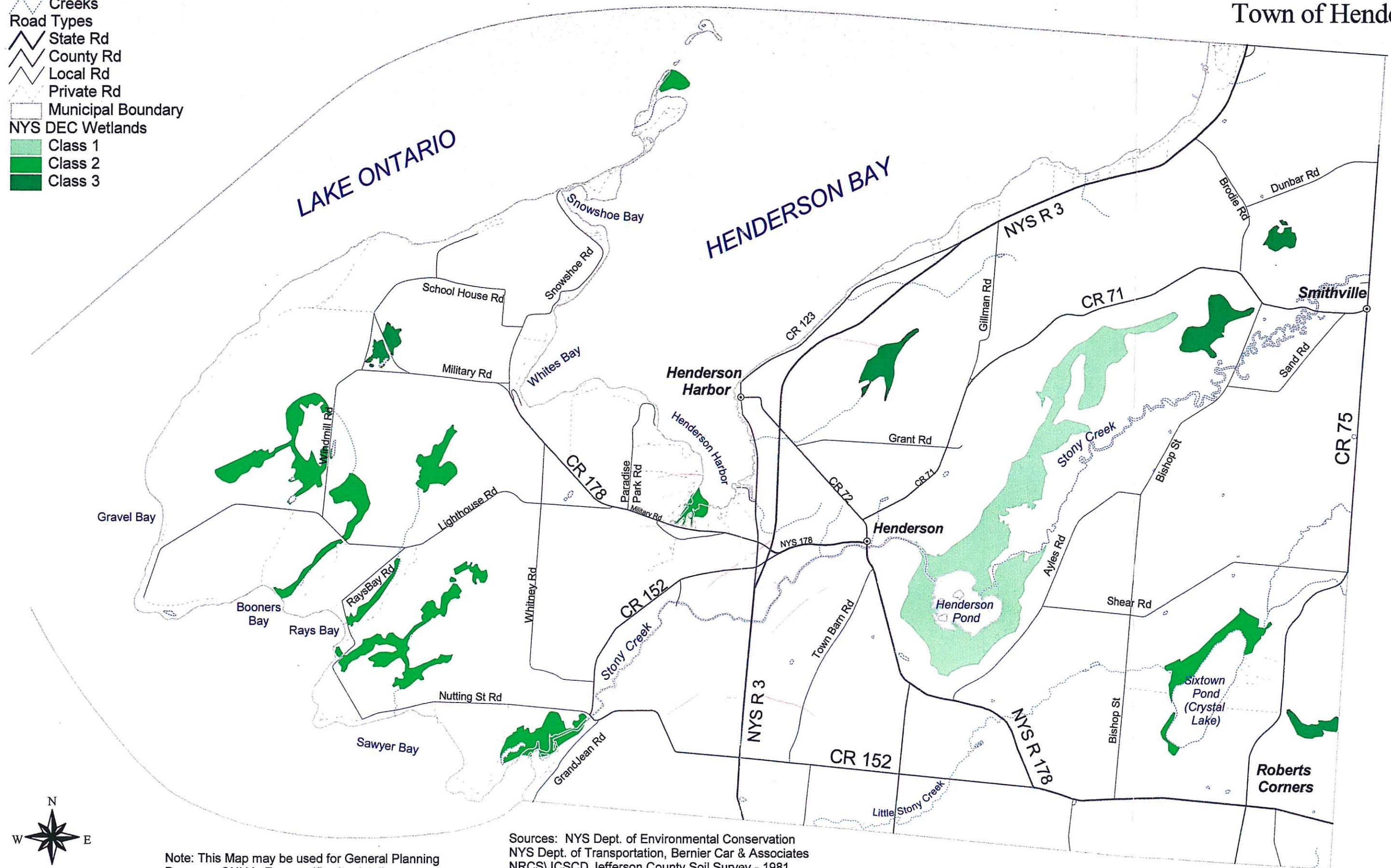
Floodplains

Floodplains are federally designated areas that are at risk to flooding. Such areas were mapped by the Federal Emergency Management Agency (FEMA) throughout much of Jefferson County. The program and mapping was designed to limit development in

CREEKS, WATER BODIES, & STATE DESIGNATED WETLANDS

Town of Henderson

- Hamlets
- ~ Creeks
- Road Types**
 - State Rd
 - County Rd
 - Local Rd
 - Private Rd
- Municipal Boundary
- NYS DEC Wetlands**
 - Class 1
 - Class 2
 - Class 3



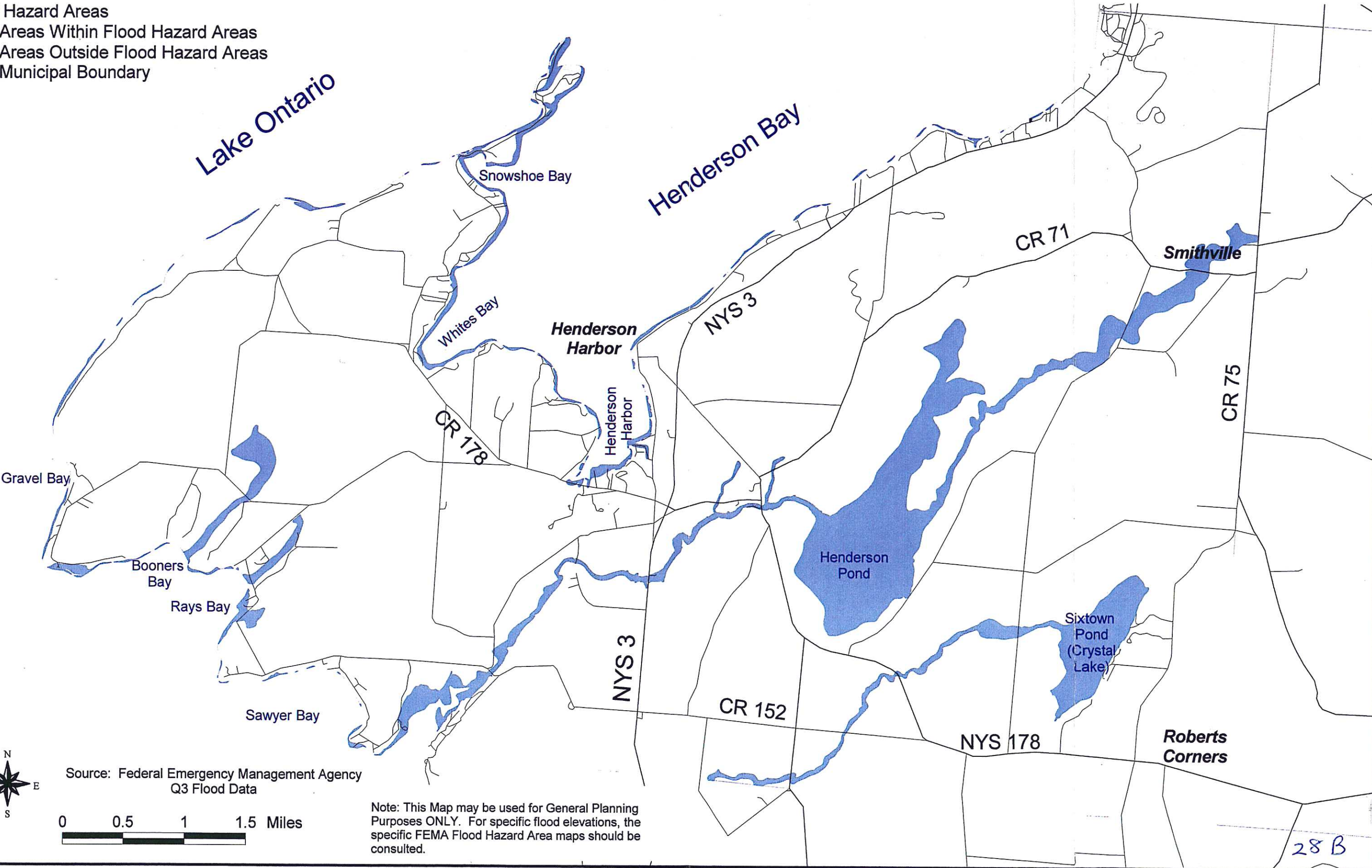
Note: This Map may be used for General Planning Purposes ONLY. For specific site details, more specific maps or information should be consulted.

Sources: NYS Dept. of Environmental Conservation
 NYS Dept. of Transportation, Bernier Car & Associates
 NRCS/JCSCD Jefferson County Soil Survey - 1981
 Jefferson County Real Property Tax Maps 2001.
 Henderson Comprehensive Plan Committee, fall 2001 - winter 2002
 Historical Driving Tour (West Side & East Side): Henderson Historical Society

- Road Types
- Interstate
 - State & County
 - Local

- Flood Hazard Areas
- Areas Within Flood Hazard Areas
 - Areas Outside Flood Hazard Areas
 - Municipal Boundary

FLOOD HAZARD AREAS
Town of Henderson



Source: Federal Emergency Management Agency
Q3 Flood Data

0 0.5 1 1.5 Miles

Note: This Map may be used for General Planning
Purposes ONLY. For specific flood elevations, the
specific FEMA Flood Hazard Area maps should be
consulted.

28 B

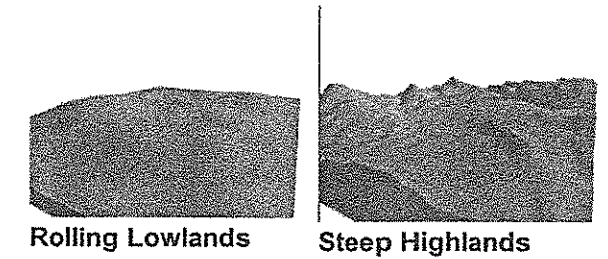
flood prone areas and to offer communities that participate an insurance mechanism for protecting properties at risk of flooding.

FEMA's Flood Insurance Rate Maps (FIRM) show areas at risk based upon historic, meteorologic, hydrologic, and hydraulic data, as well as open-space conditions, flood control measures, and development. Such flood prone areas have a 1 percent or greater chance of being flooded during any given year. Such areas have a 26 percent chance of flooding during a 30-year period.

If development is proposed in or near flood prone areas, the FIRM maps should be consulted. Community officials then use the maps to administer floodplain management regulations and therefore mitigate flood damage. Lending institutions and Federal agencies use the Flood Maps to locate properties and buildings to determine whether flood insurance is required when making loans or providing grants for the purchase or construction of buildings. Development should be monitored and avoided within such areas to protect the function of the floodplains as well as the health, safety, and property of the community's residents.

Topography - Landform

The way the landscape is shaped, ie. its landform, typically gives an area its unique identity or its 'sense of place.' As mentioned previously, landform or topography also determines or influences the direction which development will expand, the potential for certain types of development, the costs of providing services and ultimately, the value of land. Flat land, for example, can ease some development costs affording greater accessibility, however, it may contain drainage



difficulties. Rolling land offers views of the surrounding landscape, while development costs may begin to increase. Similarly, steeply sloping land can increase private and public development costs in terms of services and road construction dramatically.

The topography in Henderson varies, ranging from flat and rolling lowlands to steep highlands and cliffs. The rolling lowlands are generally characterized by relatively flat to rolling land which slopes gently towards Lake Ontario as shown by the Topography and Scenic Resources Map. This area has a high water table, as evidenced by numerous wetlands and ponds. The two largest ponds in the area are Sixtown Pond and Henderson Pond. The steep highlands and cliffs are characterized by steep and rolling highlands and high limestone cliffs that drop abruptly, some 60 to 100 feet, into the waters of Lake Ontario. This sharp drop off presents a spectacular view to boaters on the lake, as well as providing a scenic overview from the landward side. The highland areas also contain rock outcrops, a shallow depth to bedrock, and some areas of loamy soils (fertile soils containing clay and sand with other humus). There are several steep highland areas along the northern portion of the Town, as shown by the Topography and Scenic Resources Map.

Scenic resources

Many areas in Henderson have sweeping views of the Lake, harbors, farmfields or otherwise have spectacular views. Along New York State Route 3, also known as the Seaway Trail Scenic Byway as it transects the Town, there are several examples of such views visible from the roadway. The Seaway Trail Corridor in the Town contains agricultural operations, wooded areas, residential areas and a few businesses. The scenic views and their relative locations are shown on the Topography and Scenic Resources Map.

Such scenic views and Scenic Byways provide the Town with unique character and natural beauty which residents and visitors have deemed essential to their quality of life. They've also determined scenic resources protection as an essential issue.

Geology

Much of central and western Jefferson County, including Henderson, was covered by a sea 450 million years ago that eventually left a belt of limestone across much of the area. Since that time, the glaciers and erosion left extensive flat areas and ledges of almost bare limestone in several areas in and around the Town, as described in the above sections and following section regarding soils.

There are certain areas in Henderson that have more recent deposits of glacial, fine sand and other materials overlying the limestone bedrock. Such materials are 1) swamp, and other organic deposits, buried stream channels, and filled in lakes; 2) lake clays and silts; 3) glacial stream, outwash, and beach gravels; and 4) some glacial tills: ground moraine and drumlins found near Roberts

Corners as shown on the Surficial Geology Map.






General Soil-Types

Soil-types were grouped into general soil map units in the Soil Survey of Jefferson County, New York by the USDA Soil Conservation Service in 1981. According to the Soil Survey, Henderson is comprised primarily of three general soil map units, with small portions of the Town classified in two other general soil map units. The three major units are: #9, Bendson-Newstead-Galoo-Rock outcrop, #10, Chaumont-Galoo-Wilpoint-Guffin, and #11, Collamer-Galway-Niagra. The two units of minor extent are: #17, Plainfield-Windsor-Deerfield and #19, Saprists-Aquents-Groton-Minoa.

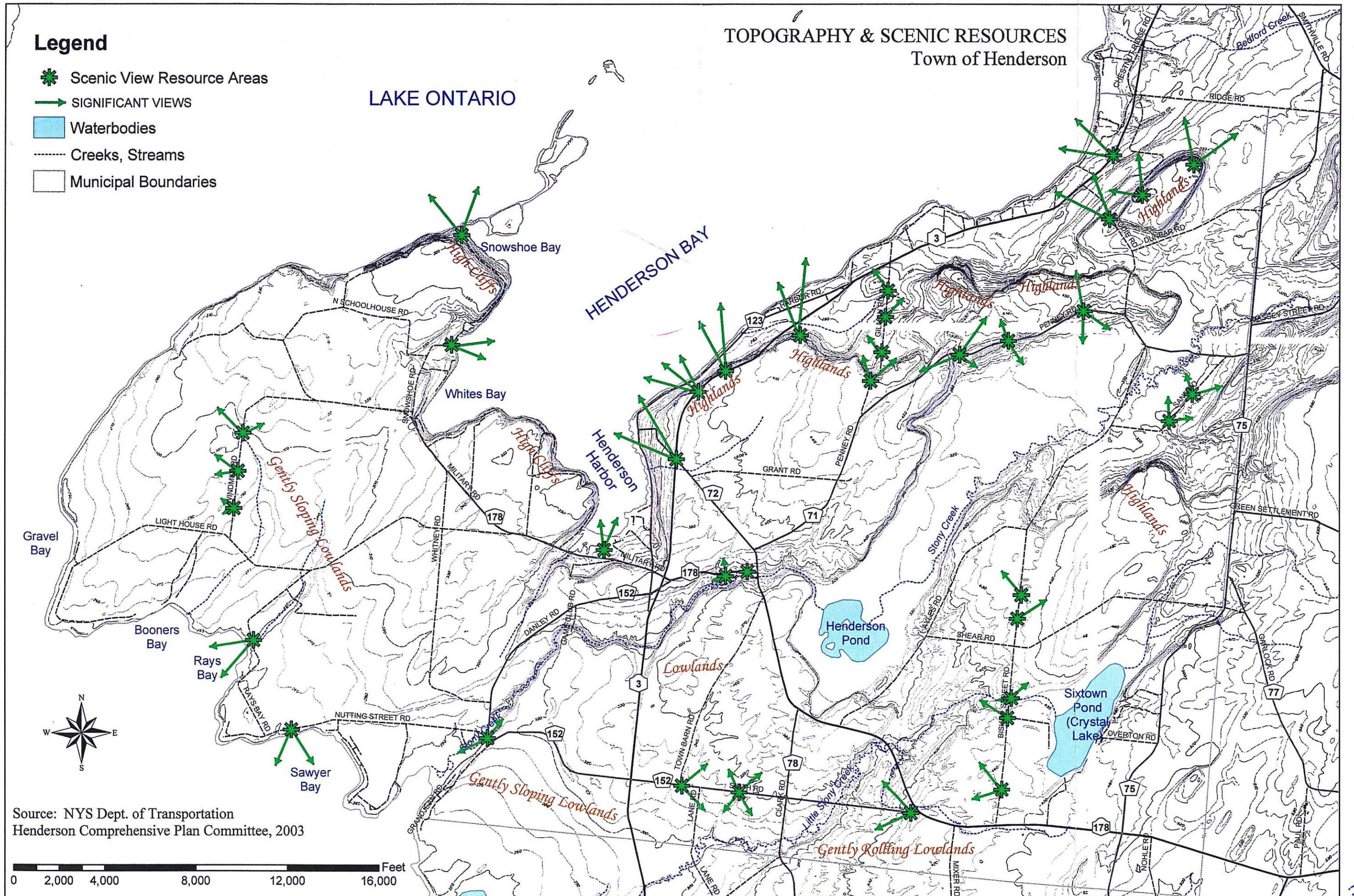
The general soil map unit #9, Bendson-Newstead-Galoo-Rock outcrop, consists of soils ranging from moderately deep to very shallow, excessively drained to poorly drained, loamy soils and rock outcrops on lowland plains and uplands. This unit's landscape mainly consists of areas ranging from nearly level to strongly sloping areas underlain by bedrock, and some steep to very steep escarpments. Slopes range from 0 to 50 percent, however, it is mainly in the 0 to 15 percent range. Within Henderson, it dominates the western and southeasterly portions of the Town.

The general soil map unit #10, Chaumont-Galoo-Wilpoint-Guffin, consists of soils ranging from moderately deep to very shallow, excessively drained to very poorly drained, and clayey or loamy soils on lowland plains. This unit's landscape mainly consists of undulating and depressional plains underlain by bedrock. Slopes range from 0 to 15

Legend

-  Scenic View Resource Areas
-  SIGNIFICANT VIEWS
-  Waterbodies
-  Creeks, Streams
-  Municipal Boundaries

TOPOGRAPHY & SCENIC RESOURCES Town of Henderson

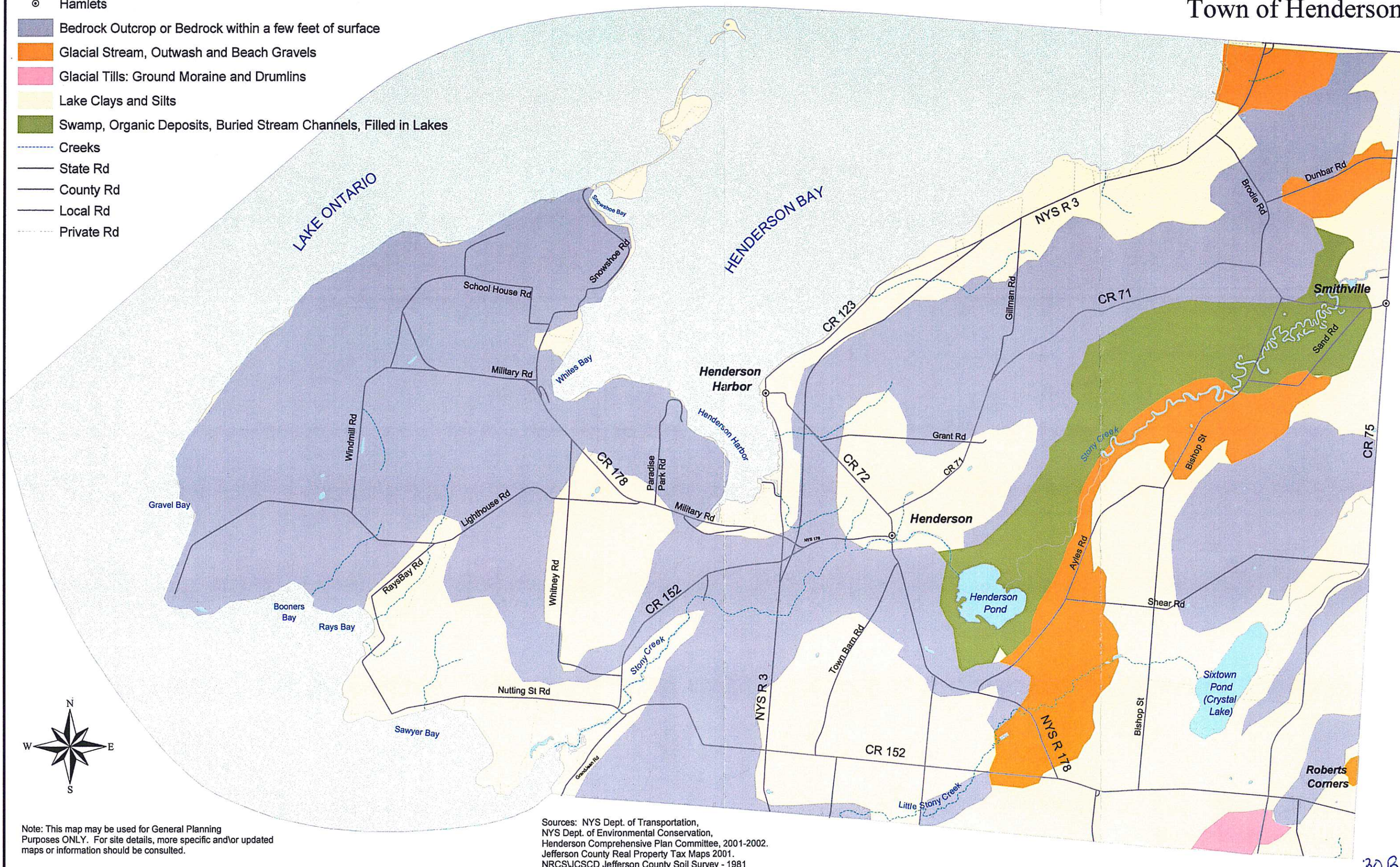


Source: NYS Dept. of Transportation
Henderson Comprehensive Plan Committee, 2003

Legend

- Hamlets
- Bedrock Outcrop or Bedrock within a few feet of surface
- Glacial Stream, Outwash and Beach Gravels
- Glacial Till: Ground Moraine and Drumlins
- Lake Clays and Silts
- Swamp, Organic Deposits, Buried Stream Channels, Filled in Lakes
- Creeks
- State Rd
- County Rd
- Local Rd
- Private Rd

SURFICIAL GEOLOGY Town of Henderson



Note: This map may be used for General Planning Purposes ONLY. For site details, more specific and/or updated maps or information should be consulted.

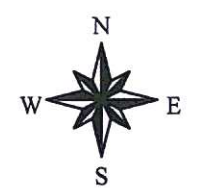
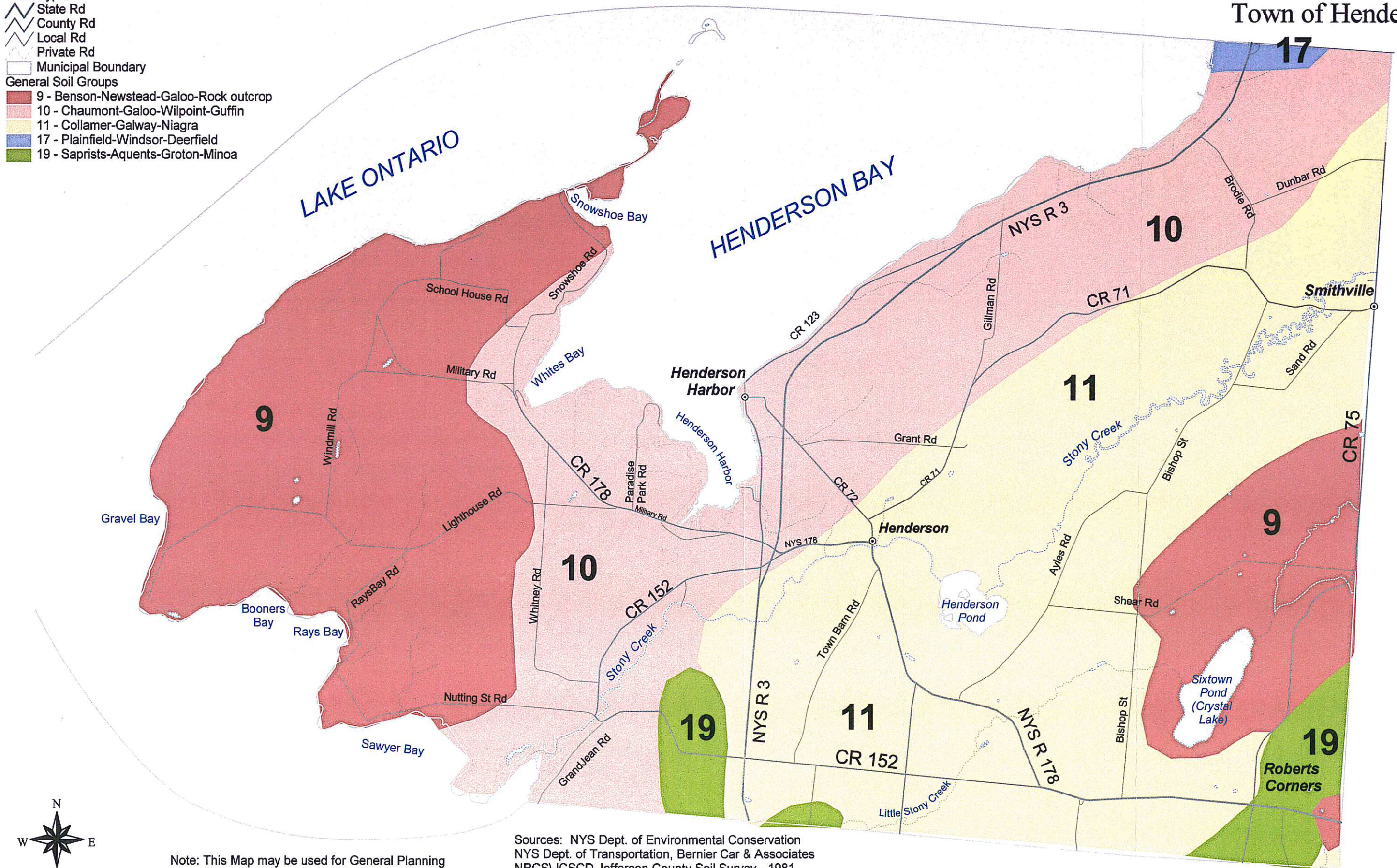
Sources: NYS Dept. of Transportation,
NYS Dept. of Environmental Conservation,
Henderson Comprehensive Plan Committee, 2001-2002.
Jefferson County Real Property Tax Maps 2001.
NRCS/JCSCD Jefferson County Soil Survey - 1981

- Hamlets
- ~ Creeks
- Road Types
 - State Rd
 - County Rd
 - Local Rd
 - Private Rd
- Municipal Boundary

- General Soil Groups
- 9 - Benson-Newstead-Galoo-Rock outcrop
 - 10 - Chaumont-Galoo-Wilpoint-Guffin
 - 11 - Collamer-Galway-Niagra
 - 17 - Plainfield-Windsor-Deerfield
 - 19 - Saprists-Aquents-Groton-Minoa

GENERAL SOIL MAP GROUP UNITS

Town of Henderson



Note: This Map may be used for General Planning Purposes ONLY. For specific site details, more specific maps or information should be consulted.

Sources: NYS Dept. of Environmental Conservation
 NYS Dept. of Transportation, Bernier Car & Associates
 NRCS/JCSCD Jefferson County Soil Survey - 1981
 Jefferson County Real Property Tax Maps 2001.
 Henderson Comprehensive Plan Committee, fall 2001 - winter 2002
 Historical Driving Tour (West Side & East Side): Henderson Historical Society

percent, but is mostly 0 to 8 percent. Within Henderson, it transects the center of the town in a southwesterly-northeasterly direction.

The general soil map unit #11, Collamer-Galway-Niagra, consists of soils ranging from very deep and moderately deep, well drained to somewhat poorly drained, and loamy soils on lowland plains. This map unit's landscape mainly consists of areas ranging from nearly level to strongly sloping plains interspersed with areas glacial till soils that are underlain at relatively shallow depths by bedrock. Slopes range mainly from 0 to 15 percent. Within Henderson, it transects the center of the town in a southwesterly-northeasterly direction to the east of the #10 map unit.

The general soil map unit #17, Plainfield-Windsor-Deerfield, consists of soils ranging from very deep, excessively drained to moderately well drained, sandy soils on terraces and plains. This map unit's landscape mainly consists of areas ranging from nearly level to sloping, interspersed with some rolling to hilly areas. Within Henderson, it is located on the northern edge of the Town in the Wescott's Beach State Park area.

The general soil map unit #19, Saprists-Aquents-Groton-Minoa, consists of soils ranging from very deep, very poorly drained, organic soils and very poor drained, somewhat poorly drained, excessively drained sandy or loamy soils on lowland plains. This map unit's landscape consists mainly of bogs and marshes surrounded by higher terraces and ridges. Slopes range from 0 to 50 percent in a few places, but is mainly 0 to 1 percent. Within Henderson, the unit is located in the southeasterly corner of Town, and a portion on the west side of NYS Route 3 south of Stony Creek.

Prime Farmland

Prime farmland is defined by the USDA as the land that is best suited to producing food, feed, forage, fiber and oilseed crops. It has the soil quality, growing season, and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime farmland produces the highest yields and requires less energy and resources on average, and farming it results in the least damage to the environment.

Prime farmland soils identified in Henderson are shown on the Soil Suitability Map. The general criteria for prime farmland are as follows: a generally adequate and dependable supply of moisture from precipitation or irrigation, favorable temperature and growing-season length, acceptable levels of acidity or alkalinity, few or no rocks, and permeability to air and water. Prime farmland is typically not excessively erodible, is not saturated with water for long periods, and is normally not flooded during the growing season.

Septic System Suitability

Soil-types in Henderson, described above, continue to influence development levels throughout the Town. Most of the soils or conditions present have limitations for private septic system placement.

Soils in the Town were also classified according to their ability to support on-site septic systems by the Soil Survey. Such septic systems consist of septic tank absorption fields in which effluent from a septic tank is distributed into the soil through subsurface tiles or perforated pipe. The following ratings are based on soil properties, site features, and

observed performance of the soils. Permeability, a high water table, depth to bedrock or to a cemented pan, and flooding affect absorption of the effluent. Large stones and bedrock or a cemented pan also interfere with installation.

The limitations are considered *slight* if soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome. The limitations are considered *moderate* if soil properties and site features are not favorable for the indicated use and special planning, design or maintenance is needed to overcome the limitations. The limitations are considered *severe* if soil properties or site features are so unfavorable that special design, significant increases in construction costs, and possibly increased maintenance are required. Refer to the soils maps.

Unsatisfactory performance of septic tank absorption fields, including excessively slow absorption of effluent, surfacing of effluent, and hillside seepage, can affect public health. Ground water can be polluted if highly permeable sand and gravel or fractured bedrock is less than 4 feet below the base of the absorption field, if slope is excessive, or if the water table is near the surface. There must be unsaturated soil material beneath the absorption field to effectively filter the effluent.

The following sections describe several areas in the Town that are impacted by inadequate sewage treatment, with other sources of contaminants.

Impaired Water Quality

Henderson Bay, and Stony Creek have

degraded environments as reported by the NYS DEC, and Henderson Bay and Stony Creek were identified as priority watersheds by the Jefferson County Water Quality Coordinating Committee in a 2002 Water Quality Strategy report. The reduced water quality of Henderson Bay was also discussed in the 2000 document New York's North Coast: A Troubled Coastline, published by the Lake Ontario Embayments Initiative.

Henderson Bay

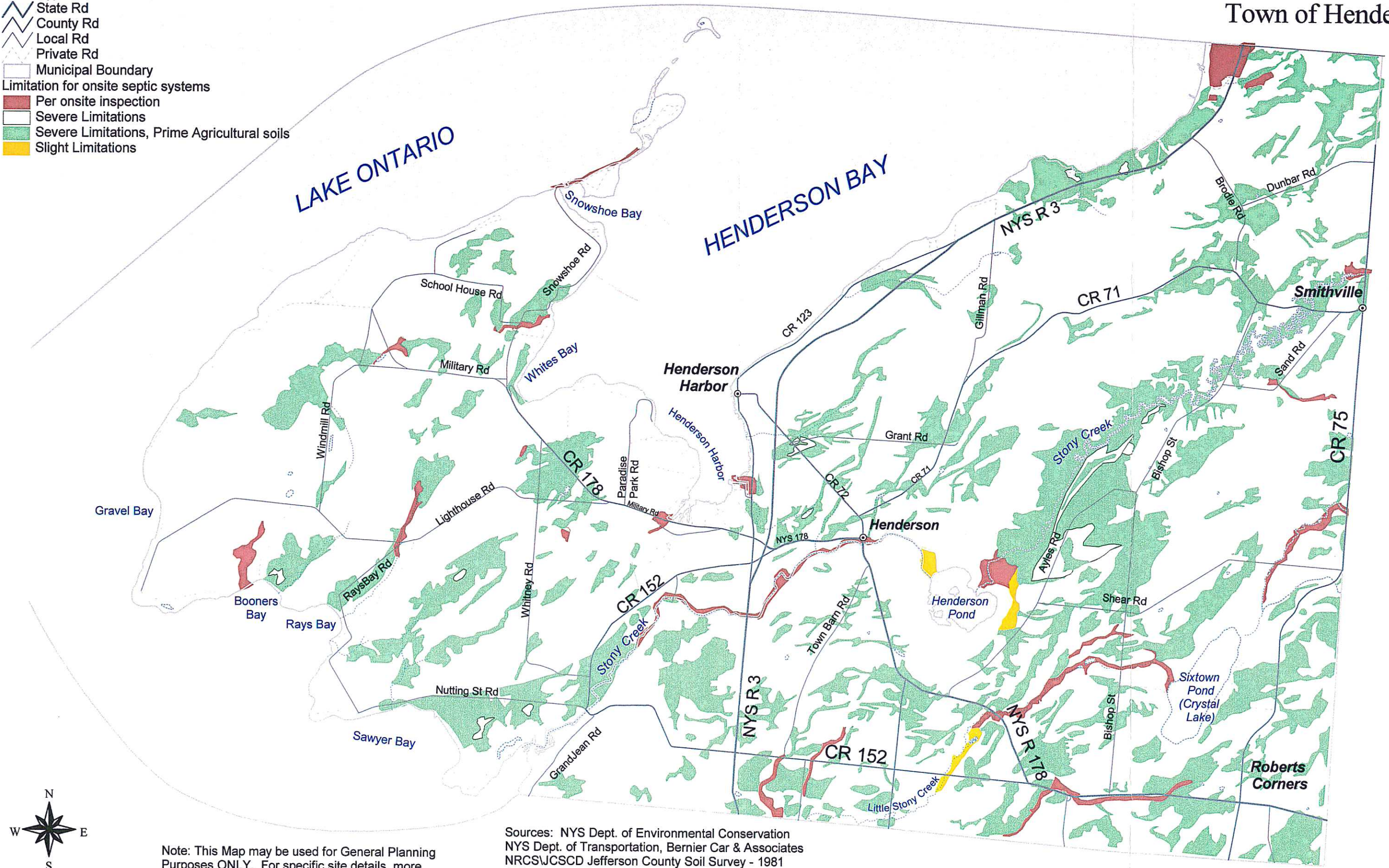
According to the abovementioned Lake Ontario Embayments Initiative, several uses in Henderson Bay are impaired and/or stressed. Due to documented discharge of inadequately treated sewage into the Bay from the Hamlet of Henderson Harbor, public bathing and fish consumption are impaired. Also contributing are the failing on-site sewage systems around the Bay which contribute pathogens and nutrients that lead to excessive algae and aquatic weed growth, an increase in oxygen demand, and in general a decrease in water quality and aesthetic beauty of Henderson Bay. The use of the Bay for water supply, recreation, and the abovementioned aesthetics are also stressed as a result.

Public bathing at Wescott State Park has been threatened by pathogens and aquatic weed growth. The pollutants have also impacted the quality of the drinking water drawn by Sackets Harbor. In addition to a health advisory for fish caught in Lake Ontario described below, the following fish caught in Henderson Harbor have a consumption advisory: white perch, white sucker, rainbow trout, lake and brown trout, and coho salmon.

Among the pollutants known to be found in the bay are: pathogens, nutrients, and priority

SOIL SUITABILITY for PRIVATE SEPTIC SYSTEMS
Town of Henderson

- Hamlets
- Creeks
- Road Types
 - State Rd
 - County Rd
 - Local Rd
 - Private Rd
- Municipal Boundary
- Limitation for onsite septic systems
 - Per onsite inspection
 - Severe Limitations
 - Severe Limitations, Prime Agricultural soils
 - Slight Limitations



Note: This Map may be used for General Planning Purposes ONLY. For specific site details, more specific maps or information should be consulted.

Sources: NYS Dept. of Environmental Conservation
NYS Dept. of Transportation, Bernier Car & Associates
NRCS/JCSCD Jefferson County Soil Survey - 1981
Jefferson County Real Property Tax Maps 2001.
Henderson Comprehensive Plan Committee, fall 2001 - winter 2002
Historical Driving Tour (West Side & East Side): Henderson Historical Society

organic compounds such as PCB's, Mirex and Dioxin. Pollutants are causing an increase in oxygen demand, and affecting aesthetics such as odors and aquatic weeds. The sources for these pollutants, as mentioned above, are known to be failing and/or inadequate on-site systems serving dwellings and businesses along the Bay, toxic contaminated sediment, and inadequately treated sewage discharges from the Hamlet of Henderson Harbor. NYS DOH and NYS DEC confirmed the sources of the problem based on sanitary surveys conducted in 1993, and later surveys.

Stony Creek

Two uses in Stony Creek are possibly stressed, fish reproduction/growth, which is the primary impairment, and aesthetics. The possible pollutants are silt, sediment, and nutrients, which probably come from agriculture, highway construction, failing on-site septic systems in the Hamlet of Henderson, and an oil spill at St. Lawrence Explosives on Kellogg Road in the Town of Adams.

Siltation in the lower portion of the creek, below Henderson Dam, appears to limit habitat. A fishery assessment of the creek noted the siltation and suggested a beaver dam could be contributing to the problem.

Little Stony Creek

Little Stony Creek also has suspected pollutant stresses. Aquatic life including fish are stressed, with nutrients from agricultural operations listed as the source of contaminant.

Lake Ontario

Lakewide impairments to fish consumption include Trout, Salmon, Channel catfish,

American eel, Carp, White sucker, Walleye, and Smallmouth Bass. Actual impairments can fluctuate annually based on testing and recommendations from NYS DEC. For an updated list of impairments, please consult the most recent fishing guide or NYS license information.

Significant Habitat

Several areas in Henderson consist of Significant Habitats for various birds, deer, fish and other wildlife. They've been identified and listed in the New York State Natural Heritage Program because of their unique characteristics. Stony Point High Rocks and Stony Point is an Identified Significant Waterfowl Wintering Area, a Deer Wintering Area, and its Lime Barrel Shoals are an Identified Fish Spawning Area. Henderson Pond and its associated wetlands are an Identified Migratory Bird Resting Area. Although technically located in the Town of Hounsfield, Little Galoo Island and Stony Island are both Identified Significant Habitats as a Bird Nesting Area and a Waterfowl Wintering Area respectively. They both lie due west of the Town on Lake Ontario. Such areas are identified as having statewide significance and have played a role in Henderson's development.

Endangered Species

Currently, the Great Lakes Population of the Piping Plover is listed as an Endangered Species. Throughout the rest of its North American range, it is also listed as Threatened. Historically, its range included the Eastern Lake Ontario shoreline from the Salmon River in Oswego County to Stony Point in the Town of Henderson, Jefferson County.

In the Great Lakes region, Piping Plovers breed and raise young mainly on sparsely vegetated beaches, cobble pans, and sand spits of glacially formed sand dune ecosystems along the Great Lakes shoreline. Habitat destruction and degradation are pervasive and have reduced physically suitable habitat. Human disturbance and predators further reduce breeding and wintering habitat quality and affect survival. Contaminants, as well as genetic and geographic consequences of small population size, pose additional threats to piping plover survival and reproduction.

CHAPTER 4. TRANSPORTATION
FACILITIES

Road Mileage

Traffic within the Town of Henderson travels along various state, county and town or local roads and highways. Town Roads comprise the greatest amount of mileage, with nearly forty miles of roads consisting of fifty percent of the automotive road system. County Roads comprise the second most amount of mileage, with nearly twenty-five miles consisting of almost a third of the system. State Roads include about fourteen miles, consisting of almost eighteen percent of the system.

Traffic Levels

Automobiles, trucks and other vehicles use the road system in their round-trip daily commute to work, recreate, purchase goods at retailers and for many other purposes. Also, deliveries are made, tourists travel, and some traffic goes through Town on its way to other destinations. Such traffic is measured periodically as well as estimated by the State Dept. Of Transportation and by the County Highway Department on their respective roadways. This is performed to measure traffic levels to help insure the roadways are operating within their design capacity levels or identify areas of concern. Please refer to the Average Daily Traffic Level Map on the following page, or the Traffic Level table to the right.

This information can also be useful to planners when examining a proposed project along a certain road, highway or intersection to help identify its potential traffic impact to the existing system. For example, a given business or group of homes generate a typical number of vehicular trips per day based on the

Table 2. Town of Henderson Roads		
Ownership/Maintenance	Mileage	Percent
New York State	14.11	17.98%
Jefferson County	24.64	31.40%
Town of Henderson	39.71	50.61%
Total	78.46	

Source: Compiled by Jefferson County Highway Dept. & Region 7, NYS Dept. of Transportation

Table 3. Traffic Levels - State and County Roads		
Average for any 24-hour period		
Roadway	Number of Vehicles	
NYS Route 3		
		2,000
		1,867
NYS Route 178		
		1,282
		820
County Road 71		
		825
		168
		92
		216
County Road 72		
		337
		679
		836
County Road 75		
		712
		412
		313
		605
County Road 78		
		208
		13
County Road 123		
		265
		433
County Road 152		
		418
		444
		471
		152
source: Compiled by Jefferson County Highway Dept. & Region 7, NYS Dept. of Transportation		

size of business, number of homes, etc. Such numbers can be weighed or compared to existing traffic levels. Clearly when a road or intersection is designed for a given number of vehicles and a proposed project is planned that will generate or lead to a number of vehicles greater than the design capacity, improvements to the roadway or intersection should be considered at some point.

Henderson Harbor - Parking & Traffic Congestion

During the fall, winter and spring, Harbor Road and the Henderson Harbor area has minimal traffic levels with only occasional parking concerns. During the summer, however, parking and traffic along Harbor Road at the restaurants, marinas, motels and homes in the area can often be problematic.

Small developed lots with minimal off-street parking areas often result in vehicular parking on the narrow road along both shoulders at times. This can make vehicular travel hazardous, and at times, very difficult in some areas. Pedestrian traffic must also share the same road because of the lack of sidewalk or other pedestrian way. Each summer, complaints are logged and solutions surmised. A large parking area or scattered parking areas as well as pedestrian facilities or a similar solution is needed.

Marinas and Other Boating Related Facilities

Henderson's lakeshore, including Henderson Harbor, contains several large and small marinas, docking facilities, and a few waterfront restaurants and motels, as well as a large RV resort with a Marina. Please refer to the Harbor Area Map. Such businesses rely

on the summer lake boating season, including: sailing, charter fishing, and power boats large and small. They capitalize on the unique topography and landforms in and around Henderson Harbor.

Boat Launches

There are several boat launch facilities in Town. One at Wescott's Beach State Park on the northern edge of Town, and another State Launch on Stony Creek near Sawyer Bay off GrandJean Road on the Southern edge of Town. The state also has a third car-top boat launch at Sixtown Pond (Crystal Lake) accessible from NYS Route 178 in the southeastern area of Town.

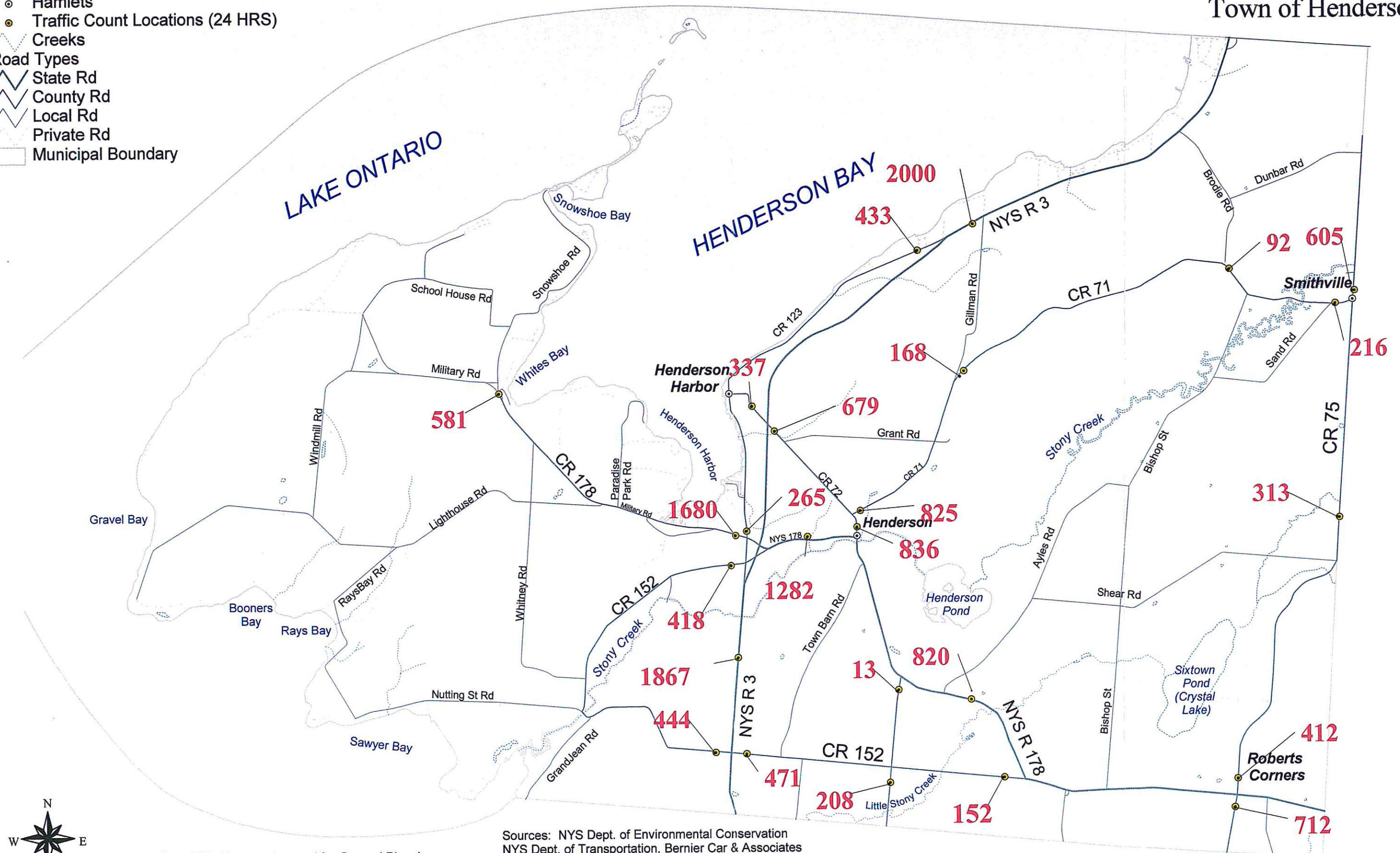
In Henderson Harbor, the Town operates a boat launch on the southern end of the Harbor that also includes some picnic areas with scenic views of the harbor northward. It is located off County Road 178 west of NYS Route 3. All the public boat launch locations are shown on the Public Land Map on the following page. Other boat launches can be found in the numerous marinas throughout Henderson Harbor.

Personal Watercraft

As personal watercraft use has increased, bay congestion and other safety and aesthetic concerns have increased in several areas. Concerns typically involve confined areas such as small lakes, bays or harbors. Growing numbers of people in Henderson Harbor have shared their concerns publicly as uses and potential conflicts seem to be on the rise.

AVERAGE DAILY TRAFFIC LEVELS Town of Henderson

- Hamlets
- Traffic Count Locations (24 HRS)
- ~ Creeks
- Road Types
 - State Rd
 - County Rd
 - Local Rd
 - Private Rd
- Municipal Boundary



Note: This Map may be used for General Planning Purposes ONLY. For specific site details, more specific maps or information should be consulted.

Sources: NYS Dept. of Environmental Conservation
 NYS Dept. of Transportation, Bernier Car & Associates
 NRCS/JCSCD Jefferson County Soil Survey - 1981
 Jefferson County Real Property Tax Maps 2001.
 Henderson Comprehensive Plan Committee, fall 2001 - winter 2002
 Historical Driving Tour (West Side & East Side): Henderson Historical Society

CHAPTER 5. COMMUNITY FACILITIES

Community facilities are buildings, lands, and services or other public improvements which serve the community. Public roads, parks, water districts, fire stations, and libraries are a few examples of community facilities.

The Town of Henderson has a wealth of public or community facilities and has worked to increase such services while minimizing public expenditures in doing so. Most recently, a project funded through grants and a low interest loan included construction of the municipal water district mentioned above. Work continues to secure grants to fund a municipal sewer district to serve the two hamlet communities. Other community facilities include a state park and boat launches, the public library, fire station, Town Hall, and Town boat launch. Additional public recreation areas include the El Dorado Nature Preserve and the Mark Hopkins Performing Arts Center.

Parks & Recreation

Wescott's Beach State Park, in the northernmost corner of Town on NYS Route 3, consists of 319 acres including a beach and swimming area, picnic areas, campsites, beach volleyball, and other facilities. It also includes a high bluff and lookout, with camping & hiking trails along areas approaching the bluff.

In the Hamlet of Henderson, a small overlook called Salisbury Mills contains park benches that overlook the water falls on Stony Creek as it flows through the Hamlet. This area is owned and maintained by the Town of Henderson Fire District Commissioners. On the former Henderson Central School grounds, located on County Road 72 in the Hamlet,

there is "A Place To Play," owned by the Town. This public park also includes a building with a pavilion with picnic area, galley kitchen and restrooms. Active recreation facilities include a baseball field, children's playground, seasonal volleyball area, and tennis courts. A paved parking area and storage barn for the recreation equipment are also onsite.

The former Wehle Lands on Stony Point have been taken over by New York State and are now State Park Lands. There are several hundred acres that include non-motorized trails and parking areas affording access for hunting, as well as some areas that limit hunting. Such wilderness trails also lead to areas with views of Lake Ontario from bluffs.

Other public areas include the State's Radar Range which is used as a hunting area and the El Dorado Nature Preserve. The Nature Preserve is owned by the Nature Conservancy and is located in the southwestern portion of the Town of Henderson and neighboring northern portion of the Town of Ellisburg. It is a 360 acre nature preserve that serves as a spring and fall migratory bird resting and feeding area. It is open spring to fall and includes nonmotorized trails, and is located off GrandJean Road.

Another wildlife area is located just to the south from El Dorado, the Black Pond Wildlife Management Area. It includes 500 acres and is part of a 4,950 acre Eastern Lake Ontario Marshes and Bird Conservation Area. The Black Pond Wildlife Management Area includes a 2,700 hundred foot trail that includes 1,800 feet of elevated wooden boardwalks winding through bogs, across a small creek channel and over fragile dunes to a spectacular sandy beach.

The Mark Hopkins Performing Arts Center is a non-profit group and historic building that holds musical performances, plays, a Farmer's and Crafter's Market on Saturdays during the summer months, and have other events as finances and volunteer hours allow. Another program currently offered is a sixteen week Summer Arts Course. The Center is located on an eighteen acre site which may also include trails and picnic areas when they are developed.

The Henderson Harbor Yacht Club, Inc. and their Henderson Harbor Water Sports Programs offer water sports, swimming and boating courses, as well as traditional sailing instruction, racing, and social activities. They also offer transient and lease docks, mooring areas, a guest cottage, kitchen and bar facilities including a brick patio, swimming beach and parking facilities.

Municipal Water District

The newly created Water District Number 1 system was completed during the 2002 construction season. It serves the Hamlets of Henderson and Henderson Harbor. It is shown on the Water District and Potential Sewer District Map. At this time, there are over 100 residences served, 1 church, 5 restaurants, 4 motels, 2 marinas, the gas station, general store, fire station, and the Town Highway garage and Town Offices served by the district.

The Water District is served by about 24,000 linear feet of 8 inch water mains, 12,000 linear feet of 3/4 inch lateral piping, 30 hydrants and a 125,000 gallon storage tank. The water treatment facility is located on the east side of NYS Route 3 across from what is known as "The Lookout." A 2nd water district is

currently in the discussion stages.

Potential Sewer District

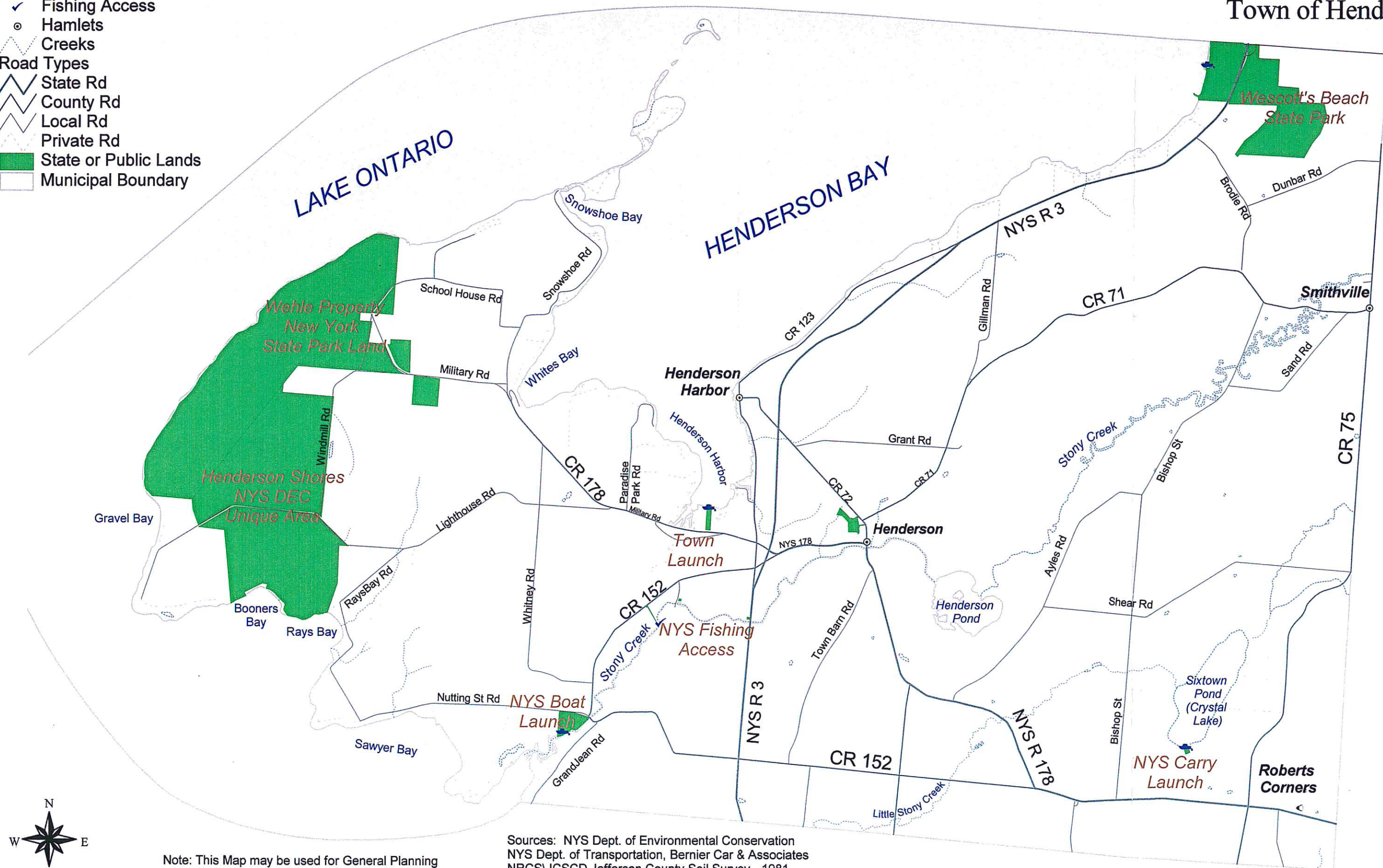
During discussions regarding the need for a municipal water system and after several actions taken by New York State, a sewer district or a more effective method of treating on-site sewage has been discussed and in some cases required. Such a district could include all, if not most, restaurants and businesses along the Henderson Harbor portion of Henderson Bay. Originally, discussions involved serving the Hamlet of Henderson as well, however, federal and state funding sources have since modified their level of potential funding commitment to an amount that could only serve one community or the other at this time. It is recommended that if faced with an either/or scenario, septic systems from the Henderson Harbor area and their ongoing influence in Henderson Bay and Lake Ontario be served during the initial stages of such a district. As funding allows, Henderson should then be served as initially discussed, if possible. Please refer to the Water District and Potential Sewer District Map on the following page.

Library

The Town's library is located in the Hamlet of Henderson, on NYS Route 178. The library is open on Monday and Wednesday from 1pm to 8 pm, Tuesday from 9am to 12 pm, and Saturday from 9 am to 1 pm. The library's holdings total 15,792 volumes, which include 12,316 books. The remaining 3,476 volumes are comprised of serials, periodicals, videos, and CD-ROM's. The CD-ROM's are educational, and the videos are mostly educational, with some children's videos and classics. The library currently has three

PUBLIC LAND Town of Henderson

- Water Access**
- Boat Launch
 - Fishing Access
 - Hamlets
- Creeks**
- Road Types**
- State Rd
 - County Rd
 - Local Rd
 - Private Rd
- State or Public Lands**
- Municipal Boundary**



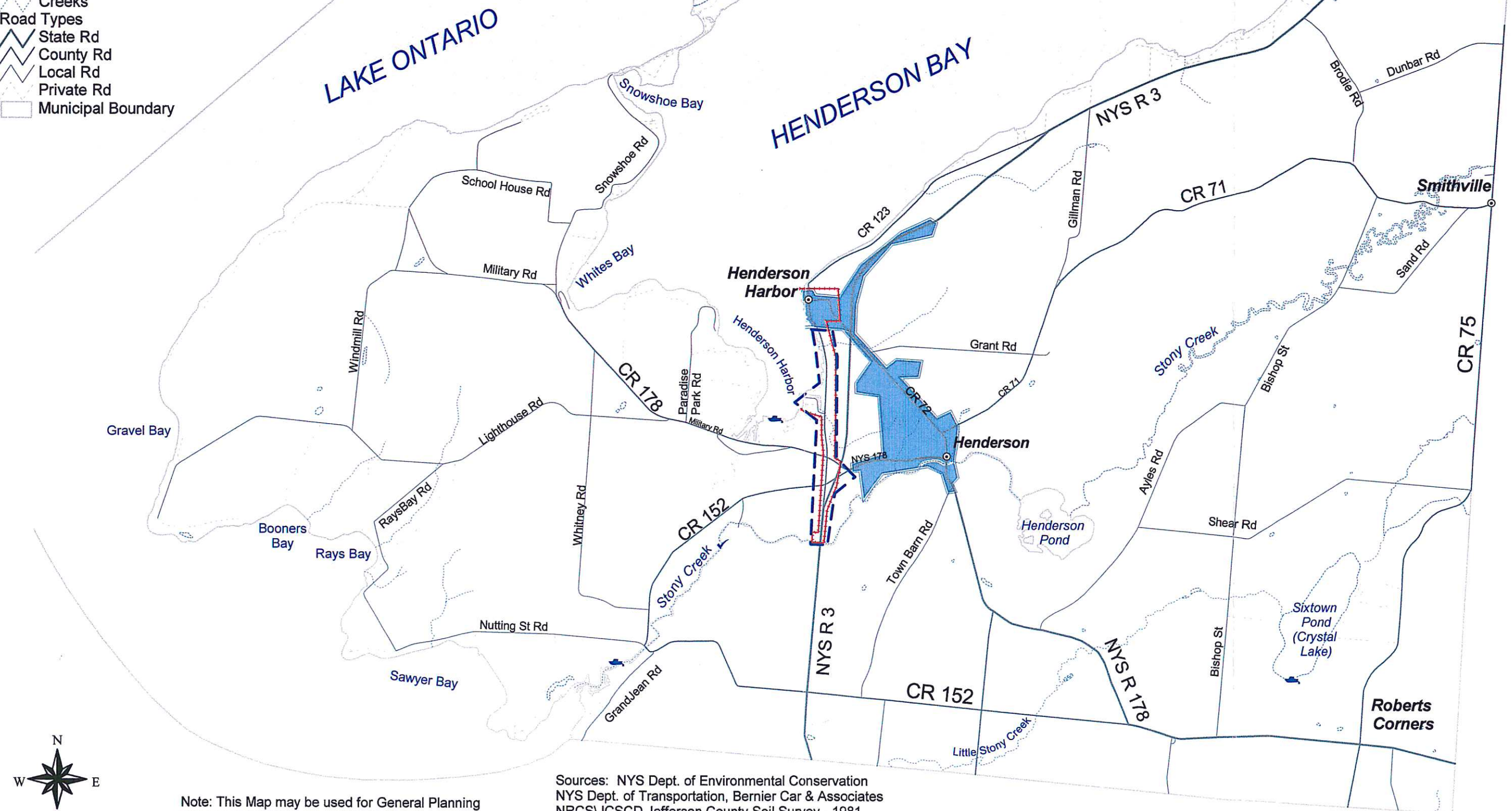
Note: This Map may be used for General Planning Purposes ONLY. For specific site details, more specific maps or information should be consulted.

Sources: NYS Dept. of Environmental Conservation
 NYS Dept. of Transportation, Bernier Car & Associates
 NRCS/JCSCD Jefferson County Soil Survey - 1981
 Jefferson County Real Property Tax Maps 2001.
 Henderson Comprehensive Plan Committee, fall 2001 - winter 2002
 Historical Driving Tour (West Side & East Side): Henderson Historical Society

WATER DISTRICTS & POTENTIAL SEWER DISTRICT Town of Henderson

Approximate Water Project Area

-  District #1
-  District #2
-  Potential Sewer District
-  Harbor Area System
- Water Access**
 -  Boat Launch
 -  Fishing Access
 -  Hamlets
 -  Creeks
- Road Types**
 -  State Rd
 -  County Rd
 -  Local Rd
 -  Private Rd
 -  Municipal Boundary



Note: This Map may be used for General Planning Purposes ONLY. For specific site details, more specific maps or information should be consulted.

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 Jefferson County Real Property Tax Maps 2001.
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 Historical Driving Tour (West Side & East Side): Henderson Historical Society

computers with high speed internet access for public use. The library is planning to expand their hours of operation as it is able to do so.

Post Offices

Currently, the US Postal Service has a Post Office located in Henderson Harbor on County Road 123 and another in the hamlet of Henderson on New York State Route 178.

Town Hall

The Town Highway Department is located on Town Barn Road near the Hamlet of Henderson. It includes the town offices and facilities for Town trucks and other vehicles and equipment.

CHAPTER 6. STRUCTURES, LAND USE, AND CHARACTER

The Town of Henderson has experienced various influences during its developed history. The proximity of Lake Ontario and its associated creeks providing fresh water and power, allowed initial settlement with its sustainable farming, related mills and their resource extraction activities. Ship building and large sailing vessel related activities were also fostered by the lake, the nearby available wood products and labor cultivated boat construction, captains and early guide boats and guides. During that time, seasonal and water related visitation with its hotels and services also flourished. With the advent of the automobile, personal sailboat, power boat, cottage and charter development, seasonal visitation and tourism has continued to this day. Likewise, technology influenced farming activities, as refrigeration, long distance delivery along with farm machinery and farming methods improved, productivity increased allowing people the freedom to pursue other work forms. During this century, many of these activities continue to shape Henderson.

How Henderson's land and structures were used in the past, how its land and structures area currently developed and most importantly how they will be developed in the future is critical in shaping Henderson's quality of life for its residents and visitors. It is this community character that people settle in, visit, and promotes growth and reinvestment.

The following sections provide discussion and illustrate Henderson's developed structures and land uses throughout the Town and its associated communities. Seasonal and year-round residential, businesses, farms and

agricultural resources, historic structures and overall character areas are discussed and shown on several maps. The purpose of such information is to provide the foundation for discussing future development throughout the Town.

Seasonal Residential

The lakeshore has attracted visitors for over one hundred years. During that time, many have established seasonal homes along the shoreline to visit and recreate each summer for generations. Although there used to be nearly twice as many seasonal homes as year-round, as Chapter 2 illustrates, the number of seasonal homes declined slightly, from 1990 to 2000. However, many of these seasonal homes were simply converted to year-round residences. The Existing Structure and Land Use Map shows the distribution of such seasonal homes that primarily follow the Lake Ontario shoreline and its harbors and bays. They can also be found along Sixtown Pond's shore. The Map also shows the location of year-round residences.

Single-Family Year-Round Residential

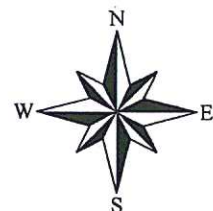
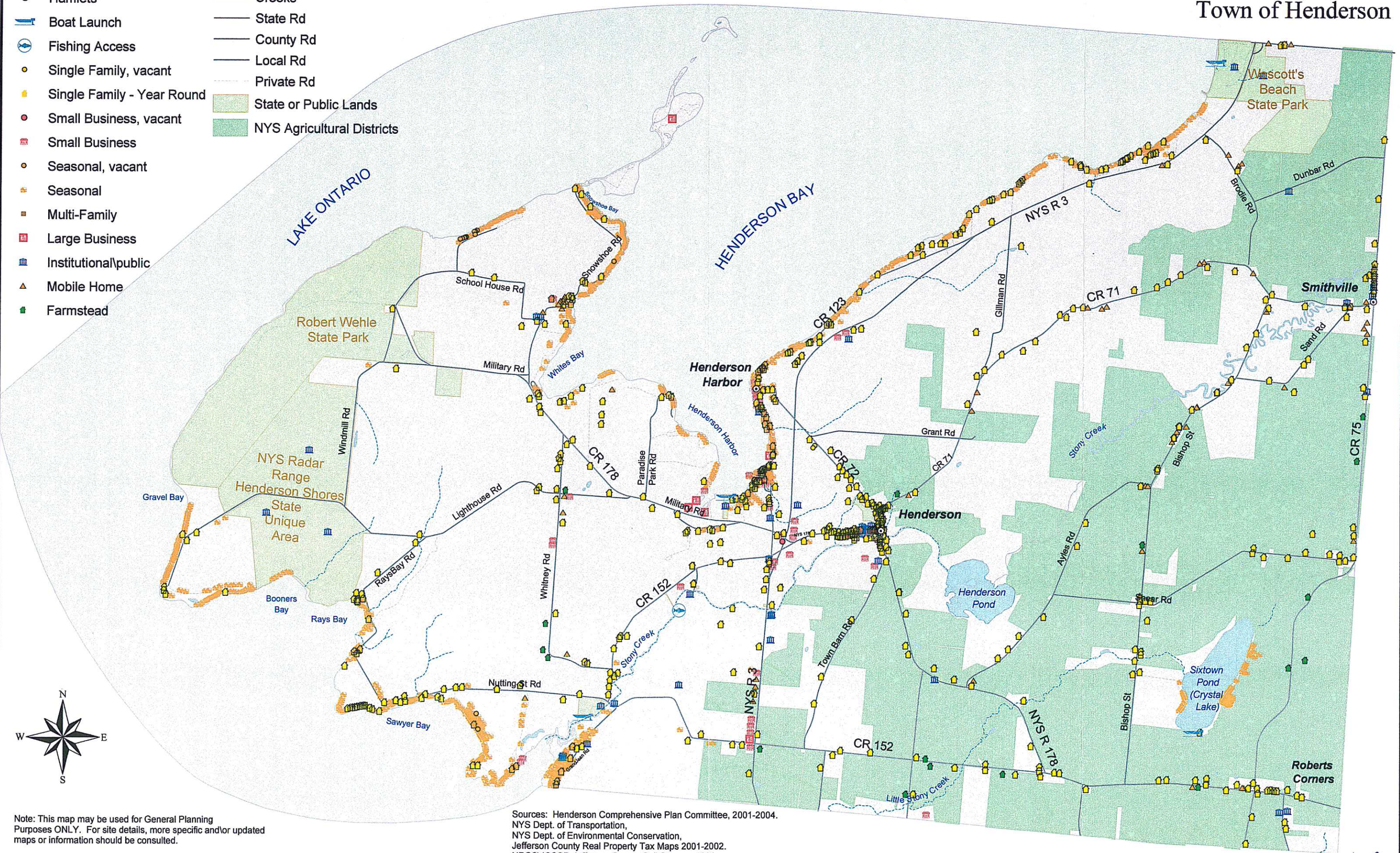
Year-round single-family homes comprise roughly 40 percent of the housing units in the Town of Henderson. Their distribution is most dense within the Hamlet of Henderson, followed by the Henderson Harbor area with scattered single-family homes along roads and intermingled among the seasonal homes along many waterfront areas as the Existing Structure and Land Use Map illustrates. As additional seasonal homes are converted for year-round use, their numbers increase with the demand for year-round services.

The Existing Structure and Land Use Map

Legend

- Hamlets
- ⚓ Boat Launch
- 🎣 Fishing Access
- Single Family, vacant
- 🏠 Single Family - Year Round
- Small Business, vacant
- 🏢 Small Business
- Seasonal, vacant
- 🏠 Seasonal
- 🏠 Multi-Family
- 🏢 Large Business
- 🏢 Institutional/public
- 🏠 Mobile Home
- 🏠 Farmstead
- Creeks
- State Rd
- County Rd
- Local Rd
- Private Rd
- 🌳 State or Public Lands
- 🌳 NYS Agricultural Districts

EXISTING STRUCTURES & LAND USE Town of Henderson



Note: This map may be used for General Planning Purposes ONLY. For site details, more specific and/or updated maps or information should be consulted.

Sources: Henderson Comprehensive Plan Committee, 2001-2004.
NYS Dept. of Transportation,
NYS Dept. of Environmental Conservation,
Jefferson County Real Property Tax Maps 2001-2002.
NRCS/JCSCD Jefferson County Soil Survey - 1981

also illustrates mobile home locations. They are located primarily along Town Roads, typically within the agricultural areas, with a few scattered along the lakeshore.

Businesses

Small and large commercial businesses are also shown on the Existing Structures and Land Use Map. Many of the businesses are either along the waterfront, in the hamlets or are distributed along New York State Route 3, the National and State Scenic Byway.

As indicated by their location, a portion of the businesses in town are either directly or indirectly tied to the waterfront, charter fishing or other water related uses. The marinas, motels, several of the restaurants, and general store type businesses can be found in Henderson Harbor or other waterfront areas. Several of the remaining businesses are primarily located in the Hamlet of Henderson, being the gas station/grocery store, auto repair shop, and other related businesses. As noted above, there are also businesses found along the primary New York State highway, either capitalizing on the spectacular scenic views, or the high amount of traffic.

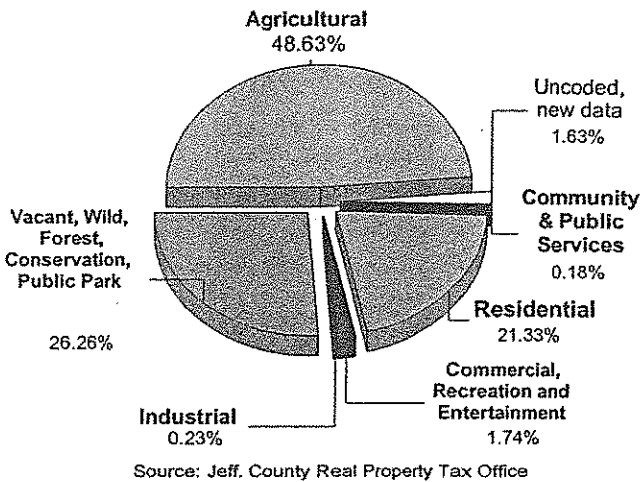
Therefore, many businesses in the Town of Henderson either directly or indirectly depend on Henderson’s location and landforms, being Lake Ontario, the lakeshore’s dramatic cliffs and ridges allowing views of the lake and surrounding farm fields and wooded areas. Such character and scenic quality are critical to Henderson’s economic survival and quality of life.

Telecommunication Towers

As cell phones have increased in popularity,

Figure 28. Land Use by Acreage

Property Assessment Data: Town of Henderson - 2002



related cell towers have been proposed and constructed throughout much of the County along Interstate-81 and other travel corridors. Although Henderson is a rural community, it had two telecommunication towers proposed during the past several years. Neither tower had been constructed, however, and the Town was faced with addressing additional tower facility proposals. Any new proposals should be viewed in the context of their need as well as their visual impact on the scenic quality and visual character of the community. Although additional Towers may be proposed, the Town should consider whether the previous approvals would have provided adequate service and rendered the additional proposals unnecessary. Furthermore, the potential visual impacts such towers will have on the significant lakeshore and harbor communities should be considered and mitigated through location on existing tall structures, co-location, height limits and camouflaging techniques.

Agricultural Resources

Although Henderson has significant lakefront resources and water related development, nearly half of the Town’s acreage is still farmed, as Figure 28 indicates. Based upon

the NYS Agricultural Districts that cover much of the eastern half of the Town and the farm fields also prevalent in the middle portion of Town, (as shown on the Character Areas Map) farming affects a large portion of property in Henderson. The Existing Structures and Land Use Map illustrates the location of the state Agricultural Districts and the related farmstead residences.

Character Areas/Landforms

The above structures and land uses, when recognized in their associated landscape/landform type, comprise the various character areas throughout the Town. There are five general Character Areas identified throughout Henderson. The Character Areas Map shows their locations and general areas of extent. The Character Areas are described below.

Waterfront Seasonal Residential

The Waterfront Seasonal Residential Character Area consists of the lakeshore, harbor and bay areas where seasonal residences predominate. The Lake Ontario shoreline and Sixtown Pond shoreline include the primary areas. Steep ridges and cliffs as well as gently rolling topography also create much of character of the areas.

Open Recreation

The Open Recreation Character Area consists of the State Park and State Boat Launches, as well as the NY State Park Lands. Such public lands, being permanent public open space intended for recreation purposes, will provide recreation opportunities well into the future. They also provide views of the surrounding landscape from highlands, rolling lowlands, beaches as well as from cliffs.

Community

The Community Character Area consists of the two Hamlets, with Year-round Single-Family and Seasonal Residential, as well as associated small businesses and institutional uses along the Henderson Harbor waterfront and Henderson-Stony Creek areas. Also included are the smaller communities of Smithville and Roberts Corners which primarily consist of groupings of homes and institutional uses.

Open Forested & Rural Residential

The areas in Town with open undeveloped brush and wooded areas, with scattered homes are considered the Open Forested & Rural Residential Character Area. It is characterized by undeveloped brush and forested areas, with scattered homes on generally larger lots, and smaller farm fields. As indicated in Figure 26, (previous page) both the Open Forested and Open Agricultural & Rural Residential areas comprise roughly 75 percent of the Town's acreage.

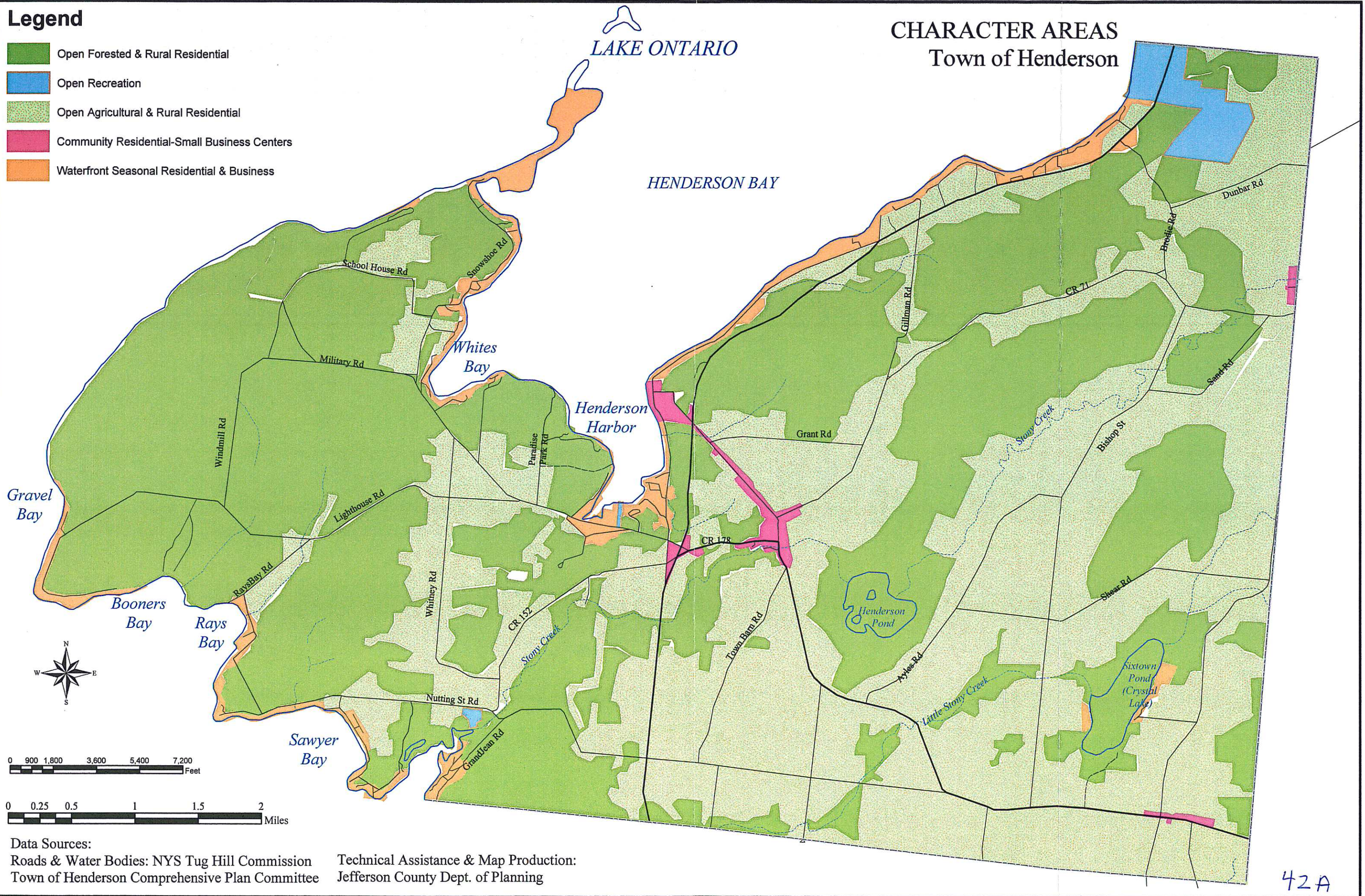
Open Agricultural & Rural Residential

The more open farmed areas with scattered homes in the Town are considered the Open Agricultural & Rural Residential Character Area. They are also shown on the Character Areas Map. The openness is associated with farm fields and otherwise undeveloped land and forests, as well as homes that are less densely developed with generally larger lots than in the community areas. Many of the farms and related rural homes occur on gently rolling areas or lowlands and therefore allow sweeping scenic views of the countryside. This character area is also historically significant as it relates to Henderson's

Legend

- Open Forested & Rural Residential
- Open Recreation
- Open Agricultural & Rural Residential
- Community Residential-Small Business Centers
- Waterfront Seasonal Residential & Business

CHARACTER AREAS Town of Henderson



Data Sources:
Roads & Water Bodies: NYS Tug Hill Commission
Town of Henderson Comprehensive Plan Committee

Technical Assistance & Map Production:
Jefferson County Dept. of Planning

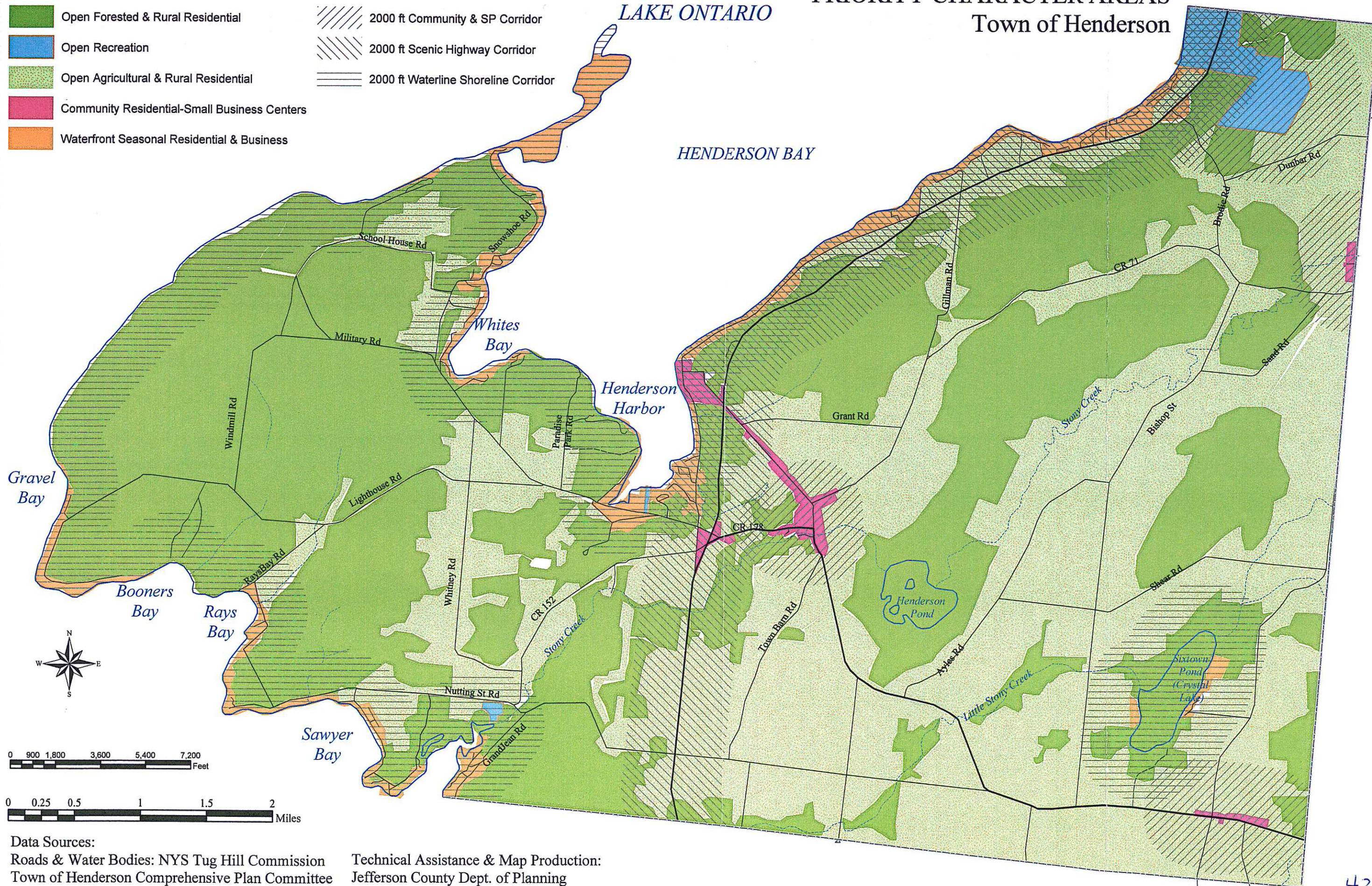
Legend

- Open Forested & Rural Residential
- Open Recreation
- Open Agricultural & Rural Residential
- Community Residential-Small Business Centers
- Waterfront Seasonal Residential & Business

- 2000 ft Community & SP Corridor
- 2000 ft Scenic Highway Corridor
- 2000 ft Waterline Shoreline Corridor

LAKE ONTARIO

PRIORITY CHARACTER AREAS Town of Henderson



Data Sources:
Roads & Water Bodies: NYS Tug Hill Commission
Town of Henderson Comprehensive Plan Committee

Technical Assistance & Map Production:
Jefferson County Dept. of Planning

heritage of farming. As noted above, both the Open Forested and Open Agricultural & Rural Residential areas comprise roughly 75 percent of the Town’s acreage.

Priority Character Areas

Certain Character Areas within the above described sections are of particular importance to the Town of Henderson. They represent areas with particularly spectacular scenic views and vistas, and collectively give Henderson its identity, or that which makes Henderson a unique, desirable place to live, work and visit. Such areas should not be overdeveloped, or developed with inappropriate uses and/or intensities. Further direction for such areas are found in the Town Vision Statement and its Goals, Strategies and Actions in the following section. The Priority Character Areas Map illustrates their location throughout the Town.

Historic Structures & Landmarks

As described in Chapter 1, Introduction, Henderson boasts of a rich and varied history with many famous figures and landmarks. Fortunately, many of the original home structures and landmarks exist today. Although some major structures have been lost such as most of the original waterfront hotels, many examples of the Town’s recent history are still standing. The Historic Structures and Landmarks Map shows many such locations throughout the Town. Visitors to the Town may also use the Historical Driving Tour brochures that were published by the Henderson Historical Society. There are two brochures, a West Side and an East Side brochure.

Such historic structures should be recognized

and/or protected when development actions are proposed. Their location relative to the proposal should be taken into account and any mitigation should be required or incompatibility discussed before approval.

For those structures on the National or State Register of Historic Places, or for those that have been nominated, even “unlisted actions” according to the State Environmental Quality Review Act (SEQRA) would then be considered “Type 1 actions” if they are within or are substantially contiguous to the historic property (please refer to the brief SEQRA summary below).

The Town may want to consider studying or analyzing its historic resources in a separate more detailed effort to further prioritize and identify those sites, landmarks or areas it wishes to officially protect. Such historic preservation methods through zoning amendments, a Design Review Board and/or a Landmark Preservation Law would provide additional protection measures for the Town’s historic resources.

The State Environmental Quality Review Act’s (SEQRA) purpose is to incorporate the consideration of environmental factors into an agency’s decision making process at the earliest possible time. Local agencies in Henderson are the Planning Board, Zoning Board of Appeals, and Town Board. An involved agency is a public body which has jurisdiction by law to fund, approve, or directly undertake an action. Actions are undertakings, funding or approving projects or physical activities (Discretionary Actions). Actions are also planning and policy making activities, and/or

adopting rules, regulations and procedures.

SEQRA distinguishes Actions in three categories: Type 1, Type 2, and Unlisted Actions. Type 1 Actions carry the presumption that they may have a significant adverse impact on the environment (example of a Type 1 Action: site plan approval of an 11 acre shopping center). Type 2 Actions have been categorically determined to not have a significant adverse impact on the environment (example of a Type 2 Action: issuance of a building permit). Unlisted Actions are not on the Type 1 or Type 2 lists, and fall below the Type 1 thresholds (example of an Unlisted Action: approval of a zoning change affecting 20 acres within a district).

For the complete explanation of SEQRA requirements, please refer to the New York State Dept. of Environmental Conservation.

INVENTORY PURPOSE

The preceding chapters and sections examine Henderson's past, as well as catalogue many of Henderson's current characteristics. Henderson's developed future will depend not only on pending demographics and the economy, but also upon steps taken now and beyond toward shaping the desired future image and condition of the Town. The inventory sections are intended to be used as the foundation for discussing the potential plan vision, goals and strategies. The following alternatives should be considered and discussed for the general direction that later steps may take. Recommendations, action plan steps and implementation tools

should be developed using the basis provided within this document in conjunction with a pending examination of the current zoning and subdivision laws.

INTRODUCTION TO PLANNING & IMPLEMENTATION ALTERNATIVES

What follows is a consideration of several planning and zoning alternatives facing Henderson. As noted throughout the plan, Henderson has applied for and secured grant funds to develop a municipal water district in the Hamlet of Henderson area. The Town is also attempting to secure Federal and State funds to develop a municipal sewer system to serve the Hamlet of Henderson Harbor area. Both steps, if successful, will improve development potential in the area. The Town, in preparing this Comprehensive Plan, is preparing for these potential development opportunities. In addition, several issues must be addressed by the Town as they affect and sometimes hinder community quality of life.

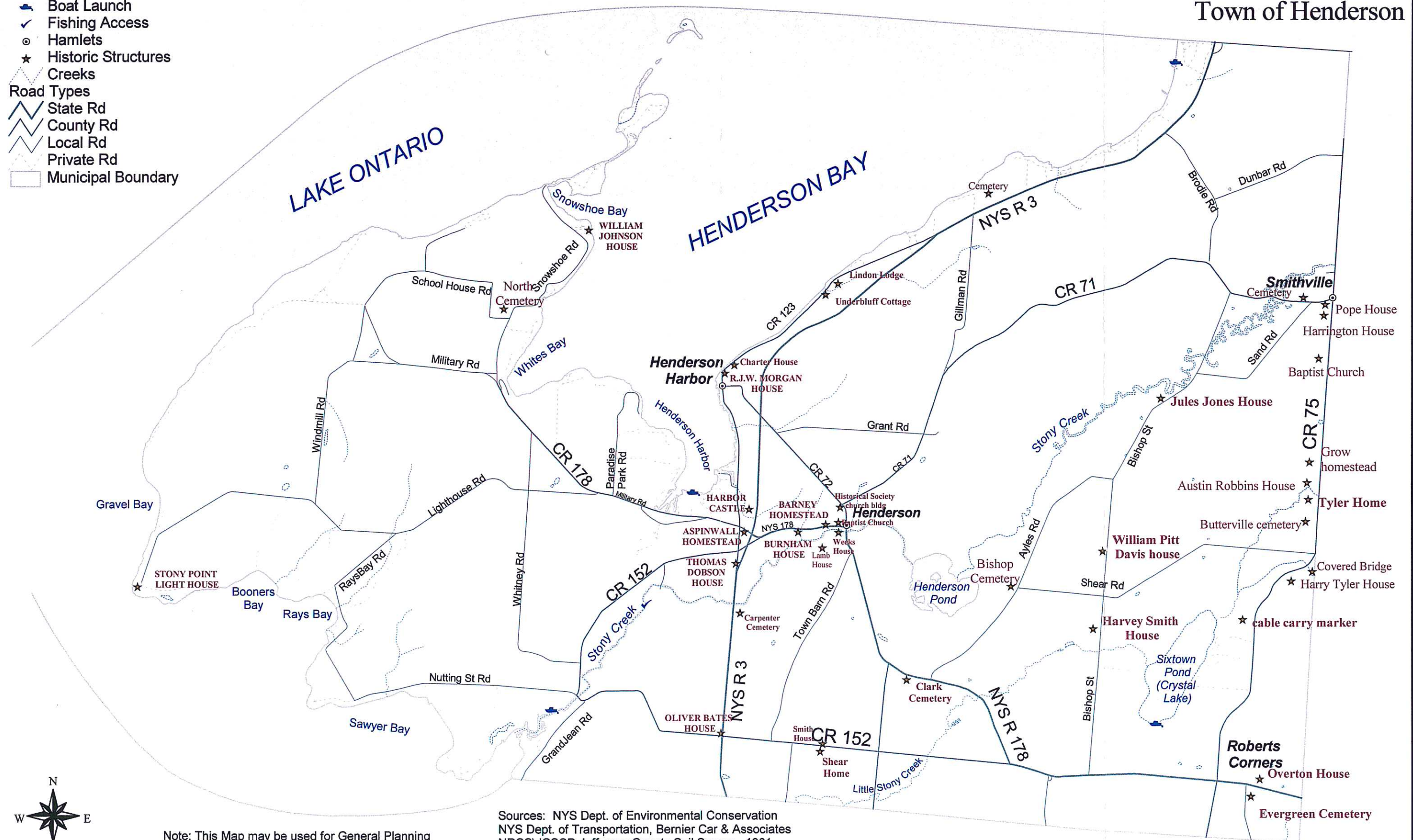
Therefore, the Town is also facing a crossroads in terms of maintaining its character and environment while continuing to offer growth and development potential. In order to balance development and scenic character with employment opportunities and environmental needs, the Town must consider several alternatives relating to future planning and zoning in the Town.

The following section illustrates four alternatives or courses of action that Town could take relating to planning and zoning. The alternatives are considered with their potential implications to allow discussion as well as to compare citizen survey preferences regarding future growth direction described in Chapter 1, Citizen Community Input.

HISTORIC STRUCTURES AND LANDMARKS

Town of Henderson

- Water Access**
- Boat Launch
 - Fishing Access
 - Hamlets
 - Historic Structures
 - Creeks
- Road Types**
- State Rd
 - County Rd
 - Local Rd
 - Private Rd
 - Municipal Boundary



Sources: NYS Dept. of Environmental Conservation
 NYS Dept. of Transportation, Bernier Car & Associates
 NRCS/JCSCD Jefferson County Soil Survey - 1981
 Jefferson County Real Property Tax Maps 2001.
 Henderson Comprehensive Plan Committee, fall 2001 - winter 2002
 Historical Driving Tour (West Side & East Side): Henderson Historical Society

Note: This Map may be used for General Planning
 Purposes ONLY. For specific site details, more
 specific maps or information should be consulted.

TOWN PLANNING & IMPLEMENTATION ALTERNATIVES

Alternative 1: Status quo - Continue to deal with development without any changes in policies or administration. This could continue to result in unplanned haphazard growth - where the municipality has to deal with development and any issues as it comes - and later retrofit solutions to problems after development occurs. An example of this is the continual difficulty with locating outside funding for a municipal sewer system to alleviate existing business and residential septic system failures in the Henderson Harbor area that impact water quality in the Harbor. Other issues facing the Hamlet include parking and pedestrian needs during the summer. As adequate width streets, sidewalks and sufficient vehicular parking were not provided historically or do not exist, therefore the Town is faced with attempting to find and retrofit solutions to such problems.

Potential Implications:

It is extremely difficult and costly to address adequate road access, municipal services and other development requirements after the fact, especially as growth occurs sporadically, on substandard lots and in different areas. Cumulative effects of growth cannot be dealt with adequately.

Alternative 2: Loosen requirements or restrictions - could result in higher levels of growth in some areas depending upon market demand, with higher levels of need for services, and increased effects on the environment. This scenario would then increase demand for retrofitted solutions to development related problems due to a potential lack of provisions, and a haphazard development pattern, (including spread out development in some areas ie. roadside sprawl). Such widespread unplanned development could erode Henderson's character, identity, and its special qualities, for example: its waterfront scenic views, scenic farm views and agricultural character could be eliminated over time.

Potential Implications:

It is very difficult and costly to address or improve road access, municipal services and other development requirements after the fact, especially as significant growth often occurs sporadically and in spread out areas. Cumulative effects of growth cannot be dealt with adequately. The character and qualities that make Henderson desirable for residents, businesses and tourists could erode and ultimately be significantly affected or altered.

Alternative 3: Tighten regulations or increase requirements - This could possibly result in less growth or development at least on the waterfront and in areas with substandard lots, as theoretically less areas could meet development requirements. This could result in a decrease in development related effects on the environment, with less of an increase in demand for municipal services and solutions to development related problems. Other areas capable of meeting the requirements could see and increase in growth as market forces respond to managed growth in appropriate areas with sufficient access, services, and facilities.

Potential Implications:

Less development and redevelopment could result in a cleaner environment in some areas, however, the vitality of the communities and character could change if reinvestment lessens or shifts away from some areas. The quality of life could lower in some areas as the incentive for expanding services or addressing community issues decreases and potential residents leave the community. However, in other areas quality of life could improve as such areas that meet the access and service needs of the new development take advantage of such appropriate growth opportunities. Community character could be affected as maintenance and reinvestment declines in some areas.

Alternative 4: Planned and managed Growth - Encourage growth consistent with a plan with an improved regulatory process by loosening some requirements and tightening others. This would also include a plan for services where growth is desired, fostering infill development, by bringing community assets to areas the community deems appropriate, such as municipal water and sewer or other facilities, trails, parks, public open space, etc. Amend regulations to foster development character, buffers, etc. Reasonable and consistent growth management (with necessary services and public facilities) typically gives developers and residents the confidence that their investments will be protected and maintain value.

Potential Implications:

Growth, redevelopment and new development in appropriate areas and areas with adequate road access - municipal services, trails, open space and parks, would result in areas and communities building upon its strengths, services and character thereby increasing the quality of life and vitality of the area. Development would address services and other needs from the onset, expansion of the tax base would occur without the burden of providing additional roads and services in under-served areas. Community character would be enhanced in some areas, and preserved in others while appropriate development occurs and includes character related provisions. Economic development opportunities would increase as scenic quality and character continues to drive demand and build upon itself in the area. Thereby investments that are maintained and protected typically encourages more investment over time.

VISION INTRODUCTION

The following Town-wide vision and goals serve as broad mission statements and directions that Henderson residents feel are important to aim for and attain. They are primarily related to the quality of life, land use development and planning. Strategies are somewhat more specific and address various components of each goal. The following vision, goals, strategies and their associated actions were developed by the Comprehensive Plan Committee based upon public survey input, several public input meetings, and the information and guidance provided by information about the community generated through the entire planning process. They were generated to be included in the Town’s Comprehensive Plan to direct the community.

In conclusion, the following vision and goals served as the foundation from which the subsequent strategies and actions of the Plan were devised. All elements of the strategies and actions in the Plan are to be developed, worked upon and finally implemented in order to achieve the vision or one or more of the associated goals.

OVERALL TOWN PLANNING VISION

“Encourage development types and services in suitable areas that enhance town character while preserving or enhancing priority areas and maintaining the natural scenic qualities of the Town. Appropriate development should occur while protecting homes, retaining open fields and green spaces.”

Physical Conditions Goal Enhance and protect lake, creek and wetland water quality.

Strategy 1 - Pursue funding sources for municipal sewer services for waterfront businesses & dwellings.

ACTION a: Ongoing application by the Town to serve the Hamlet areas with municipal water and the Harbor area with municipal sewer services.

Strategy 2 - Limit the density of development along the waterfront and other areas that lack municipal sewer service.

ACTION b: Consider issuing only the area variances that meet all the required tests, especially where small lots have poor soils, unless sufficient lot area exists for adequate well and on-site septic system treatment.

Strategy 3 - Use the soil types and their individual septic system placement limitations to help ensure adequately sized lots are provided for residential structures.

Scenic Resources Goal Enhance and protect the priority character and scenic resource areas throughout the town.

Strategy 4 - *Foster compatible development and mitigate potential visual impacts within priority character and scenic resource areas.*

ACTION c: Examine character compatibility techniques including landscaping, land uses and lot coverage and placement, for possible inclusion in the Zoning Law.

Transportation Goal **Enhance traffic flow in congested areas and address parking needs.**

Strategy 5 - *Determine potential parking needs in congested areas and time periods to alleviate congestion, which could be implemented to improve traffic flow.*

ACTION d: Examine the Harbor commercial areas, determine their parking needs and locate potential parking areas or other techniques for adding parking capacity.

Strategy 6 - *Identify existing and potential recreation trails and pathways to locate needed recreation and support facilities.*

ACTION e: Examine existing and potential recreation areas and trails throughout the Town, to attempt to identify potential future projects and other needs in the community.

Strategy 7 - *Inventory and survey boat mooring areas, existing launches, docks and marina facilities to identify potential marine development needs.*

Strategy 8 - *Address town highway design and shoulder construction, regarding the recent trend in farm equipment toward heavier and wider machinery, within agricultural areas.*

ACTION f: Discuss issue with Town Highway Superintendent for upcoming projects.

Community Facility Goal **Expand municipal services, recreation and/or park opportunities where needed to address town and community needs.**

Strategy 9 - *Prioritize municipal services, recreation areas and parks areas to identify where additional resources or facilities are needed.*

ACTION g: Catalogue and prioritize additional projects, including recreation and/or park areas to examine additional funding sources.

Economic Goal **Preserve existing jobs and encourage small scale and large scale economic development where suitable\appropriate and feasible to foster a diverse local economy.**

Strategy 10 - *Encourage the prosperity and expansion of small businesses and farm operations to preserve the area's unique character and heritage, to promote agriculture and tourism and their related economic benefits, and to preserve the integrity of the town's visual landscape and scenic qualities.*

ACTION h: Update the zoning district map and zoning law to protect existing land uses and encourage compatible development types to enhance the community.

Strategy 11 - *Encourage economic development in appropriate areas to encourage employment opportunities for current and future residents.*

Land Use and Structures Goal **Foster development in suitable\appropriate areas that enhances town and community character, quality of life and preserves property values.**

Strategy 12 - *Encourage residential and business development in appropriate areas that is harmonious with or adds to community character while promoting compatibility between mixed uses.*

ACTION i: Update the zoning district map and zoning law to protect existing land uses and encourage compatible development in scale, type and character to enhance the community.

Strategy 13 - *Prioritize community areas and seek funding sources for municipal services to foster appropriate development levels.*

ACTION j: same action under Strategy 9.

Strategy 14 - *Protect and promote waterfront businesses, agricultural areas and farms to ensure the character and scenic qualities of the waterfront, scenic highways, and community corridor areas are preserved.*

ACTION k: Update the zoning district map and zoning law to protect existing land uses and encourage compatible development in scale, type and character to enhance the community.

Strategy 15 - *Encourage the restoration and protection of historically significant sites, facilities and areas.*

ACTION l: Identify historic structures and landmarks to be incorporated in the SEQRA and site plan review processes.

Strategy 16 - *Ensure any necessary placement of telecommunication towers occurs with as little visual impact on the community as possible within the priority corridor areas.*

ACTION m: Adopt the draft telecommunications tower law and administrate its provisions to lessen the visual impact of towers on the community.

Strategy 17 - *Consider and weigh the cumulative impact and safety implications of converting seasonal homes to year-round use on the environment and the demand for services on private roads.*

ACTION n: Examine the trend of seasonal to year-round conversions along the waterfront to try to quantify the impact on the residences and the Town.

ACTION o: Limit seasonal residence to year-round conversions in areas that have poor soils unless sufficient lot sizes are present for adequate on-site septic system treatment, and where structures are located on private substandard roads that do not provide adequate year-round access for emergency vehicles.

Strategy 18 - *Protect agricultural areas, land and uses from incompatible uses such as suburban residential and other types that offer potential conflicts.*

Character Area Goal **Preserve and enhance the priority character areas throughout the Town by encouraging appropriate and compatible development in scale and type.**

Strategy 19 - **ACTION q:** Incorporate appropriate zoning law amendments to include the Priority Character Areas Overlay District within the zoning law.

RECOMMENDED ACTIONS - IMPLEMENTATION STEPS

- ACTION a:** Ongoing application by the Town to serve the Hamlet areas with municipal water and the Harbor area with municipal sewer services.
- ACTION b:** Consider issuing only the area variances that meet all the required tests, especially where small lots have poor soils, unless sufficient lot area exists for adequate well and on-site septic system treatment.
- ACTION c:** **Examine character compatibility techniques including landscaping, land uses and lot coverage and placement, for possible inclusion in the Zoning Law.**
- ACTION d:** Examine the Harbor commercial areas, determine their parking needs and locate potential parking areas or other techniques for adding parking capacity.
- ACTION e:** Examine existing and potential recreation areas and trails throughout the Town, to attempt to identify potential future projects and other needs in the community.
- ACTION f:** Discuss highway shoulder design for farm equipment issue with Town Highway Superintendent for upcoming projects.
- ACTION g:** Catalogue and prioritize additional projects, including recreation and/or park areas to examine additional funding sources.
- ACTION h:** **Update the zoning district map and zoning law to protect existing land uses and encourage compatible development types to enhance the community.**
- ACTION i:** **Update the zoning district map and zoning law to protect existing land uses and encourage compatible development in scale, type and character to enhance the community.**
- ACTION j:** same action under Strategy 9 (Action g).
- ACTION k:** same action under Strategy 12 (Action I).
- ACTION l:** Identify historic structures and landmarks to be incorporated in the SEQRA and site plan review processes.
- ACTION m:** **Adopt the draft telecommunications tower law and administrate its provisions to lessen the visual impact of towers on the community.**
- ACTION n:** Examine the trend of seasonal to year-round conversions along the waterfront to try to quantify the impact on the residences and the Town.

ACTION o: Limit seasonal residence to year-round conversions in areas that have poor soils unless sufficient lot sizes are present for adequate on-site septic system treatment, and where structures are located on private substandard roads that do not provide adequate year-round access for emergency vehicles.

ACTION p: Protect agricultural areas, land and uses from incompatible uses such as suburban residential and other types that offer potential conflicts.

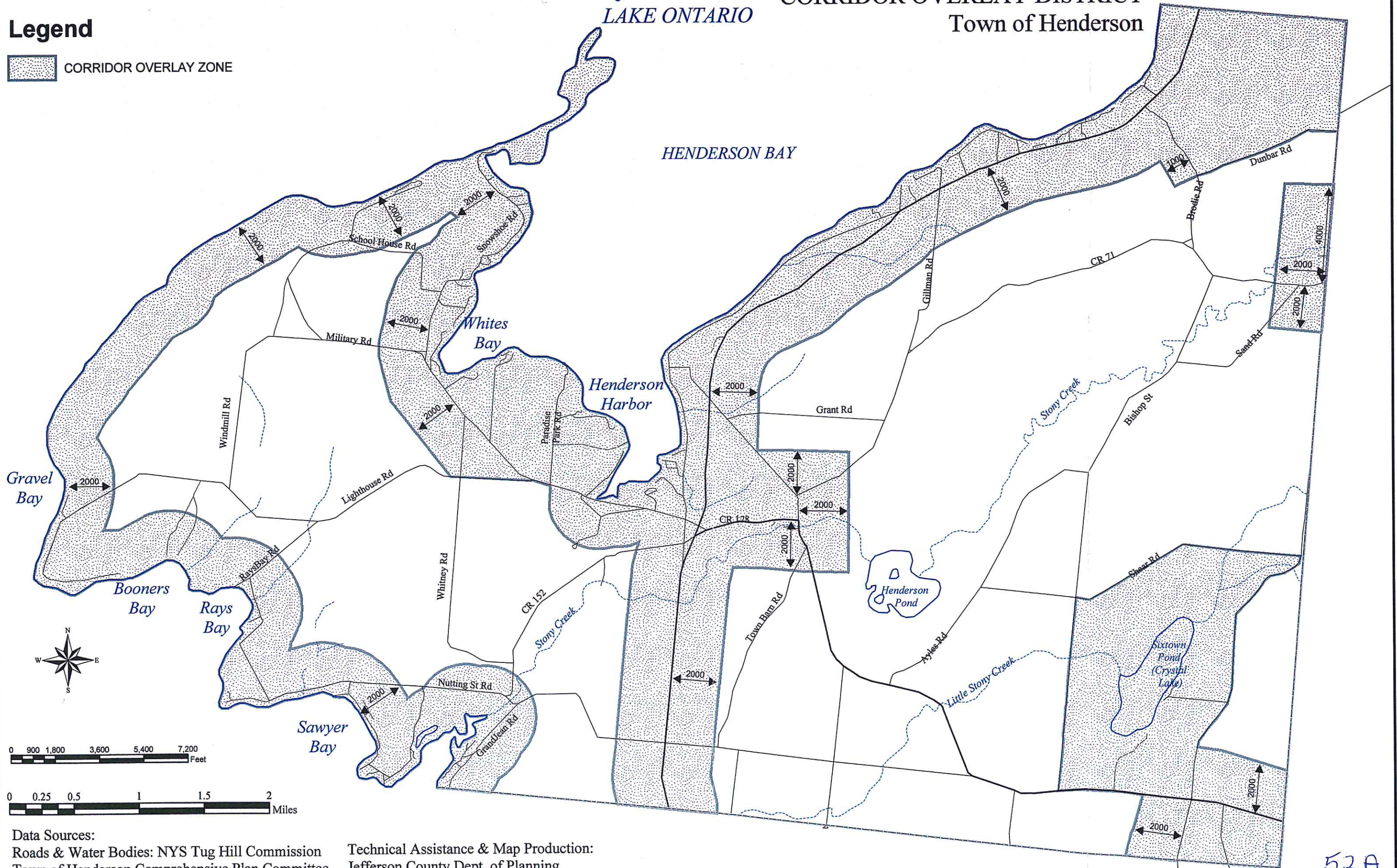
ACTION q: Incorporate appropriate zoning law amendments to include the Priority Character Areas Overlay District within the zoning law.

Legend

 CORRIDOR OVERLAY ZONE

LAKE ONTARIO

CORRIDOR OVERLAY DISTRICT Town of Henderson



Data Sources:
Roads & Water Bodies: NYS Tug Hill Commission
Town of Henderson Comprehensive Plan Committee

Technical Assistance & Map Production:
Jefferson County Dept. of Planning

52A

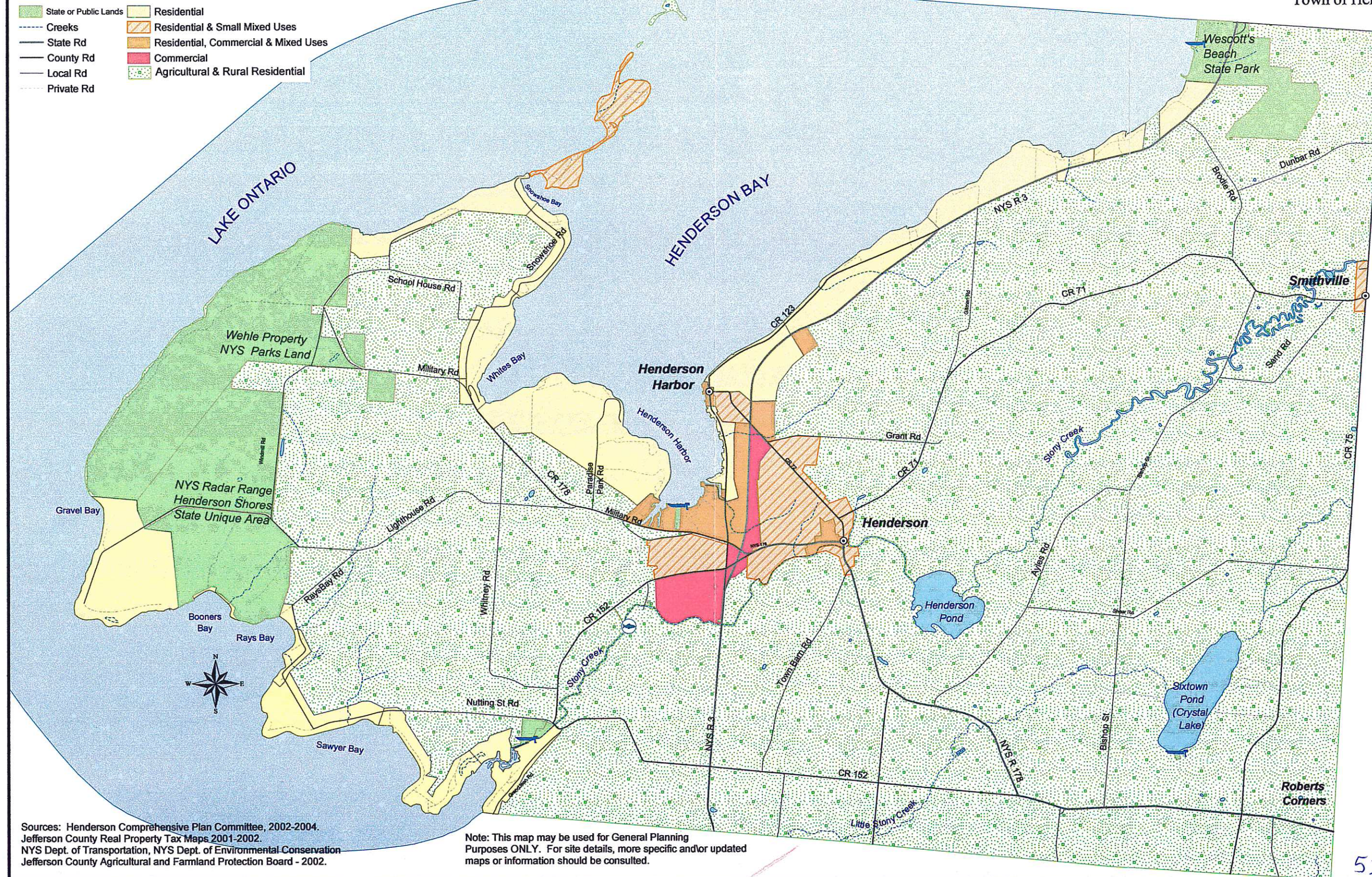
Legend

State or Public Lands
Creeks
State Rd
County Rd
Local Rd
Private Rd

Future Land Use Categories

Residential
Residential & Small Mixed Uses
Residential, Commercial & Mixed Uses
Commercial
Agricultural & Rural Residential

RECOMMENDED FUTURE LAND USE Town of Henderson



Sources: Henderson Comprehensive Plan Committee, 2002-2004.
Jefferson County Real Property Tax Maps 2001-2002.
NYS Dept. of Transportation, NYS Dept. of Environmental Conservation
Jefferson County Agricultural and Farmland Protection Board - 2002.

Note: This map may be used for General Planning
Purposes ONLY. For site details, more specific and/or updated
maps or information should be consulted.

- QUALITY OF LIFE -

1. Please indicate how important each issue is to your quality of life:					
	Not Important		Important		Essential
Natural beauty of the area	1	2	3	4	5
Your own neighborhood	1	2	3	4	5
Living near open farm fields	1	2	3	4	5
Businesses	1	2	3	4	5
Historical resources	1	2	3	4	5
Municipal water and sewer	1	2	3	4	5
Variety of development	1	2	3	4	5
Small town atmosphere	1	2	3	4	5
Proximity to the lake/streams	1	2	3	4	5
Recreational opportunities	1	2	3	4	5

- PARKS AND RECREATION FACILITIES -

2. Please indicate your satisfaction with the following recreational opportunities in the Town of Henderson:					
	Not Needed		Satisfied		Additional Needed
Parks along waterfront	1	2	3	4	5
Public dockage	1	2	3	4	5
Boat launches	1	2	3	4	5
Motorized recreation trails	1	2	3	4	5
Non-motorized recreation trails	1	2	3	4	5
Family entertainment	1	2	3	4	5
Scenic Resources	1	2	3	4	5
Historical facilities/signage/tours	1	2	3	4	5
Festivals and local events	1	2	3	4	5
Other: _____	1	2	3	4	5

- BUSINESS TYPES -

3. Are you satisfied with the kinds of businesses in the town/area?	Yes	No	Don't Know
If you responded no, please comment: _____			

- BUSINESS DEVELOPMENT -

4. Please indicate which scale of business/commercial development you feel is best suited to the area:

☐ Small scale and geared primarily to local consumption

☐ Large scale and geared primarily to regional markets

☐ Balanced between local and regional markets

☐ Few or no additional businesses in the Town

- LAND USE - PLANNED GROWTH AND DEVELOPMENT -

5. The land use controls (zoning laws) in the Town are:
- | | | | | | |
|------------|---|-------------|---|----------|------------|
| Too Strict | | About Right | | Too Weak | Don't Know |
| 1 | 2 | 3 | 4 | 5 | 6 |
- Please comment (use additional sheets as needed)

6. What level of growth/development would you like to occur in the Town?
- ___ Rapid growth with few or no restrictions on development
 - ___ Moderate to rapid growth with limited restrictions
 - ___ Moderate to slow growth with tighter development restrictions
 - ___ Very little or no growth

- TRAFFIC AND TRANSPORTATION -

7. Please check three (3) issues you feel are most important:
- ___ Additional parking in the Hamlet of Henderson
 - ___ Additional parking in the Hamlet of Henderson Harbor
 - ___ Traffic Congestion in the Hamlet of Henderson
 - ___ Traffic Congestion in the Hamlet of Henderson Harbor
 - ___ Additional pedestrian/recreational trails needed
 - ___ Maintenance/Repaving
 - ___ Pedestrian Safety
 - ___ Unsafe speeds
 - ___ Bicycle conflicts
 - ___ Other

SAMPLE
ONLY

- HOUSING AND NEIGHBORHOOD PROTECTION -

8. Are the land use controls to protect neighborhoods strict enough?
- | | | | | | |
|------------|---|-------------|---|----------|------------|
| Too Strict | | About Right | | Too Weak | Don't Know |
| 1 | 2 | 3 | 4 | 5 | 6 |
9. Please indicate your preference for a housing pattern within the neighborhood/town ?
- ___ Spread-out homes with larger lots and plenty of open space
 - ___ Less spread-out homes with smaller lots and less open space
 - ___ Balance between large lots and smaller lots, mixture of open space
 - ___ Few or no additional homes

10. Rate the following uses of land in terms of how they would fit into your neighborhood:
- | | | | | | |
|---------------------|-----------------|---|------------|---|------------------|
| | Not Appropriate | | Acceptable | | Very Appropriate |
| Light Industrial | 1 | 2 | 3 | 4 | 5 |
| Business/Commercial | 1 | 2 | 3 | 4 | 5 |
| Multi | 1 | 2 | 3 | 4 | 5 |
| Family/Apartments | | | | | |
| Mobile Homes | 1 | 2 | 3 | 4 | 5 |
| Seasonal Homes | 1 | 2 | 3 | 4 | 5 |
| Single Family | 1 | 2 | 3 | 4 | 5 |
| Residential | | | | | |
| Farming | 1 | 2 | 3 | 4 | 5 |

- ISSUES OF CONCERN -

11. Please indicate how important each issue is to you:

	Not		Important		Essential
	Important		Important		
Planned, Controlled Growth	1	2	3	4	5
Water/Sewer	1	2	3	4	5
Economic Development	1	2	3	4	5
Housing that is affordable	1	2	3	4	5
Recreation/Open Space	1	2	3	4	5
Transportation/Traffic	1	2	3	4	5
Neighborhood Preservation	1	2	3	4	5
Scenic Resource Protection	1	2	3	4	5
Quality of Life	1	2	3	4	5
Other: _____	1	2	3	4	5

- MISCELLANEOUS -

12. Please indicate if you are a seasonal or year-round resident: ☐ Seasonal
☐ Year-round
13. Please indicate if you own or rent property in the Town: ☐ Rent
☐ Own
☐ Neither
14. Please indicate where you live or own property in the Town: ☐ Waterfront area
☐ Hamlet of Henderson Harbor
☐ Hamlet of Henderson
☐ Outside above areas, within Town
☐ Visitor to the area
15. Please indicate the number of years you've lived or owned property in the Town: ☐ Less than 5 years
☐ Between 5 and 10 years
☐ Between 10 and 25 years
☐ More than 25 years
16. Please indicate your work status, as to whether you work within the Town, commute to work elsewhere, or are retired: ☐ Within the Town
☐ Outside the Town
☐ Retired
☐ Other: _____
17. How many people are in your household? _____

Additional comments (use back or add sheets if necessary): _____

Please return to the location you obtained the questionnaire THANK YOU FOR YOUR INPUT!
or to Henderson Town Hall, PO Box 259, Town Barn Road, Henderson, NY 13650