COMPREHENSIVE PLAN
FOR THE
TOWN OF WILMINGTON

CONTRACT D-88016

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INTRODUCTION

INTRODUCTION

The Town of Wilmington is located in northern New York State, in the Adirondack Park. As a rural community of approximately 1,000 persons, Wilmington exhibits many of the benefits and problems of other communities. As an area of incomparable natural beauty and serenity, it is at once inviting and sensitive to development. The main job of planning for Wilmington is to strike a balance between preserving the natural environment, which is the basis for economic well-being, and allowing for freedom of choice in terms of housing, commercial activities and other pursuits.

Over the next few years, the issue of appropriate use of the land will be a critical one for New York. In addition to an increase in seasonal recreational activities, the selection of the Lake Placid - Saranac - Wilmington area as the location for the 1980 Winter Olympic Games represents an impetus to maximize long-range economic potential from such events and safeguard the environment. A plan for the future must include basic considerations of the economy of today, the preservation of natural resources and yet respond to the future needs of society. The plan should not represent a "target" of development for one point in time, but rather, provide some guidance and direction for the future; the plan is a process by which the community reacts to problems and opportunities. While the Town Planning Board is responsible for drafting a plan for the future, it is really a shared responsibility involving both the Planning and Town Boards, community and business interests, and citizens.* To the extent that such a plan responds to true economic and resource needs, and such a plan is used as a flexible guide, it will never be out-of-date.

This report analyzes important natural, man-made and economic aspects of the Wilmington community, and suggests a plan, or process, for the future.

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* Under the laws of New York State, local planning is the combined responsibility of the Planning Board, Zoning Officers and citizens. Generally, the Planning Board is responsible for the development of a long range plan, the drafting (not the adoption) of zoning regulations, and the drafting and administra-

stration of subdivision regulations. The Town Board, as the legislative body of the community is responsible for adoption and amendment of the zoning ordinances and the appointment of zoning review boards and officers. These groups, the Planning, Town and Zoning Boards, are limited in their responsibility and are subject to specific rules for public hearing and notice, as specified in their "charters" or ordinances creating the group.

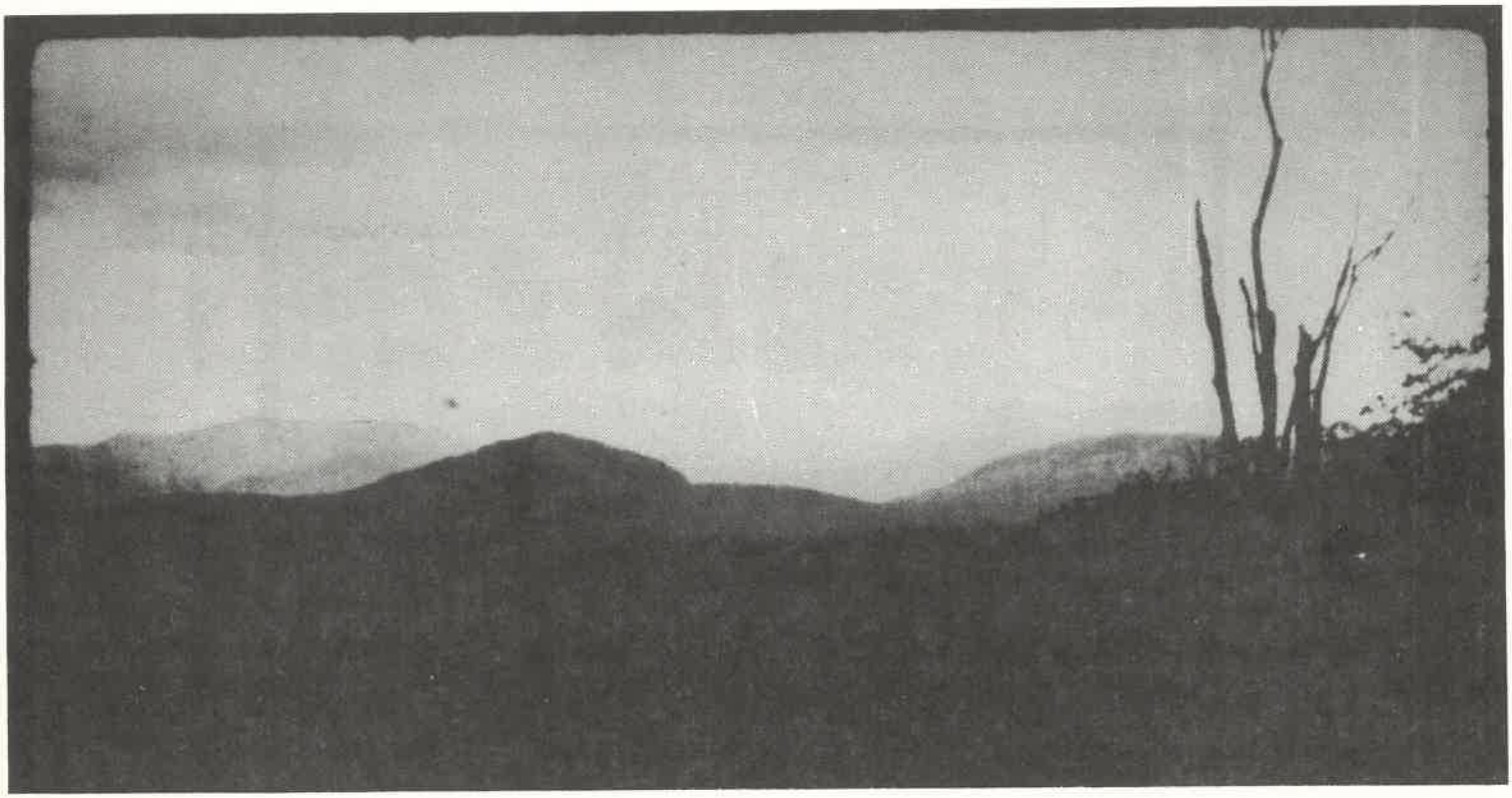
VISUAL ANALYSIS

I. INTRODUCTION

The visual analysis is divided into two major categories: natural and human-made. Each has a distinct impact upon the visual character and town image of Wilmington.

The natural visual factors in Wilmington are dynamic and diverse. Unifying the Town's overall character, they create a setting for people's activities. The human visual factors (the visual results of physical development and maintenance) in Wilmington represent settlement that has responded to or ignored the Town's natural character, while meeting the need of the population.

This analysis identifies those natural and human factors important to the development of a land use plan, zoning ordinance, and other guidelines. Prominent natural areas necessary for the maintenance of Wilmington's character are cited. As noted in the Economic Analysis, the natural character of the Town is a critical asset, directly related to economic potential.



II. SUMMARY DEFINITIONS AND STRATEGIES FOR NATURAL FEATURES

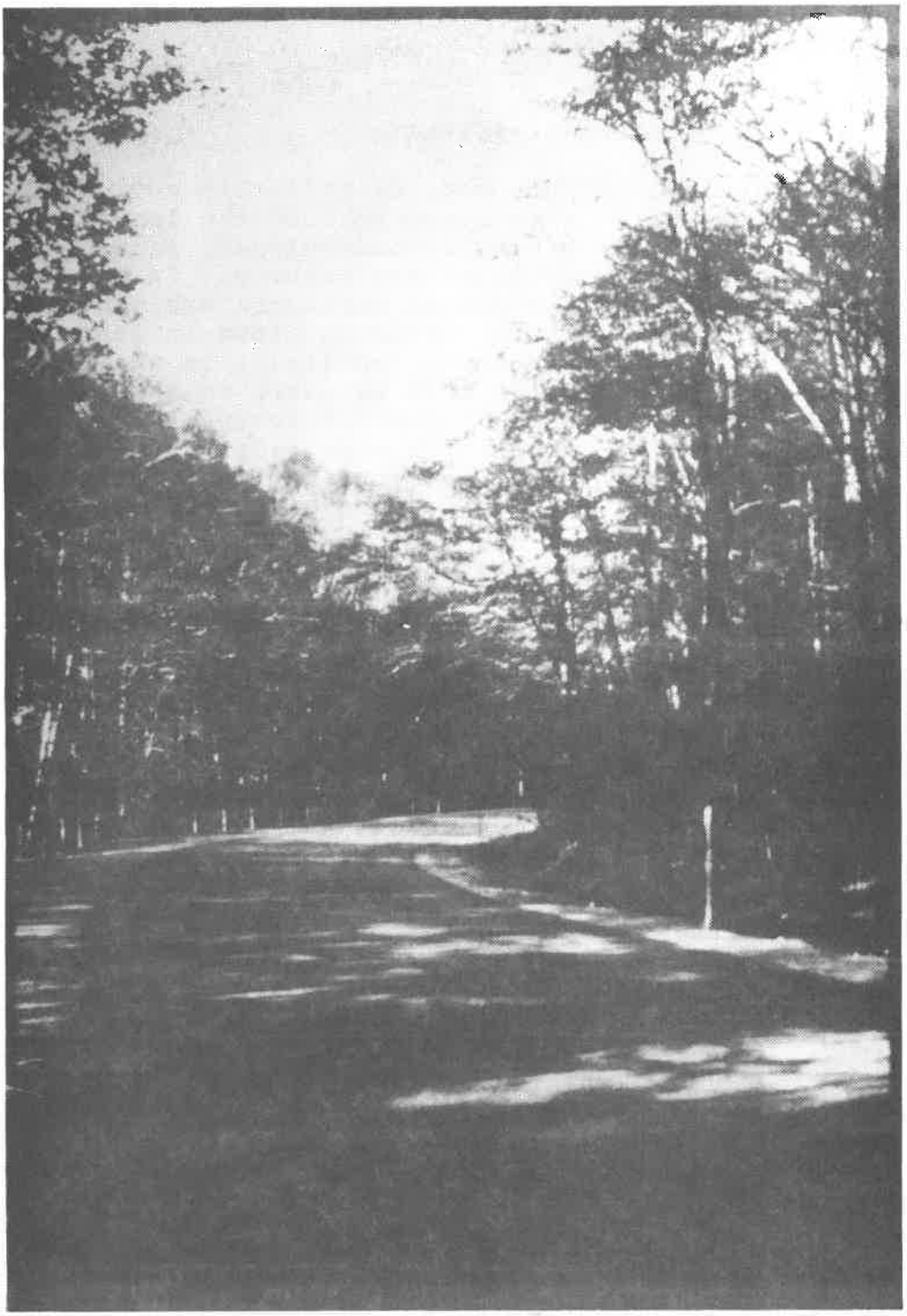
A. SCENIC VISTA/SUMMARY

Description:	Broad, spectacular views, deep field of vision, usually a 90-180 degree angle (or more) of vision, serviced by a road. In Wilmington, most vistas include little or no man-made development, even in winter and other periods of minimal forest cover.
How to Preserve:	Keep access to the point open, keep immediate view in front open, control heights, mass and site location of building development near vista point so as not to detract from view. Create pull-off with attractive, wood "Welcome to Wilmington" sign, information map.
Possible Degree of Impact on Development:	Medium effect on property owners near scenic viewpoint, including adequate setbacks for buildings and signs, and landscaping and site maintenance. Relatively low impact on others.

B. SCENIC CORRIDOR/SUMMARY

Description:	Enclosed, or partially enclosed, channel-like view directed down the length of a corridor, basically undeveloped, serviced by a road or other common pathway. In Wilmington, most of the scenic corridors are gently winding roads, which feature a close-in leafy tunnel (including a "ceiling") in the growth season and offer more exposure to nearby atmospheric, geologic and water features in the winter. Thus the width of the corridor changes with the season, which has implications for the possible effect of man-made development.
How to Preserve:	Regulate land use, signage, establish controls for bulk and height of buildings, design of driveways, establish design criteria for setbacks from roads and siting decisions. Additional guidelines on architectural materials, texture and color would be useful for areas of winter exposure.
Possible Degree of Impact on Development:	Strong effect on property owners in corridor, as described above.

JOHN BLISS ROAD

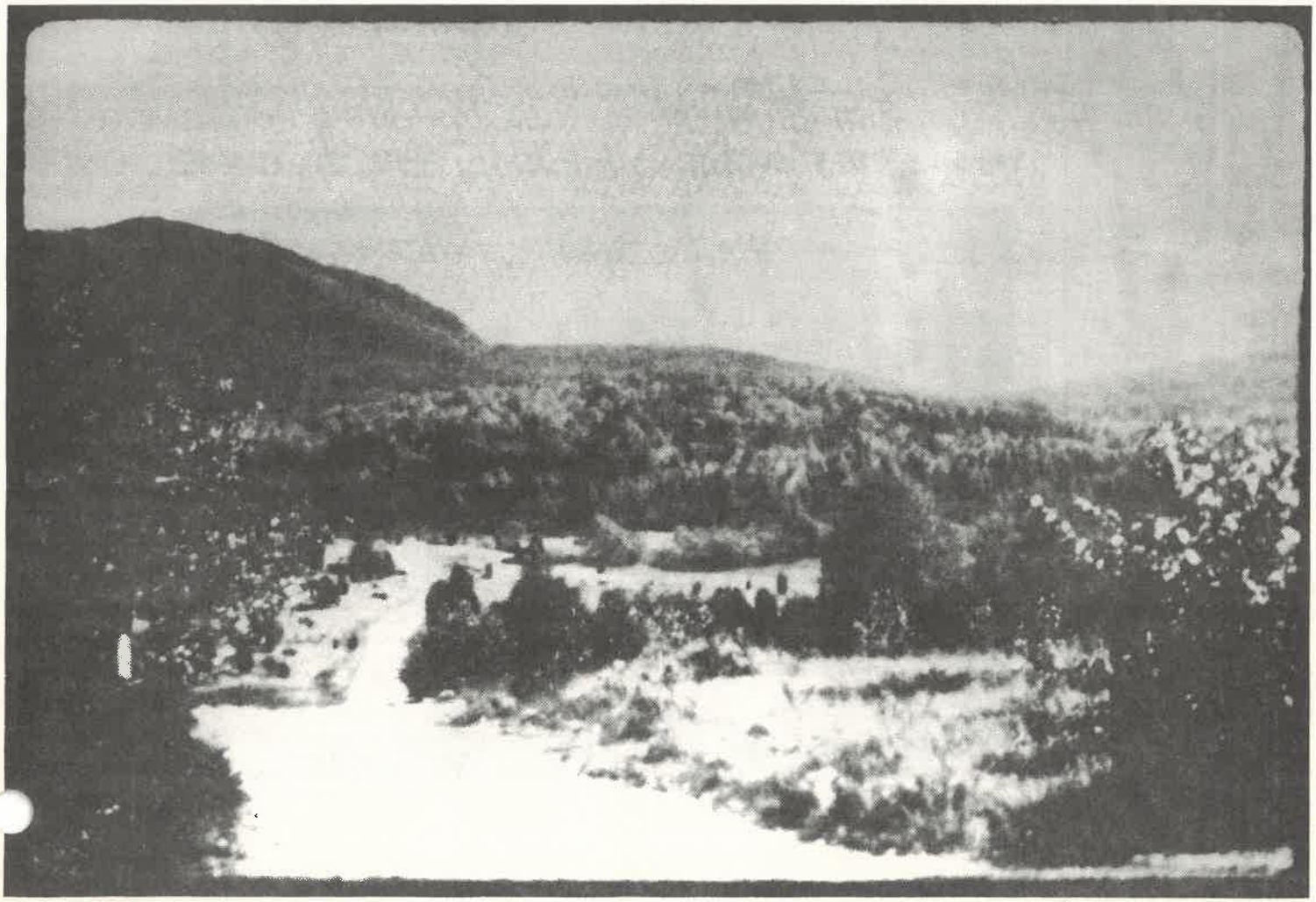


ROUTE 86

C. SCENIC AREAS

Description:	Generally undeveloped, expansive, water features and wetlands as prominent elements, wildlife habitat with a wide variety of plant cover. In Wilmington, there is a great variety of Scenic Areas, ranging from the varying Beaver Brook area to the river south of the bridge in the hamlet.
How to Preserve:	Protect area from any land use changes by regulations with special exceptions for open space, i.e., nature trails, nature study center, outdoor classrooms, etc.
Possible Degree of Impact on Development:	Moderate to low on property owners in scenic area due to existing, typically adverse soil and water conditions which naturally limit development potential.

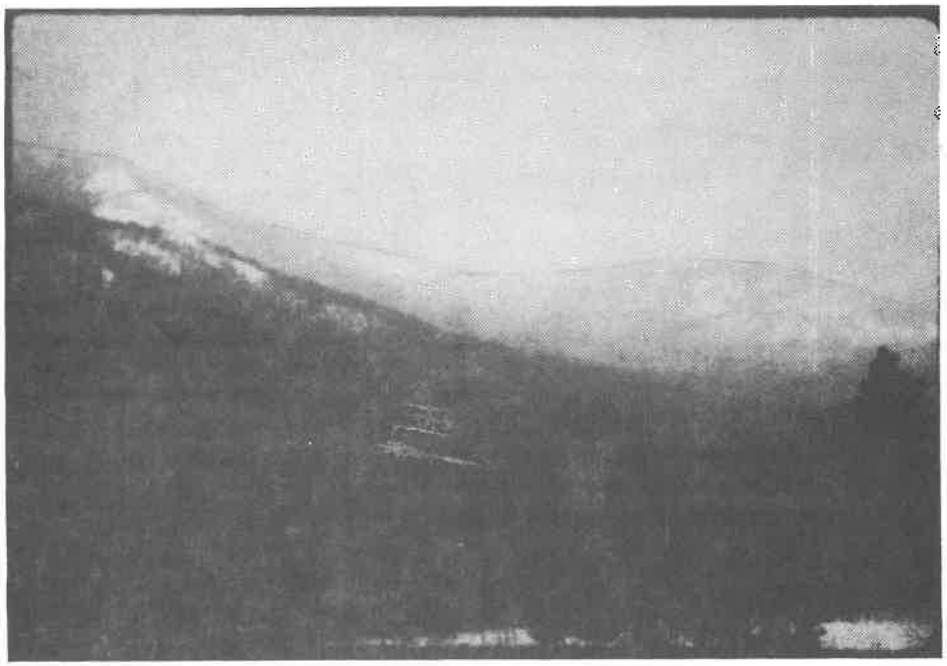
ALONG KILBURN ROAD



D. MOUNTAIN SLOPES

Description:	Prominent, steeply sloping areas facing roads, populated areas, or paths and trails. In Wilmington, there are massive, relatively steep slopes for the most part, as opposed to the almost "rolling" character of smaller peaks in other communities.
How to Protect:	Protect the area by strict regulations pertaining to land use and building development, and use design criteria regarding basic siting decisions; further, the use of evergreen planting and/or natural architectural materials should be promoted.
Possible Degree of Impact on Development:	Strong impact on recreation development for ski area or mountainside second home development, as described above. Little impact for most people, as much of this land is state owned or naturally limited for development by adverse slope and soil conditions.

WHITEFACE - LOWER SLOPE

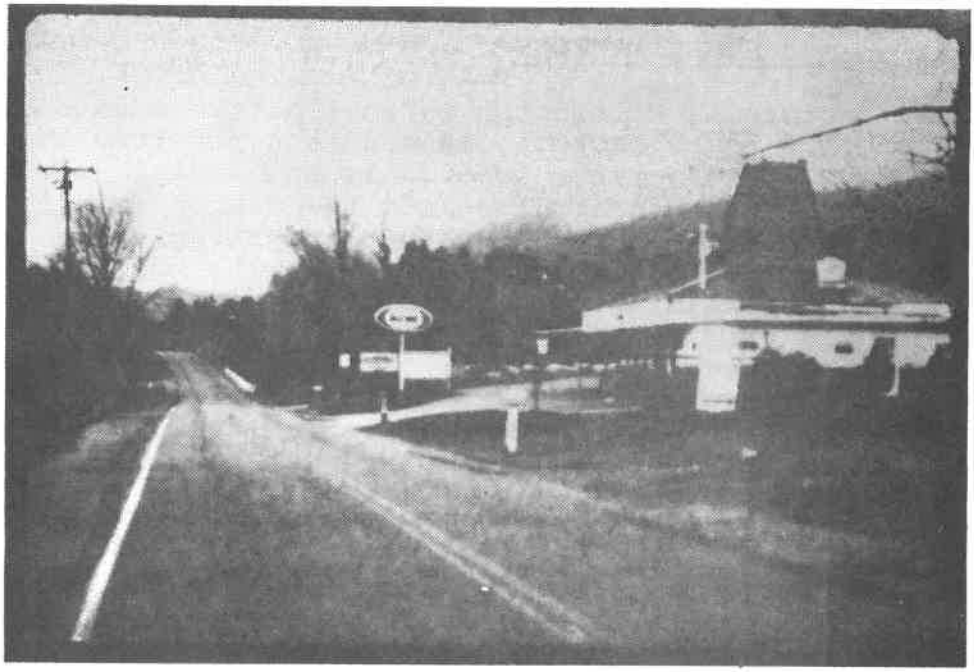


III. HUMAN FACTORS

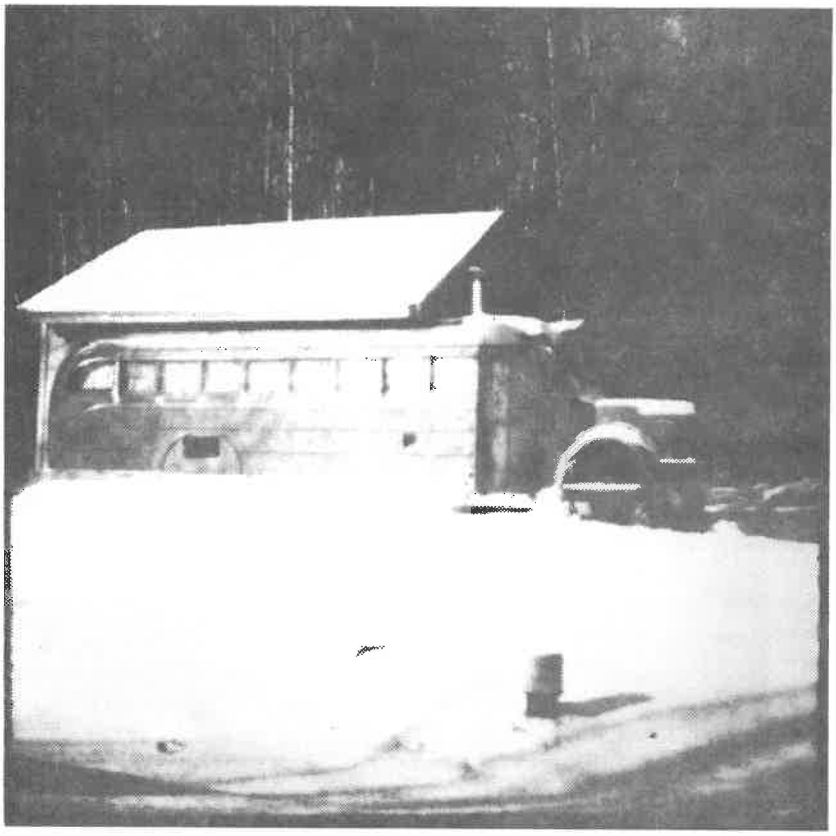
Human factors in Wilmington reflect patterns of settlement. Guidance of these factors can ensure a positive image for the Town. Development, especially commercial uses, has occurred along major routes into the Town. The location and distribution of development is highly visible, and has created an image which conflicts with the natural amenities of Wilmington. There are several areas of concern in this regard: visible Town identity, no identification of natural features, the temporary atmosphere created by advertising and commercial development, no architectural style or sense of community, and a character created by poor public maintenance with abandoned buildings, signs and cars.

The challenge is to integrate Town planning efforts with the dominant natural setting in a way that respects the rights of property, enhances the positive visual features and reinforces economic potentials for the community.

ROUTE 86-SOUTH OF HAMLET



COMMERCIAL DEVELOPMENT



POP
ARCH

A. Atmosphere and Sense of Community

The Ausable River divides the most densely developed area of Wilmington into two areas. One area, east of the river, includes homes and services primarily for the residents. The area west of the river is oriented toward tourism. The development of the area west of the river has been piecemeal, as business competition has created a chaotic atmosphere of signs, building styles, colors and setbacks from the road similar to suburban strip development. This area is not at all conducive to pedestrian traffic and the "strip" atmosphere probably discourages some people from wanting to stay in Wilmington. Visual elements which create a strip development effect are: an overabundance of signs, especially unnecessarily large signs with glaring colors, confusing statements, or bright lights; abandonned buildings and signs; seasonally operated drive-in restaurants; unkept road edges; large curb cuts; and a general visual environment which relates mainly to auto travel and not to short, overnight stopovers, a sense of a permanent community.

There is no unification of architectural style among the commercial buildings; rather, they are designed and located as signs, to attract the eye, and usually constructed of the most economic material available. The houses in the hamlet, on the other hand, are also constructed economically but represent a much more harmonious visual element. So the difference probably lies only in the commercial motive associated with advertisement. In most cases, one attractive sign would adequately advertise the business, but in the escalating, competitive situation, no one business can afford to defy the "trend". The broad acceptance of a new level of visual impact, of smaller signs, natural colors and materials is necessary for the success of any public guidelines.

In addition to the characteristics of individual properties, the extent and focus of the hamlet area is an important aspect of community identity. Currently, there are no obvious edges or boundaries to the hamlet area, where development pressures can be channeled. Further, there is no definite center to the hamlet, although a number of public buildings are located in the hamlet. Rather, the "center" of Wilmington is a line, Route 86, extending from Steinhof's to Grace's Diner, both of which are year-round businesses frequented by tourists and visitors alike. This

"center" line is supported by tourist uses (gas stations, motels, etc.) but is too long as a pedestrian area. Consequently, except for the area around the bridge and adjacent commercial uses, no walks or other amenities have been provided.

It is interesting to note that the bridge also represents a major scenic point, as described in the earlier section on natural features. The combination of some commercial vitality, scenic value and some public facilities (e.g., Town Hall, Post Office) lands some potential for further consolidation of the Town center.

Before particular actions or improvements are developed, however, the challenge is to develop reasonable limits to the hamlet, on the basis of natural factors, utilities, pedestrian access and land use capacity.

B. Identification of Natural Features

As discussed in the natural features analysis and as illustrated by maps, the major approaches to Wilmington are characterized by scenic vistas. The location of vista point #1 on Route 86 is a prime example. Yet, no attempt has been made to identify these areas with Wilmington itself. So these are missed opportunities, rather than overt visual characteristics. At present, there are some small commercial enterprises and advertising signs which conflict with the scenic nature of these approaches.

To take full advantage of its natural assets, Wilmington should take steps to further identify the Town with these assets. Creating pull-off areas for tourists at scenic vista points or corridors is the kind of special community use that can be considered as part of the land use plan; a combination of special community actions and areas, integrated with a commercial and recreational land use plan is a key aspect of the final Wilmington plan.

C. Other Human Factors

The problems associated with design and maintenance of development in the hamlet area extend, to some degree, throughout the Town.

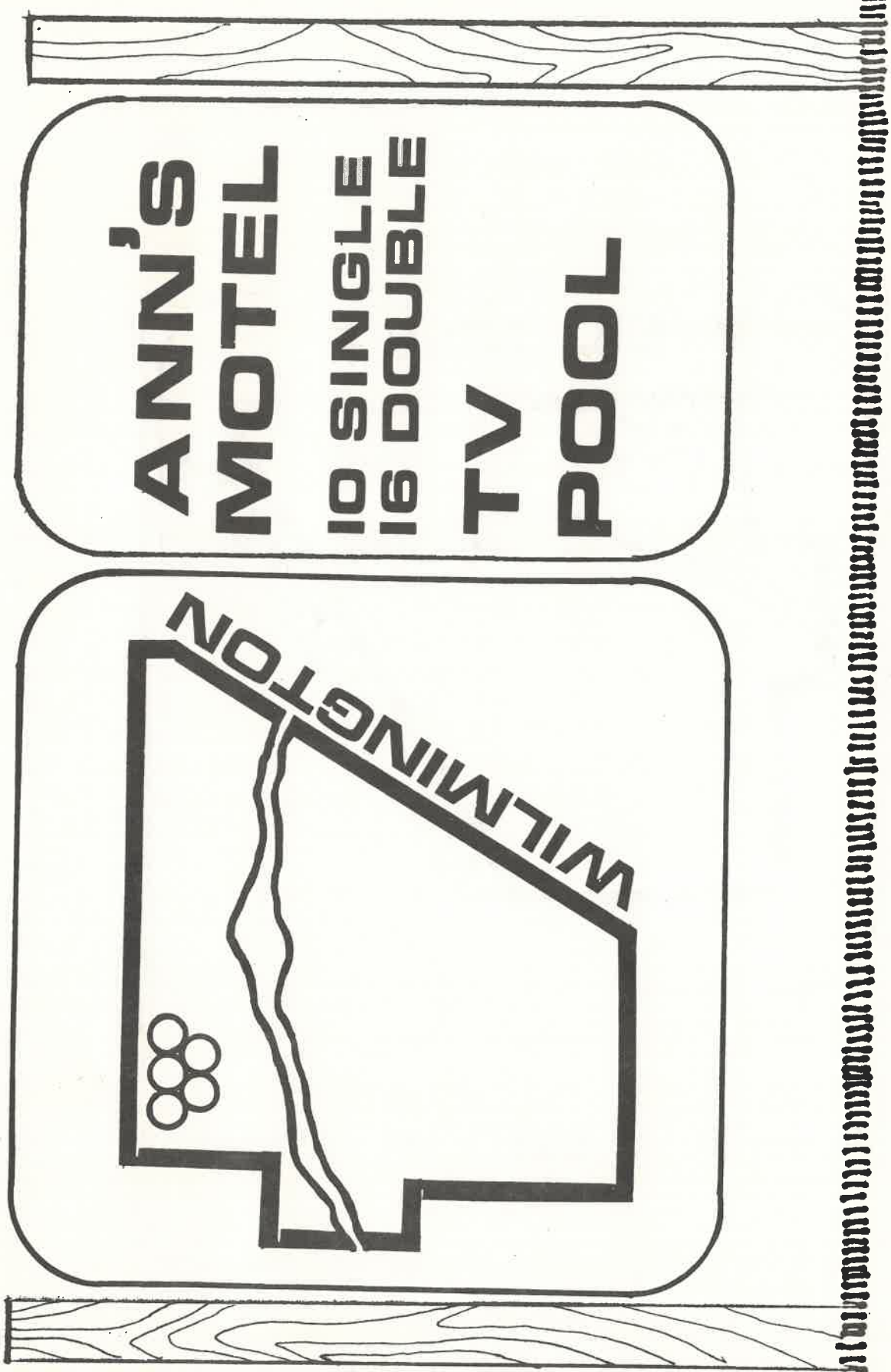
Physical Maintenance - Public Property

The location, number and maintenance of public roadway signs is an important visual aspect of any rural community. The proliferation of tilted, deteriorating route signs and arrows on key corners adds to the visual clutter.

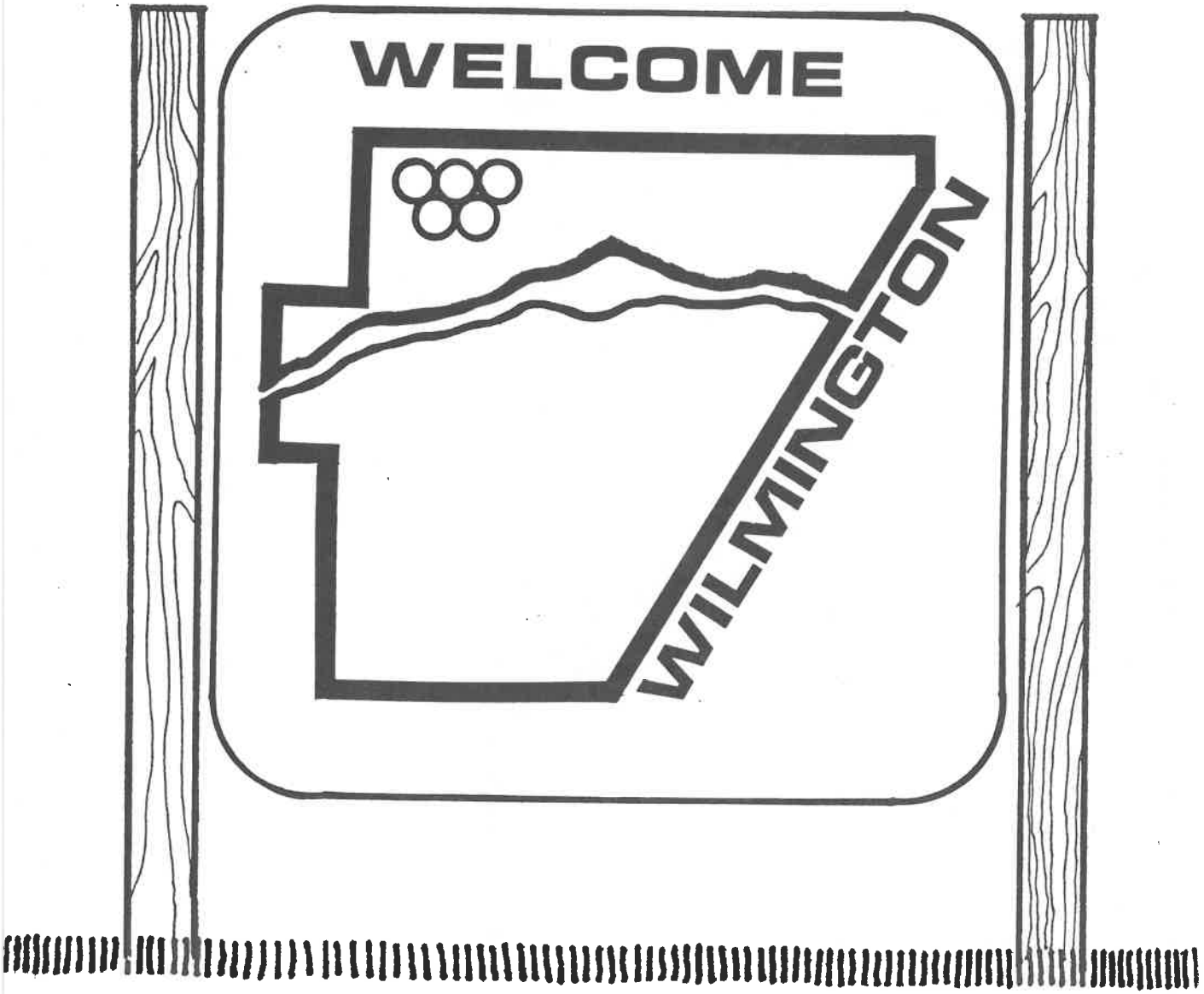
The maintenance of public buildings and sites, including the condition (or absence) of paved driveways and walks is of prime importance. As described in the Community Facilities Analysis, most public buildings are older and somewhat deteriorated. Since replacement may be appropriate in many cases (see Community Facilities Analysis), "beautification" of public facilities should be limited to minor repairs, until a ranking of capital improvements is completed.

Physical Maintenance - Private Property

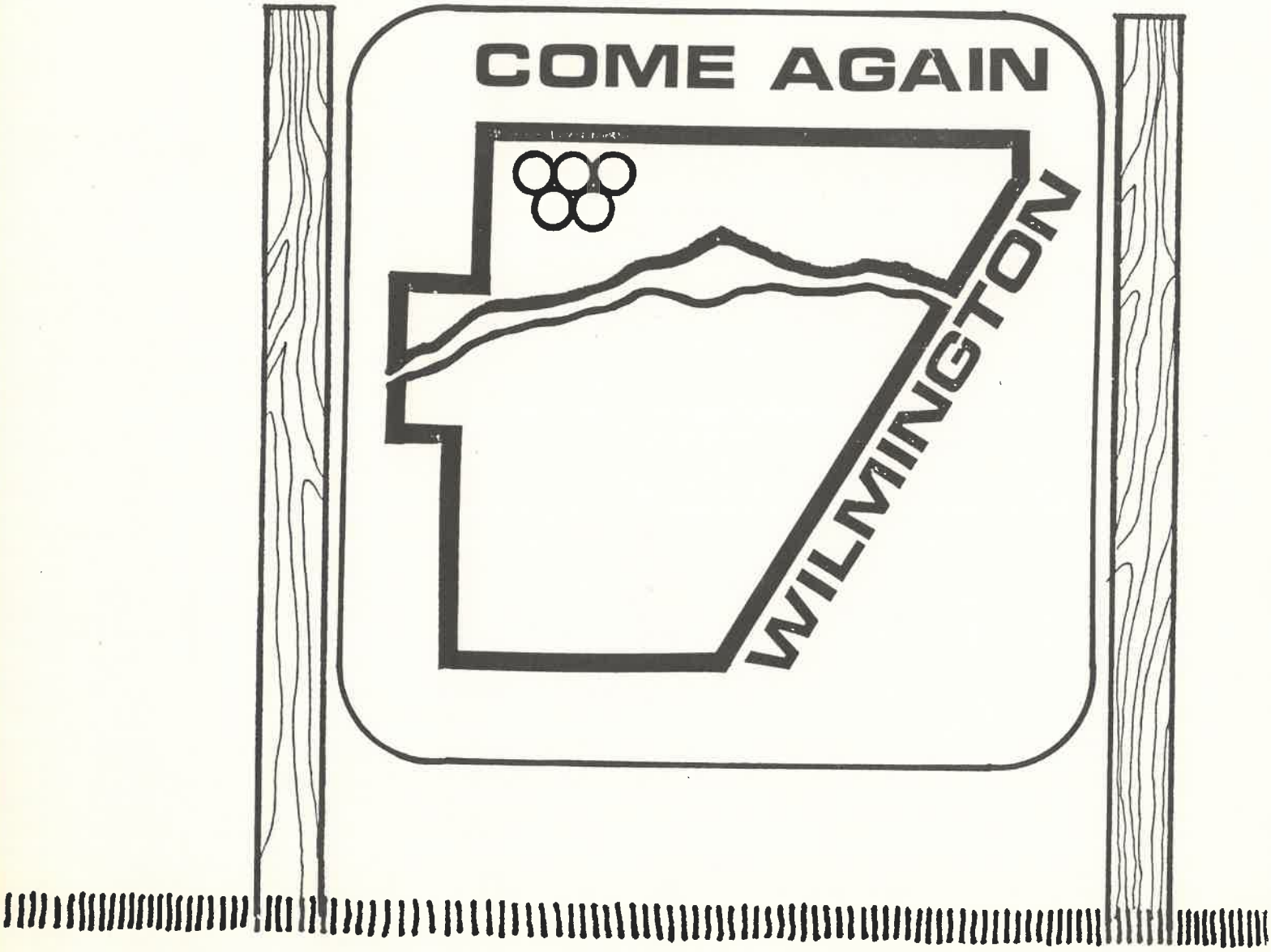
Private development and maintenance problems should also be recognized. The existence of unsafe, abandoned buildings, site debris, poor upkeep and erosion are typical conditions in rural communities. In Wilmington, like conditions do not define any one area. While most people would agree that these conditions are not "good", there are varied opinions as to whether public intervention is appropriate. This historic issue has been addressed by reliance on police power, the control of private actions to promote general welfare and safety. To the extent that abandoned buildings, cars and other characteristics represent threats to health and safety, then, they are presumably subject to zoning and other police power instruments. The interpretation of zoning power is broad, including the specifications of permitted uses, special permit, height and density controls, and procedures such as design review. It is not, however, a tool to define solely aesthetic limitations. Since home occupations or businesses can be an important economic activity, and because these activities can generate objectionable physical conditions, zoning and subdivision controls must be carefully drawn.



INTEGRATED COMMERCIAL/PUBLIC SIGN



PROPOSED TOWN ENTRY SIGN



REAR OF TOWN ENTRY SIGN

The Saratoga Associates

EXISTING LAND USE AND TRANSPORTATION

I. EXISTING LAND USE

The general pattern of activities in Wilmington today represents an historic process of decisions made by individuals, based on economic, natural and social forces. Wilmington did not develop according to an arbitrary plan set down by one person or group, but rather grew out of a necessary reliance on the highway patterns (e.g., Route 86), recreational opportunities created by natural features (e.g., Whiteface), the limits imposed by natural features and settlement in a rural area which offered privacy, beauty and respite from the demands of everyday life. An important influence on the land use pattern is, of course, New York State, which owns 57% of the land in Wilmington.[1] Citing the development of Whiteface Mountain, the state has set a pattern for the type and form of commercial development in Wilmington. It is obvious, from any of the maps, that the east side of Wilmington is privately held land, while the west is state owned. The map "Existing Land Use" indicates the growth of commercial uses on Route 86, adjacent to the state land.

Business are mainly tourist-oriented services, clinging to Route 86 as a life line. The Whiteface Center has also inspired some residential development, particularly in the second home market.

Open lands represent about 97% of the town's area, including 203 acres of wetlands, 262 acres of agricultural land, 35,590 acres of woodland and 2,483 acres of brush woodland.[2] Open fields represent an important visual contrast to the forested areas. The edges of these areas (forms of ecotones) are important wildlife habitats. The natural features in Wilmington are described in more detail in the Visual Analysis and Natural Resources sections of this text.

1 "Existing Land Use for the Town of Wilmington, New York" Hans Klunder Associates, Consultants, Hanover, New Hampshire, November 1973.

2 Ibid.

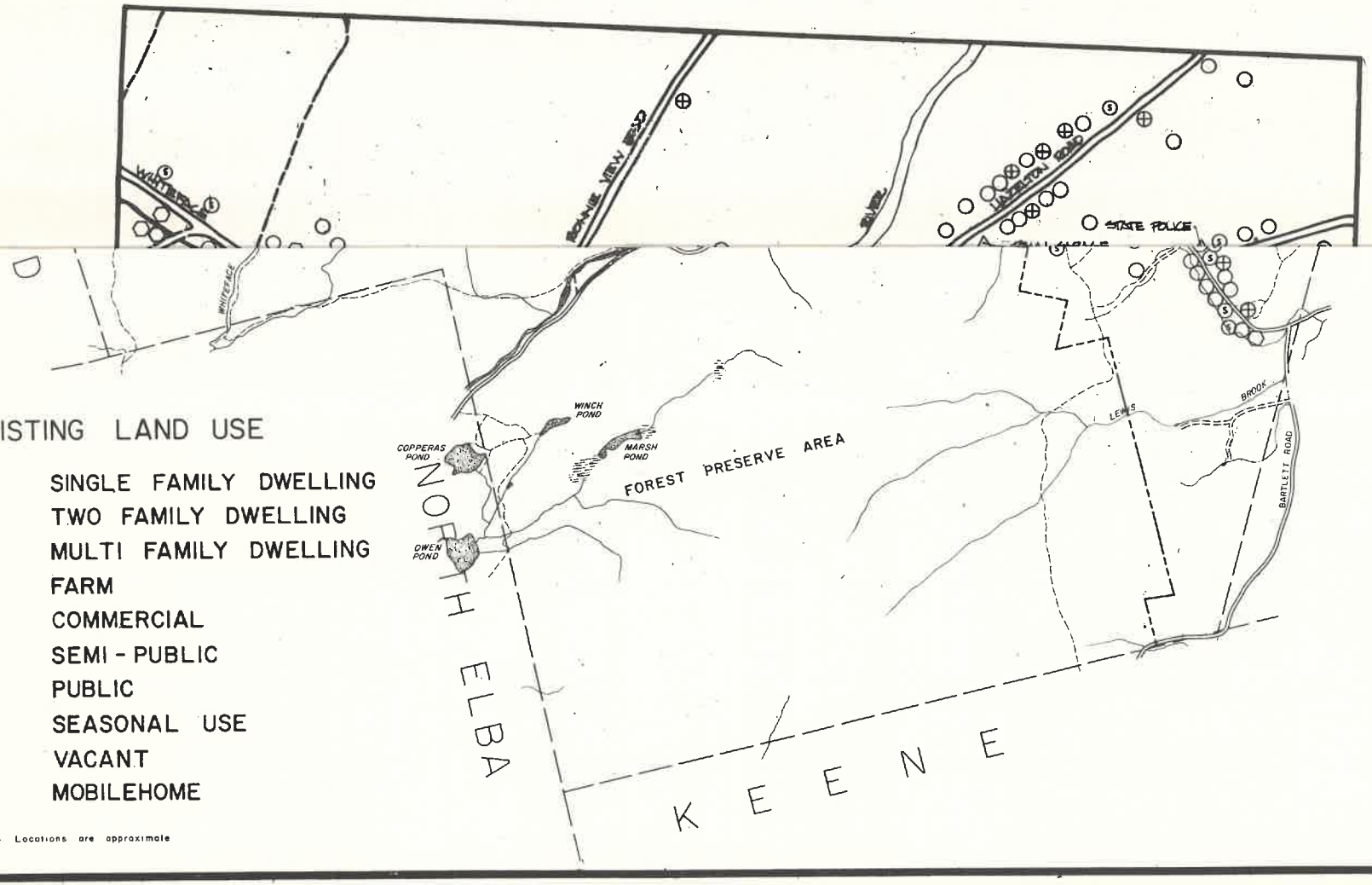
TOWN OF WILMINGTON

EXISTING LAND USE

Use	Acreage	Number	% of Total
Single family residences @ 1 A.	273	273	.7
Two family residences @ 1 A.	7	7	---
Seasonal residences @ 1/2 A.	87	173	.2
Farms*	---	---	---
Commercial @ 1 A.	74	74	.2
Industrial @ 3 A.	9	3	---
Offices @ 1 A.	1	1	---
Public and semi-public @ 2 A.	30	15	.1
Water	205	---	.5
Woodland/brush	2,483	---	6.0
Woodland	35,590	---	85.8
Agricultural land	262	---	.6
Wetland	262	---	.6
Serviced land undeveloped	2,073	---	5.0
Mobile homes @ 1/2 A.	26	51	.1
Total 50.7 square miles	41,466 acres		100.0%
Total State Land (APA)	23,804 acres		(57.0%)

* Acreages under wooded and agricultural land.

Source: Lake Champlain-Lake George Regional Planning Board, Adirondack Park Agency, 1973 door-to-door survey.



EXISTING LAND USE

- ○ SINGLE FAMILY DWELLING
- ◑ TWO FAMILY DWELLING
- ● MULTI FAMILY DWELLING
- ▣ FARM
- ⬡ COMMERCIAL
- ⬭ SEMI - PUBLIC
- △ PUBLIC
- S SEASONAL USE
- V VACANT
- ⊕ MOBILEHOME

NOTE: Locations are approximate

EXISTING LAND USE

TOWN OF WILMINGTON
ESSEX COUNTY, NEW YORK

The preparation of this map was financially aided through a grant from the State of New York, through the Office of Planning Services pursuant to Chapter 348 of the Laws of New York, 1973.

BRISTOL, LITYNSKI, WOJCIK, TARBOX, HOLLISTER, CINGUINO & MOORE, P.C.
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0 1000 2000 4000 6000

II. TRANSPORTATION

A. INTRODUCTION

This analysis supplements analysis work already completed on the transportation pattern in Wilmington.[1] That work, as summarized below, included an inventory and description of existing routes, traffic volumes, road maintenance responsibilities and the general role of transportation in the development of the Adirondack region.

The purpose of this report is to describe additional existing transportation characteristics, in relation to the future plan for Wilmington. Although no specific transportation plans or data relative to the 1980 Olympics exist as of this writing, it is obvious that this event and the long range "spin-off" of the Games necessitate a review of transportation characteristics in Wilmington.

For purposes of reference, the following list summarizes the findings and recommendations of the previous study:

General/Historical

1. Transportation routes, including railroads, have played a significant role in the development of the Adirondacks.

2. The advent of the automobile encouraged agricultural-based employment activity.

3. Highways have essentially determined the land use pattern.

Wilmington Considerations

1. Wilmington is served by approximately 17 miles of State roads, 17 miles of County roads and 14 miles of Town roads.

2. Primary Town access routes are Route 86, the link to Lake Placid and Jay; Route 19, the link to Black Brook; and Route 19A and County

[1] "Regional Impacts, Socio-Economic Considerations and Transportation Factors for the Town of Wilmington", Hans Klunder - Associates.

Highway 12, which leads to Upper Jay. Highway 12 (Springfield Road), is becoming an important link between Whiteface Mountain and areas to the south.

3. The routes are serving an increasing amount of recreation-second home traffic.

4. Low amounts of average traffic recorded for Route 86 (updated data described below). Route 86 is in good condition.

5. Recommend study of a more direct link between Route 9 and Northway and Wilmington, in support of Whiteface Mountain.

6. Need strict design control with improved access.

In addition to the issues of volumes, road condition, and access listed above, there are other general concerns related to transportation in Wilmington. These include land use relationships and the image of Wilmington as a community with significant resources.

B. LAND USE RELATIONSHIP

In terms of specific areas of concern, the current character of roadways within the developed hamlet area represent typical problems encountered with the build-up of commercial and residential development along a highway. As described in the Visual Analysis, the Wilmington hamlet is linear in form, more or less created by the use of Route 86 and the attraction of Whiteface.

The hamlet is a combination tourist lodging area and residential hamlet, with the Ausable River providing the main distinction between the two areas. Walkways and other pedestrian amenities (e.g., benches, crosswalks, etc.) are notably absent; thus, the existing transportation "corridor" has an automobile image, one which is relatively inhospitable to the pedestrian. This image is enhanced by the proliferations of traffic signs at major corners, often located in areas where pedestrian walks might be located. Another typical characteristic of such areas is the installation of numerous, closely-spaced driveways. Rather than concisely located at reasonable intervals which would allow safer traffic flow, many are wide aprons located near or on corners or other driveways. There have been a number of accidents involving personal injury on the commercial section of Route 86, just south of the junction with the Whiteface highway.[2]

Thus, to some extent the natural bond between a heavily travelled road and commercial needs create some visual and physical problems. The need to guide the location and design of access drives and to provide some pedestrian amenity are obvious outgrowths of the land use which has historically developed. These concerns are even more critical if additional development is to be accommodated; thus considerations are a part of the development guidelines for the hamlet area or "zone". Continued focus on the automobile as a "customer" of the hamlet must not be to the detriment of a livable community; the increased volume, speed and frequency of traffic resulting from development can pose a real threat to the residential segment of the hamlet area. It would be better to be prepared

[2] Accident information received from the New York State Department of Transportation.

for environmental changes, with site development guidelines, than to create land use-traffic conflicts which would deteriorate a generally "healthy", mixed-use land use pattern. As indicated on the map, "Development Study", there is a considerable amount of land available and suitable (based on soils) for development, even within the hamlet area; the potential of these areas represents the general level of need for development guidelines.

Outside of the hamlet, the conflicts between land use and transportation are not so great; rather, it is a question of the potential impact the current road system has on overall residential and commercial development, in terms of constraints and possibilities. The map, "Land Use Intensity" (pg.) indicates the areas where relative levels of development could occur, based on the constraints of conservation factors, land pre-empted by existing development and visually significant areas. It can be seen that the existing road pattern generally provides access to developable land in the community, including areas suitable for recreational development. It is the way in which future private development links to the road system, including the establishment of safe sightline distances, construction standards, aprons and signs. Obviously, if new public roads are needed, they should only be provided on the basis of solid, long-range development with a good tax return. Along that same line, new private roads should be developed to Town standards, in order to provide a reasonable level of year-round "protection" to residents. This is of particular concern for large area developments, where considerable numbers of people may be affected. It should be noted that a seasonal home subdivision today may well be a year-round community tomorrow, with all of the typical winter access problems (including school bus and emergency access), and related spring maintenance needs.

In conclusion, while the roads in the outlying areas lend themselves to low intensity residential and commercial areas and provide access to the developable areas, general guidelines for the establishment of development access roads, public or private, are important ingredients to the maintenance of a healthy transportation system.

NOTES:

COMMERCIAL "STRIP" DEVELOPMENT - LARGE SIGNS, DRIVEWAYS, FEW PEDESTRIAN FEATURES SUCH AS PATHS, LIGHTS, ETC.

ONE IS DISCOURAGED FROM WALKING FROM ONE AREA TO THE NEXT, OR TO PASS THRU ON FOOT.

NO BIKE ACCOMMODATIONS; UNSAFE.

ABSENCE OF HOMES AND OTHER YEAR-ROUND ACTIVITY LENDS A "TEMPORARY" CHARACTER, WHICH IS REINFORCED BY THE "THRU-HIGHWAY" CHARACTER OF RTE. 86 IN THIS AREA, WITH NO WALKS, LIGHTS OR CHANGE IN DOUBLE CENTERLINE.

THE DESIGN OF THE ROAD DOESN'T CHANGE, JUST DRIVEWAYS AND SIGNS ADDED - I.E., NO EDGE OR BOUNDARY TO HAMLET AREA "SIGNALED" BY A CHANGE IN ROADWAY CHARACTER.

HAMLET: COMMERCIAL /AUTO FOCUS

C. IMAGE

The "visibility" of Wilmington has much to do with the characteristics of its transportation network. The existing roads play a large part in the variety and sequence of vistas and views of Wilmington. The gently rolling character and relatively good condition of roads in Wilmington are a positive aspect, which allow enjoyment of the natural scenery.

This is especially true in the southern section of Route 86 along the Ausable, and the eastern Town boundary (still on Route 86) with the magnificent view of Whiteface and the Sentinel Range. These and other areas are described in the Visual Analysis. It is important to recognize that the road system follows the topography and is therefore an integral part of the environment; this is an important consideration for future planning.

Except for the resurfacing of Hazelton Road by the County, there are no plans for major improvements of State, County or Town roads, other than to provide maintenance and a program of upgrading the condition of County roads[3], so it is likely that the character of the existing road would remain as is for some time, a character which is usually adequate for the traffic encountered and generally suited to the natural environment.

Many communities have been burdened with highway improvements which cut across valleys and cut through hills; Wilmington is fortunate to have a roadway system which respects the natural environment and yet allows access to most of the private land in the Town. As pointed out in the Visual Analysis, it remains for the Town to establish an "identification" with this environment, so that people associate the positive experience with Wilmington, rather than on their way to or from some other community. Pull-off areas for vistas and Town designation signs would be appropriate.

At the larger scale, the Town should be "visible"; that is, designated from major regional routes, especially

[3] Letter from Lewis M. Gurley, Regional Planning and Development Engineer, New York State Department of Transportation.

Routes 9N, 3, 73 and the Northway.[4] Route 12, Springfield Road, as a viable route to the Whiteface center via Upper Jay, is an important economic link to the Wilmington Community; the upkeep of this road and the identification of Wilmington in Upper Jay with a directional sign are important image-related measures that could be taken.

Although signs designating Whiteface and Wilmington may be considered redundant, adequate designation of Wilmington, as an important locality which has significant recreational and residential opportunities, is conspicuously lacking.

[4] Regular bus service between Plattsburgh and Saranac now bypasses Wilmington on Route 3 to the north.

NOTES:

ROADWAYS GENERALLY VERY WELL-SUITED TO NATURAL SETTING

LOCATED SO AS TO PROVIDE A STIMULATING VARIETY AND SEQUENCE OF VIEWS.

MAINTAINED SO THAT DRIVER CAN ENJOY THE SCENERY.

FOR THE FUTURE:

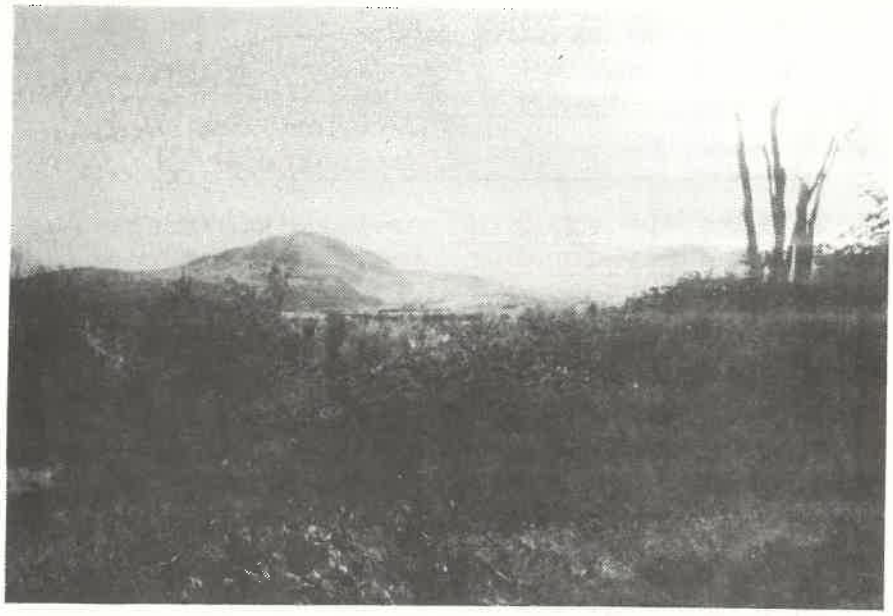
PROVIDE STRICT REGULATION OF DRIVEWAY ACCESS (ESP. ON CURVES), SIGNS AND SITE CLEARANCE.

IMAGE

ROADS FIT INTO NATURAL ENV.

NOTES:

IDENTIFY TOWN AT VISTA WITH SMALL ROAD SIGN.



AT TOWN ENTRY POINTS, PROVIDE ROAD SIGN IDENTIFYING TOWN, PULL-OFF AREA IF POSSIBLE.

MAINTAIN VISTA OR SEQUENCE OF VIEWS AS A GOAL OF ANY ROAD IMPROVEMENTS.

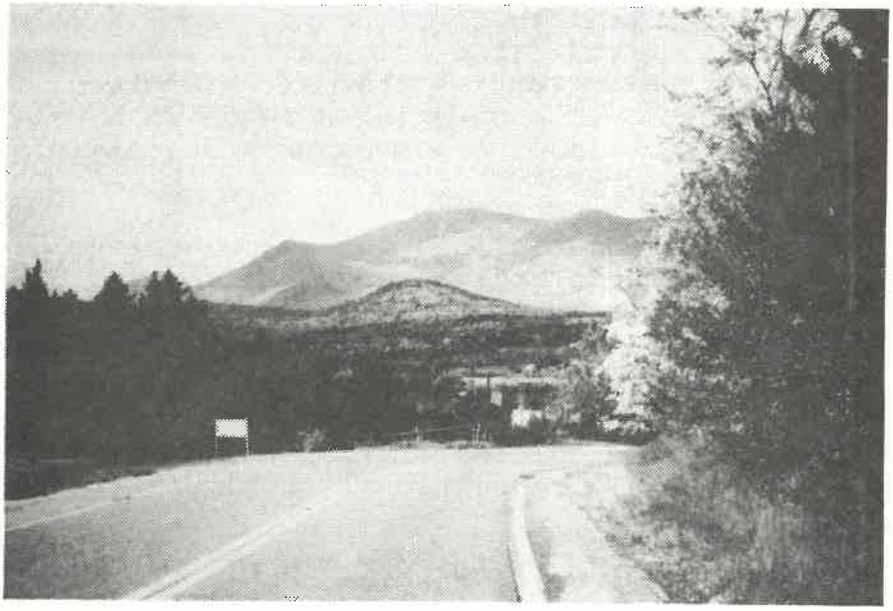


IMAGE: ROADSIDE VISTAS SHOULD IDENTIFY WILMINGTON

D. RECOMMENDATIONS

1. Land Use Relationship

Utilize the existing roadway system as the basis for serving developable land, but recognize on the other hand that road access is only one factor in development capability.

Develop a future land use pattern which incorporates the positive characteristics of the existing road system, without allowing the pattern of uses to be dominated by the road network.

Accommodate future commercial development, in terms of signs, drives, aprons and other design guidelines, in a way that will provide for safer automobile and pedestrian access and reinforce a more permanent sense of community, especially in the hamlet area.

For large private development, require construction and design standards which allow safe, year-round access. Also require that an arrangement for continued maintenance of such private roads is made, which may be in the form of a homeowner association requirement or other mechanism.

Incorporate guidelines for accommodating various kinds of land use in ordinance or via regulations, in order to provide a basis for development review.

2. Image

Increase the "visibility" of Wilmington as a community with natural, recreational, residential and commercial resources.

Exploit the positive relationship between the roadway system and the natural environment, by designating vistas, overlooks and Town entry points.

Establish the existence of the Wilmington community at the regional scale through highway designation and directional signs, notably on Routes 9N, 3, 73 and the Northway.

Incorporate the "future" into highway designations by noting the nature of the Town's living style and resources (rural/recreational) and the 1980 Olympic Games.

For all considerations of road improvement and alignment, recognize the positive relationship between the roads and topography today, as an overall image-making aspect of the community.

3. Other

Continue the periodic maintenance program as a necessary element in the success of a land use plan.

Request and review accident data from the New York State Department of Transportation, so that the success of roadway improvements or other changes may be utilized in future planning.

Stimulate public discussion and review of transportation issues as they affect public and private activities. Part of this review would be periodic review of transportation issues with state and county transportation authorities.

COMMUNITY FACILITIES ANALYSIS

I. INTRODUCTION

A. Purpose of Analysis

The purpose of the community facilities analysis is to identify facility and demand characteristics, major deficiencies, relationships among facilities and to the land use plan and general grant program and capital budget characteristics. It is not the purpose of this report to provide specific space and facility requirements or to establish detailed system characteristics. Rather, the analysis is intended as a basis for such a programming effort.

This analysis identifies important characteristics, priorities and concerns which can be used as a guide to implementing the land use plan. In some cases, the service capability of a community facility represents a measure of development attraction (e.g., town beach), while others represent a deterrent to new development (e.g., the water supply systems). It is this aspect of capability that is critical to land use planning.

B. List of Facilities

The community facilities and systems of Wilmington represent a fairly typical list for an Adirondack community. They include:

Facilities

Town Hall
Town Highway Department
Town Park
Town Beach
Town Landfill
Town Fire Department
Town Emergency Service
Library
Elementary School (Private)
Post Office
State Police Station
Water Supply

C. General Characteristics

The community facilities have developed over a number of years, as a result of particular needs and pressures at the time of construction. Because town properties are not concentrated in one area and since there was no apparent program of integrating facilities with one another, the community facilities are dispersed throughout the hamlet area and some are located on the outer fringes of the town. As pointed out below, these locational characteristics are a key aspect of the "condition" of community facilities.

Most of the facilities are older (40 to 75 years) and therefore somewhat dilapidated. Considerations of physical conditions range from soils suitability (e.g., for landfill) to architectural condition (e.g., for town hall). The key "condition" aspect, however, is whether a facility suits current and future demand characteristics in terms of its location, capacity and flexibility, in addition to merely its physical state. Even though minimal efforts may be necessary to rehabilitate a building, site, or delivery system, new demand characteristics may require a new program and location. For example, the town garage site could possibly be improved in terms of circulation, on-site storage, visual impact, and other characteristics, but its location may not be convenient in terms of related landfill and gravel operations and the garage activity represents an incompatible use in an essentially residential area. So, decisions on the kind of necessary improvement (e.g., rehab or replacement) should reflect all considerations of physical condition and demand.

D. Methods of Analysis

Due to the limited amount of specific, documented, historic data on facilities, illustrative "trend" information is lacking. Consequently, most preliminary analysis is based on interviews and observation.

In some cases, the following descriptions deal with relatively detailed issues, such as the condition of equipment and vehicles. The success of some of the public facilities or systems often depends on the condition of equipment as much as the quality of buildings or amount of land.

A. Town Hall

This is an older building, accommodating basic government functions, with offices and a few large and small rooms. Although the building suffices for the present, there are some parking and circulation problems evident for larger meetings. Any kind of expanded administrative activities on the part of the town may meet with some cramped quarters. The main floor has new finishes, new ceiling and is comfortable for large meetings.

Although there are no current plans (or capital improvement programs) to replace the town hall, the accommodation of civic and social functions in a combined space, as part of the "town center," would reinforce the sense of community and would represent a breakthrough in terms of building efficiency.

B. Town Highway Department

A new garage constructed at the landfill site on Bonnie View Road will provide adequate work and stockpiling space. The size of the present crew and the number of vehicles appear to be adequate. A new site is away from residential development and is convenient to sand and gravel, with room to expand. Thus, the Wilmington Highway Department will continue to provide essential services for a community which must depend on highway transportation for the delivery of all services and for its economic well being.

C. Park and Recreation System

Wilmington has an ample amount of general outdoor recreation space, but lacks formal recreation facilities which might be more appropriate for teenagers. In the past, vandalism of park property appears high in Wilmington, Generally, this stems from a system which does not relate to those it should be serving.

Two park sites in the town were studied: the town park and the town beach. Each site has been developed at least partially. In a separate technical report, it is recommended that a basic concept plan be developed for these two sites, and certain maintenance improvements be made to realize the full potential of these important areas in the town.

The potential and need for recreational trails is another important concern for Wilmington. Such facilities are becoming more popular, and the Olympics will probably generate interest in trails of all kinds. Both vehicular and non-vehicular trails should be considered, including snow mobile, trail bike and similar vehicles and hiking, skiing and horseback trails.

For vehicular trails, special concerns include the careful, isolated and contained location of motorized trails in order to minimize the impact upon wildlife, and recreational activities. In contrast, some of the considerations of non-vehicular trails include an adequate variety in terms of scenery, trail type, references for guidance and a minimal amount of conflict with other transportation systems.

D. Sanitary Landfill

The sanitary landfill, located at the north end of Bonnie View Road, is a site almost completely open from past excavations and nearly devoid of any vegetation except near the perimeter. The use of this site as a source of aggregate material is very appropriate, given the supply of glacial outwash deposits.

At the present time, and in the foreseeable future, solid waste disposal in Wilmington will be accomplished by this landfill operation. Solid waste disposal at the regional level is probably not very feasible currently, due to the low volume of solid waste now generated in Wilmington and other localities.

Environmentally, the overall picture of the operation at the Wilmington landfill is good. There appears to be about a twenty year expansion capacity at the present site.

E. Fire Department

In terms of demand, the relative frequency of fires in Wilmington is very low. During one thirty-nine month period, there were no calls made to the fire department. This is an extreme low, as the general frequency seems to be about one fire per year. Three major pieces of fire fighting equipment, a volunteer crew of between thirty and forty people and a new fire station of roughly forty by one hundred feet with six bays, offices, meeting room, storage room and a small kitchen, represent the total facilities of the fire department. Because the fire department participates in a mutual aid fire department assistance program, any equipment or person power needed can be called in from neighboring communities.

Because of the generally low frequency of fires, the good condition of the present vehicles and the commendable degree of training among the members of the volunteer force, Wilmington's fire department appears to provide good service to the community.

F. Emergency and Health Services

Health Services

Major hospital facilities are located at Saranac Lake, Plattsburgh, and Lake Placid. Very small hospital facilities are located at Keene Valley and Elizabethtown. There is no doctor in Wilmington, so that out patient or ambulatory services are a current problem. Thus, any significant increase in population would represent a need and an opportunity for such services to be established in Wilmington. It is recommended that the town investigate the possibility of seeking hospital staff/physician help to come to Wilmington on a regular basis for the provision of out patient services.

The special social and physical needs of Wilmington residents might be consolidated in a health center, including the special needs of children, poorer families and the elderly.

Emergency Services

The town offers both ambulance and rescue service to its residents. In recent years, most rescues have been made near the west branch of the Ausable River or around the high falls gorge area. Typically, these involved trourists instead of local people.

The ambulance and rescue services appear to be good, with major problems caused by the lack of a local doctor and the distance to major hospitals. Occasional heavy traffic on the roads during the summer hampers the movement of rescue vehicles, but this is a temporary problem. Traffic generated by the 1980 Winter Olympics and the increased volume of tourists could represent a difficult, peak loading situation.

G. Library Services

The Town of Wilmington has access to two library systems: the Clinton/Franklin/Essex County Public Library System, with its main offices in Plattsburgh, serves Wilmington directly by its bookmobile and the school systems of

Lake Placid and Ausable serve children during the school year.

Although there is no direct evidence that current library services are not meeting demands, more detailed investigation by the Town could be made before a decision is made to increase the service or locate a library in Wilmington. This would include the demand of the bookmobile and the local sources of books and facilities to be made available for a library.

H. Schools

Wilmington is currently served by the Lake Placid Central School District, the Ausable Valley Central School District, and the Adirondack Christian Day School within the town.

The following table indicates total enrollment, the Wilmington "component" for today and a projection for the future.

SCHOOL ENROLLMENT*

School or District	1975	Future
Lake Placid:		
Elementary (K-6)	400 (62)	350 (60)
Junior/Senior High (7-12)	508 (75)	485 (65)
Ausable Valley:		
Elementary	650 (16)	Total (14)
Middle	710 (14)	Not (12)
High	720	Avail. (14)
Adirondack Christian Day School	88 (25)	150 (60-70)

* underlined figure represents total, figure in parentheses represents Wilmington only.

For Lake Placid, a new K - 5 school is now under construction, along with a renovation of the junior/senior high school (capacity 750). Both of these projects were scheduled for completion as of this printing. Except for curriculum updating, which

is an overall school activity, no actions are contemplated which would effect the Wilmington students. The per pupil annual expenditure is $1485, compared to the state average of $1200.

The Ausable Valley District has no plans for expanding enrollment capacity, as new facilities are currently available. There are no major board actions under consideration which would effect the Wilmington students. At $1149 per student, the annual expenditure rate is near the state average.

The Adirondack Christian Day School, founded in 1967 as part of the Calvary Baptist Church in Wilmington, accommodates 88 children from kindergarten through twelfth grade, approximately 25 of whom are from Wilmington. The school is planning to expand to accommodate 150 students, including the provision of a new gymnasium. This expansion would probably accommodate 60 to 70 Wilmington students. Currently, four paid faculty and five volunteer faculty staff the school. Per pupil annual costs are approximately $400.

Considering the existing and projected capacities of the school districts, and the relatively small size of the Wilmington enrollment, there are no growth problems anticipated in Wilmington with respect to educational services.

I. Post Office

The Post Office, located in a small building in the town's center, is in good condition. The Postmistress and two clerks have sufficient work space. The service area (Star Route) includes all of Wilmington, encompasing Whiteface Center and a few addresses in Jay. Parking for the Post Office is provided in the front and rear of the building, with most customers parking in front. Front parking sometimes conflicts with mail route pickup. The most significant characteristic of the Post Office is its small size, which is meant to serve only one purpose, typical of many rural communities. The possibilities of shared building space, siting, parking and other facilities were barely identified when these facilities were constructed. Therefore, most communities are characterized by smaller, older, sometimes deficient buildings which respond to very limited needs. The Post Office is one of several uses that might be consolidated

in a town center. This concept is included in an analysis of the community recreation facility in the technical report.

J. Police

Police services are provided by the New York State Police. At the Wilmington station, there is currently a five-person detail which gives a three to four-person day coverage and a two-person night coverage. The state police are responsible for the enforcement of all local and state laws. The station itself is in good condition, with the tourist season representing the main demand period for police services. The current staff is adequate to handle the peak season. The larger zone stations at Saranac Lake and Plattsburgh can be called upon in emergency situations. In conclusion, the police service is considerably flexible, and unless extreme population and tourist increases occur, no permanent changes seem necessary.

K. Water Supply

One of the most important elements related to development trends and public welfare is the system of water supply for the community. The current water district serves about 322 customers in the hamlet, with the supply source being White Brook which feeds the collection reservoir of 130,000 gallons. In combination with small sized mains and lack of distribution storage, two basic deficiencies have occurred in the Wilmington water system: inadequate source of supply and inadequate line flow capacity. It has been proposed that a closed loop system and additional storage be provided. These are sound recommendations. Basic decisions regarding the proposed elevated storage tank and other system changes must be made before a final system, related to development capability, can be identified.

L. Sewer

There is no existing public sewer system in Wilmington to analyze as a community facility. Three major factors relating sewage demand to future population include: seasonal population, the presence of rock and poor soil conditions, and the possibility of future growth.

In that the community depends heavily upon the tourist season, it is recommended that steps be taken to implement a sewage program for the community. Essex County study, which essentially defines a central source system for the community should be considered. In the interim,

given the existence of relatively poor soil conditions, the number of failures within the hamlet area, the minimum lot size in the central area should be limited to one acre per house.

III. CONCLUSIONS AND RECOMMENDATIONS

A. General Community Framework

As described above, each community facility has its own characteristics of location, condition and development capability. Together, these facilities and services exert forces upon the community and most importantly, represent a capability for the future. To the extent that a specific service area (or level of convenience) can be identified for the various facilities, some lands in the town are not as well served as others less capable of development in terms of access to services. In most cases, however, a specific service area or radius cannot be identified. The dispersion of facilities does represent a missed opportunity, a chance to share sites, interrelate facility activities and reinforce a sense of "town center."

Since Wilmington does lack a specific center, it could profit from a heightened sense of community. Because some facilities need replacement, a town center is an opportunity to establish a firm land use plan which incorporates some shift in the community facility pattern.

B. Economic Development Aspect

Has the level of private development in Wilmington ben significantly affected by the capacity of existing community facilities? What does the future hold in terms of constraints which current facilities place on development or growth?

1. Commercial

In terms of the commercial market, there is no specific documentation that industries or businesses have "rejected" a Wilmington location due solely to a lack of public services. The lack of water supply and other community services might, however, discourage final commitment.

2. Residential

In terms of individual home builders, the lack of community facilities is probably not a major deterrent. In fact, deficiencies might well be and indirect incentive, in that lower property taxes are maintained. As long as the basic

services can be attained (transportation to school, mail, road maintenance), an owner may be satisfied enough to make the property purchase, especially since mnay people probably move to Wilmington in order to lead relatively private lives, free from public intervention.

The picture for home developers may be slightly different, in that the need for road maintenance and similar services is more critical with respect to the marketing effort, although, simultaneously, lower property taxes are even more of an incentive to the developer than the individual homeowner.

C. Recommendation

1. Priorities

Since funding resources and time are limited, some priority ranking for dealing with community facilities is an important issue. Recognizing that problems are really the result of many factors, the following questions may be used to establish priority of community facility action:

a. Does the Building Work? Does the condition of certain facilities prohibit the occurrence of planned activities or tasks? (e.g., if a public building is without heat, the schedule of use is very restricted.)

b. Possible Threat to Public Welfare? Does the continuance of trends in some facilities, especially under the impact of further growth, represent an immediate or direct threat to public health or welfare?

c. Does the Operation Deter Sound Development? Does the condition or location of a public facility represent a deterrent to sound economic development?

d. Does the Operation Work Well with Other Programs? Does the relationship of one public facility to the others represent a continuing operational problem? (e.g., is the town garage inconvenient to other community facilities?)

These criteria cover the main qualitative characteristics of community facilities. To the extent that a particular building, site or system can be judged in terms of these issues, then its relative need (priority) of remedial action can be estimated. The concept is to isolate the major problems and develop priorities.

Although a priority ranking of facility problems is not the purpose of this study, it is essential that some concept of priorities be established, given limited resources. Such a ranking should be reviewed and updated as new demands occur. Obviously, the above approach is mechanistic and not totally responsive to special problems that were not picked up in the analysis or that may develop later. The important aspect is that some method of establishing priorities will be even more critical in more difficult economic times. It would be useful to establish a citizen group to establish base priorities for today and to advise on updating. A similar task force is proposed to address economic issues. The concept is to provide continuity to the final plan.

NATURAL RESOURCE ANALYSIS

I. BASE MAPPING

Reproducible base maps were prepared for the inventory of natural resource information and the other elements of analysis included in the comprehensive plan. The base maps are at the scale of one inch equal to 2000 feet. The planimetric base map shows roads, water features, and the boundaries of state and private land. In addition, a planimetric map of the hamlet of Wilmington was prepared at the scale of one inch equal to 800 feet. The contour-planimetric base map shows these same features and also shows the topography of the land by means of contour lines. Buildings are also shown on the contour-planimetric map. These maps were originally prepared by the New York State Department of Transportation in 1968 and are considered to be accurate only as of that date.

II. NATURAL RESOURCE INVENTORY

The inventory of the natural resource information is essential for the determination of the land's natural capability to accommodate and be compatible with various land uses. The future use of land should reflect the natural capabilities of the land -- capabilities which vary greatly throughout the Town. An inventory of this information is intended to aid the community in the review of Class B regional projects, and the Adirondack Park Agency in review of the Class A regional projects so that no undue adverse impacts upon the natural, scenic, aesthetic, ecological, wildlife, historic, recreational or open space resources of the Town and the Adirondack Park are created by land development activities.

(1) Topography

Slopes of 0-3, 3-8, 8-15, 15-25, and 25 percent and greater were mapped on a countour-planimetric base map.

(2) Soils

A meso-intensity soils survey prepared by the U.S.D.A.-Soil Conservation Service was transferred to a reproducible contour-planimetric base map. The slope data mapped previously was incorporated with the soils survey map during this transfer process. The final product is a map which shows the various soil association types superimposed above the natural topography and also shows the percentage of the land's slope within each soil association.

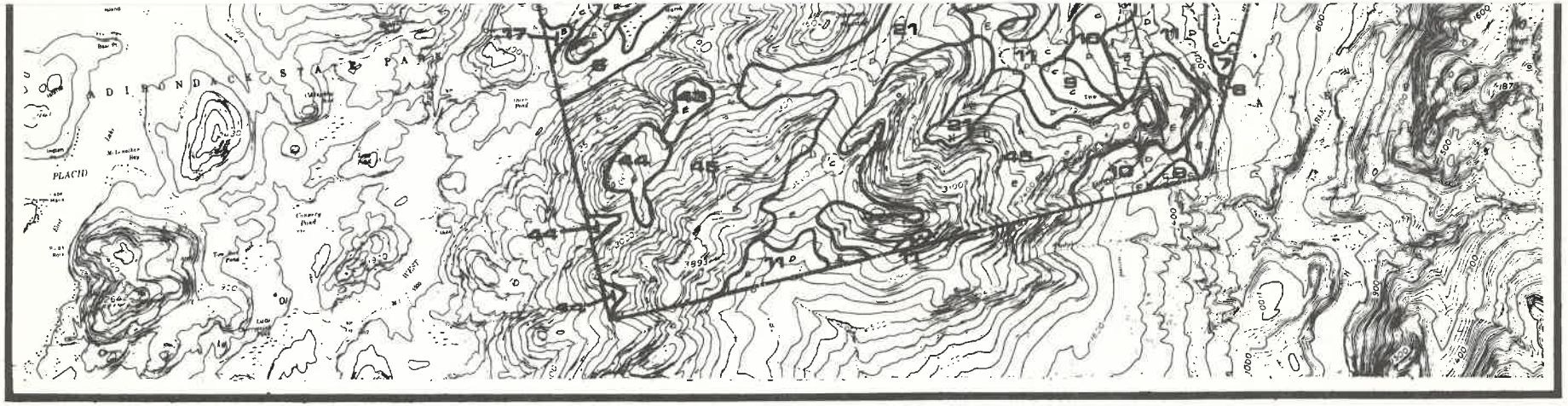
(3) Hydrologic Considerations

Stream patterns, surface water run-off patterns, water quality and ground-water supply information, streamflow characteristics, and flood plains were mapped. Sources of this data include the U. S. Geological Survey, the New York State Department of Environmental Conservation, and the Adirondack Park Agency.

(4) Biologic Considerations

Key wildlife habitats, key plant community areas, and trout streams stocked by the State

were mapped. Key wildlife habitat areas included deer yards, waterfowl areas, diverse ecosystem areas around wetlands, and spawning grounds near springs in streams and rivers. Key plant community areas were mapped primarily on the basis of their unique Flume area. Wetlands, areas of riparian vegetation (vegetation in and along streams), and rock-outcrop soil association areas were inventoried as unique vegetative resources by the Adirondack Park Agency but not mapped for final presentation because, as basic categories, they were duplicative of other mapped data.



SOIL ASSOCIATIONS WITH SLOPE

TOWN OF WILMINGTON
ESSEX COUNTY, NEW YORK

The preparation of this map was financially aided through a grant from the State of New York, through the Office of Planning Services pursuant to Chapter 348 of the Laws of New York, 1973.

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21	SOIL ASSOCIATION
D/E	SLOPE
A	0-3%
B	3-8%
C	8-15%
D	15-25%
E	25% & ABOVE

N

0 1000 2000 4000 6000

III. NATURAL RESOURCE ANALYSIS

A. Topographic Analysis

Slope categories were identified on the contour-planimetric map according to the system used by the Soil Conservation Service.

Slope Percent	S.C.S. Symbol
0-3	A
3-8	B
8-15	C
15-25	D
25+	E

These categories were used to facilitate the combination of slope and soils data in the analysis. Referring to the Soils chart, it can be seen that the degree of limitation to development increases for any developed use as the slope increases. One exception to this rule is the Woodland Management category on the Soils chart which does not show increased limitations for development with increased slope.

As slope increases, the carrying capacity of the land changes as well. Surface water run-off increases, and so does the potential for erosion and sedimentation. Cut and fill practices become increasingly difficult and potentially hazardous. During the construction process, the movement of heavy equipment on slopes over 15 percent is very difficult. When trees and vegetation are cleared on slopes greater than 15 percent, the degree of difficulty in establishing new vegetative cover is greatly increased. The construction of roads on slopes greater than eight percent, buildings on slopes greater than 15 percent, and septic systems on slopes greater than approximately 10 percent become difficult and require special provisions. And, of course, the cost of development is increased as a result of the extra amount of engineering and maintenance required. When development of a large area such as a subdivision occurs on moderate to severe slopes, 8-15 or 15 percent and greater, the density of land use combines with problems of slope to make development even more problematic. A large, concentrated area which has been essentially bared of all trees and vegetation on moderate or steep slopes may be seen from some distance. The problem of the down slope movement of leachate from septic systems into water supply wells and of surface water runoff across

roads and driveways, especially in winter, may develop. The locations of roads and buildings in accessible areas may preclude the use of much of the proposed development area, with the result of being a half-finished development.

While it is generally known that there is only a small percentage of gently sloping land with good soils in the Adirondacks, the Town of Wilmington is fortunate to have a great deal of this resource within the private land area of the Town. Development proposals which would require the use of steeply sloping areas should be reviewed in consideration of this fact.

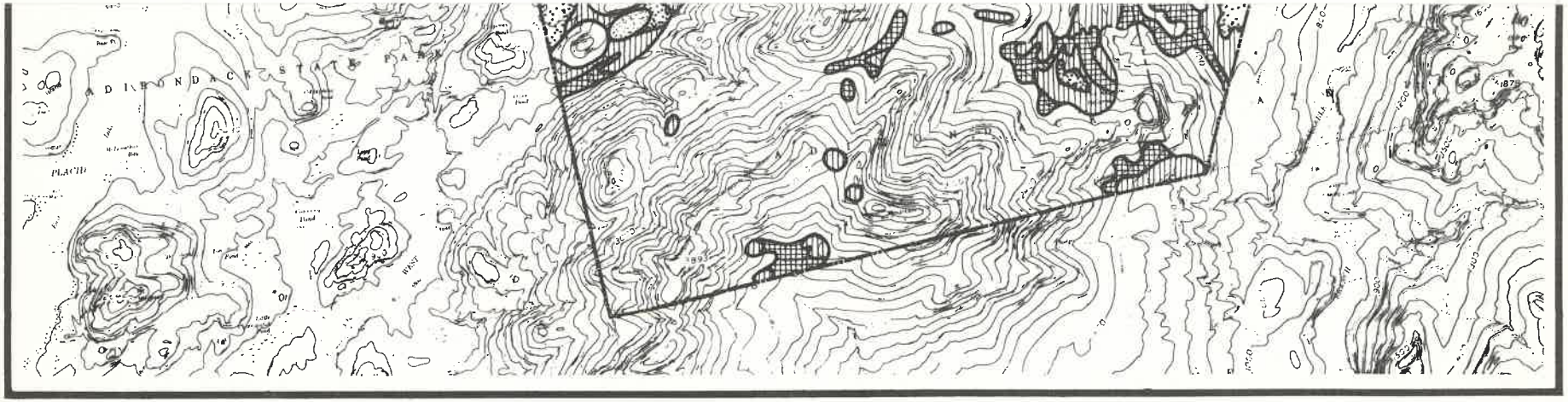
B. Soils Analysis

The combined soils-slope map is probably the single most important tool in the development of the land use plan for the future. Unknown to many people, the scientific study of soils by the Soil Conservation Service enables planners to assess the basic physical characteristics of the land and to make well-founded predictive judgments about the capability of the land's use for various purposes. Because of the great reliance which is placed upon the use of the soils map in deriving the comprehensive land use plan, it is important that the origin and the function of the soils map be understood.

The soils map, in this case technically referred to as a meso-intensity soils survey, was completed by the U.S. Department of Agriculture - Soil Conservation Service in December of 1974 for Wilmington. This type of survey represents an intermediate level of detail between a general soils association map (such as the one completed for Essex County in 1955) and the much more detailed standard soils surveys which have been done for more populous areas of New York State or for areas where agriculture was a principal industry. For planning purposes in the Adirondack Park area, the meso-intensity survey is being used by the Soil Conservation Service to do a fairly accurate mapping of a vast area as quickly as possible. The meso-intensity soils map is only intended to be accurate down to an area of approximately 40 acres in size, although accuracy may be increased or decreased in relation to this standard.

Each numbered soils area represents a soil association. Soil associations are named according to the dominant soil or soil series found within. The dominant soil series may cover from 60 to 70 percent or more of the area of the mapped units, with percentages of other soil types comprising the rest of the area. In some mapping units where two names are given, two different soil series may or may not approximately equal distribution. When the percentage of each soil series is known, the accuracy of the interpretive determinations made from the soils map will increase.

A chart of all of the soil association mapping units shown in the Town lists the names, numbers, physical characteristics, and interpretive use data as supplied by the Soil Conservation Service. Hermon soils, map unit number 6, is an example of a soil association in which the dominant soils series is well drained with



SLOPE

TOWN OF WILMINGTON
ESSEX COUNTY, NEW YORK

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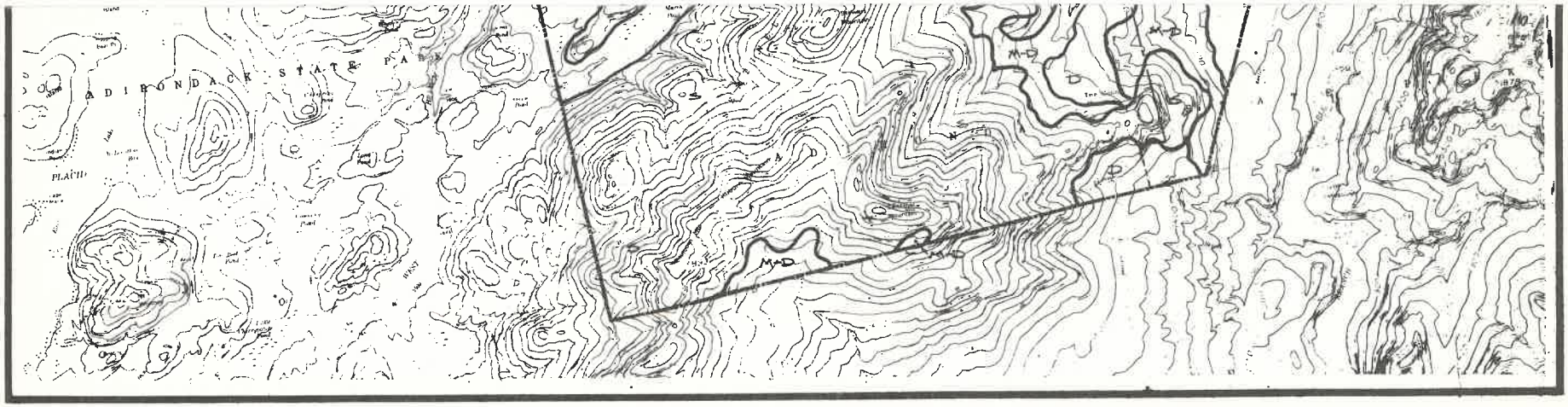
- 0-3% SLOPE
- 3-8%
- 8-15%
- 15-25%
- 25% & ABOVE

N

0 1000 2000 4000 8000



DEPTH TO BEDROCK

TOWN OF WILMINGTON
ESSEX COUNTY, NEW YORK

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LEGEND

S	ROCK OUTCROP TO SHALLOW DEPTH, 0'-1.5' BELOW THE SURFACE
S-M	VARIES, SHALLOW TO MODERATE DEPTH
M	MODERATE DEPTH, 1.5' - 4.0' BELOW THE SURFACE
M-D	VARIES, MODERATE TO DEEP DEPTH
D	DEEP DEPTH, 4.0'+ BELOW THE SURFACE

N

0 1000 2000 4000 6000

lesser percentages of the association occupied by other poorly drained soil types. The Brayton-Dannemora soil association, soil map unit number 12, represents an example where there is no dominant percentage of a single soil type within an area. Brayton soils and Dannemora soils each occupy approximately 35 percent of the area for a total of roughly 70 percent, with other soils making up the last 30 percent of the area as minor inclusions.

Because of the intermediate level of detail in a meso-intensity soil survey, combinations of soils are mapped, as illustrated above. Therefore, it is very important that the meso-intensity map and the soil interpretations derived from the map are used in the way they were intended - as a general guide.

This information is our best source for determining the basic "carrying capacity" of the land and for locating other features such as soil areas subject to flooding. The soils information in this form, however, does not represent the final, definitive statement about the way land must be used. Rather it identifies the problems or benefits of using a particular area which has certain known soil characteristics. For the planning of almost any developed use, from hiking trails to industrial site development, on-site soils investigation is an essential requirement. Obviously, on-site investigation becomes more important as more dollars are invested in the project. On-site investigation is needed to increase the detail of the meso-intensity survey information, and to confirm or deny the validity of interpretations made from the meso-intensity soils survey.

Interpretations about the physical characteristics and capabilities of soils for different uses was developed from published information supplied by the Soil Conservation Service. All of this information is incorporated into the soils chart. Soil survey interpretations give information about the physical properties of the soil which limit the use of soils for various uses. The physical properties include depth to water table, depth to bedrock, erosion potential, and the flood hazard. Soils are also rated as to their degree of limitation for use as the host site for a variety of developed uses including low buildings with and without basements, septic filter fields, streets and parking lots, sanitary landfill areas, picnic areas, campsites,

playgrounds, field crops, truck crops, and woodland management areas.

The limitation ratings serve as general statements about the relative suitability of establishing a certain type of land use in a soil which typically has certain characteristics. The three degrees of soil limitation ratings are provided and defined as follows:

SLIGHT: relatively free of limitations, or limitations easily overcome. The best potential for the intended use.

MODERATE: limitations need to be recognized, but they can be overcome with good management and careful design. Intermediate potential for the intended use.

SEVERE: limitations are severe enough to make use questionable. The poorest potential. It is important to note that a rating of severe does not mean that a soil cannot be used for the intended use. However, it does mean that several limitations exist that must be overcome with proper design or operation. It commonly is more expensive to develop soils with a severe limitation than those with slight or moderate limitations. By using the soil survey and interpretations it is possible to select sites with the least limitations for the intended use.[1]

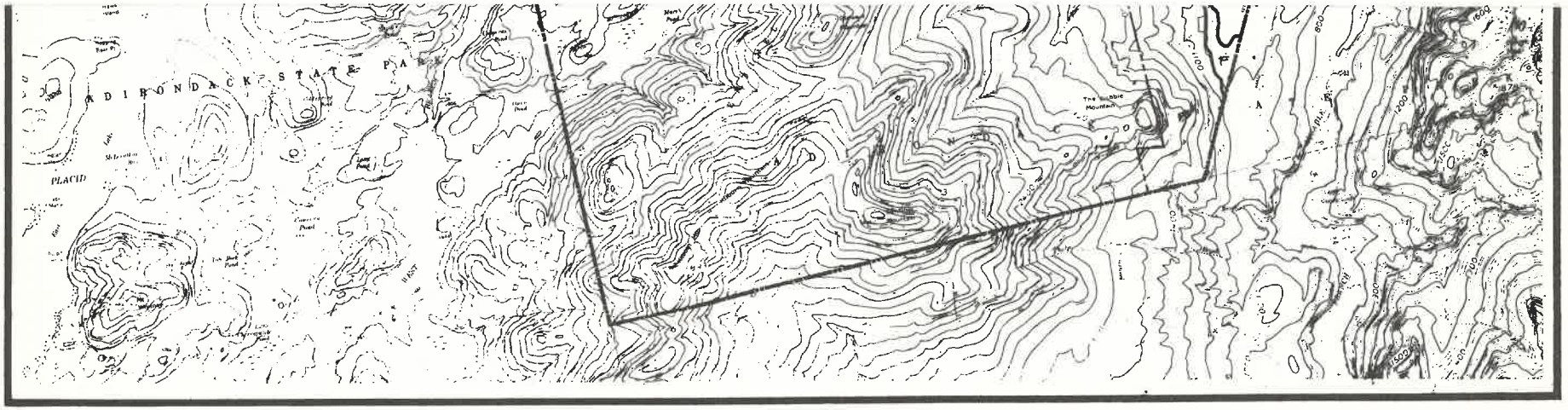
The Soil Conservation has established criteria for use in assigning limitation ratings to the various soil types for different intended uses. The ratings reflect the physical characteristics of the soil which are the limiting factors for the particular intended use. For example, one soil may have slight limitations for development of a low building (three stories or less) with a basement because the soil is well-drained, occupies a slope area of less than eight percent, is non-rocky, non-stoney, having depths of 10 feet or more to bedrock and the water table, has little

[1] page 5, Soil Survey Interpretations of Soils in New York State, prepared by the Department of Agronomy, Cornell University, Ithaca, New York and the U.S. Department of Agriculture, Soil Conservation Service, Syracuse, New York

potential for erosion, and is not subject to a flooding hazard. In another instance, a soil may have a severe limitation rating for the development of a low building with a basement because of the presence of one or more adverse physical characteristics. For example, in an area with a shallow depth to bedrock and a high water table, it may be extremely difficult and expensive to build a house or small commercial building which will not be plagued with problems caused by these conditions.

Individual reproducible maps have been prepared which show depth to high water table, depth to bedrock, and erosion potential based on soils information. A shallow depth to high water table will create problems for the installation and maintenance of basements, building foundations, streets, parking lots, pipelines, and especially for the proper function of septic systems. A shallow depth to bedrock will make development of the same things both difficult and expensive. Ground-water pollution may occur if septic field leachate can seep directly into fractured bedrock below and thus into the ground-water system. Where soils have a high potential for erosion, special measures should be taken during any construction activities to ensure the minimum removal of vegetation and baring of earth. These individual maps are intended to be used as supporting data for future land use planning.

Individual reproducible maps have been prepared which show soil limitation ratings for the developed uses including low buildings with basements, on-site septic filter fields, and campsites. Again, these maps reflect the physical properties of the soils which were evaluated by the Soil Conservation Service in establishing the ratings of slight, moderate or severe limitations.



SEPTIC SUITABILITY

TOWN OF WILMINGTON
ESSEX COUNTY, NEW YORK

[redacted]

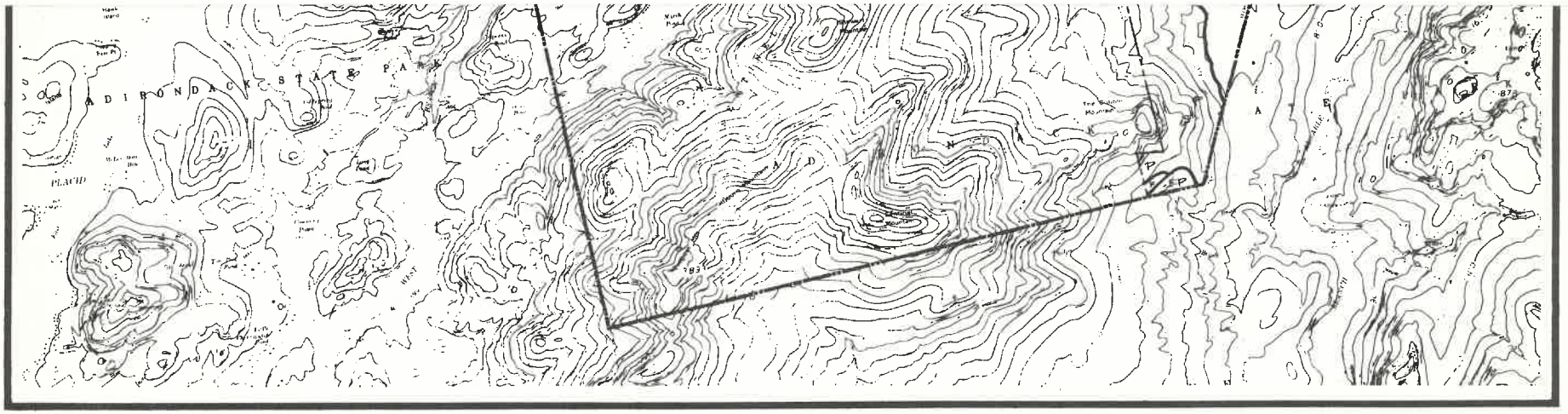
BRISTOL, LITYNSKI, WOJCIK, TARBOX, HOLLISTER, CINQUINO & MOORE, P.C.
A MEMBER OF THE SARATOGA ASSOCIATES THE ARCADE, SARATOGA SPRINGS, NEW YORK

LEGEND

G	GOOD
F	FAIR
P	POOR

N

0 1000 2000 4000 8000



LOW BUILDINGS WITH BASEMENTS

TOWN OF WILMINGTON

ESSEX COUNTY, NEW YORK

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LEGEND

G	GOOD
F	FAIR
P	POOR

N

0 1000 2000 4000 8000

C. Hydrologic Considerations - Analysis

The hydrologic or water system includes two major elements, the surface water system and the ground-water system.

Information on the surface water system was obtained from a number of different sources. The actual drainage pattern of rivers and streams was delineated using the contour-planimetric base map. Stream water quality classifications were obtained from the New York State Department of Environmental Conservation - Environmental Analysis Division in Ray Brook. All streams in Wilmington which have been classified are noted. The majority of streams are classified as "C" with some mountain-fed streams receiving the highest classification of "AA". One shallow area of the Ausable River is classified "B", just south of the bridge in the hamlet of Wilmington. The average flow of these streams in cubic feet per second is plotted on the Hydrologic Considerations map to show the relative magnitudes of flow among the various streams. Stremflow information was taken from a report on Water Resources of the Champlain-Upper Hudson Basins by the U.S. Geological Survey and published by the then New York State Office of Planning Coordination in 1970.

Flood plain information comes from two different sources. The U. S. Geological Survey Floodprone Area map series was used to delineate the flood hazard areas along the Ausable River. Soils which are subject to frequent or occasional flooding hazard have been mapped from the S.C.S. soil survey. The U.S.G.S. information on flood plains was generated for the H.U.D. flood insurance program and is an approximation of maximum flood levels. The soils areas subject to flooding also are approximate locations. It is therefore emphasized that neither type of boundary around these areas is highly precise. Rather, these areas have been mapped in order to reflect a high probability of flooding at some time and not an absolute condition.

The ground-water system in Wilmington is comprised of two basic parts. Crystalline bedrock underlies the entire Town. Wells drilled into the bedrock may yield anywhere from 1-35 gallons per minute, although a low figure in the area of 3-5 gallons is the most

typical. Unconsolidated glacial material left above the bedrock after the last ice age represents the other part of the subsurface environment where ground-water is found. Glacial till, a mixture of clay, silt, sand, gravel, and boulders, is located on the sides of hills and upland areas. It generally is a poor supplier of water yielding between 1-20 gallons per minute to dug wells. Sand and gravel, sometimes called glacial outwash because of the way it was deposited by ice age meltwaters, yield the highest supply of ground-water. This is due to the high degree of permeability and transmissibility which this sort of deposit possesses. A lot of water can be held in the void spaces between the individual grains of sand and gravel and the water is also capable of moving through the deposit quickly. Sand and gravel can yield up to 400 gallons per minute to properly installed wells. Finer-grained deposits of sand may yield up to 325 gallons per minute to individual wells. Silt and clay deposits, in contrast to sand and gravel, have very little void space between the individual grains and have very slow rates of permeability. Their yield of water is so low that they are not known as an aquifer deposit, a supplier of water. Their importance to the hydrologic system is that they trap water above in wetland areas.

The hydrologic system is fed by precipitation. Approximately 50 percent of all precipitation runs off of the land into the surface drainage system. The pattern of surface water runoff and the natural watershed boundaries have been indicated on the Hydrologic Considerations map. The other 50 percent of the water enters the ground-water system. The most porous and permeable earth material, the sand and gravel glacial outwash, is able to hold the greatest amount of ground-water per unit of volume. This is evidenced by its high yield water supply capacity.

For future planning purposes, it will be important to protect such areas from overdeveloping. A high percentage of impervious surfaces above these sand and gravel areas in the form of driveways, streets and rooftops, would definitely interfere with the recharge of the ground-water system in these areas. Because of their rapid permeability, these areas are also prone to ground-water pollution from septic systems if the density of development becomes too high. Although there has been a great deal of research into the mechanics of how septic leachate is cleaned

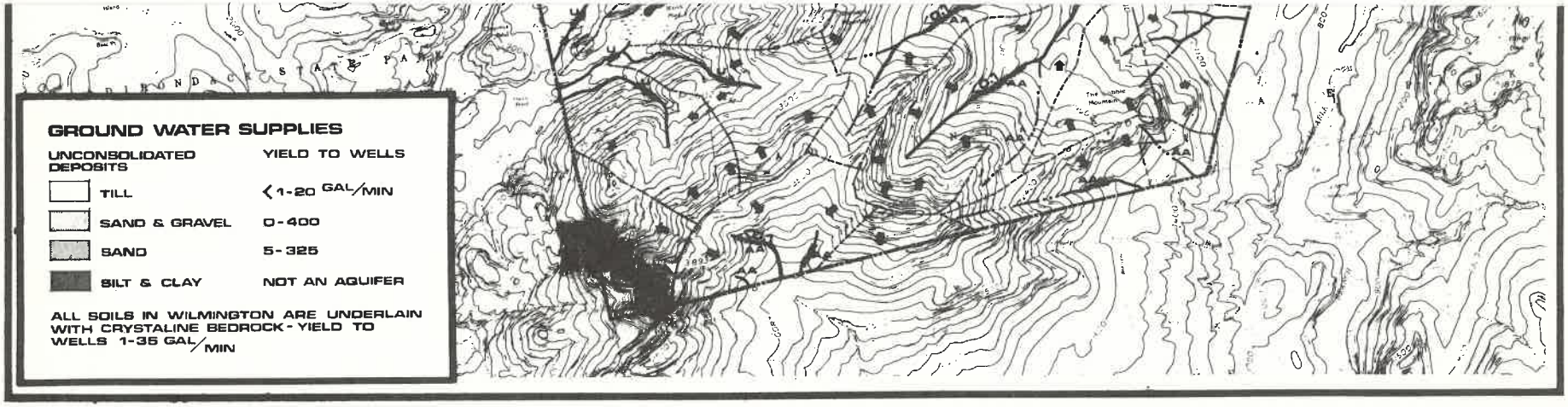
by the soil, it is very difficult to establish a density for development based on the capability of the soil to effectively clean up subsurface septic leachate. A common standard of development for the use of septic systems in sandy glacial outwash soils has been to allow one system per acre. However, because of the reliance placed upon on-site water supplies in rural communities such as Wilmington, the Town should probably establish land use controls which would require much lower densities for development in these important water supply areas until more information is available to planners regarding specific densities for use of septic systems in particular types of soils. The Soil Conservation Service and other agencies involved in a great deal of research on this topic and some more definitive information than presently exists should be coming out in a few years.

Great emphasis and concern about the recharge of ground-water supplies has lead the public to perhaps believe that certain areas soak up water like a sponge while water runs off other areas very quickly. In a very fundamental way, this is true. But it should also be recognized that overdevelopment of areas other than those underlain by sand and gravel aquifers may also lead to reduced ground-water supplies for that area. For example, many homes clustered together with each having an individual well tapping the ground-water supply in bedrock may together lower the ground-water level for that area permanently. In this situation, these closely spaced wells could induce subsurface ground-water flow away from a nearby stream. In turn, the reduced stream-flow would tend to cause a deterioration of water quality in the stream as the stream's self-cleaning capacity is reduced. Also, the stream may have been a source of ground-water recharge to downtstream areas of sand and gravel which border it. This chain of events is just an illustration of how water supply capacities can unknowingly be reduced. Thus, it is important to know that ground-water recharge and ground-water supplies should be viewed in terms of the overall hydrologic system and not in terms of just certain specific items or areas.

The implications of this discussion for future planning purposes are that the Hydrologic Considerations map should play a major role in the establishment of land use and densities for development.

D. Biologic Considerations

Key wildlife habitat as mapped by the Adirondack Park Agency staff biologists include deer yards, waterfowl areas, diverse ecosystem areas around wetlands which serve as important elements of habitat for fish, birds, and small mammals, and spawning grounds for fish in streams and rivers near spring holes. Key plant communities have been identified on the basis of unusual locations as well as species types, in ravines, in unique areas such as the Flume, and on sand plains. Special interest areas include all of the streams in Wilmington. These have all been classified by the State Department of Environmental Conservation as "trout streams" and are therefore indicated in this category. Because of the significance of the generally high quality drainage system to the community's natural character, buffer strips of land along streams have been mapped. Regulation of land use in these areas should be carefully considered in order to avoid adverse environmental impacts caused by development activities.



GROUND WATER SUPPLIES

UNCONSOLIDATED DEPOSITS	YIELD TO WELLS
TILL	< 1-20 GAL/MIN
SAND & GRAVEL	0-400
SAND	5-325
SILT & CLAY	NOT AN AQUIFER

ALL SOILS IN WILMINGTON ARE UNDERLAIN WITH CRYSTALINE BEDROCK - YIELD TO WELLS 1-35 GAL/MIN

HYDROLOGIC CONSIDERATIONS

TOWN OF WILMINGTON
ESSEX COUNTY, NEW YORK

The preparation of this map was financially aided through a grant from the State of New York, through the Office of Planning Services pursuant to Chapter 348 of the Laws of New York, 1973.

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DRAINAGE DIVIDE

RUNOFF

SURFACE WATER FLOW (CU FT PER SEC.) 0.1-1.0

EXTENT OF FLOOD PLAIN

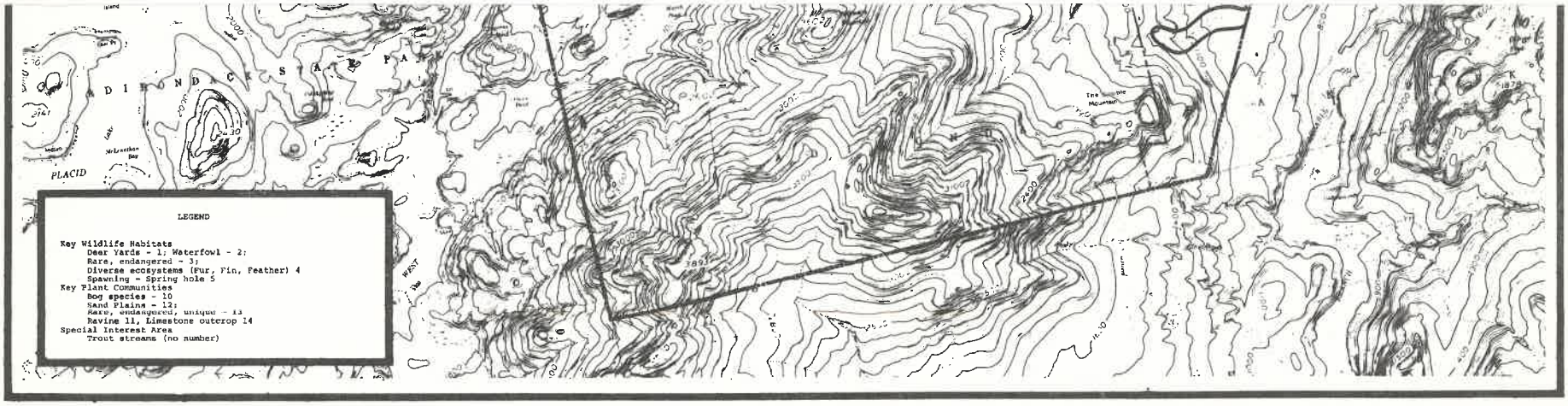
NOTE: ALL STREAMS ARE CLASS C UNLESS OTHERWISE INDICATED
U INDICATES UNCLASSIFIED

OCCASIONAL FLOOD HAZARD

FREQUENT FLOOD HAZARD

N

0 1000 2000 4000 6000



BIOLOGIC CONSIDERATIONS

TOWN OF WILMINGTON
ESSEX COUNTY, NEW YORK

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KEY WILDLIFE HABITATS

KEY PLANT COMMUNITIES

STATE STOCKED TROUT STREAMS

N

0 1000 2000 4000 8000

IV. CRITICAL ENVIRONMENTAL AREAS

These are areas which have been designated by law and mapped by the Adirondack Park Agency because of their proximity to important environmental areas and/or because of their own particular environmental significance. The primary function of this map will be to indicate responsibility for review of projects in accordance with the Park Agency's Class A (regional) - Class (local) project review system. Critical environmental areas have been grouped into four basic categories as follows.

A. Land within one-half mile of rivers designated to be studied as wild, scenic or recreational in accordance with Environmental Conservation Law.

This provision has established the corridor around the Ausable River. World renowned for its scenic beauty and excellent fishing, the Ausable is a major asset of a community which relies on tourism. The preservation of this river in its present condition is of prime importance.

B. Wetlands

Wetlands have many important natural functions. During wet seasons, they place millions of gallons of water into storage which otherwise would run downstream as floodwater. Later, wetlands slowly release this stored water to streams during periods of low flow, thereby helping to sustain a more regular streamflow regime. Wetlands have this capability because of the low positions they occupy on the landscape and because of their soil materials which have sponge-like characteristics. Wetlands serve as a type of water filter and purifier. Silt and sediment washed off of the land and into streams settle out in wetlands interspersed along the course of the surface runoff.

Nutrients in potentially polluting concentrations in the runoff from agricultural areas (phosphates and nitrates) are converted into plant growth within wetlands. Wetlands are a very important part of the overall habitat range for nearly all types of wildlife, also. They serve as breeding grounds for fish, birds and other animals. Their rich biological productivity allows a full range of plant-animal ecological interactions to be observed, thus making wetlands ideal for use as outdoor classrooms for nature study groups.

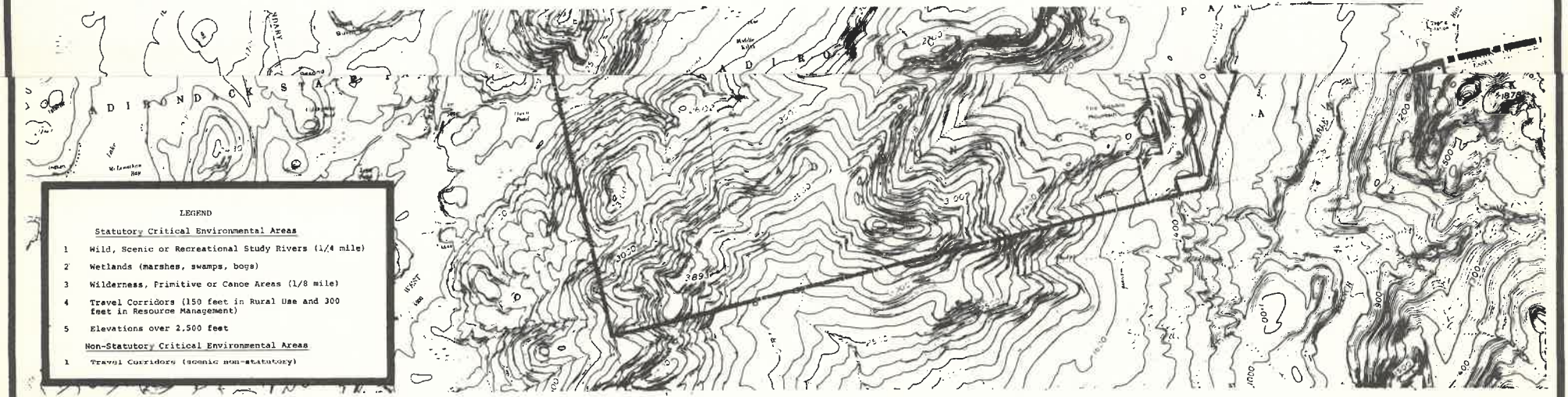
C. Lands within one-eighth mile of tracts of forest preserve land (State) or water now or heretofore classified as wilderness, primitive, or canoe areas in the master plan for management of State lands.

This includes a buffer strip of land running along the western boundary of the private land in Wilmington from the Black Brook town line down to the Keene town line and a buffer strip around the small area of State land on Hamlin Mountain on the eastern town boundary line with Jay.

D. For Resource Management areas as defined by the Park Agency, land within three hundred feet of highways designated as major travel corridors.

This requirement called for the delineation of a strip of land one-eighth mile wide along Whiteface Mountain Memorial Highway and also along Route 86 as it enters Wilmington from Jay. These areas have been classified because of their proximity to resource management areas.

The Adirondack Park Agency also noted that an important travel corridor, which is not itself protected by statute, is located along Route 86 above and below the Flume. However, this area lies with the Ausable River corridor, an area which will receive Class A project review by statute.



AREAS OF CRITICAL ENVIRONMENTAL CONCERN

TOWN OF WILMINGTON
ESSEX COUNTY, NEW YORK

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STATUTORY CRITICAL ENVIRONMENTAL AREAS
RIVERS, WETLANDS, WILDERNESS, TRAVEL CORRIDORS

NON-STATUTORY CRITICAL ENVIRONMENTAL AREAS
TRAVEL CORRIDORS

N

0 1000 2000 4000 6000

ECONOMIC ANALYSIS

I. POPULATION AND HOUSING

Although the population of Wilmington has increased from 567 in 1930 to 777 in 1970, the growth has been somewhat uneven over these four decades. From 1930 to 1940, there was an increase of 170 persons (30%). This increase was followed by a 22% decline to 574 persons in 1950. But, by 1960, the population rose again by 19% to total 683 people. In 1970, there were 777 inhabitants, a rise of 13.8%.

The Town of Wilmington has experienced significantly different growth rates than the county as a whole, particularly from 1960-70 when Essex County suffered a population decline of 1.6%, while Wilmington's total increased by 13.8%. The Office of Planning Services projects an increase in the County population of approximately 8% over the next 15 years (1975-1990). For Wilmington itself, OPS predicts an 18% increase for the same period. The population trends and projections are summarized on Tables 1, 2, 3 and 4. It is important to view these figures with caution, as they are not completely accurate on the town level. The methodology used allocated percentage shares of county growth to towns, based on past trends and on some knowledge of local conditions. Since these projections were developed, other factors have surfaced to cast further doubt upon their reliability: the selection of the 1980 Olympic site and the evolution of an economic recession. Thus, the task of projection is made even more difficult.

Because OPS figures are subject to doubt - especially the population estimates for 1975, a new calculation of existing population has been developed. The new figure of 1049 is based on the existing land use map, and is illustrated by Table 3. Using the new base figure, while retaining the increase figure of 18%, the projected population for 2000 is 1237. According to the projections developed for the Essex County Water Study (Table 4), the population for Wilmington will be 1240 in 2000, a number consistent with and supportive of the revised projection cited here. This new figure is sufficiently accurate for the land use plan, as a precise number is not essential.

In quantity, the projected growth certainly appears to be within the town's ability to absorb population increases. The seasonal population, however, is not represented by the year-round figures, and is an important aspect of the total picture. In 1970, the Census reported 101 vacant seasonal units, or 26% of the total housing units in

Wilmington. In a door-to-door survey conducted in 1973 by the Lake Champlain-Lake George Regional Planning Board and the Adirondack Park Agency, 173 seasonal residents were counted. This increase of 72 seasonal units since 1970 may be misleading due to census inaccuracies. However, the figure does indicate the significance of the seasonal population for Wilmington, both in total quantity and in yearly growth. It is essential that the Land Use Plan address the housing and service demands generated by the seasonal population growth.

Housing demand is a matter of quantity and quality in Wilmington. The Town Board should consider the task of providing adequate housing for residents of varying income and household characteristics. These considerations should be built into Board review of development projects. According to the 1970 Census, out of 295 year-round housing units, 205 were owner-occupied, 56 rentals and 34 were vacant. By structure type, 253 were one-unit structures, 31 had two or more units, and 11 were mobile homes. In Wilmington, 5.1% of owner-occupied units in 1970 were mobile homes, compared to 1.3% for all of New York State. This is a very conservative estimate, as the 1973 land use survey counted 51 mobile homes. From March 1973 to November 1974, six out of twelve building permits issued were for mobile homes. The predominance of single family, owner-occupied housing, plus the large percentage of mobile homes indicates a potential housing problem in Wilmington. There is a shortage of both sale and rental units at prices within the means of lower income families. Discussions with town residents support this finding, especially with respect to single family homes in the lower price ranges.

The quality of housing in Wilmington appears lower than that in the County as a whole and in the State. We have utilized the following criteria for housing quality:

- the percentage of persons per household with 1.01 or more persons per room, and

- the percentage of occupied units with complete plumbing facilities.

According to the 1970 Census, Wilmington experienced 18.3% overcrowding in units, while County and State levels were 15.4% and 14.8% respectively. For complete plumbing facilities, Wilmington had 89.7%, the County 92.7%, and the State 97.2%. Housing statistics for Wilmington are summarized on Tables 5 and 6.

What emerges from this study is not only a shortage of adequate, quality housing, but also a shortage of housing units of particular types and prices. To recapitulate,

Wilmington's year-round population is expected to increase at a stable but slow rate over the next few decades. The main development pressure will be from the seasonal population growth. In order to meet the demands of these changes and to avoid areas of potential problem, Wilmington might focus on the following tasks:

- During the process of project review, consider the housing needs of year-round residents and promote more rental and sale units at lower prices.

- Improve the quality of existing, substandard units, and encourage the development of additional, long-lasting, quality housing. These goals should be incorporated into review of new development proposals by Town Boards and enforcement officers.

- Recognize the growing importance of the seasonal population, identify its impact and meet the additional housing and service demands.

    - The demands for and impacts of seasonal housing differ from those of permanent housing. Therefore, the Town Plan ought to reflect such differences in density, distribution and location characteristics of these two types. For example, seasonal housing may well be of lesser density and at greater distances from the town center than permanent housing.

    - Permanent housing requires greater efficiency of service delivery and should be concentrated closer to the center of town and in areas of higher density than seasonal housing.

    - Wilmington should recognize and provide for the different facility and service needs of seasonal and permanent residents. Whereas seasonal residents are more interested in property protection services (fire, police, etc.), permanent residents tend to place higher priority upon human services (schools, health, etc.).

TABLE 1

POPULATION TRENDS

Wilmington 1920 - 1970

	1920	1930	1940	1950	1960	1970
Population	545	567	737	574	683	777

TABLE 2

POPULATION GROWTH AND PROJECTIONS

1960 - 2000

	1960	1970	% Growth 1960-70	1980	% Growth 1970-80	1990	% Growth 1980-90	2000	% Growth 1990-2000
Wilmington	683	777	13.8%	830	6.8%	895	7.8%	955	6.7%
Essex Co.	35,300	34,631	-1.9%	36,124	4.3%	37,328	3.3%	38,200	2.3%

Source: Census of Population, U.S Department of Commerce,
New York State Office of Planning Services

TABLE 3

POPULATION COUNT BASED ON
EXISTING LAND USE

Number of Dwelling Units		People/Dv		
273 Single family houses	x	3.2	=	874
7 Two family houses	x	3.2	=	22
51 Mobile homes	x	3.0*	=	153
				1,049

* Assuming fewer people in a mobile home.

Source: Existing Land Use for the Town of Wilmington, Hans Kulunder Associates, November 1973, p. 5.

TABLE 4

POPULATION PROJECTIONS FROM
ESSEX COUNTY COMPREHENSIVE
PUBLIC WATER SUPPLY STUDY - 1971

Year	Permanent Population	Seasonal Population	Total Population (Peak Seasonal)
1970	777	1,890	2,667
2000	1,240	3,420	4,660
2020	1,490	5,080	6,570

Source: Rist-Frost Associates, Consulting Engineers, Glens Falls, New York

TABLE 5

HOUSING STATISTICS

Wilmington 1970

Number of Units		Number of Units by Structure*	
Total housing units	396	1-unit structure	255
Total year-round units	295	2 or more-unit structures	17
Owner-occupied	205	Mobile homes or trailers	11
Renter-occupied	56		
Vacant	34		
Vacant seasonal and migratory units	101		

TABLE 6

COMPARISON OF HOUSING CHARACTERISTICS, 1970

Wilmington, Essex County, New York State

	New York State	Essex County	Wilmington
% of year-round housing units in 1-unit structure*	40.3	78.2	90.1
% of year-round housing units in structures of 10 or more units*	31.1	1.0	0.1
% of year-round owner-occupied units which are mobile homes*	1.3	6.2	3.9
% of persons in households with 1.01 or more persons per room*	7.6	7.2	8.8
% of occupied housing units with complete plumbing facilities*	96.3	90.5	87.5

Source: 1970 Census of Housing, New York State Office of Planning Services, Data and Systems Bureau

* Fourth count data, first count data is inaccurate

II. ECONOMIC BASE OF WILMINGTON

The purpose of this section is to identify the economic base of Wilmington. Elements of concern are: the activities which comprise the local economy, which provide employment and income for the residents, and form the basis of economic growth in Wilmington.

The overwhelming predominance of recreation/tourism is perhaps the most significant factor in the economic base of Wilmington and of Essex County. This is evidenced by the number of selected services in the area. In 1967, the County obtained 84% of its selected services receipts from resorts and recreation, compared to 24% for the State.[1]

In addition, the employment distribution reflects the importance of tourism as a career activity. (Table 7) Service activities accounted for 55.7% of Wilmington's employment in 1970. Retail trade accounted for 13.1%. Although the percentage of retail trade is not attributed completely to the tourist trade, there is definitely a strong relationship between the two industries. An indication of that relationship can be found in the distribution of employment among occupation groups in Wilmington (Table 8). In 1970, 14.5% of town employees were officials or proprietors and 12.2% were service workers.

A survey of business concerns in Wilmington served to confirm the relationship, with a count of 29 hotels, motels and inns, 4 attraction/recreation establishments, 6 campgrounds and 15 restaurants (either separate from or associated with a lodging place). The survey is summarized in Table 9. Other businesses include 9 retail trade establishments, 4 automotive service stations, 3 professional service businesses and 2 industries.

Construction work is the second highest employment source in Wilmington, accounting for 8.5% of employed persons. Public administration is third with 6.9% of employed persons. No other industry utilized more than 5% of the labor force. Manufacturing, an important sector in other areas, has suffered considerable decline in Essex County. From 1963-1967, Essex lost 23% of its manufacturing establishments. In Wilmington, only 4.9% of the labor force is employed by the manufacturing sector.

[1] "Reappraisal of Regional Potential and Problems", Lake Champlain-Lake George Regional Planning Board, June 1971, p. 29.

Significance of the Economic Base

The significance of the economic base is its impact upon the community through the generation of employment, income and growth potential. The main characteristic of Wilmington's tourist industry is its seasonality. The high point of tourist activity is reached during the summer months. Only 12 of the 29 hotels/motels are open for business during winter months.[1] Attendance at Whiteface Mountain was 156,848 during the summer of 1973 (ski center and highway), compared to 68,468 at the ski center in the winter of 1973-74. This particular winter was not a typical one due to the constraints imposed by the energy crisis. Still, the variation in attendance between summer and winter is substantiated by figures for other years (see Table 10).

With respect to employment, we have established the importance of the service sector as the employer of the largest percentage of persons. One of the primary problems associated with an economy based on tourism is a high degree of seasonal unemployment, illustrated by Table 11. The 1970 census identified a labor force of 310 persons in Wilmington, of which 304 were employed. Clearly, this is a very low unemployment rate of only 2%. It is a misleading statistic, however, for seasonal variations in the work force or in employment are not included. The 1970 census identified 273 people as "not in the labor force." This group includes students, housewives, retired people and seasonal workers cited in "off" season and not seeking employment. The total labor force would be considerably larger if it included seasonal workers. Similarly, unemployment figures reflect only those people who were actively seeking employment during the sixty days prior to census enumeration. These figures exclude those with no interest in gaining employment. In addition, seasonal fluctuations are omitted from the census figures. Table 12 illustrates that only 152 people, or roughly half the labor force in Wilmington, worked fifty to fifty-two weeks in 1969. Monthly unemployment figures were available on a county-wide basis exclusively. As shown in Table 13, the county unemployment rate varied from 6.8% in June to 15% in April of 1974. These figures are based on those applying for unemployment compensation, according to the New York State Department of Labor. It is obvious, then, that a recreation/tourism-based economy has a strong impact on employment, causing major, seasonal fluctuations on the residents' working status. This problem is compounded even further by the seasonal nature of the construction industry which employs 8.5% of Wilmington's labor force.

[1] Whiteface Mountain Chamber of Commerce

The tourist industry in Wilmington affects the town's year-round economy. It does not provide a stable source of income for the townspeople. A person employed in the tourist trade will have a low yearly income, unless outside work or unemployment compensation can be used to supplement. Receipts of hotels, motels, restaurants and retail businesses will vary greatly over the year. Low and seasonally fluctuating incomes will have an impact throughout the economy as a result of residents' expenditure patterns. A comparison of incomes in Wilmington with those in the county and the state is shown on Table 14. The median family income in 1969 was $8,412 in Wilmington, $8,145 for the county and $10,617 for the state. This does not include incomes of seasonal residents. There were 9.5% of Wilmington's families with incomes below poverty level. According to the Department of Social Services, there were 21 families (8%) receiving public assistance as of November 1974. Obviously, Wilmington's economic base has not generated high incomes for its residents, and is largely responsible for the comparatively low incomes in town.

TABLE 7

WILMINGTON LABOR FORCE 1970

Occupation Groups

Total Employed	304
Professional/Technical	18.8%
Farmers/Farm Managers	0
Managers/Administrators	14.5%
Clerical	12.8%
Sales Workers	0
Craftspeople/Foremen	25.3%
Operatives	10.5%
Service Workers:	
Private Household	0
Other	12.2%
Laborers	5.9%

TABLE 8

WILMINGTON LABOR FORCE 1970

Industry Groups

Total Employed	304, 100%
Agriculture/Forestry/Fisheries	1.3%
Mining	0
Construction	8.6%
Manufacturing:	
Durable	3.3%
Non-durable	1.6%
Transportation/Community Utilities	3.0%
Trade:	
Wholesale	2.0%
Retail	13.2%
Business Repair Services	6.6%
Personal Services	15.8%
Entertainment Services	9.9%
Professional Services	23.4%
Finance/Insurance/Real Estate	4.6%
Public Administration	6.9%

Source: 1970 Census of Population

TABLE 9

SURVEY OF WILMINTON BUSINESSES

Type	Number of Establishments
Industry	1
Retail Trade	9
Hotel, Motel, Inn	29
Restaurant	15
Campground	6
Attraction/Recreation	4
Service Station	4
Professional and Service	3

Source: Survey conducted by Consultant, November 1974.

TABLE 10

ATTENDANCE FIGURES
WHITEFACE MOUNTAIN

1970-1974

	Highway	Ski Center	Total
Winter 1970-71		135,251	135,251
Summer 1971	93,855	51,387	145,184
Winter 1971-72		125,184	125,184
Summer 1972	82,537	79,733	162,270
Winter 1972-73		78,173	78,173
Summer 1973	99,417	57,431	156,848
Winter 1973-74		68,468	68,468

Source: Whiteface Mountain Chamber of Commerce

TABLE 11

LABOR FORCE STATUS
PERSONS 16 YEARS AND OLDER

Wilmington 1970

	Male	Female	Total
In armed forces	0	0	0
Employed	205	99	304
Unemployed	6	0	6
Labor force	211	99	310
Not in labor force	81	192	273

TABLE 12

COUNT OF MALES AND FEMALES
BY WEEKS WORKED

Wilmington 1970

Weeks	Male	Female	Total
50 - 52	123	29	152
48 - 49	6	5	11
40 - 47	20	24	44
27 - 39	22	15	37
14 - 26	43	54	97
13 or less	28	38	66
none	50	128	178
Total	292	293	585

Source: 1970 Census of Population

TABLE 13

1973 - 1974 UNEMPLOYMENT

Essex County

Month and Year	Total Unemployment	Unemployment Rate
1973		
June	1,200	6.8
July	1,000	5.5
August	800	4.6
September	800	4.8
October	900	5.9
November	1,700	11.9
December	2,100	14.1
1974		
January	2,100	14.6
February	2,100	14.3
March	2,100	14.7
April	2,200	15.0
May	1,600	10.0
June	1,300	7.7

Source: New York State Department of Labor

TABLE 14

INCOME COMPARISONS 1969

Wilmington, Essex County, New York State

	New York	Essex County	Wilmington
Median family income	$10,617	$8,145	$8,412
% of families below poverty level	8.5%	9.8%	9.5%

Source: New York State Office of Planning Services, Data and Systems Bureau

III. ECONOMIC GROWTH POTENTIAL

Although Wilmington continues to grow at a slow, but steady pace, its main industry - tourism/recreation - has not followed suit. Between 1963 and 1967, total selected service receipts increased 14% in Essex County. This figure represents increases in Lake Placid (52%), Saranac Lake (39%) and Ticonderoga (24%) only.[1] The rest of the county, including Wilmington, experienced a decline of 13% in the same period. A look at the gross receipts of Whiteface Mountain over the past five years reveals a similar downward trend (Table 15). It appears, then, that Wilmington has not kept pace with either regional or national increases in the tourism/recreational field. One must conclude that Wilmington has little potential for generating future economic growth. Another limiting factor of Wilmington's growth is the seasonal fluctuation of its tourist industry.

Present economic trends in Wilmington also preclude growth in other areas of business activity. Population growth predictions are not large enough to support a significant increase in retail trade establishments, or in other businesses and services which require a minimum rise in population statistics. Such pursuits as supermarkets, discount stores, movie theaters and clothing stores would be hard pressed to survive financially in Wilmington. Competing activities in nearby towns also serve to limit economic growth. At one time, Wilmington may have attracted businesses from out of town, but these opportunities have now settled in Lake Placid or Ausable Forks. The competition which has grown in other towns would prevent Wilmington from engaging similar establishments to its benefit. Although Wilmington residents may wish to incorporate certain businesses in their town, it is important to understand the limitations which exist and which prevent the success of such efforts.

It is not likely that Wilmington will experience significant growth in manufacturing/industrial activity, given existing trends in the region. From 1958 to 1967, Essex County lost twelve of its larger manufacturing/industrial establishments, with an overall loss of twenty-two of its

[1] Lake Champlain-Lake George Regional Planning Commission

seventy-nine establishments.[1] This type of industry has not been an important income source to Wilmington, nor has the town engaged in active promotion of these businesses.

Therefore, if present trends and existing economic factors continue to exert primary influence on Wilmington, the present pattern of seasonal economic fluctuation will be perpetuated. The tourism/recreation industry does not present a viable means of achieving stable economic growth in Wilmington. At best, existing establishments will be able to maintain their business. It is evident that Wilmington must promote changes in its economic base in order to implement growth and to provide more employment, thus increasing town incomes.

The Olympic Games planned for Lake Placid in 1980 may effect Wilmington's growth potential. However, it is quite difficult to predict the long-term influence of these events. Certainly, lodgings, restaurants and retail businesses will benefit from the Games. Town residents may find employment prior to and during the Games, although this stimulus will be short-lived. Again, estimations of any lasting, positive effect are not easy to determine. The winter tourist business may accelerate considerably as a result of Olympic activities at Whiteface Mountain and improvements in existing facilities. People attending the Olympic Games may find Wilmington a desirable place in which to live, vacation, build a second home or locate a business. Although these factors may stimulate growth in the town, they must not be interpretted as a certain source of economic benefit, particularly in light of current national economic trends and the energy shortage. It is germane that Wilmington recognize national trends when planning for Olympic-stimulated activities. Reaction to Olympic-generated economic proposals must be considered carefully and must be consistent with town-wide planning goals and objectives. Later sections of the text will treat this issue in further detail.

Clearly, the town's major strength is its natural beauty and recreational potential. The area's scenic assets are an essential resource for future growth. The Adirondack Park Plan is one mechanism that insures the maintenance of these assets. The Plan does not preclude economic development, but rather acts as a guide to development, a determinant of what development is best for the various areas of the town. Wilmington's Land Use Plan should be a more detailed expression of the Adirondack objectives.

[1] Lake Champlain-Lake George Regional Planning Commission

By maintaining and enhancing its scenic resources, Wilmington can augment its appeal to future economic activity. Natural resource protection and economic development must be identified as mutually supportive objectives.

TABLE 15

GROSS RECEIPTS WHITEFACE MOUNTAIN

1969 - 1974
Current Dollars

	1969	1970	1971	1972	1973
Summer	$214,460	$224,752	$203,628	$187,442	$216,858
Winter	$369,472	$453,653	$409,563	$350,491	$250,068

Source: Whiteface Mountain Chamber of Commerce

IV. RECOMMENDATIONS AND STRATEGIES

The purpose of this section is to identify basic recommendations and to outline alternative strategies to boost the economic well-being of Wilmington residents. Many of the problems cited in preceding sections are not unique to Wilmington. In fact, they are related to county-wide and regional economic problems. Wilmington alone cannot reverse regional economic trends, nor create large-scale growth and development. A concentrated effort by several localities working together is necessary. Nonetheless, there are steps to be taken by Wilmington to promote and maintain its economic activity and to remedy it economic ills.

The recommendations presented in this section are simply choices, based upon the material offered in Sections I through III. Ultimately, Wilmington must decide which direction to take and which strategies to choose for the economic development of the town.

o Strategies for Economic Growth

At present, Wilmington's economic situation demands an outside stimulus to improve employment and incomes. Without changes in structure, the town's economy will probably reamin as it exists - dependent upon both local seasonal trade and regional and national economic trends. A new business or industry, a government facility, or an influx of tourists (especially in winter months) are likely candidates. These stimuli must provide new sources of income and employment for town residents, or improve upon the earnings/sales of existing businesses. The impact of an outside influence will be felt throughout the economy in a number of ways, linked to the consumptive and spending patterns of the inhabitants.

There are two types of stimuli recommended to fulfill Wilmington's needs: year-round recreational activities and industrial development. These suggestions are not mutually exclusive, nor are they the only activities that would meet Wilmington's demands. Rather, these solutions appear most viable, as a reflection of town resources.

With respect to recreation, Wilmington should advance new activities for the traditionally slow seasons: fall foliage tours, spring fishing, biking, hiking, etc. Development of recreational areas and multi-purpose trails for biking, horseback riding, cross

country skiing, snowmobiling and hiking are encouraged. More specific events such as county fleamarkets and antique shows might be helpful. Commercial activities should be tied to recreational activities and to the needs of a seasonal clientele, particularly families. Establishments that rent recreational equipment and that sponsor tours, group trips and programs might be located in the town. Shops could specialize in the rental and sale of bicycles, fishing poles, skis, ice skates, snow shoes and camping gear. Other businesses which might cater to the market are photgraphy, art and book stores, antiques shops and craft coops. Second home development, if carefully guided, is a logical counterpart to these suggestions.

Thus, Wilmington would build upon its initial strength of recreational resources. A year-round tourist trade would reduce some seasonal economic fluctuations. Hopefully, an increase in tourism would stimulate employment and bring an added source of income to the town. A major disadvantage to these efforts, however, is that the economy would remain dependent on a single activity for its sustenance, and therefore susceptible to variations in demand for that activity. A good example can be found in the energy crisis and lack of snow in the winter of 1973, which had a considerable effect on the skiing industry.

Other suggestions must be considered, then, to prevent an unwise dependency on a single type of industry. Promotion of a diversified mix of economic activities is advisable for economic security and stability. If Wilmington desires economic growth, a variety of businesses and/or industries should be encouraged to locate there. Specific types of industry to be promoted will be discussed later. Generally, two criteria will be used to determine suitability: first, industries compatible with overall town objectives, and secondly, industries which are in concert with town needs and resources. Other factors to consider are: the potential benefits of an increased tax base, the employment of local people, and additional business to existing retail and service establishments; and the potential dangers of environmental damage, population influx, employment of outside labor, and greater service demands by the industry and its employees (new residents).

To summarize, the following recommendations are offerd to Wilmington in an effort to promote a program of economic planning and development:

- The town should encourage the development of economic activites which will stimulate its economy, provide

employment for and increase the incomes of Wilmington residents;

- The town should, in particular, advance new activities to act as an outside stimulus, bringing new sources of income to the area;

- Place emphasis on activities to counteract the present seasonal employment and income patterns. Every effort should be made to attract year-round activities;

- Encouragement of year-round recreational activities, based on Wilmington's natural resource assets;

- Reduce dependence on tourism and activate a more stable, secure economy, with a more diversified mix of activities;

- Give preference to businesses and/or industries which will employ town residents;

- Encourage pursuits compatible with its natural resources. Activities should utilize and enhance these resources, rather than degrade or destroy them; and

- Determine whether or not industrial development is desirable, based on potential benefits and adverse effects.

These standards are founded entirely on the assumptions discussed in preceding sections of this text. As such, they should be subject to modification, according to resident perceptions, desires and aspirations.

- Strategies to Improve Wilmington's Appeal to Economic Activity

The problem at hand is to correlate Wilmington's economic needs with the resources available to attract economic activity. The purpose of this section is to evaluate Wilmington as a locational environment for the activities proposed.

The positive environmental attributes of Wilmington have been emphasized. An economic report by the Lake Champlain-Lake George Regional Planning Board echoes these sentiments: "The beauty and recreational possibilities of the area should be strongly emphasized in campaigns to promote the in-migration of commerce and industry."[1]

[1] Lake Champlain-Lake George Regional Planning Board Report, p. 12.

Although rich in scenic natural resources, Wilmington lacks many ingredients essential to the establishment of successful retail trade. The population is too small, and the competition is solidly entrenched in nearby areas. Unless there is a marked increase in population, the town should not waste its energies on luring the retail trade. A more feasible pursuit would be the attraction of a few speciality shops, strongly related to recreational activities. To heighten the appeal of Wilmington's business district, it is suggested that the establishments be clustered in one area. The effect of a pleasing, cohesive business environment would probably serve to attract tourists and other potential customers to the area.

As discussed in earlier sections of this text, Wilmington may wish to promote a diversification of industrial activities. Because the town is located at a considerable distance from major urban markets, however, there are definite disadvantages to this pursuit. Wilmington is served by a good highway, but remains some distance from the Northway and the railroad along Lake Champlain which are the primary links to major cities. Again, the town might focus its promotional activities on industry which is connected with the area's resources. The existing lumber company is a good example of this strategy. In addition, opportunities exist for industries producing outdoor recreational equipment. Craft industries, such as ceramics might be encouraged as well.

It is beyond the scope of this report to identify the specific industries which Wilmington might attract. However, the ultimate success of local efforts to attain a more balanced economic growth depends on the ability to determine which industries are compatible with the area's resources. If Wilmington chooses to pursue industrial promotion, a more detailed study should be made. Another factor to consider is the town's ability to sustain industry in terms of required services and utilities.

In general, there are many ways in which Wilmington may enhance the locational environment of economic activity. Designation of specific sites for specific activities manifests the town's commitment to economic development. The separation of industrial, commercial and recreational areas might be incorporated into the Land Use Plan. To solicit industry, Wilmington should consider a tax abatement program or other like incentive.

o Economic Impact Analysis

Thus far, the emphasis of this text has been given to active strategies for Wilmington - how to promote certain activities, which activities to encourage, and ways to improve the economic environment. At this point, an investigation of more reactive strategies seems appropriate. Consideration must be given to ways in which Wilmington should respond to outside development proposals in order to achieve its economic goals. It is recommended that a procedure be adopted to evaluate the economic impact of such development. This procedure would become one element of the total land use decision-making process, to be supplemented by other types of information and analysis. The following section outlines a suggested methodology for the economic impact analysis.

The analysis method is merely a tool by which salient questions may be raised and pertinent information is made available to decision-making groups. Ways in which various economic factors are weighed - with each other and with other impacts - are for Wilmington to decide.

o Methodology for Evaluation of Economic Impact

I. Municipal Finance Impact

A. Revenues

- What will the project generate in real estate taxes (or industry/residences, etc.)?

B. Expenditures

- What services and off-site improvements (roads, etc.) will be required by the project/people?

- What are the operating and capital costs of these services and improvements?

C. What is the total impact on municipal finances (surplus/deficit)?

II. Housing and Population Impact

A. Population

- How many new people will the project bring? Over how many years? (employees, residents etc.)

- What will be the income levels of the new people?

B. Housing

- What will be the housing needs of the new people? (apartments/mobile homes/ single family dwellings)

- Price range - what is the present supply of the required housing types?

III. School District and Community Facility Impact

A. How many new school-aged children will be generated by the project?

B. What is the present capacity of the school system?

C. What school taxes will be generated by the project?

D. What expenditures are required?

- Operating and capital cost per school child times the number of school children.

E. What is the total annual school district surplus or deficit after the project?

F. What impact will the project have on other community facilities based upon present use levels?

IV. Employment

A. How much employment will be generated by the project, and in what categories?

B. How many local people will be employed, and in what categories?

C. How many outside people will be employed?

V. Impact on Local Businesses

A. What business will be generated directly by the project? e.g. construction, lumber sale, etc.

B. What secondary business impact will occur? e.g. increased demand for retail goods and services by new residents and employees.

This methodology has special significance to the 1980 Olympic Games. The economic impact of these events are both beneficial and adverse. In order to maintain economic standards and objectives and to prevent haphazard development, all project proposals must be evaluated and scrutinized thoroughly. The Economic Impact Analysis offers a means of appraisal to further land use decisions.

o Implementation Strategy

To improve its economic environment, Wilmington must clarify its economic policies and strategies, and then, undertake an implementation program to ensure their realization. To further these goals, it is suggested that the town establish an Economic Action Group. This group would formulate the recommendations put forth in this text and the economic objectives identified (to be clarified in more detail by the Planning Board) into an economic program. A list of priorities for economic development should be included, stressing year-round recreation and industrial activities. In particular, the Group should determine detailed promotional and marketing tactics for high priority activities.

The composition of the Group might include a subcommittee of the Planning Board, or it might include Planning Board members plus a mix of other community citizens. It is recommended that this group be representative of the various and diversified town interests beyond strictly economic concerns.

LAND USE PLAN

I. Developing a Plan for the Future

There is only one reason for the preceding analysis, to help us find a direction for the future.

The following pages identify important issues: what Wilmington represents to the visitor; realistic goals for the future; and a step-by-step process for using all of the information to develop a Town plan.

II. Planning Issues Inventory

In order to validate community goals, the unique planning issues of Wilmington should be defined. The delicate nature of the natural environment, the potential impact of building development, the limited economic visibility and the vitality of social groups in the community are basic characteristics from which planning issues can be described. The awarding of the 1980 Winter Olympic Games represents a potential catalyst to resolutions of many issues. To the extent that these issues represent existing or potential problems, they should be analyzed in further detail, as part of the planning process.

The following pages identify planning issues associated with three basic areas of concern:

- o Natural Environment (Geographic, Water Features, etc.)
- o Built or Human-Made (Buildings, Signs, Roads, etc.)
- o Economic and Social (Public and Private) Environment

These issues are analyzed and quantified in the analysis; the idea is to provide a specific measure or guidepost for the satisfaction of planning goals. Much of this analysis consists of mapping (e.g., natural resource information), while some of it consists of narrative and statistical analysis.

A. Natural Environment

The land and water resources in Wilmington have a variety of forms and functions. The capacities of these resources for use by people must be identified. Once identified, the use of these resources must be reasonably managed or used. The future of Wilmington depends on the wise management of the land. Not only are the health and welfare of residents tied to the land and water resources, the projection of the Town's image and the potential for economic development compatible with the Town's growth objectives is related directly to the way in which land and water resources are managed.

Soil survey information provides a basis for determining the natural suitability of the land's use for various developed purposes. The conscientious application of knowledge about soil conditions will be a major determinant of the success of the Town's pattern of growth.

Available data on the biologic communities found in Wilmington must be considered in determining the overall role of these resources in relation to future growth. Natural biologic communities include forests, wetlands, and wildlife populations. Agricultural activity has created man-made biologic communities of farms, grazing areas, and livestock. The assessment of the role of biologic communities must be made in light of the ecologic, economic and aesthetic values of these resources.

B. Man-Made Environment

The man-made or "built" environment also provides the basis for many planning issues. The existing land use, visual analysis, and community facilities analysis provides the basis for much of the discussion below.

The land use pattern of Wilmington is the "outline" of the man-made environment. Although this pattern is rarely obvious to most people, its characteristics and cause for several important issues. The current pattern is one of low intensity, little variety and not very organized in terms of establishing a cohesive community. The location of commercial uses is mostly contained in the hamlet area but serves tourists rather than residents, and not at all convenient for pedestrian use. For the future, a greater variety of uses may be needed for economic stability. The current "mix" of land uses in the hamlet area and the strip development is wasteful of land and probably creates some individual nuisance problems. In terms of land use intensity, the main issue is what is the appropriate limit and phasing for the future. The current APA plan allows for a several-fold increase in population, but this should only be seen as an approximate maximum capacity, based on a very rough analysis of environmental constraints. It should not be seen as a target unless the specific goals of the town result in the development of similar projections. Even more important, the ability to guide development is directly related to the phasing of such a target; to "zone" a community to its ultimate density at the outset is the forfeiture of a certain amount of control. A community owes it to itself to proceed one step at a time, especially in terms of land use intensity.

Buildings are the most prominent part of the man-made environment. Even though there are relatively few buildings in Wilmington, given the size of the town, the condition, limited capacity, and economic vulnerability of both commercial and residential structures are problems which must be met.

Residential choice is limited; new development may "replace" older homes, and, at the same time, a part of the visual character of Wilmington. How can new

housing be provided as an integral part of the rural setting and as a part of an efficient land use pattern, especially in the context of demand which may result from the Olympic games?

Commercial development today is tourist-oriented, and not at all responsive to needs of the residents. Can a viable commercial market be established which responds to a very low density residential pattern? Commercial buildings now respond to individual needs, the perceived qualities which attract the tourist. So, aimed at one basic goal, tourist trade, the commercial buildings do not constitute an attractive mix of uses which might attract further development, but "milk" the seasonal tourist market for everything it's worth.

Signs are a necessary outgrowth of commercial development; as with commercial buildings, these are designed and located on the basis of perceived tourist needs, without much regard for the visual disorder caused. Signs represent one of the most descriptive elements in Wilmington; they compete with one another (even for the same business), overwhelm the natural setting and provide very little real guidance to residents or visitors. Although sign controls are typically not a part of a local comprehensive plan in Wilmington, signs constitute a considerable part of the visual setting and are probably a necessity for commercial viability. The key is to encourage the development of a sign system which clarifies the general land use pattern (generic uses), advertises the business, and compliments the natural setting.

A related issue is the visibility of Wilmington itself. What is the potential for unique public signs "advertising" Wilmington? Public signage can be a medium for conveying the boundaries and qualities of the town. Wilmington is much less "visible" than other towns in the area, one reason being the absence of visual references. The challenge is to find the proper way such references can be incorporated without disrupting the natural setting.

Roads and walkways are in generally good condition, provide good access to existing development, and respond to the natural setting. The road pattern doesn't fully relate to the possible patterns of

future development. Once potential and appropriate land use patterns are identified, the road patterns should be reviewed in light of serving the most appropriate patterns.

Another important issue is the design of commercial access; to the extent that pedestrian access and convenience are an important facet of future growth, a large number of wide driveways are a deterent to pedestrian circulation. Further, the proliferation of busy driveways are a danger to safe vehicular circulation. These problems are most obvious in the hamlet area.

To provide the possibility that the Wilmington hamlet become an identifiable community in the true sense, rather than a seasonal commercial strip development, consideration must include the planning of pedestrian walks. The knitting together of residential, commercial and public uses would be a basic goal for a pedestrian plan.

Utilities in Wilmington are a combination of limited public and private systems. The public water reservoir and delivery system generally serves the Wilmington hamlet area. The mains follow existing roads, but are not sized to meet any particular pattern of residential density. The current system will sustain a certain amount of development; this capacity should be assessed, as one factor (in addition to developable soils, slope, etc.) of development suitability. As with the road pattern, modifications to the utility system should be based on the projected land use plan. Of course, private wells and septic systems must have adequate regulations to maintain and protect local water resources and otherwise ensure adequate health protection. As in most rural communities, the suitability of the soil for septic systems limits the average density of development.

The town community facilities, including the park, town beach and town hall, represent a core of facilities which can tie the community together. These facilities should be seen not as separate entities, but as a set of facilities to be reviewed in terms of their potential as community centers. The town hall is an older building which

meets simple office and meeting demands. Its future use should be based on an assessment of building condition and life expectancy. The school property is a large but "new" piece of property in terms of site condition. In terms of size and central location, the site has significant potential for general community recreational use. The town beach appears to be in good condition, has good access, and has special potential for active, organized, social use.

C. Economic-Social Environment

As described in the Economic Analysis, the population characteristics, market trends, economic problems and growth potentials for Wilmington are not unique, but fairly typical for Adirondack communities. What is unique is that Wilmington more desparately needs resolution of economic issues. The following list summarizes the issues at hand:

1. Lack of adequate housing.

2. Absence of commercial and industrial attraction.

3. Low citizen interest.

4. Lack of community economic strategy.

5. Absence of year-round economic activity.

6. Missed opportunity of utilizing natural assets in an economically beneficial way.

III. Comparison of Planning Issues with Goals and Objectives

The issues described above can be compared with the community goals and objectives:

ISSUES	GOALS & OBJECTIVES
A. Natural Environment	
o Possible damage to natural resources and features.	o Preservation of present Town character.
o Possible hazardous and inefficient development (floodplains, soils suitability, etc.)	o Continued well-being of Wilmington residents o Improve economic base.
o Possible loss of wildlife habitats and visual features.	o Preservation of present Town character.
B. Built Environment	
o Deterioration or lack of community facilities.	o Establish Community Center o Continued well-being of Wilmington residents. o Improve economic base. o Goals to utilize community's investment to advantage.
o Inefficient land use pattern.	o Improve economic base. o Establish a commercial center.
o Proliferation of commercial and visual blight.	o Improve economic base. o Preserve present character of the Town. o Seek citizen participation.
o Limited utility capacity	o Continued well-being of Wilmington residents. o Improve economic base.

C. Economic/Social Environment

o Lack of adequate housing.	o Continued well-being of Wilmington residents.
o Absence of commercial and industrial attraction.	o Improve economic base.
o Low citizen interest.	o Seek citizen participation in plan implementation.
o Lack of community economic strategy.	o Seek citizen participation in plan implementation.
o Absence of year-round economic activity.	o Improve economic base. o Continued well-being of Wilmington residents.
o Missed opportunity of utilizing natural setting.	o Improve economic base.

This comparison of issues and goals sets the stage for the final land use plan, but first, the capability of the land for certain intensities of use and the suitability of the land for certain types of use must be assessed. The following text, diagrams and related maps outline the process for deriving the limits of land use intensity in Wilmington on the basis of development capability, existing land use, conservation factors, visual factors and community goals.

IV. Developing the Land Use Plan

A. Basic Assumptions

In order to establish the structure of combined information, certain assumptions had to be made regarding the ways in which the analysis information would be used in developing the Land Use Plan.

A major task is to draw a map which indicates how much activity can occur in the various areas of the Town, based not on individual or group preference, but on the natural factors (soils, slope, etc.), existing land use, and visual features of the community. As discussed below, the way in which these aspects are brought into play represent the adoption of community goals, as listed on pages (LP-9 - 10). As an example, mapped natural resource areas (e.g., major water sources) are used in the planning process, to satisfy the goal of "preservation of present town character" (pg. LP-9). The process for developing the land use intensity map (how much activity in an area?) is described below, a diagram of the overlay process and a list of the factors used are included on pages (LP-14 - 16), and a chart illustrating the actual method assumptions used is included on page (LP-13).

The first, and perhaps most important assumption, is that the quality and character of Wilmington's land and water resources and their influence upon capability for developed land uses should be a primary determinant for future land use in the town. Therefore, the information on development capability was the first input into the general process of deriving the Land Use Plan.

The development capability information was mapped into the five following categories:

1. Severe Limitations. Included areas with soils rated "severe" for both low buildings with basements and septic filter field use, areas having slopes greater than 15%, flood prone or flood hazard areas, and wetlands associated with those flood hazard areas.

2. Moderate to Severe Limitations. Included areas with soils rated "severe" for either low buildings with basements or septic filter field use, and "moderate" for the other use.

3. Moderate Limitations. Included areas with soils rated "moderate" for both low buildings with basements and septic filter field use.

4. Slight to Moderate Limitations. Included areas with soils rated "slight" for either low buildings with basements or septic filter field use, and "moderate" for the other use.

5. Slight Limitations. Included areas with soils rated "slight" for both low buildings with basements and septic filter field use.

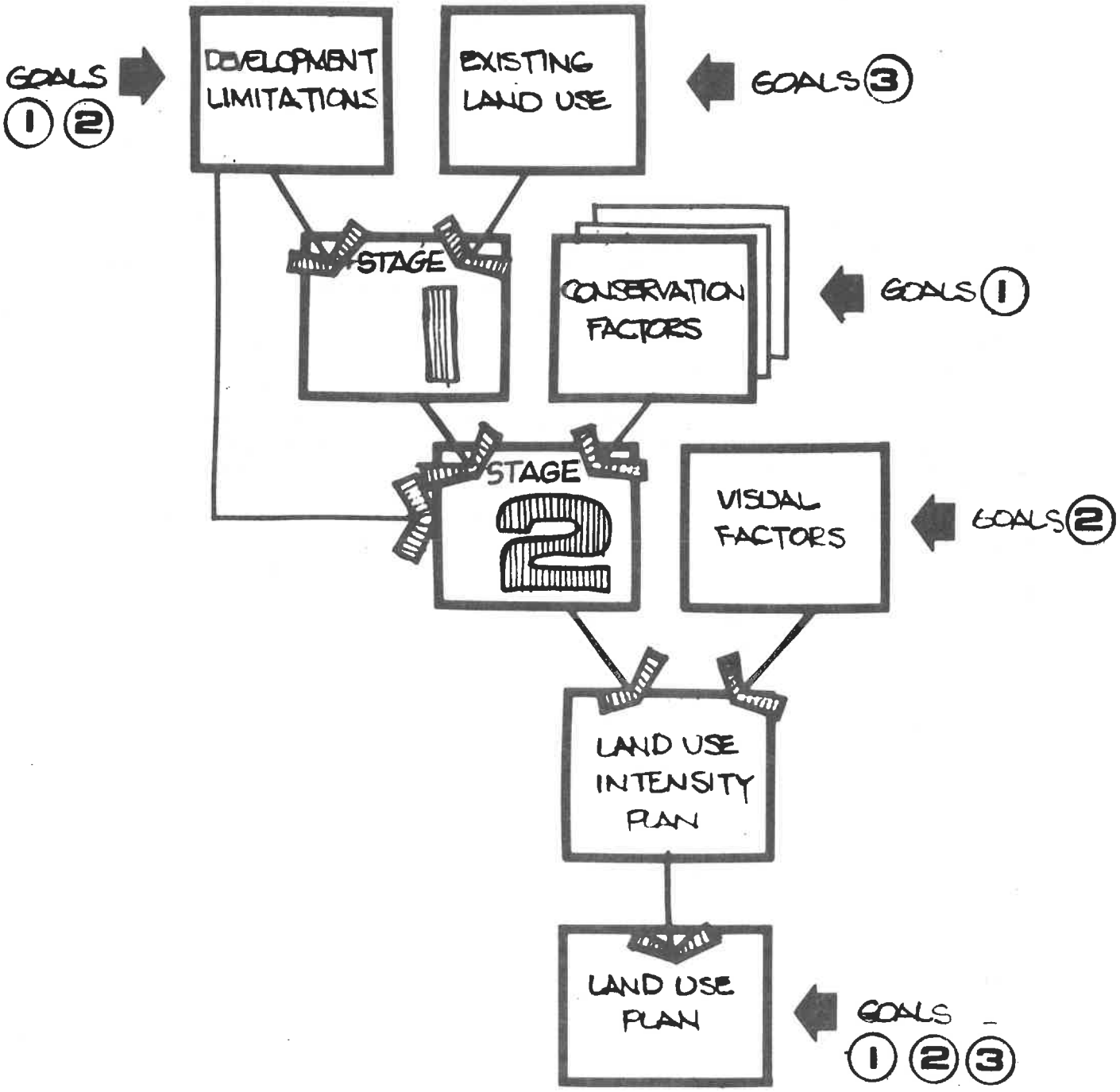
The next assumption was that the Development Limitations information should be overlain by the existing land use pattern to establish a basic, beginning framework of land use intensity. The idea was to recognize existing uses and development patterns as a major community investment; any plan for the future should relate, at least in a general way, to the existing community. Stage 1 therefore represents three very general land use intensity categories in which development capability carries the most important value, with existing land use pattern as a reference, slightly higher land use intensities are allowed where access is best to present development, highways, roads, and community facilities.

Viewing Stage 1 as a map of development potential, the next basic assumption was that Conservation Factors, which included hydrologic features and soils suitable for agriculture or woodland management, should be used as an overlay to further define the low intensity category and preserve conservation features.

To bring all of the analysis factors into play, and to draw a map showing how intensively the land could be used, the visual features were used to further define the general capability of the various areas of Wilmington.

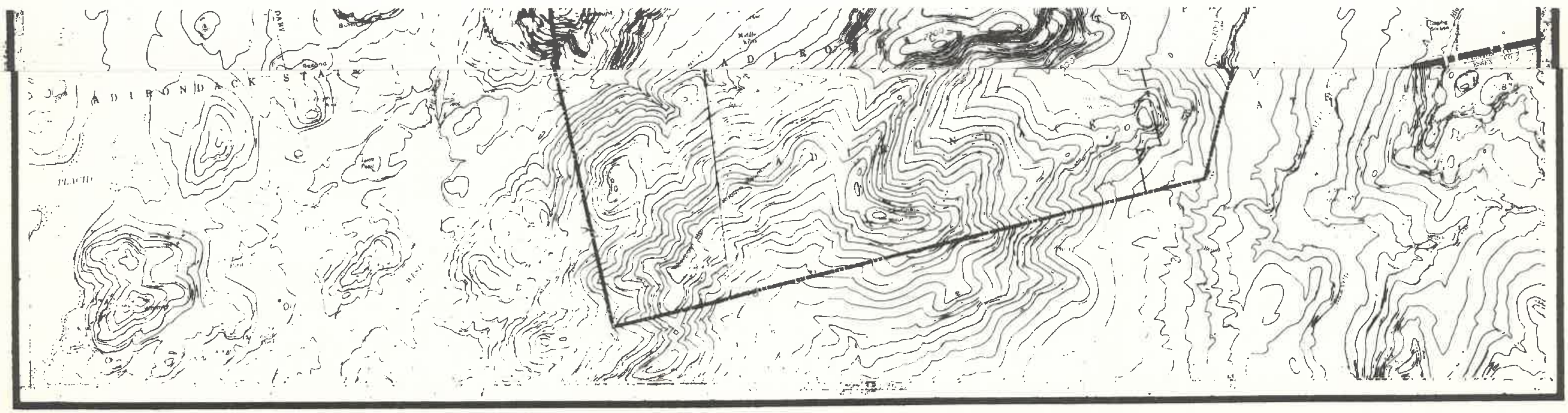
The "Land Use Intensity" map which results from this process does not show specific land uses but rather indicates the relative level of development which the various areas of Wilmington could support.

PROCESS - COMBINING THE MAPPED INFORMATION W/ GOALS



GOALS

1. Ensure continued well-being of Wilmington residents.
2. Preserve the present character of the Town and its hamlet while accommodating growth.
3. Utilize the community's investment advantageously.



LAND USE INTENSITY PLAN

TOWN OF WILMINGTON
ESSEX COUNTY, NEW YORK

[redacted]

BRISTOL, LITYNSKI, WOJCIK, TARBOX, HOLLISTER, CINQUINO & MOORE, P.C.
A MEMBER OF THE SARATOGA ASSOCIATES THE ARCADE, SARATOGA SPRINGS, NEW YORK

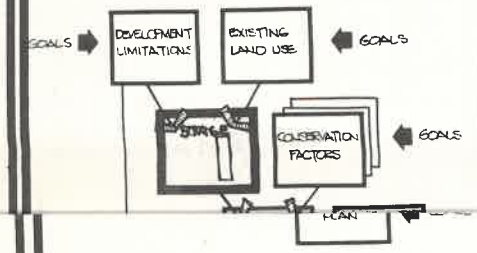
LEGEND

M	MODERATE INTENSITY
L	LOW INTENSITY
R	RURAL INTENSITY
VL	VERY LOW INTENSITY

N

0 1000 2000 4000 6000

PROCESS KEY

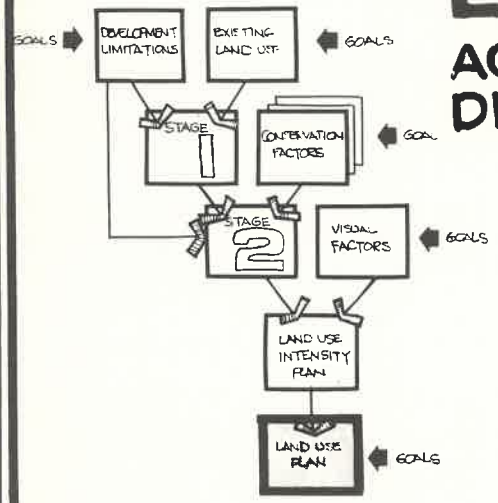


STAGE 1

COMBINING DEVELOPMENT CAPABILITY AND EXISTING LAND USE - TO START DERIVATION OF LAND USE INTENSITY

SLIGHT SLIGHT TO IN OR NEAR HAMLET THAN IT'S MEDIUM INTENSITY

PROCESS KEY



LAND USE PLAN

ACTUAL LAND USE TYPES ARE ASSIGNED TO DIFFERENT LAND USE CATEGORIES

COMPOSITING METHOD

TOWN OF WILMINGTON

ESSEX COUNTY, NEW YORK

BRISTOL, LITYNSKI, WOJCIK, TARBOX, HOLLISTER, CINQUINO & MOORE, P.C.
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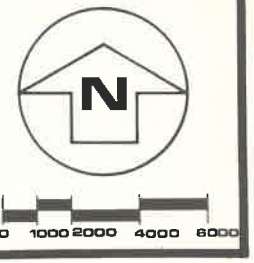


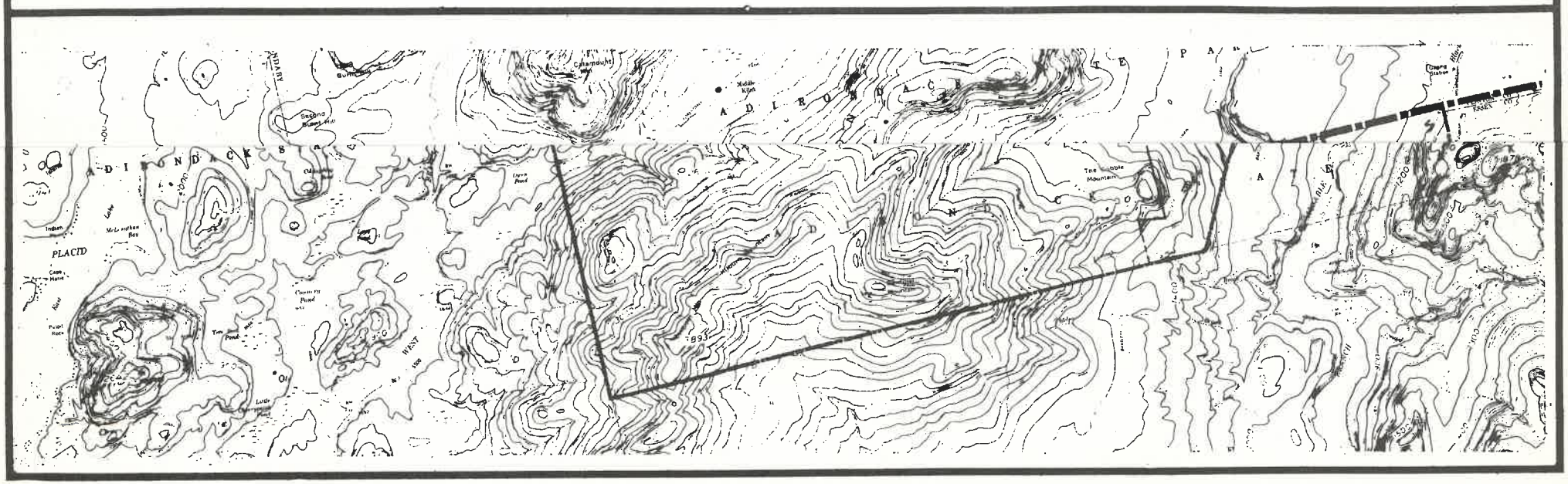
B. Development Limitations Map

Includes the following factors:

1. Soils and Slope Information
   A. Development limitation ratings for low buildings with basements.
   B. Development limitation ratings for use of septic filter fields.
   C. Slopes greater than 15%.
2. Hydrologic Considerations
   A. Flood prone areas.
   B. Flood hazard soils.
   C. Wetlands contiguous to areas subject to flooding.

Shows the following:

1. Five categories of limitation ratings
   A. Slight
   B. Slight to moderate
   C. Moderate
   D. Moderate to severe
   E. Severe



DEVELOPMENT CAPABILITY

TOWN OF WILMINGTON
ESSEX COUNTY, NEW YORK

BRISTOL, LITYNSKI, WOJCIK, TARBOX, HOLLISTER, CINGUINO & MOORE, P.C.
A MEMBER OF THE SARATOGA ASSOCIATES THE ARCADE, SARATOGA SPRINGS, NEW YORK

LEGEND

SL	SLIGHT LIMITATIONS ON DEVELOPMENT
SL-M	SLIGHT TO MODERATE LIMITATIONS
M	MODERATE LIMITATIONS
M-S	MODERATE TO SEVERE LIMITATIONS
S	SEVERE LIMITATIONS ON DEVELOPMENT

N

0 1000 2000 4000 6000

C. Existing Land Use

Includes consideration of the following factors:

1. Existing land use pattern.
2. Access to highways and roads.
3. Access to community facilities.

Stage 1

Considers:

1. Development limitations.
2. Existing land use.

Establishes:

1. Three general intensity levels of land use
   A. Moderate
   B. Low
   C. Very Low

Conservation Factors

Includes the following:

1. Soils and Slope Information
   A. Suitability for agricultural use - field crops.
   B. Suitability for woodland management.
2. Hydrologic Considerations
   A. Ground-water supply areas (yields of 50 gallons per minute or more).
   B. Wetlands (not contiguous with flood hazard areas).
   C. Class AA streams.

Stage 2

Considers:

1. Development limitations
2. Stage 1
3. Conservation factors

Shows:

1. Refinement of low intensity category from Stage 1 into three categories.
   A. Very low intensity
   B. Rural intensity
   C. Low intensity (remains the same)

2. Moderate land use intensity category remains the same.
3. Very low land use intensity category is expanded.

Visual Factors

Includes considerations of:

1. Scenic areas
2. Scenic corridors
3. Mountain slopes

Land Use Intensity Plan

Considers:

1. Stage 1
2. Visual Factors

Shows:

1. Refinement of Stage 2
   If a visual factor were present, the intensity levels of Stage 2 categories were reduced by one level.

Land Use Plan

Considers:

1. Land Use Intensity Plan

Shows:

1. Assignment of land use activities to various category areas of land use intensity plan.

D. Future Land Use

Many different kinds of uses can be accommodated in Wilmington. The community should support activities in a way which preserves the natural environment, accommodates free enterprise and a pleasant residential setting and does not unduly burden public services. It is the pattern of uses which in many ways determines the success of a plan. Land uses are not set down in a vacuum, they relate to one another in both good and bad ways. Many areas of the country have witnessed the blighting influence of commercial strip development, the improper placement of public facilities, and the rape of the land. Although directing the relationships between developing land uses is still an "art", there are some general precepts which would be useful for Wilmington's future development:

- The Wilmington Hamlet, particularly the existing commercial and public uses, represent an important focus for the community. The accommodation of the visitor as a pedestrian and the perception of a permanent community are important economic and social aspects. As described in the transportation analysis, the Hamlet has a decidedly different character on opposite sides of the Ausable. Commercial and residential opportunities should be maintained in the Hamlet, along with a recognition that the scenic areas and pedestrian scale (including walks, short walking distances) should also be preserved.

- Outside of the Hamlet area, many roadside areas are ideal commercial sites in terms of location, as they represent links to other communities, though not necessarily the most suitable land in terms of soil conditions and other natural aspects. Careful development of these can be an important economic asset to Wilmington.

- Other outlying areas are suitable for special kinds of low density residential development, such as mobile home parks, campsites and second homes, due to the road access, prevalence of scenic areas nearby, access to trails, and simply the amount of usable land in one area.

- Remaining areas in Wilmington represent a number of possibilities, depending mainly on natural characteristics including rural-residential, agricultural or forest uses.

As the Land Use Plan indicates, the Hamlet area can accommodate more intensive and varied kinds of activity, including residential, commercial, public, and, if feasible, light industrial activity on the outskirts. This is not to say that other areas of Wilmington should not be developed as intensely, but the Hamlet area represents an existing community focus and investment, and is fairly suitable in terms of soil characteristics. The proposed plan also ties into state property and activities. Rather than merely designed as corridors of tourist-related commercial uses, Route 86 and other roads are planned as both scenic and development routes. As a starting point for the future, then, the plan attempts to reconcile economic and environmental needs, especially since the existing tourist economy depends so heavily on both commercial opportunity and preservation.

E. Planning as a Process

The pattern of uses indicated on the Land Use Plan is designed to maximize economic opportunity and preserve the positive environmental aspects of the community. The plan is a flexible guide, not a fixed document. It represents "home rule," to define what the people of Wilmington want, rather than a direction set by outside interests. As members of the Wilmington community, it is up to the Planning Board to develop a plan based on community opinion. The next steps, zoning and subdivision regulations, are intended as tools to support a public plan, rather than as documents which are adopted in the interest of particular individuals or groups. As with the Land Use Plan, any adult resident can initiate changes in zoning and subdivision regulations. The plan is based upon several public meetings held over the last year. With significant public input, the Board has continuously modified the analysis, goals and the plan itself, based on the recommendations of many people. As a special recognition that Wilmington is really composed of a number of community areas or neighborhoods, public meetings were held to determine the special needs of these districts. It is only through this process of challenge and change that a plan for the future is a living document, this process is the plan.