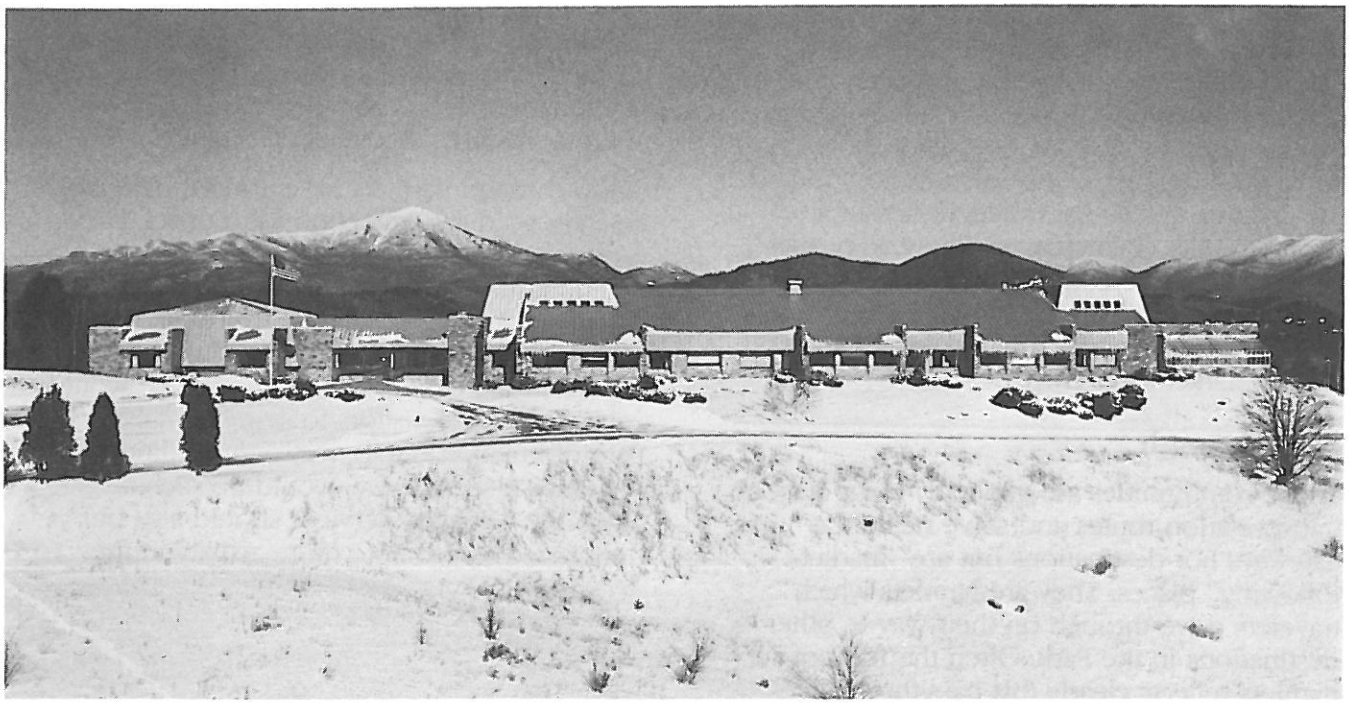
Redevelopment Strategy Three:

Industrial Development

For many, industrial development is the most important issue of the 80's and 90's in the Adirondacks. A primary goal of the hamlet study from its inception was to establish an approach which balances economic development with the enhancement of the physical landscape and the hamlets in the Park. Therefore sound, sensitive industrial development concepts constitute a significant element in this manual. What we propose is to set the stage for creative industrial development and to illustrate several success stories that can be referred to by hamlets throughout the Park in their individual efforts to attract industry.

Why Industry?

There are numerous reasons why it is critical for the health and well-being of a hamlet to have a balanced, strong industrial base. The most obvious reason is to combat the population decline witnessed by so many Adirondack hamlets. Economically stable industries increase job opportunities important in retaining the youth in a community and attracting new population groups. This tends to increase the tax base which helps pay for the preservation of existing services and the creation of new ones. An important industrial development goal is to encourage a diversified local economy that instills a sense of economic security not subject



The W. Alton Jones Cell Center of Lake Placid is a notable model of successful investment in high tech industry in the Adirondacks.

"Appropriate industries must be located which do not detract from the enhancement of the natural environment."

to the whims of external economic forces which put many single industry hamlets "on the ropes." Successful industrial development provides a host of other positive spin-off effects that lead to a more wholesome quality of life in a hamlet.

Industrial marketing approaches and financial packaging become key elements in a successful industrial development program at the hamlet level. And in order for an approach to become viable, a hamlet must both identify and characterize its outstanding amenities—in short, sell itself to prospective developers. A hamlet must also be ready to negotiate constructively with a prospective industrialist to achieve desirable long-term success. This section intends to assist hamlets by providing insight into key issues, potential problems and useful concepts applicable at the local level.

The Adirondack Park is a unique and outstanding natural landscape amenity—a vast, 6 million acre "Central Park" in the middle of a rapidly urbanizing region. According to Steve Erman, the APA's economic advisor,

> "Interviews with economic developers beyond the 'blue line' have confirmed that the Park's open space character is an amenity which assists the industrial marketing efforts of communities in the broader North Country region and the Capital District. From its earliest settlement, the economy of the Adirondacks was defined by its mountainous character and relative isolation from markets. The mountain economy was dependent on timber and mineral extraction supported by decentralized agriculture, trade and service activities. Recreationists who were attracted by the region's unspoiled character in the late 1800's provided additional support to small scale farmers, tradesmen and service providers. Within many communities of the Adirondacks, there have been repeated cycles of boom and bust associated with specific sectors of the economy, especially mining and forest products.
>
> "Today, the Adirondack Park economy is largely based on the harvesting and processing of timber, on the spending of seasonal residents and tourists and on the spending of residents of the region employed within or near the Park. The heavy dependence of many areas of the Park on seasonal residents and tourists has resulted in the types of problems which characterize many other tourism dependent areas of the State. These areas experience wide swings in community income and employment based on seasonality, weather conditions and general economic factors. Many Adirondack communities are also affected by the changing markets for wood fiber which relate to national economic trends.
>
> "The problems in the Adirondack economy are related to a lack of economic diversity within the blue line. An economic development strategy for the region must recognize that the basis for economic expansion is the unspoiled natural features of the area and the prospects for a high quality of life. Since most of the region is mountainous, it is at a competitive disadvantage to lowland areas relative to access to markets and sources of supply (other than timber). The region's greatest economic asset, therefore, remains its natural character. Its economy can be improved through the encouragement of economic development activites which are themselves in close harmony with the environment." (Above quoted from *Economic Development Needs of the Adirondack Park* by Steve Erman.)

"A balanced approach between economic development and physical landscape enhancement is necessary for the Adirondacks."

Trends in Industrial Development

Thomas Cronin, Managing Director of the Essex County Industrial Development Agency, recently talked about the several "small revolutions" which have taken place in the industrial development situation in the North Country. As positive signs for the future, Cronin noted that, "There has been a marked transition from traditional resource-based industries to new forms of resource-related light manufacturing including a recent move toward high-tech and research and development (R&D) industries, small scale cottage industries, particularly handmade crafts and indigenous artifacts and other emerging environmentally responsive industries appropriate to a setting like the Adirondacks."

Cronin also discussed the influence of national and even international investment trends on industrial development in the Adirondacks. "Shifts in industrial development activity, the influences of new science and high technology and changes in locational imperatives are important trends in today's industries. The principal economic evolution in industry is the major shift from a manufacturing base to a service base." How to readapt workers who have lost jobs in the industrial manufacturing workforce is one of Cronin's major concerns. "While younger workers and students not yet in the force can be prepared for a career in a service industry, it is considerably more difficult to take mature workers and have them shift from the habits of a lifetime into something perceived as being foreign to their personalities as well as to their work skills."

Another problem Cronin identifies is the influence of high technology on the character of the new capital investments. "For example," he notes, "in 1982 of the total capital invested in new plants and equipment, about 25% of it was invested in productivity-enhancing investments contrasted with the past where capital investment was normally for the purpose of capacity-enhancement. The use of computers, robotics and the whole family of manufacturing assisted components tend to diminish again the size of the workforce needed to maintain a standard of production capacity or even to increase that productive capacity."

Of major importance to the Adirondacks, Cronin observes, is the freedom industry and commerce now have in locating their facilities due to the use of telecommunications, data processing, data transfer and technology transfer—all part of the technological and communication revolution. Cronin notes that, "Many large companies provide support services through data processing or a back office type of operation literally thousands of miles away. For instance many of the large banking houses and insurance companies in major financial centers are now able to provide a good portion of their clerical and recording services at remote distances."

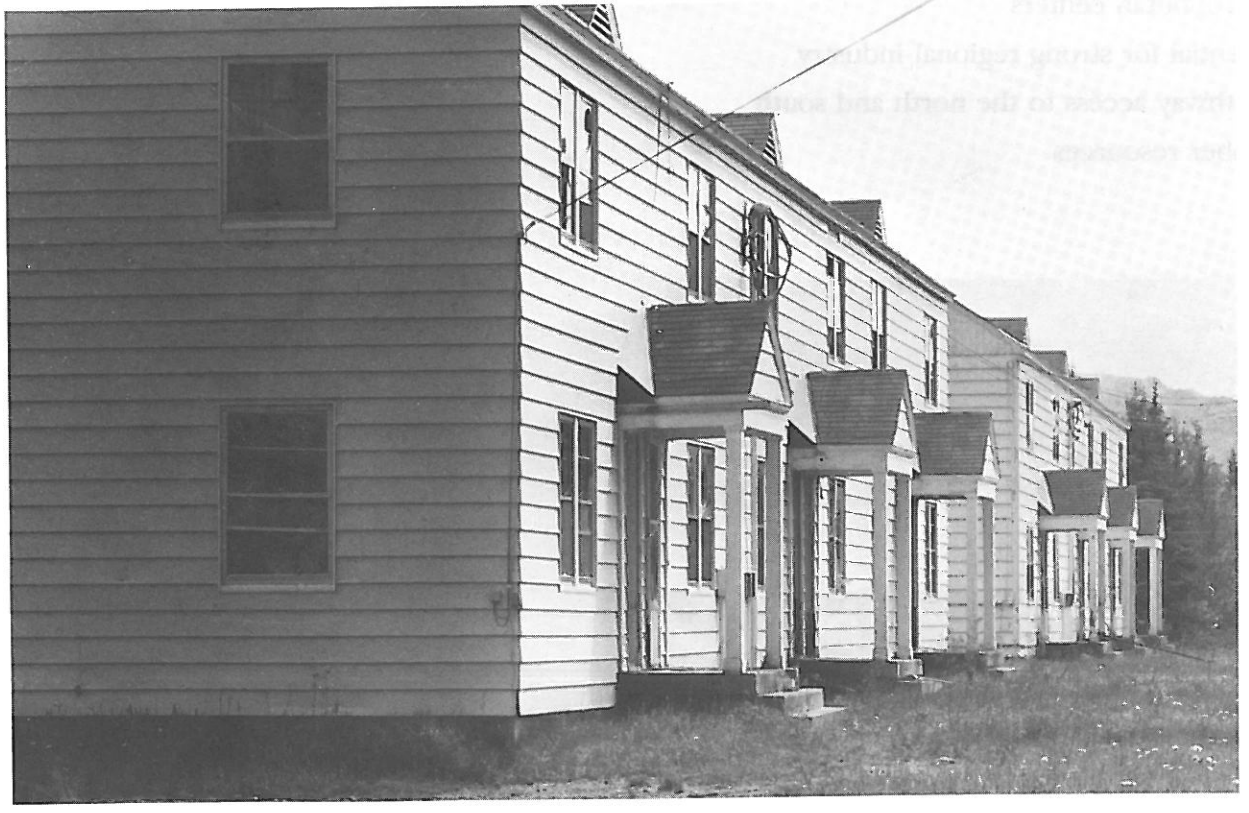
Cronin closed by emphasizing that industry must be continually reminded of the many benefits of the Adirondacks and remove the general perception of the region's remoteness. As Cronin explains, "A bank or insurance company located in midtown Manhattan need no longer have its accounting, data processing and other support operations on the premises in the center of New York City, but can choose locations in the North Country for reasons of lifestyle. Although this point has been frequently made, it is difficult to remove the perceived remoteness of the region."

"The three most important factors in traditional industrial development are location, location, and location."

Location

While regional location has traditionally been one of the most important considerations for non-computerized industries, it is a factor that is usually beyond the control of a hamlet. The best a hamlet can do is to put forward a positive image in marketing itself, whether individually or as part of a group, and to deliver the amenities of an attractive community. For instance the construction of I-87 created a *windfall* for several hamlets which just happened to be located near its interchanges. Within a township, certain industries are more appropriate for rural sites than hamlet sites because of the requirements of space and raw material location (agriculture, timber, mineral extraction, etc.). However, secondary industries which are part of a larger chain of companies have their own locational agenda—again beyond the control of local hamlets. Therefore a hamlet must have a clear idea about what is within its grasp and can be achieved at a local level.

Based on known industrial development behavior in the North Country, the following criteria are helpful as guiding principles for industrial location. It is fair to state that non-resource based industries seeking to locate in a particular area, will locate where the highest levels of affordable services and amenities are available. Communities which have properly functioning and adequate central water and sewage disposal systems will have a clear locational advantage in attracting industry. Communities not having at least an adequate water supply should not attempt to attract industry until the water supply is provided. Professional economic or industrial developers will focus their efforts on attracting



Workers' housing units in Newcomb, now vacant, were part of an overall industry development picture when the mines were active.

industries to industrial parks with the full array of utilities. This puts communities with undeveloped industrial sites at a disadvantage. Industries which are dependent on natural resources will tend to locate as close as possible to the resource base. This implies that such industries will usually not locate in hamlets. Government facilities such as prisons may choose communities because of the availability of an existing usable or convertible structure, making the selection of a particular hamlet an accident of circumstance.

There are certain locational strengths of the Adirondack region that a hamlet might refer to in attempting to attract industrial development (*re* Erman report):

Natural character and high quality-of-life features

Proximity of peripheral areas to major metropolitan centers

Potential for strong regional industry

Northway access to the north and south

Timber resources

High quality state highway network and other public service systems

There are also some weaknesses that a hamlet should be prepared to address:

Low population density

Inaccessibility of central Adirondack areas to major metropolitan centers

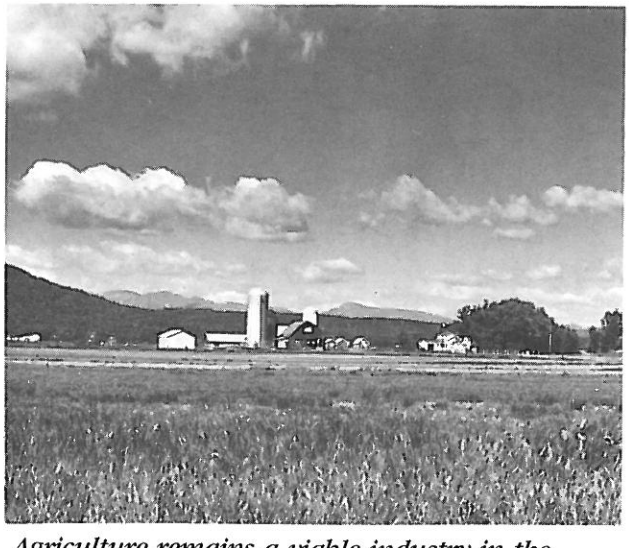
Scarcity of low cost, high quality industrial building space

Lack of support business services, i.e. banking, communications, etc. in some areas

Inadequate public transportation (surface)

Inadequate air transportation

A hamlet must be prepared to convince an industry that it indeed has much to offer if the firm decides to locate within the community.



Agriculture remains a viable industry in the Champlain Valley and other areas of the Park.

Industrial Development Opportunities

The following activities are seen as realistic opportunities for hamlets to expand their economic base (*re* Erman report):

Secondary Wood Products Manufacturing. The Adirondack Park is home to a number of industrial firms currently producing wood products beyond the primary processing of timber into lumber. These products include wooden cutlery, loom spindles and furniture. Their production allows the region to gain additional employment from use of a native resource.

Small Scale Manufacturing Based on the Quality-of-Life Goals of an Entrepreneur. In spite of the location of many parts of the Adirondack Park relative to urban markets and sources of supply, it is realistic to expect the attraction of a range of small manufacturing companies based on the desire of the owner to live in the Adirondack Park. It is likely that many of these operations will be new businesses established by individuals intent on remaining in the Park. "Home grown" businesses will need careful nurturing to ensure their initial success and later expansion. The pay-back to the region will be the growth of year-round employment opportunities by companies which, because of the regional commitment of the owners, are locationally secure.

Small-Scale Agriculture and Food Processing. While many parts of the Adirondack Park are not prime agricultural areas, the Park has an agricultural base, especially in the Champlain Valley and in Franklin County. Among the products currently produced commercially are dairy products, apples, seed potatoes, maple syrup and Christmas trees.

Encouragement of Crafts Artisans. There are a wide range of crafts artisans currently active with the Adirondack Park. Among the items produced are wood carvings, quilts, pottery, leathergoods and baskets. According to the Empire State Crafts Alliance, crafts production statewide has been increasing at an annual rate of 30 percent during the past few years. Crafts production should be recognized for its economic development potential, especially in rural areas like the Adirondack Park. Craftsmen are in need of technical assistance including business management, accounting and marketing assistance.

State Data Processing and Training Facilities. The economy of the Adirondack Park has benefitted from the location of the Park Agency's headquarters within the region as well as in the placement of DEC, DOT, State Police and other state facilities within the Park. Consideration should be given to the placement of data processing facilities within the hamlets of the region since modern telecommunication systems presently enable their decentralization from administrative centers.

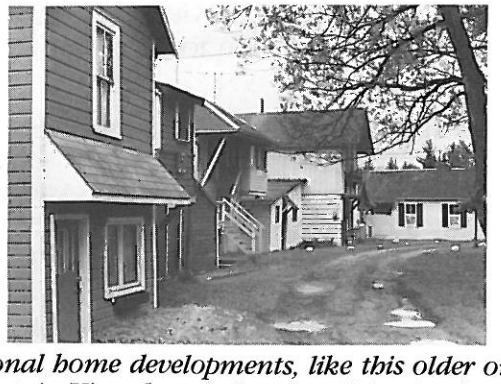
Tourism Based on the Interpretation of the Region's Natural, Scenic Cultural and Historic Resources. The development of interpretive centers at the gateways to the Adirondack Park and their accompanying promotion could substantially increase the level of year-round tourist visitation. The Adirondack Museum at Blue Mountain Lake is already a major tourist destination which interprets the region's economic, recreational and cultural history. The strategic location of interpretive centers could also be the cornerstone for the revitalization of selected hamlets within the Park. The targeted state investment could leverage private investment in associated activities by providing a magnet for tourist visitation to center locations and beyond.

Research and Development (R&D) Facilities are Likely Development Prospects. The Lake Placid/Saranac Lake area of the Adirondack Park is currently a center for private, non-profit medical research within the region. Lake Placid is the location of the W. Alton Jones Cell Science Center and Saranac Lake is the location of the Trudeau Institute. Both facilities are internationally known and heavily supported by

federal research funds. Biological research in other villages and hamlets is growing as an economic activity. During 1983, the Cell Science Center expanded its program and doubled its professional staff. A spin-off cellular research facility was also established in Saranac Lake. Discussion is also taking place regarding the establishment of a sports medicine research facility in Lake Placid. The potential positive spin-off of R&D industries in other hamlets could be substantial in the Adirondacks.

Targeting Investments in Hamlets. Shifts in the mining and forest products sectors of the economy and changing tourist visitation patterns in the Adirondacks have had a stimulative effect on many of the area hamlets and a negative effect on others. Carefully targeting investments could assist in the revitalization of Adirondack hamlets. Additional tourist visitation or state employment could provide a stimulus for further private investment in the retail and service sectors. Such targeted investments could include interpretive centers, decentralized state offices and data processing facilities, boat launches, etc.

Seasonal Home Development. The Adirondacks, with its outstanding natural setting and recreational base, is an attractive area for privately-owned seasonal home development. While generally occurring outside the limits of a hamlet, seasonal home developments bring outside dollars into the hamlet, creating a need for expanded retail or community service markets and generating tax revenues.



Seasonal home developments, like this older one in Mountain View, have a long tradition in the Adirondacks.

Success Stories

Essex County

Essex County, through its Industrial Development Agency (IDA) has launched a major industrial development campaign in several villages and hamlets. Lake Placid has risen to the challenge by developing a greater variety of recreation and entertainment. By using the facilities built for the 1980 Winter Olympics, village officials brought to the area ice shows, sports events, and a first class horse show. The previously mentioned Cell Science Center located near Lake Placid is a good example of high level research being done in a rural setting. Many residents have found employment at the Federal and State Correctional facilities located between Lake Placid and Saranac Lake at Ray Brook.

Saranac Lake, which lies west of Lake Placid, hosts the main campus of the North Country Community College. A chapter of the American Management Association (AMA) has also made Saranac Lake its home. Westport, a lakeside village on Champlain, has added a new drug store and a combination pub-cafe. Businesses such as the cedar post mill, DIPAK, a marina and Croton Lumber all have recently come under new management and are undertaking improvements. NYCO and the Tampax Plant have added much to the town of Willsboro. The Essex County Government Center and the Elizabethtown Health facilities (the Community Hospital and the Horace Nye Home) are the major employers in Elizabethtown. The Association for Retarded Children, which began operation in 1974, is also an important regional employer. With a main office in Port Henry and five homes in Elizabethtown, Ticonderoga, Port Henry and Crown Point, the ARC provides work for approximately 140 local residents. When future expansion is completed, it will add 60 more positions.

Wilmington, aside from its breathtaking scenic beauty, offers excellent fishing, tours to the top

of Whiteface, Olympic skiing and Santa's Workshop. All of these tourist attractions employ local residents.

Schroon Lake, besides being a resort town, has the large "Word of Life Camp," a Bible camp complex. North of Schroon at North Hudson is Frontier Town. There, visitors can enjoy a nostalgic trip back to earlier times in a recreational setting.

Ticonderoga offers substantial employment opportunities. The local International Paper Co. and the Fort Ticonderoga tourist complex provide jobs for many. Essex has gained new employment through the L.S.P. (Leader Sports Products, Inc.) on Lake Shore Road. The Ausable Falls and Chasm display a natural beauty that attracts visitors and provides jobs in the summer.

Hamilton County

Hamilton County, the planning office, along with the County Board of Supervisors, has recently assembled a booklet entitled *Hamilton County: Commercial Sites for Your Consideration*, which describes available commercial sites for development. The primary purpose of this document is to provide guidance when working with the Central New York Industrial Development Team. This is a seven-county organization whose members are the IDA directors from the various counties. They work in close concert with the Commerce Department and in the past have made several trips out of the area in order to attract industry. Prior to leaving the area, they target a site and then contact the interested group or industry in advance either by phone, letter or, at times, in person. All of the scheduling is done in advance and teams are put together to contact certain groups of industries. In the region, needs range from the small 5- to 15-man operation in Hamilton County to 500 to 1,000 or more in areas outside the county. The Team has been operating for about two years now and is recognized as the most successful such group in the state. This setup has provided an avenue for reaching those industries outside the area that may be interested in relocating or expanding within the region. The Wilt Industries in Piseco, a newly-built manufacturing facility, is a visible result of this successful industrial development program.

The new Wilt Industries near Piseco in Hamilton County.

St. Lawrence County

The St. Lawrence County Industrial Development Agency has been active in promoting economic development both within and outside the Adirondack Park. The IDA has provided critical financing for various industries in the County, including a bond issue to fund the installation of required pollution control equipment at the Newton Falls Paper Mill. The IDA manages several industrial develpment sites around the County and also operates the On-the-Job Training Program through the Federal Job Training Partnership Act. This program is currently providing funds to train approximately 140 persons for full-time work in various manufacturing, forestry and service industries; it also provides summer jobs for 350 youths.

Recently the IDA was succesful in assembling a financial package for the Norfolk Lumber and Shingle Mill, which enabled the company to purchase equipment to mill new lumber. This has had several positive results for the wood products industry in the County. It has created a

local source of low-cost, high-quality green lumber (which is being utilized in part by the County's housing rehabilitation program) and has generated considerable demand for local spruce and pine timber. Most of the wood for this project is being purchased from a logging operation in the Town of Piercefield.

Clinton County

Most of Clinton County's economic development activity is located in more urbanized areas outside the Park. However, there are a few success stories in the Adirondack portion of the County worth noting. The Lyon Mountain correctional facility represents one such example of an institutional development that promises to make a positive contribution to the hamlet in the future. The Town of Dannemora and the North Adirondack Central School District had for several years sought a new use for an abandoned elementary school building in the center of the hamlet of Lyon Mountain. The New York State Department of Corrections purchased the building in 1983 and converted it to a minimum security correctional facility for 150 inmates. The people of the hamlet welcome the facility as an opportunity to reverse the economic decline that has occurred in Lyon Mountain since the closing of the Republic Steel Iron Mine. Approximately 100 jobs have been created in the correctional facility.

Hamlets in Clinton County have also had some success in the area of housing rehabilitation and new construction. In 1981, working with a private developer, Ausable Forks implemented a 24-unit senior citizens housing development through an FmHA 515 construction loan program. Under the same program, the Saranac Senior Housing Corporation, a non-profit group, built an 11-unit residential complex at Pickets Corner. Ausable Forks has also been successful in securing sizeable grants from the HUD Small Cities Program for housing rehabilitation and water district improvements.

Implementation Concepts

The above examples owe their success to enlightened individuals, community interest, planning and foresight in the implementation of industrial development goals. But much more has to be accomplished in the Adirondack hamlets before the work can be declared *finished.*

Some of the new and innovative concepts that are on the "cutting edge" of financing and implementing industrial development are elaborated below. Concepts generally include actively marketing sites for future development, lessening the front-end tax burden as an incentive for attracting developers, and providing a cash-flow system with an administrative procedure that makes capital available to businesses. These concepts are intended as tools for achieving realistic projects in the hamlets.

Fast-Track Sites—the pre-targeting, preparation and availability of sites for development including plans, renderings and models for a "shell" building and its landscaping to be located on a site. There are distinct marketing advantages to such an approach, especially when the scheme includes a financial arrangement with local banks willing to sponsor credit-worthy developers.

Developer's Kit—a method that can be used by local government to package specific sites for development by describing conditions that may be of interest to a prospective developer. Conditions of interest include site size, land values, property taxes and tax concessions, zoning and environmental requirements, available utilities, transportation services and more. Developer's kits may also include marketing and promotional material. They are primarily intended to establish interest among possible investors and to ultimately solicit responses in the form of specific development proposals.

Revolving Loan Fund—a cash-flow system to assist new and existing businesses in hamlets by making available venture and working capital

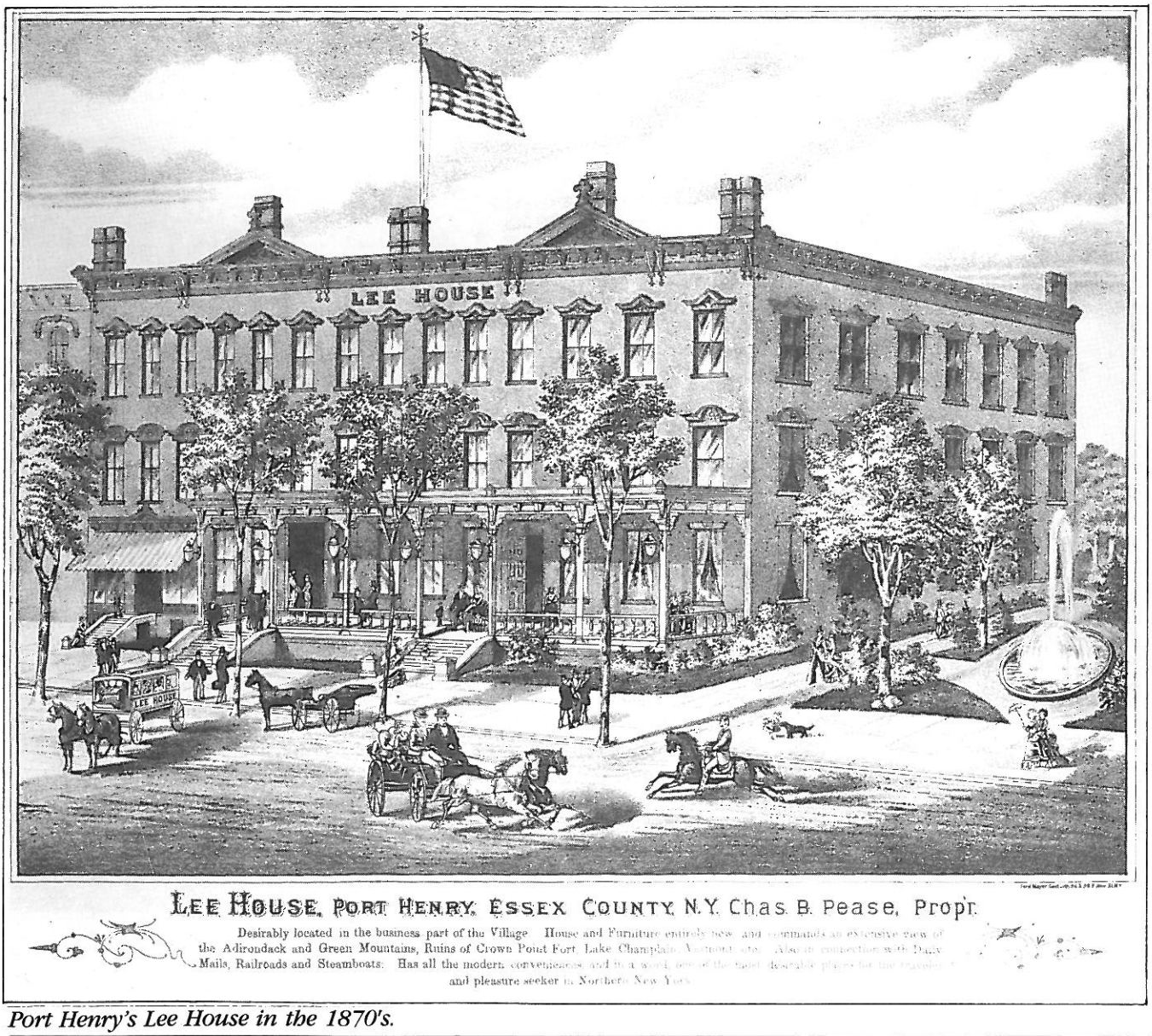
from regional or local lenders coordinated through IDA directors and banks. The Department of Commerce has promoted this idea and provides information on revolving loan funds. The establishing of an Adirondack Development Trust Fund is another related possibility being discussed which could be administered by a consortium of county industrial development agencies. For any of the above loan programs, the organizational structure and administration is important. Revolving loan funds could be applied to attracting new industries or business retention programs to assist failing or vulnerable businesses in hamlets.

Craft industries such as the Leather Artisans in Childwold provide an important opportunity for local industry.

"Preservation of older structures or sites is critical to preserving a community's sense of physical identity."

THE LEE HOUSE

ON LAKE CHAMPLAIN
J.E. Mc NULTY, PROP.
PORT HENRY, N.Y.



Port Henry's Lee House in the 1870's.

Redevelopment Strategy Four:

Historic Resources

It is ironic that a region so committed to the preservation and enjoyment of the natural environment has done so little in expressing the same concern for the man-made landscape, specifically the hamlets located within the region. The question of whether such man-made intrusions into the Park are appropriate seems moot since human settlement has been present in the region for over 150 years. The issue should now be how to make this man-made environment as attractive as possible, while at the same time illustrating the unique relationship of the residents of the Park to the natural areas surrounding them. Even more important is maintaining a physical record in the environment of man's cultural and historical evolution in the Adirondacks.

Historic resources and their preservation in the hamlets of the Adirondack Park raises several questions. Those to be discussed in this section are:

- **Why should a hamlet be concerned about preserving historic resources?**
- **What problems develop without a commitment to preserving such resources?**
- **How does the loss of historic structures and sites occur?**
- **How can such losses be prevented?**

Why Preserve?

Why should a community or group of communities be concerned about historic resources in their hamlet or region? This basic question is at the heart of any program for utilizing historic resources.

Sense of Identity—In Adirondack hamlets, the preservation of older structures or sites is critical to preserving the community's sense of self, its identity as a place. This is especially true of very small villages where one or two buildings or sites establish the community's image. The Lee House in Port Henry and the Village Green in Jay are good examples of such resources.

Attracting Tourists—A hamlet containing well-preserved and well-maintained older structures which provide visual charm and character is unquestionably attractive to visitors to the Park. Older structures exhibiting unusual architectural style and detailing often encourage travelers to stop in a hamlet, contributing to economic activity.

Encouraging Investment—Preservation activities make a community more attractive to outside investors, whether major industrial enterprises or small, single shop owners. These investors search not only for appealing locations, but also evidence of a community's commitment to its past and physical enhancement.

Bringing Together Old and New—Creating physical locations for investment is one result of preservation. Adapting old structures and/or sites to contemporary uses, whether industrial, commercial, or residential, offers a wide range of possibilities for retaining the historic physical form of a hamlet while promoting the human activity necessary to help it remain economically viable.

Without Preservation

A typical example of what happens when a hamlet ignores its historic resources has been characterized by one county planner as the story of the "4 D's." Those four D's—disuse, deterioration, demolition and destruction—illustrate the problem facing many hamlets in addressing what to do with their historic resources.

Disuse—For various reasons to be discussed, older structures in the central core of hamlets become vacant. Since many of these structures were built for specific purposes, the disuse becomes permanent because new uses for these buildings are difficult to find.

Deterioriation—An unused building begins to deteriorate almost immediately. Not only do

vacant structures become prime targets for vandalism, but even minimal maintenance is ignored by an owner when the property is no longer producing revenue.

Demolition—When deterioration reaches its final stages, the structure becomes a safety hazard to the community and must be torn down. While this may be welcomed at the time, it brings with it the destruction of the village core.

Destruction—The destruction of the physical fabric of the hamlet occurs as these older structures are steadily removed from the hamlet core. Holes or gaps along commercial streets not only destroy the character and sense of place in the hamlet, but often become weedy, overgrown sites which downgrade the visual quality of the community. While vacant areas offer prime opportunities for new development in a community, they are rarely utilized for that purpose.

How Do Such Losses Occur?

The loss of historic resources in hamlets has resulted from various economic and social developments of the last 50 years. Declining economic activity has come from the reorganization of shopping patterns caused by increased mobility, first from widespread automobile ownership and then from improvements in the highway system. Loss of revenues resulted in neglected maintenance as store owners struggled to survive. As businesses failed, many of these structures became the property of people living outside the hamlet. Such absentee landlords often took little interest in maintaining these locations. The changing needs of the community made the reuse of these structures for their original purpose obsolete, rendering them unusable without renovations. Problems of energy consumption and conservation became issues in restoring older structures, often determining reuse possibilities. Natural disasters such as floods also contribute to the loss of many historic resources.

Historic resources include outdoor landscapes such as cemeteries.

Preventing loss of Historic Resources

Adaptive Reuse of Structures—Finding new uses for old buildings is probably the best method of utilizing historical resources in a community. Such reuse generally means a major renovation or "gutting" of a structure. Two major issues in this process are finding an appropriate use for such a structure and making the renovation affordable.

While reuses are obviously limited by the space and location of the site and structure, all opportunities—industrial, commercial, and residential—should be explored as reuse possibilities. Funding such projects has been made more attractive by federal and state tax laws such as the United States Tax Reform Act originally legislated in 1976 and subsequently amended. Local tax incentives further encourage investors to undertake adaptive reuse projects.

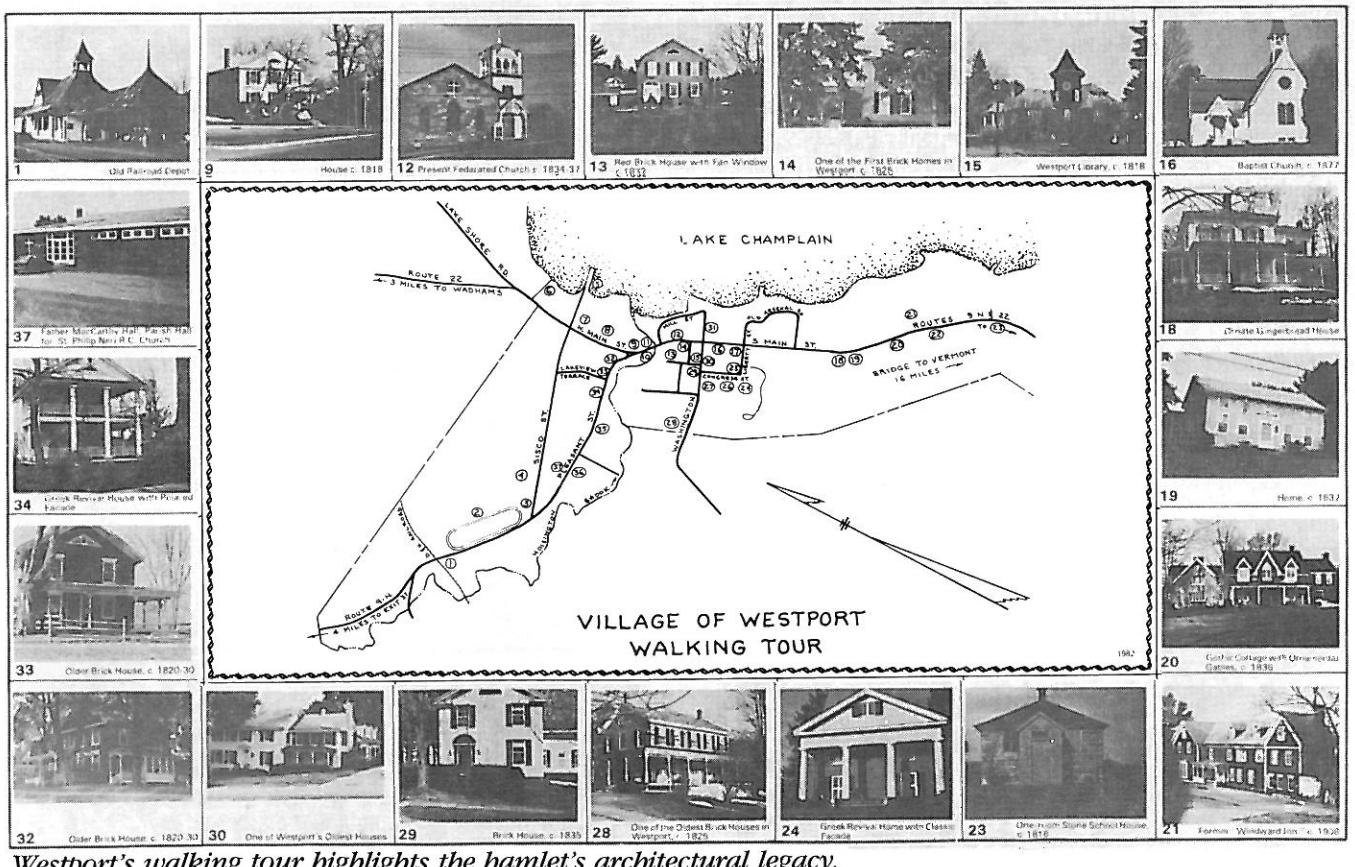
Historic Registry of Structures and Sites—Major historic structures or districts may be eligible for listing on the national or state historic register. This designation would make it more difficult for the structure or site to be destroyed, although it does not mandate its maintenance or preservation. A group of adjacent buildings

which can be listed as an historic district adds a particular charm and character to a community, as in the hamlets of Essex and Westport.

Temporary Maintenance—One immediate problem for many hamlets is what to do with historic structures until a new use or user can be located. If a minimal level of maintenance is not carried out, the deterioration of the structure becomes so acute that the question of reuse become moot. This issue may require the hamlet to undertake temporary maintenance on structures if the owner cannot be encouraged to do so. Such items as the roof or windows must be intact if a building is to withstand the weathering process. A small financial outlay by the community for basic maintenance can help save a critical structure in the hamlet.

Patterns of Historic Resources: "The Walking Tour"

A creative method of marketing a community's historical resources is to establish a walking tour with an accompanying brochure identifying important structures and sites and explaining their historical significance to the visitor in the hamlet. This interpretive trail highlights the outstanding architectural elements of a community. Such a tour has been designed for Westport and is shown below as an example of what others might do. Similar trails could be developed between hamlets, creating a tour of interesting points within a hamlet group.



Westport's walking tour highlights the hamlet's architectural legacy.

Identification of Historic Resources

Many structures and sites in the Adirondack Park are historic resources. One problem for communities is identifying these resources at the local level.

An historic resource can be almost any place or object that has special meaning in the history of the nation, state, or community. As defined in the National Historic Preservation Act, "resources" are properties significant in American history, architecture, archeology and culture; or objects of state and local importance which possess integrity of location, design, setting, materials, workmanship, feeling or association.

It should be emphasized that there are two key factors in the above definition: local significance and integrity. Traditionally, historic resources were places or objects that had been associated with singularly important events, persons, or styles of architecture, usually of national importance. This is no longer the case. All communities, no matter what their size or relationship to the nation's history, have buildings and elements significant in their own development; these, too, are historic resources, and should be recognized as such.

The integrity of a place or object refers to its present appearance in relation to its original design and setting, and this integrity is important in assessing a site's significance and potential for preservation. It is possible for a place or object to have the necessary qualities of significance, but for those qualities to be hidden through alterations or neglect. These should be thought of as only temporary detractions from a place's significance rather than permanent problems.

Historic resources can take many forms in the Adirondacks, including buildings, sites, landscapes, districts or waterways.

An outstanding example of the reuse of an historic structure - a one-room schoolhouse converted to a residence.

Success Stories

Four examples of successful reuse of historic resources or the contributions of preservation-based citizen groups will be described in the following section to identify some creative solutions to the problems many hamlets face. These are presented in the hope of suggesting ideas for solutions to similar situations in other communities.

Lee House

The transformation of the Lee House in Port Henry to housing for senior citizens represents the successful reuse of an historic hotel whose physical loss would have been a major blow to the central core of the community. The Lee House first opened in the 1870's during a period of commercial and industrial prosperity in Port Henry. The brick structure was greatly enlarged by a new owner in 1909. The now 50-room hotel had one of the first Otis elevators in the nation and was known as one of the best hotels north of Albany. As other structures were built in the downtown, they replicated the height and brick material used in the hotel, making it a critical core structure.

The depression and WWII brought a gradual decline to the hotel business in general, a decline that was worsened locally by the closing of area iron ore mills in 1971. Since then, the hotel changed ownership twice, but efforts to revive the hotel and restaurant business failed both times. The Lee House was taken over by Essex County in 1981 for nonpayment of taxes.

With that acquisition, county and village officials began looking for possible alternative uses for the structure. Commercial and residential options seemed most appropriate with the design for a 25-unit senior citizens apartment complex emerging as the best solution. The development will be carried out with funds from both the USDA and private investors. Work on the project began in late summer of 1985 with completion anticipated in early 1986.

LaChute River Corridor

The LaChute River is one of the most historic riverways in Upstate New York. Near its mouth Fort Ticonderoga, scene of several 18th century battles, has been carefully reconstructed. In the 19th century the Village of Ticonderoga became a major industrial center manufacturing paper, graphite products and machinery, utilizing water power from the river. In recent years, however, virtually all of this industrial complex has disappeared, opening up the LaChute River Corridor for reuse and new development. Due to the large land area available and its proximity to the village core, plus the loss of jobs and the decreasing tax base in the downtown, public officials and concerned citizens began to meet to discuss redevelopment options. Three clear directions emerged:

- **One of Ticonderoga's major assets is its history, and this unique story should be emphasized as an image and theme in future development.**
- **The beauty and recreational potential of the river corridor must be preserved and reintegrated with the fabric of the community.**
- **Outside resources and investment are essential to realize such development.**

With these directions clearly before it, the community is now working with a professional staff and community-based organization called PRIDE to realize some specific goals. These include: developing recreational linkages and facilities; expanding access to and use of the river; capturing the existing tourist trade; new development; and creating a focus for the village center.

To attain these goals in Ticonderoga, the staff has generated several possible projects which would enhance the physical quality of the river corridor as well as encourage economic activity within the community.

"Local historical societies are key organizations in preserving and implementing the reuse of historic resources."

Proposals include a small scale service/recreational development, a river trail system, and an individual commercial project focusing on a new village green. The redevelopment of hydropower on the LaChute River has been the catalyst in bringing about the foregoing, and was, in fact, what stimulated community interest originally.

ECHO

The Essex Community Heritage Organization, founded in 1969, proudly identifies itself as one of the earliest grassroots preservation organizations in the Adirondacks. From its inception the group has been dedicated "to historic preservation in Essex," although the organization's activities have been many and varied. The architectural and economic survival of the hamlet, which in the 1820's was the busiest port on Lake Champlain, generated an historic structure survey in 1972–73 sponsored by ECHO and funded by a New York State Council on the Arts grant. The result of the survey was to place the entire hamlet of Essex on the National Register of Historic Places in 1975.

The restoration of historic building facades, such as this residence in Essex, adds to the visual quality of a hamlet.

Recent years have witnessed continuing progress. Householders, many of them members of ECHO, have completed major restorations of their residences in the hamlet using local craftsmen and materials. In 1984 ECHO, in cooperation with the Town of Essex, restored the exterior of the 1835 Stone Church. Other projects sponsored or promoted by ECHO to preserve and enhance the special character of Essex include:

- Continued street tree planting program in cooperation with the Town
- Involvement with the federal government in the proposed relocation of the Essex Post Office
- Establishing a legal fund to counsel and assist the cause of historic preservation in the historic district
- Sponsoring the third annual appearance in Beggs Park of the Mettawee River Theatre Company
- Sponsoring the fourth annual "Downtown Essex Day," a festive occasion that has made many new friends for Essex
- Publishing a newsletter informaing members of events and issues in Essex

E.C.H.O. ESSEX COMMUNITY HERITAGE ORGANIZATION
ESSEX, NEW YORK 12936

Historic Saranac Lake
INCORPORATED 1980
SARANAC LAKE, N.Y. 12983

Historic Saranac Lake

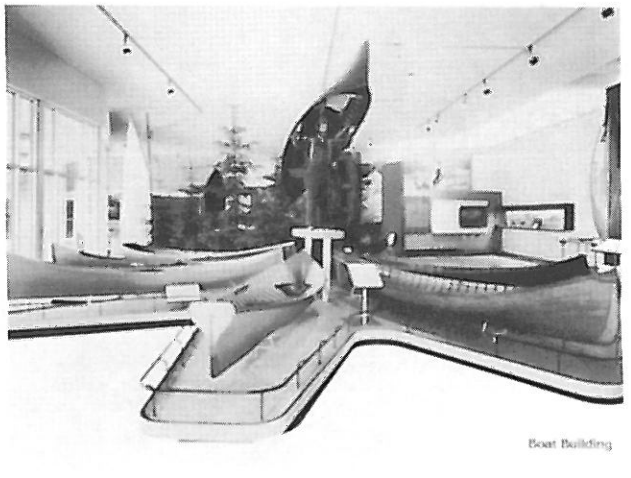
A membership organization, this local citizens' group advocates preservation of structures in the village based on their history as a pioneer health resort for the treatment of tuberculosis.

The group originated in 1978 as a volunteer committee to advise on downtown redevelopment. After receiving funding from NYS Division of Housing and Community Renewal in 1982, the group opened an office, now in space donated by the Town of North Elba.

Projects include a tour brochure, through a comprehensive survey of structures, a multiple resources nomination of 185 buildings to the National Register of Historic Places, and a "Rehabilitating Older Buildings" conference with support from the New York State Council on the Arts. The organization has also established: a Parts Warehouse in the Union Depot to recycle salvaged building materials; the first in a planned series of rehabilitations of vacant buildings for housing; and a book, *Cure Cottages of Saranac Lake*, to be published in the fall of 1985, again with Council on the Arts aid.

Museums

Museums offer a unique resource to advocates of historic preservation both as a source of information and as examples of interpreting the cultural and historical offerings of a community or region. The Adirondack Park is fortunate in having an outstanding variety of museum facilities. Three of these are described below:

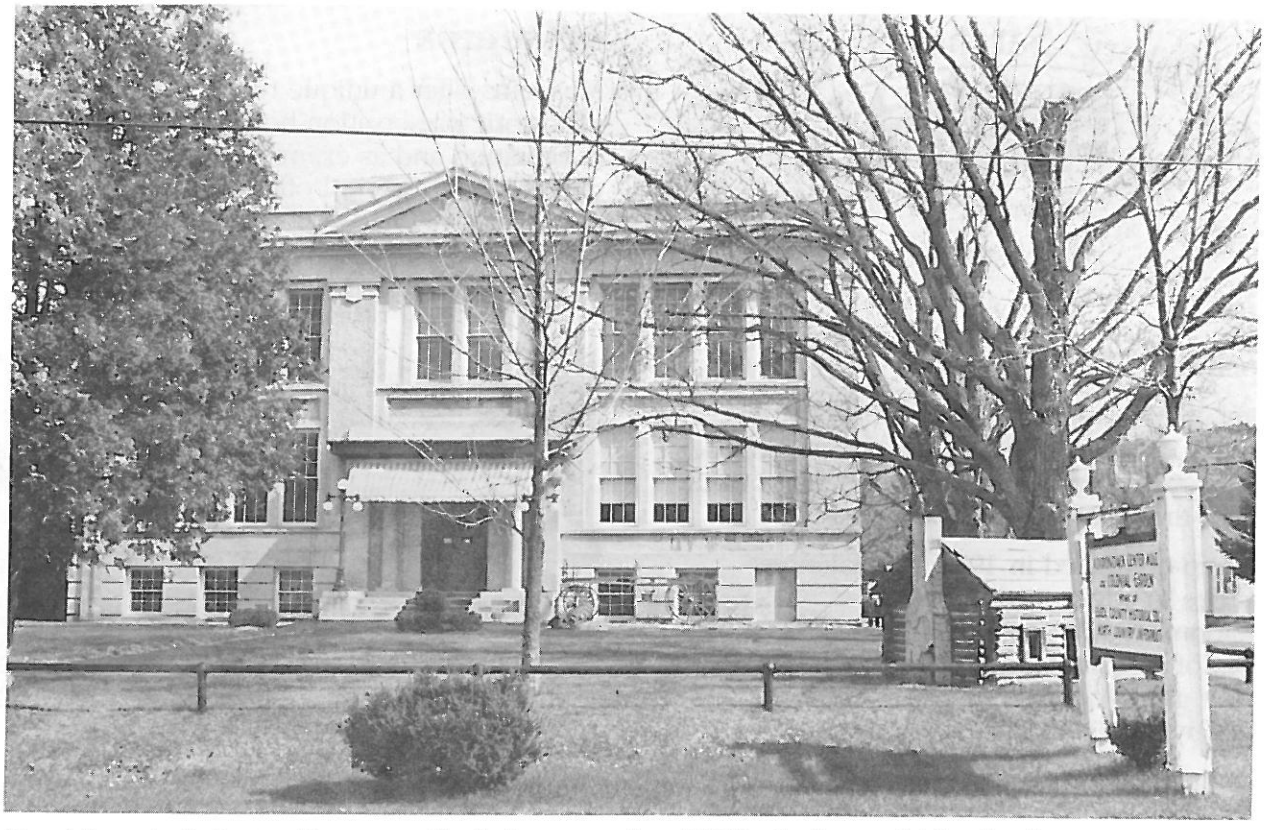


The Adirondack Museum high above Blue Mountain Lake - the region's most important museum.

The Adirondack Museum—With the purchase of the Blue Mountain House property in 1953, the dream of William Wessels and Harold Hochschild to establish a major regional museum began moving towards reality. Since the opening of the first facilities in 1957, over 1.8 million visitors have toured the historic displays. Today the museum has 20 exhibit buildings, all dedicated to the task of telling the history of the Adirondacks, its people and their relationship to the majestic Adirondack environment. Museum facilities include an outstanding research library for Adirondack historians and a major collection of early regional photographs.

A M THE ADIRONDACK MUSEUM

"Museums play an important role in communicating historic resources to the public."



The Adirondack Center Museum effectively reuses the old Elizabethtown high school.

The Adirondack Center Museum—The Essex County museum, located in the old Elizabethtown high school, is another good source of historic information. The center's collection includes artifacts dealing with early settlements of the area and with domestic and outdoor life, a doll collection, trades and crafts of the area, a colonial garden, research library and contemporary art exhibits by area artists.

Ironville Historic District—The Ironville Historic Village represents the preservation of an old industrial community as a "living museum." Ironville—formerly named Irondale—was one of the first iron ore mining areas in the Adirondacks and the site of the development of the electromagnet, critical to the development of electric motors.

The Penfield Foundation was formed in 1962 to maintain the Penfield Homestead, the center of Ironville, as an historic site and a museum illustrating the history of the Crown Point area during the early 1800's. The Museum properties now total almost 500 acres, preserving the unique and charming 19th century setting.

The Penfield Homestead is the center of historic Ironville - a hamlet museum of the iron industry.

Redevelopment Strategy Five:

Infill Sites

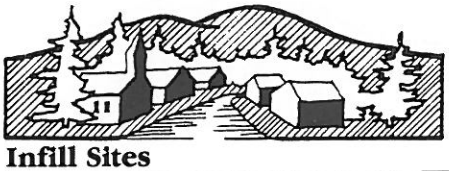
What Does "Infill" Mean?

The term "infill development" refers to intentionally directing new private sector construction to important internal sites within a hamlet. It also includes the renovation and reuse of older existing structures in a hamlet. The public sector can influence and even direct the location of private development by creating improved site amenities and other financial incentives, thereby supporting the concept of "infill development." Infill sites exist in the form of strategically located vacant lots along or near a main street, or larger key land areas within residential neighborhoods. Infill can also mean "filling in" vacant space inside important existing buildings.

Whichever redevelopment infill approach is applicable to a given hamlet, it is critical to understand several rudimentary concepts.

A consolidated pattern of hamlet settlement is better than a diffused or sprawled pattern because present or future roads, water and sewer lines are minimized, thereby cutting installation and maintenance costs incurred by a municipality. Further, consolidated patterns result in shortened distances which encourage people to walk from home to work, to shop or accomplish daily errands on foot Infill development also encourages a richer variety of uses and activities downtown that

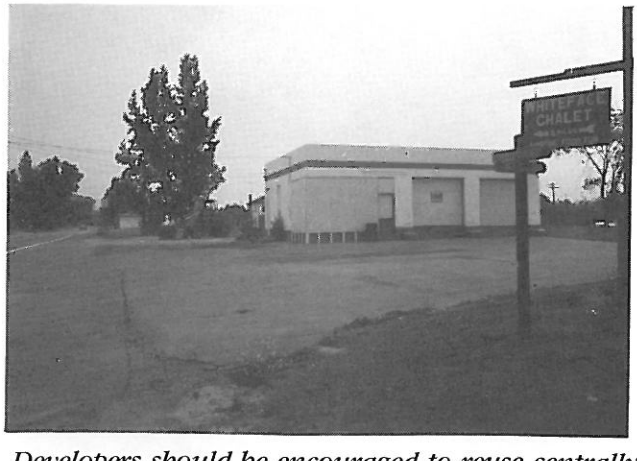
Abandoned service stations are common infill opportunities in hamlets.



"Infill development requires a greater effort to assure that new construction is consistent and compatible with the existing community fabric."

helps attract a broader sector of the population. It can also promote more activity in the center over a longer time period each day (i.e. Main Street shouldn't completely close down at 5:00 p.m.). The benefits are many. However, infill development does require a greater effort to assure that new construction is consistent and compatible with the existing, often fragile, community fabric. Siting a new bulding in an open field at the edge of town is easier than tucking it in between two historic buildings in the center. When administering infill development, great caution must be taken to prevent jarring, eye-sore styles of architecture that can potentially do more harm than good.

Development of the settled areas of the Adirondacks is an often disputed and controversial subject. Everyone agrees that development has the potential to stimulate the local economy, create employment opportunities and enlarge the population to support a broader range of facilities and services. However, random or unplanned development can bring with it unexpected problems including installation and maintenance costs for infrastucture (schools, roads, sewer, water), dispersal of the town center, and buildings or facilities which are out of character with the hamlet. To avoid these situations, a hamlet should consider development as part of an overall hamlet improvement program. When a community takes an active role in both fostering and guiding development, it has the potential to reap the most benefits and rewards. Revitalizing forgotten amenities, guiding industrial and commercial development, developing parcels where utilities and infrastructure are already in place or making provisions for new infrastructure, and capitalizing on the existing setting are all within the reach of a hamlet. By establishing development and preservation priorities thehamlet begins to establish a framework for implementation of a successful plan. Special district zoning laws, cluster regulations and action plans are among the tools which may assist the process as time goes by.



Developers should be encouraged to reuse centrally located, vacant structures.

Three Kinds of Infill

In considering the kinds of infill development possibilities which a hamlet can generally take advantage of, different guidelines, limitations and opportunities exist for each depending on the location of the sites and their relationship to the areas which they impact. These development opportunities involve **single lot development, building vacancy development** and **land area development**. By understanding these three types of infill, a hamlet can become more aware of what is involved in attracting and guiding future development.

Single Lots

Single lots are very often prime places within the central area of a hamlet. They might be found at the most prominent corner or space along main street, for example. Many single lots have an important relationship with the core of the hamlet because of their prominent locations. Therefore, their development and usage should be given careful forethought. A determination of the best use for these sites should be made which fits the overall context of the hamlet setting and achieves the goals of the community. For example, a vacant lot along a hamlet main street commercial district would be most appropriately developed as a commercial building similar in architectural features, height and size to other buildings already on the street. The type of commercial undertaking should fit the needs and interests determined by the community. Special "overlay" districts involving detailed design guidelines are common procedures.

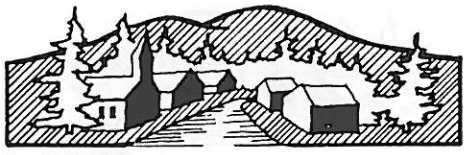
Building Vacancies

An abandoned building or an unused portion of a building also presents opportunities for development. The way in which the building is enlarged, renovated, reconstructed or changed in appearance and ultimately used ought to reflect the greater interests and concerns of the hamlet as well as sound financial investment practices.

Knowing the categories of building use in the hamlet allows the community to act on limiting or extending types of building usage as well. An example of this would be an abandoned grocery store building in a prominent activity center in the hamlet. The community would benefit from a redevelopment approach which favors commercial development and fosters increased business activity downtown. Second story building vacancies in the commercial downtown are common in Adirondack hamlets and present prime development opportunities. These spaces can be redeveloped for housing, an option which has the multiple effect of providing income, housing and increasing activity in the hamlet core to support business services and facilities.

Land Areas

Undeveloped land areas in a hamlet are more or less desirable depending on the location, character of land and the proximity of the land to roads and utilities, or the cost of installation of infrastructure relative to the amount of possible development. A hamlet which takes an active role in large scale land development may encourage, for example, cluster zoning and density and size requirements, or identify road extensions, utilities and site improvements which have to be made by the developer as a condition for subdivision approval. A hamlet may also develop area action plans targeting proposed future streets or roadways which would enable future development to occur. "Zero-lot-line" and other cluster techniques for assuring ecologically sensitive and marketable land area developments could be established.



"A hamlet has a heart or core where most activity occurs."

Responding to Context

When considering any of the infill types of development, a community is put in the position of deciding where the most critical development and improvement programs should occur. Responding to existing conditions, opportunities and limitations is the first step. For example, the people of the Village of Westport expressed concern that development should allow Westport to remain small and a "rural village close to nature." As a result of community input, a Development and Preservation Program emerged which established guidelines for the development of single residential units, small-scale commercial and open space properties. These development goals responded to the local context as much as possible by stating that new buildings relate to old buildings, that small scale mixed uses of commercial and residential properties be encouraged downtown, that the neglected waterfront be redeveloped by intensifying use and improving accessibility and that the overall setting of the Village be enhanced by landscaped areas and public park improvements. Guidelines for developing land areas also took into account slope, solar orientation, vegetation and accessibility to infrastucture needs. (See Trancik, *Westport Village: Development and Preservation.*)

The opposite situation has occurred in many Adirondack hamlets where development has been encouraged in an uncritical fashion and has led to unforeseen problems and frustrations in the community. Often building lots are subdivided and sold before provisions are made for infrastructure. As a result, the cost of these facilities often far exceeds the revenue taken in by the proposed development. To make matters worse, development property is identified on the fringe of the hamlet before prime sites closer into the core are filled, leaving gaps in the community and unsupported services. Wherever possible, infill development should be explored before expansion or hamlet extensions are encouraged.

These approaches will be less costly in the long run and will benefit the commercial and social activity in the core of the hamlet.

Infill Versus Sprawl

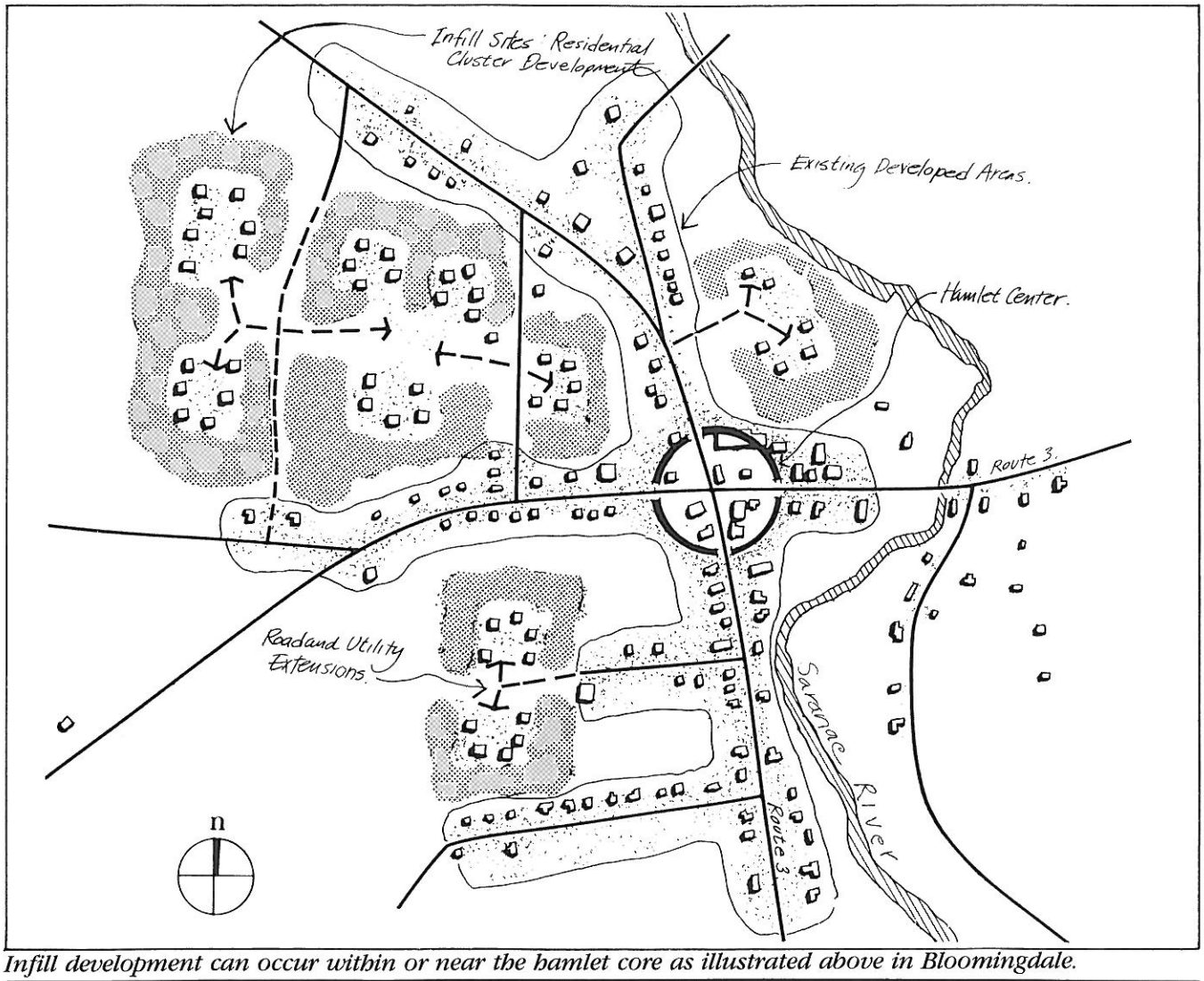
The mix of architecture, natural features, stores, streets and homes make a hamlet an activity crossroads. A hamlet is like a person. It has a very recognizable physical form, size and shape. Most importantly it has a heart or core where most activity occurs. The "heart" is the activity crossroads of the hamlet. Carrying the analogy a step further, revitalizing the hamlet is like aerobic exercise—a good workout strengthens the heart so that the rest of the body can keep going. All hamlets already have "hearts"—a commercial core, a main street district or a physical place where people congregate. However, more often than not the heart is suffering from neglect, which shows itself in vacant buildings, deteriorating structures and empty lots. While signs that a hamlet is "out of shape" create problems, they also present opportunities. Undertaking a program for revitalization begins by recognizing the inherent potential for development in the heart of the hamlet. Infill and development at the activity crossroads creates a tight pattern of settlement and activity. This type of revitalization program at once strengthens the core and the overall community identity.

The strip development which often occurs along traffic corridors as a result of development pressures or lack of planning has the tendency to detract from community character. Many communities in the Adirondacks have experienced the after-effects of sprawl or development which takes place out of the hamlet "heart" or center. For example, the "tug of war" between development on Route 22 and in the downtown area has presented problems for the hamlet of Willsboro. Willsboro has found itself too spread out and lacking the population base and financial resources to fully develop and enhance growth areas. Similarly, the hamlet of

Wilmington has witnessed commercial growth along the travel corridor of Route 86 to Lake Placid—an event which has detracted attention from the historic hamlet center and left it with vacant buildings and neglected lots—a less than welcoming sight for the visitor or local resident. Hamlet infill development programs can prevent this and strengthen the center, the sense of community, and the settlement's attractiveness to private investors.

Mutual Attraction

A depressed economy and a deteriorating hamlet core lead many communities to a state of desperation in which development tends to occur in a knee-jerk fashion. In other words, the first developer who happens along is seen as a "last chance" and every opportunity is created to encourage the likelihood of investment. However, development ought to be as mutually attractive to the would-be developer as it is to the hamlet at large. For example, a hamlet has it within its power and capacity to create development schemes or programs which



Infill development can occur within or near the hamlet core as illustrated above in Bloomingdale.

encourage a mix of uses in the downtown by ensuring that parking, pedestrian traffic and proximity to other places of business is a balance of public and private input. A hamlet can consciously target public investment into public space improvements in ways that will attract potential private developers to pre-determined core sites. There are many successful precedents of the public/private investment marriage in communities large and small and, in fact, is a prerequisite of the Urban Development Action Grant (UDAG) program, one of the leading public funding sources for urban development.

A recurrent infill example in Adirondack hamlets involves the supermarket which establishes itself on a site set back from the main street with a wide swath of parking lot in front. The grocery store is considered a wonderful asset to the hamlet since it brings income and employment and at the same time gets people downtown where they will continue to shop and use adjacent facilities. A hamlet should be ready for this type of situation and reap maximum possible opportunity from it. It should know where the most attractive location for the building is and what type of parking and landscape features should be provided to fit with the rest of the hamlet context. Furthermore, the hamlet should be prepared to evaluate the possibilities of combining private and public interests and incentives to increase the advantages of this type of development.

Land banking and common ownership arrangements are also effective procedures in a hamlet infill development program. Often it is to the distinct advantage of several neighboring businesspeople to pool land by way of mutual easements or other common land banking approaches—sites behind, at mid-block, or in between stores—to create a more efficient, functional and attractive access and circulation pattern for the benefit of store owners and users. The hamlet municipality might consider land banking or the outright purchase of key core area sites for temporary maintenance and preparation for future sale. In this arrangement, the hamlet would function as a non-profit development corporation and could retain a remarkable level of control over the composition of development on key sites. However, the problem of front-end capital is often difficult to overcome in this type of arrangement.

Supermarkets, pervasive activity generators in hamlets, need to address public spaces around them.