

W.P.

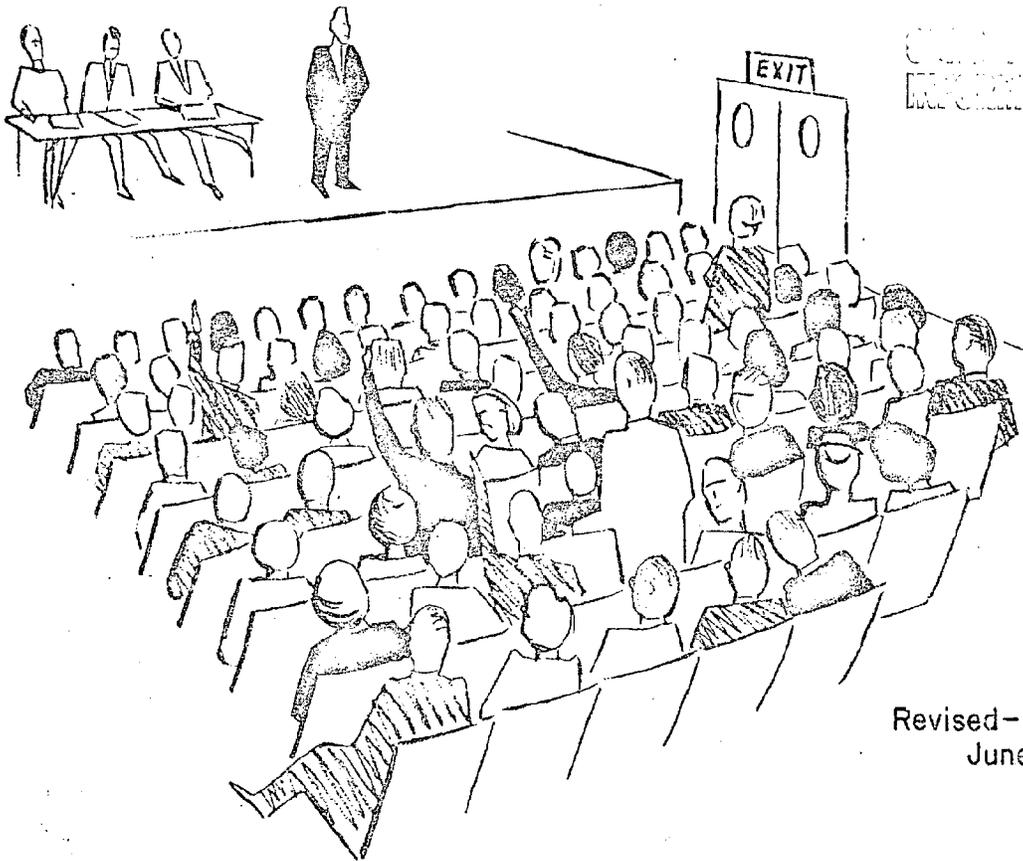
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Coastal Zone
Information
Center

PROGRAM SUMMARY FOR INTERESTED CITIZENS

OCT 28 1976

New York State. St. Lawrence - Eastern Ontario Commission

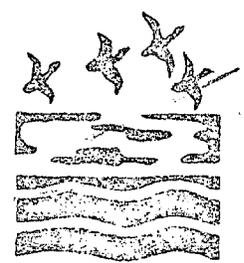


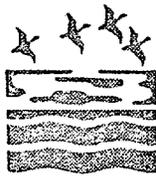
Coastal Zone
INFORMATION CENTER

Revised -
June, 1976

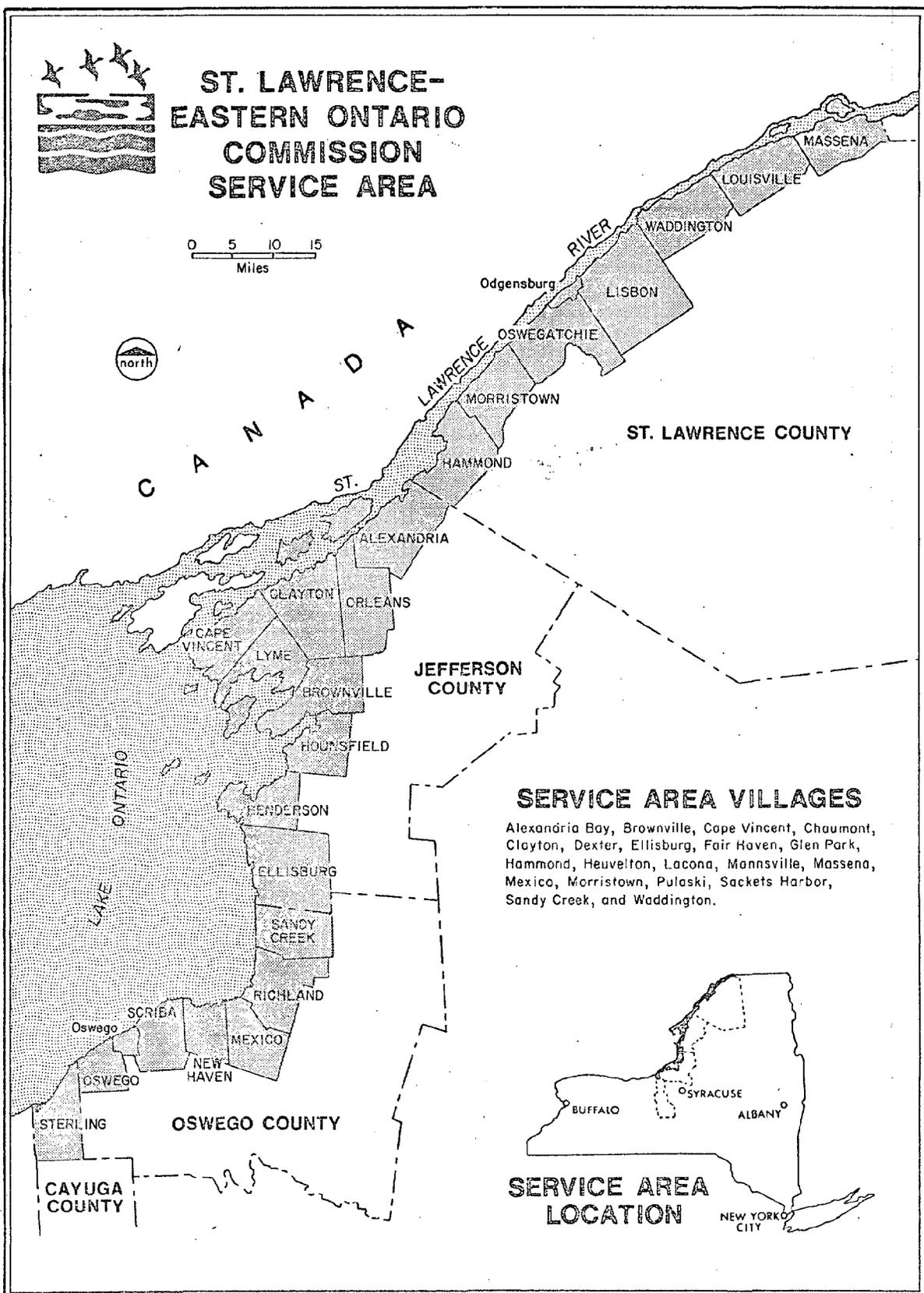
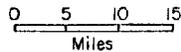
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1976

ST. LAWRENCE - EASTERN ONTARIO
COMMISSION
317 WASHINGTON STREET
WATERTOWN, NEW YORK
13601





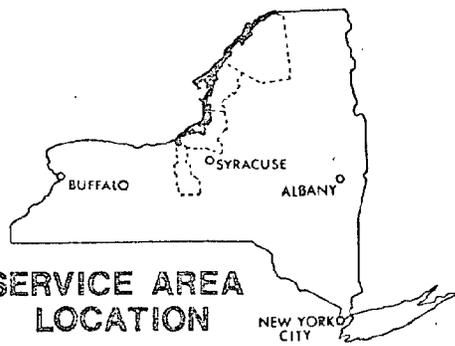
ST. LAWRENCE- EASTERN ONTARIO COMMISSION SERVICE AREA

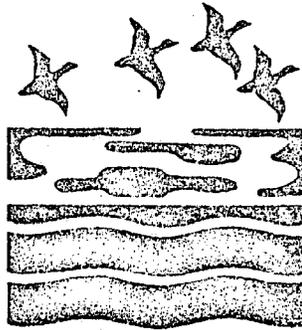


SERVICE AREA VILLAGES

Alexandria Bay, Brownville, Cape Vincent, Chaumont, Clayton, Dexter, Ellisburg, Fair Haven, Glen Park, Hammond, Heuvelton, Lacona, Mannsville, Massena, Mexico, Morristown, Pulaski, Sackets Harbor, Sandy Creek, and Waddington.

SERVICE AREA LOCATION





"THE PROBLEMS NEW YORK STATE ANTICIPATES
FOR ITS MOUNTAINOUS REGIONS HAVE
ALREADY COME TO OUR COASTLINES."

THE ST. LAWRENCE-EASTERN ONTARIO COMMISSION

PROGRAM SUMMARY
FOR
INTERESTED CITIZENS

U. S. DEPARTMENT OF COMMERCE NOAA
COASTAL SERVICES CENTER
2234 SOUTH HOBSON AVENUE
CHARLESTON, SC 29405-2413

Property of CSC Library

Joseph A. Romola
Chairman

William E. Tyson
Executive Director

St. Lawrence-Eastern Ontario Commission
317 Washington Street
Watertown, New York 13601
(315) 782-0100 Ext. 263, 264

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ST. LAWRENCE-EASTERN ONTARIO COMMISSION

INTRODUCTION

In response to the accelerated deterioration of the natural resources of the St. Lawrence River Valley and Eastern Lake Ontario shorelands, the New York State Legislature created the St. Lawrence-Eastern Ontario Commission.

The agency's service area includes twenty-three shoreline towns and two cities in St. Lawrence, Jefferson, Oswego and Cayuga Counties. This represents more than 400 miles of shoreline, more than 1,000 islands, and about 1,000,000 acres of land. The region has about 117,000 permanent residents and is the summer playground for millions of Americans and Canadians.

The Commission is composed of seventeen commissioners, who are supported by a ten-member staff. The commissioners are appointed by the Governor with the advice and consent of the State Senate.

There are four commissioners from both St. Lawrence and Jefferson Counties, three from Oswego, and one from Cayuga County. Representation reflects the proportion of shoreline of each county in the Commission's service area. In addition, two state residents from outside the area serve on the Commission.

Ex officio members include the Commissioner of Environmental Conservation, the Commissioner of Commerce, and the Secretary of State.

The Commission's purpose is to preserve, enhance and develop the scenic, recreational, historical and natural resources of the region, and to design programs that will encourage the full development of the commercial, industrial, agricultural and residential resources.

The agency has three major responsibilities:

1) Preparation of a comprehensive development plan for the wise use of the area's resources.

2) Review of proposed projects within its service area that might bring about a major change in the quality of the scenic, historical, recreational or environmental resources.

3) Investigation of the high water levels on Lake Ontario and the St. Lawrence River in recent years.

One of the Commission's first accomplishments was a shoreline study conducted in cooperation with the New York State College of Environmental Science and Forestry, Syracuse. Because Oswego and Cayuga Counties were not yet part of the agency's service area, the study analyzed the natural resources along the shoreline of St. Lawrence and Jefferson Counties. This effort represented a starting point in cataloging the region's resources to avoid destruction and loss of the very characteristics that make the area unique.

ST. LAWRENCE-EASTERN ONTARIO COMMISSION

St. Lawrence County:

Joseph A. Romola, Chairman	Banking Executive
Sam Agati	Labor Leader
Herman Shulman	College Dean
Russell Strait	Insurance Executive

Jefferson County:

Lewis V. Branche	Banking Executive
William L. Curtis, Jr., Secretary	Educator
*Michael Eckert	Psychiatric Social Worker
*Betty McLean	Billing Clerk

Oswego County:

Hugh Nicholson	Dairy Farmer
Eugene Saloga (One Vacancy)	Public Relations (Utility)

Cayuga County:

Clair Conroy	Retired (former County Legislator)
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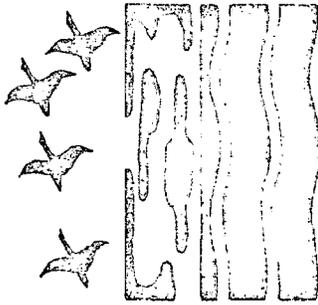
At Large:

Jane Gray Cox	Community Leader
Richard Pentoney	College Administrator

Ex-Officio:

Hon. Peter A.A. Berle	Commissioner, Dept. of Environmental Conservation
Hon. Mario M. Cuomo	Secretary of State
Hon. John S. Dyson	Commissioner, Dept. of Commerce

*-Commissioners-Elect



ST. LAWRENCE - EASTERN ONTARIO COMMISSION

OVERALL PROGRAM DESIGN
GENERAL SCHEDULE

<u>PHASE</u>	1974	1975	1976	1977
INVENTORY AND ANALYSIS OF RESOURCES	██████████	██████████	██████████	
PLAN FORMULATION	██████████	██████████	██████████	
PARTICIPATORY PROCESSES	██████████	██████████	██████████	██████████
PRESENTATION OF RECOMMENDATIONS			██████████	██████████



CURRENT ACTIVITIES

1) Planning Program

The Commission has a \$251,000 budget for the fiscal year 1976-77. To complement these funds, the agency seeks to use other than state funds to accomplish additional research along the St. Lawrence-Eastern Ontario shorelands.

The Commission's planning program focuses on the unique issues and opportunities of the area's shorelands, emphasizing the coastal zone and the quality of the environment. This concern for resource quality reflects the importance of these resources to the area's economy.

Most of the agency's staff members have been in place only since the summer of 1974. The staff has spent much of the last two years gathering information about our area's coastal resources. Because we know relatively little about our shorelands and near-shore waters, original research as well as literature review was needed.

Three broad subjects have been covered. The first, water resources, deals with the quality of water along the shoreline and the tributary streams leading to the Lake and River; the changing physical character of the shoreline caused by erosion and deposition; and the location and characteristics of critical aquatic habitats and their life support systems for fish and wildlife.

A second group of studies concerns land resources. Examples include soil and mineral resources; agricultural

and forestry industries; major plant and wildlife communities; and scenic values. All of these contribute to the social and economic well-being of the region.

The third group of studies deals with developmental resources resulting from man's use of the lands and waters. These elements include shoreline development of permanent and seasonal dwellings; commercial and industrial activities; outdoor recreation; inland centers of public and private services; employment; transportation; population; the region's economy; and existing land use and developmental controls of state and local agencies.

This research will be applied as the Commission develops and publishes technical reports, and ultimately, its Coastal Resources Development Guide, for the St. Lawrence-Eastern Ontario area.

2) Project Review

The Commission has coastal zone management responsibility to review projects within its service area. It reviews proposed construction, land development and other projects which may damage natural or historic resources, or change the use and appearance of the area's lands and waters.

This process is designed to encourage public and private development which reflects a careful balancing of all the interests of the region while respecting the natural environment. During the course of project review, sponsors often make improvements necessary to make the project

environmentally compatible.

The Commission applies certain criteria to determine whether a proposed development might have an unreasonably adverse effect on the scenic, historic, recreational and natural resources of the region. Some of the factors considered include pollution of air and water, drainage, flooding and soil erosion, effects on local services and facilities, and local and regional economic impacts.

This review may take no more than thirty days. If the project might have an unreasonably adverse effect on the region's resources, the Commission notifies the sponsor who may not undertake or continue the project for an additional sixty days.

The Commission uses this time to further review the project. The agency can hold public hearings and report its findings to the project sponsor, public agencies which have power of review or approval for the project, and to the general public.

However, the Commission does not have the power to halt a project indefinitely. It must use these other actions to alert the sponsor, interested government agencies and the general public of possible adverse effects of the project under review.

3) High Water Report

In 1973, the State Legislature directed the Commission to study the problem of controlling water levels on Lake Ontario and the St. Lawrence River. In addition, the

agency was to make recommendations to federal, state, municipal and private agencies.

In March 1975, the Commission published a 290-page report analyzing the impact of high water levels from January 1973 through August 1974. The report's study area included New York shorelands along the Lake and River.

To correct the situation, the Commission recommended that water level regulation criteria established by the International Joint Commission be reexamined. In addition, the agency called for acceleration and expansion of flood damage reduction programs, and for the use of structural protection techniques in certain developed areas.

The use of structural protection in undeveloped areas should be limited, the report said, with greater emphasis on flood plain management techniques to minimize damages.

The report noted that in the absence of effective flood plain management regulations, development has occurred in areas where it is not compatible with environmental limitations. Consequently, these areas have experienced great amounts of damage from high water levels.

Recommendations made in the Commission's report, if implemented, should lead to a reduction of the total negative impact experienced along the waterway due to high water levels.

4) Shoreline Damage Survey

Recognizing the Commission's expertise, the U.S. Army Corps of Engineers asked the agency to help collect information for the design of a program to minimize damage to waterfront property owners. In 1975, the Commission conducted a shoreline damage survey in Oswego County, under contract to the Corps of Engineers.

Questionnaires and personal interviews were used to gather information from residential, commercial and industrial shoreline owners.

Information collected will be used by the Corps of Engineers to develop engineering programs for emergency shoreland protection, and federal projects designed to prevent damage from high water levels. It will also offer guidance for federal flood insurance and disaster relief programs.

5) Water Quality Studies

Because of the lack of information about embayed areas in the region, the Commission conducted a water quality study at Chaumont Bay in Jefferson County. This is the beginning of a long-term program to determine the impacts of man's shoreline and upland development on the area's water resources.

Intensive water sampling was conducted at Chaumont Bay from July 1974 to July 1975. Eighteen stations were set up in Chaumont Bay and five stations in its tributaries.

Information was gathered on eighteen different parameters, such as total and fecal coliforms, dissolved oxygen, phosphates and nitrates in water and sediments, pH and alkalinity. All these parameters have a direct relationship with the bay's natural productivity and usefulness to man.

Initial study results have identified at least two important problems. High bacterial counts were recorded at certain stations, indicating a potential health hazard. Inadequately treated wastes are entering the bay water, either human waste via poorly functioning septic systems or animal waste in runoff from agricultural lands, or both. These wastes may contain disease-causing bacteria and viruses, which can then infect individuals who come in contact with contaminated water.

A second problem is excessive amounts of phosphate in the bay. This probably accounts for most of the increased growths of weedbeds and algae. This is adversely affecting recreational activities, as well as the water's aesthetic quality.

The Commission is broadening its water quality studies to other shoreline areas along Lake Ontario and the St. Lawrence River.

6) Salmonid Fishery Supportive Facilities Report

Stocking of salmonids (salmon and trout) was begun in the tributary streams of Eastern Lake Ontario in 1969. This has produced a new and rapidly-growing sports fishery.

When the fishery is fully developed in the 1980's, the Commission estimates that 100,000 fishermen may visit the area annually. Many existing facilities and services are inadequate to meet these growing demands, and plans for their improvement are urgently needed.

The Commission has prepared a comprehensive plan which identifies additional facilities and services needed to support the fishermen and their families. It also determines suitable locations for needed facilities, outlines actions to implement the plan's proposals, and recommends priorities for investments by public agencies.

The Commission estimates the total economic impact of the salmonid fishery could reach \$14-million annually by the early 1980's. The key to this expanded economic activity is construction of a \$4.5-million salmonid fish hatchery on the Salmon River in Oswego County.

Problems identified in the agency's plan are a shortage of boat launching ramps, pier moorings and public access ways to streams and Lake Ontario. In addition, there are needs for harbors of refuge, boat rescue operations, and accommodations.

The Commission also foresees increased pressure for development along the shoreline and the fishing streams. The agency has made recommendations to protect critical natural resource features in the region, including productive wetlands, stocked and potential salmonid streams, fragile sand dunes, and erodible bluffs.

7) Soils Survey Program

The lack of accurate and detailed soils information has long been a handicap to effective planning and development in the Commission's service area. As yet, only Cayuga and Oswego Counties have completed new soils surveys.

The Commission has on its staff a soil resource specialist from the U.S. Department of Agriculture. His work involves evaluation and interpretation of soils information for the Commission.

The agency has in the past entered into agreements with the Soil and Water Conservation Districts of St. Lawrence and Jefferson Counties. Under these agreements, Commission funds enabled the districts to accelerate soil survey programs in their shoreline towns. This insured a higher priority of mapping in the coastal zone as well as speeding completion of the surveys.

When completed, the soil interpretations from the four counties will have been integrated to insure that the same soils are assessed in the same way.

8) Resource Users Survey

To increase public input, the Commission is conducting a resource users survey within its service area. Permanent residents, seasonal home owners, and visitors in the area are being polled.

A questionnaire was mailed in February 1976 to 1100 property owners, half of whom were permanent residents and

half seasonal residence owners. Names were selected in a random manner to allow the results to be more representative of the Lake and River shoreline in the service area.

Those surveyed were asked about environmental problems, other problems facing shoreland owners, the specific resources they use, services and facilities they need and use most, and other subjects.

During the summer, 300 visitors will be surveyed at public and private day-use and extended stay facilities to determine their perceptions and concerns for the area.

By gaining a better understanding of the characteristics and needs of the people who live in and visit the area, the Commission can make its Coastal Resources Development Guide more responsive to those needs.

9) Outdoor Recreation Study

The Bureau of Outdoor Recreation, U.S. Department of the Interior, asked the Commission to study the impacts of year-round navigation on winter recreation on the St. Lawrence River.

Congress has directed the U.S. Army Corps of Engineers to investigate the feasibility of opening the St. Lawrence River to winter shipping. To properly judge the total effect of such an action, the Corps must have information from the Bureau of Outdoor Recreation.

The Commission's study was conducted from January to March 1976. Information was collected concerning outdoor

recreation use on the River between Massena and Cape Vincent.

Data gathered included the amount, location and types of outdoor recreation activities on the River, such as ice fishing, cross-country skiing, hiking, and snowmobiling.

Commission staff members made field visits to high-use areas to conduct personal interviews with recreationists. In addition, aerial photography was used to gather more information about the numbers and distribution of resource users.

The Commission's study will provide the Bureau with basic data it needs to conduct a thorough study of the possible effects of proposed winter navigation on outdoor recreation.

10) Citizen Advisory Committees

Many of the Commissioners are themselves residents of the service area, providing valuable local input to the agency's work program. In addition, the Commission has established citizen advisory committees.

More than 125 persons have volunteered their time and energy in this important activity. These committees are organized geographically by planning sub-areas for the service area. The planning sub-areas from north to south are: Lake St. Lawrence; Ogdensburg-Morristown; Thousand Islands; Eastern Lake Ontario Bays; Mexico Bay; and Northern Cayuga-Oswego.

New York State residents who live outside the four-county area have also volunteered assistance.

Some of the fields of interest represented on the committees include agriculture, economic development, environmental management, historic/cultural, natural resource development, real estate economics, recreation, and water resources.

These committees encourage greater participation by residents and local government in the Commission's planning program. The groups meet during the year, but most of the work is individual review and comment on Commission reports.

Citizens are also encouraged to participate in the agency's public information sessions and hearings held in the region.

THE CURRENT YEAR

During the 1976-77 fiscal year ending March 31, 1977, the Commission is hard at work analyzing information about the area's coastal resources. Based on this analysis, the agency will prepare a comprehensive plan for its service area.

The first step in this process was preparation of a goals and objectives statement for coastal resources development in the St. Lawrence-Eastern Ontario area. This statement gives broad direction in the ways these resources can be used most productively.

During the summer and fall 1976, the Commission will issue a series of technical reports. These publications will deal with specific topics of importance to this area, such as water quality, fisheries, soils, agricultural resources, upland resources, the coastline, and others. p2

These reports will present information and analysis upon which the Commission's Coastal Resources Development Guide will be based. The guide will contain recommendations concerning the area's shoreland resources.

In early 1977 the guide will be forwarded to Governor Carey; members of the State Legislature; international, federal, state and local agencies; and other officials.

Copies of the technical reports and the Coastal Resources Development Guide will be available to the public through libraries within the service area and New York State.

APPENDIX A

THE COMMISSION CONCEPT

As an intermediary, the St. Lawrence-Eastern Ontario Commission:

- can remove the burden of sensitive land-use decisions (involving natural resource protection) from local elected and appointed officials.
- allows local business and professional interests (community leaders as Commission members) to understand the need for a balanced program of economic/environmental trade-offs.
- provides for the recognition (with at-large and cabinet members as Commissioners) that local resources have state and national significance.
- provides a greater return for public dollars invested.
- will minimize the feeling that "the state is telling us what to do with our land."
- achieves a regional coastal zone management which recognizes natural resource criteria as planning boundaries.
- will produce a product at the scale necessary to solve non-point pollution sources.
- could possess authority to protect critical resources unique to the Great Lakes shoreline.
- provides technical assistance (objectively) at an economy of scale not possible at the local government level.
- fills the void created by the absence of local ordinances.
- fills the void created by poorly drawn or improperly administered ordinances.

ST. LAWRENCE-EASTERN ONTARIO COMMISSION

Technical Staff Qualifications

<u>Title and Name</u>	<u>Education</u>	<u>Experience</u>	<u>Military Service</u>
<u>Executive Director</u> William E. Tyson	BS Regional Geography- Florida State University- 1959 MS Economic Geography- Florida State University- 1960 Doctoral Candidate (Resource Management)- SUNY College of Environ- mental Science and Forestry	1959-1966 State of NY: Dept. of Commerce- Industrial Geographer Industrial Consultant Sr. Industrial Consultant 1966-1970 State of NY: OPC- Director of Appalachia Program 1970-Present State of NY: St. Lawrence-Eastern Ontario Commission- Executive Director	1952-1956 U.S. Air Force-Research and Development Command Guided Missile Control System Electronic Specialist
<u>Director of Planning</u> Gayle L. Harder	BS Sociology and Mathematics- Alfred University-1950 MS Urban Sociology- University of Rochester- 1952 MS Regional Planning- University of North Carolina-1954	1957-1966 Atlanta (Georgia) Metro- politan Planning Commission-Regional Planner 1966-1969 Atlanta (Georgia) Metro- politan Planning Commission-Principal Research Planner	1954-1956 U.S. Army-Special Forces at Ft. Bragg-Psychological Warfare-also Provost Marshal's General School- Ft. Gordon

(CONTINUED)

Title and Name	Education	Experience	Military Service
<u>Director of Planning</u> Gayle L. Harder (Cont.)		1969-1973 <u>Central NY Regional Planning and Development Board-Syracuse-Director</u> 1973-Present <u>St. Lawrence-Eastern Ontario Commission-Director of Planning</u>	
<u>Public Information Officer</u>		1972-1974 <u>General Electric Company-Publicist and Advertising Copywriter</u> November 1974-Present <u>St. Lawrence-Eastern Ontario Commission-Public Information Officer</u>	1968-1972 <u>U.S. Air Force-Information Officer</u>
<u>Senior Cartographer</u> Steven N. Meyer	BS Geography-Wisconsin State University-1967 MA Geography-University of Arizona-1972	1972-1974 <u>University of Arizona: Dept. of Arid Lands Research and Geography and Area Development-Staff Cartographer</u> July 1974-Present <u>St. Lawrence-Eastern Ontario Commission-Staff Cartographer</u>	

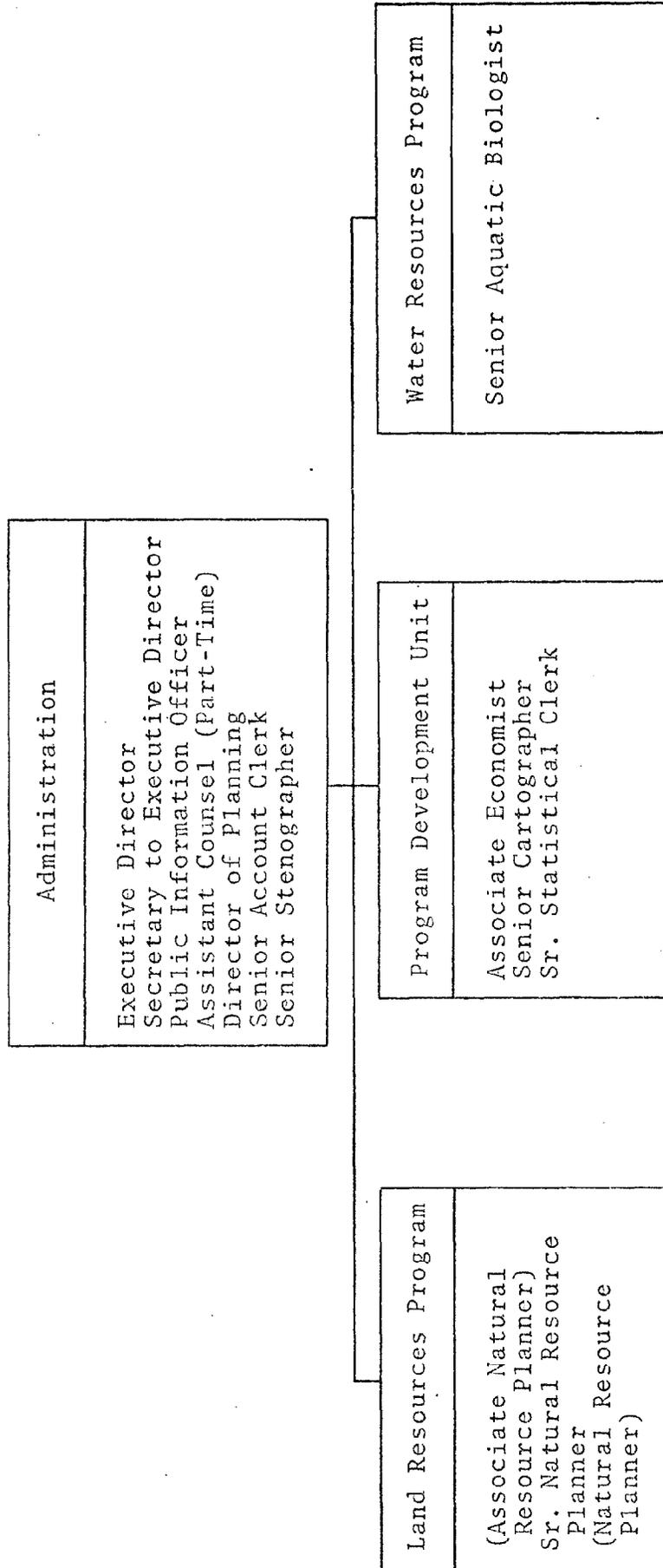
Title and Name	Education	Experience	Military Service
<u>Associate Economist</u>			
Daniel J. Palm	BS Agriculture-Cornell University-1965 MS Agricultural Economics-New Mexico State University-1969 Ph.D. Agricultural Economics-Pennsylvania State University-1972	1969-1972 Pennsylvania State University-Land and Water Institute 1972-1974 Susquehanna River Basin Commission-Staff Economist 1974-Present St. Lawrence-Eastern Ontario Commission-Associate Economist	1965-1967 U.S. Navy-USS VALOR (MSO-472) -Mine Sweep/Gunnery Officer and Supply Officer 1967-Present Currently LCDR-Commanding Officer CONVOY COM 403, Liverpool, NY
<u>Sr. Statistical Clerk</u>			
John E. Shattuck	AAS Data Processing-Jefferson Community College-1974	1974 Jefferson Community College-Computer Programmer 1974-Present St. Lawrence-Eastern Ontario Commission-Sr. Statistical Clerk	1969-1970 U.S. Army-Served in Thailand
<u>Associate Natural Resource</u>			
<u>Planner</u>	(VACANT)		

Title and Name	Education	Experience	Military Service
<u>Sr. Natural Resource Planner</u>	BS Forest Management and Outdoor Recreation Management-Oregon State University-1966 MF Forest Management and Public Administration of Natural Resources-State University College of Environmental Science and Forestry-1970	1968-1973 Franklin-Essex-Hamilton Counties-Instructor of vocational agriculture on high school level. Also Franklin County Director of Adult Occupational Education. 1973-Present St. Lawrence-Eastern Ontario Commission-Planner Natural Resource Planner Sr. Natural Resource Planner	
<u>Natural Resource Planner</u>	(VACANT)		
<u>Soil Resource Specialist (IPA)</u>	BS Agronomy-Specializing in soil classification and morphology-Cornell University-1968	1965-1968 Soil Conservation Service-Student trainee while in college 1970-Present Soil Conservation Service-presently assigned to St. Lawrence-Eastern Ontario Commission by Jefferson County SCS as a Soil Resource Specialist	1968-1970 U.S. Army-Served 2 years as a medic and 1 year in Viet Nam
Roger J. Case			

APPENDIX D

ST. LAWRENCE-EASTERN ONTARIO COMMISSION

Existing Staff Services



Vacancies include Associate Natural Resource Planner and Natural Resource Planner. Under Water Resources Program, a Natural Resource Planner position was abolished as of March 1976.

APPENDIX E

ST. LAWRENCE-EASTERN ONTARIO COMMISSION

Generation of Other Than State Funds

Community Planning Assistance Program (Shoreline Study of Natural Resources)	\$ 30,000
U.S. Army Corps of Engineers (Oswego County Shoreline Damage Study)	16,500
Coastal Zone Management Act (First Year) (Coordinate Two Regional Planning Board Efforts)	5,000
Coastal Zone Management Act (Second Year) (Prepare Resource Management Program)	40,000
U.S. Department of Agriculture (Accelerated Soil Mapping in Coastal Zone)	
Soil Scientist assigned to Commission	16,000
Additional Federal Personnel in field	16,000
Cogar Foundation to SUNY Forestry (Remote Sensing Demonstration-Chaumont Bay)	23,000
New York State Sea Grant (Marsh Vegetation and Pike Productivity Studies)	23,000
U.S. Department of the Interior (Study of Year-Round Navigation's Impact on Winter Recreation-St. Lawrence River)	15,000
	<hr/>
TOTAL	\$184,500

