

## **Appendices in This Document**

<b>Appendix H</b>	Land Development Corporation: Property Development Scenario Planning Process (SUNY-ESF 2009)
<b>Appendix I</b>	Battleground Preservation Plan (2013)

# **Local Development Corporation Property Development Scenario Planning Process**



Prepared by:  
Amanda Cesari, MLA candidate, in association with  
SUNY ESF Center for Community Design Research

November 2009

## **VILLAGE OF SACKETS HARBOR**

## TABLE OF CONTENTS

Section 1 - Introduction	1
Section 2 - Creating a Vision for the Site	6
Section 3 - Inventory and Analysis	8
Section 4 - Developing the Scenarios	19
Section 5 - Development Guidelines	28
Appenidices	
A: Workshop One	
B: Workshop Two	
C: Workshop Three	
Works Cited	

## **SECTION 1: INTRODUCTION**

This report documents the findings and process of a student internship and capstone project that explored development scenarios for the Local Development Corporation (LDC) site, also known as the Augsbury Oil Site, located in the Village of Sackets Harbor, New York. It is a collaborative project between the village, the State University of New York College of Environmental Science and Forestry's (SUNY ESF) Center for Community Design Research and Amanda Cesari, an ESF Landscape Architecture graduate student. Begun as a summer internship project in the summer of 2008, Amanda continued work on it as her final capstone project, through May 2009.

A centerpiece of this project process was the desire on the part of the village to engage community members in helping to determine the future of the LDC property, a known brownfield site. Through a series of workshops and meetings, community members created a vision of the site and evaluated possible scenarios. Amanda's research and facilitation set the stage and provided a forum for discussion that can help guide future development decisions.

### **The Village of Sackets Harbor**

Sackets Harbor is a small community located in Jefferson County, New York. It was founded by Augustus Sackets in 1804 due to its location on Lake Ontario, abundant timber resources and natural harbor (Hartgen Archeological Associates, Inc., 2008, 9). The War of 1812 helped put Sackets Harbor on the map; two battles were fought there in July 1812 and May 1813.

The military presence remained until 1955 (Sackets Harbor Battlefield Alliance, 2008) and the disbanding contributed to an economic downturn for the village. Economic recovery was started by using their historical and natural resources to create a tourist destination (Altieri, 2008). The Sackets Harbor Battlefield State Historic Site and naval history are centerpieces of these tourism efforts. However, the community, in previously held public workshops, expressed concerns about the singular nature and lack of diversity of their economy.

Sackets Harbor continued to flourish in part because of its location. It is about 10 miles from the city of Watertown and 23 miles from Fort Drum, an army base that has recently undergone some expansion (US Army IMCOM Northeast Region, 2008), and serves as a bedroom community for both. Twelve percent of the residents of Sackets Harbor are in the armed forces while the US average is 0.4% (U.S. Census Bureau, 2008). Only 5% of those working walked to their place of work, which given the size of Sackets Harbor, is a fairly good indication that most people work outside of the village (U.S. Census Bureau, 2008). According to the 1962 Master Plan for Sackets Harbor, it has been a popular place for people who work in Watertown since the early 20th century (Village of Sackets Harbor. Sargent-Webster-Crenshaw & Folley, page 6).

The community of Sackets Harbor continues to be a small one with an estimated population of 1,428 in 2007 (U.S. Census Bureau, 2008). It has a strong history of community participation with a dedicated network of government communities and nonprofits (such as Sackets Harbor Area Cultural Preservation Foundation, Inc.), community events and community research (such as advertisements in the Watertown Daily Times, calendar of government website and electronic



billboard in front of the municipal building). This helps make it a perfect setting for community participation, research and work.

### **The Local Development Corporation Site**

The Local Development Corporation (LDC) Oil site (or Augsbury Oil site) is a 70 acre site located within Sackets Harbor south of the developed area of the village. It was owned and operated by Augsbury Oil, which stored and distributed oil from 1971 until 2000 when it was sold to the LDC.



Figure 1. An aerial view of the Village of Sackets Harbor with the LDC property highlighted.

The site is bounded on the west by the Sackets Harbor Battlefield State Historic Site, which is part of the New York State Heritage Area Program. Approximately 40 acres along the limestone bluff edge of Lake Ontario was just purchased by the park from the LDC site. Much of the funds from this sale have gone toward the environmental consultation costs. The parkland remains an open field of mowed grasses and forbs, with some successional woody plants. At this time the park has no plans to develop this area with anything more intense than an interpretive trail system and most likely never will (Barone, 2008). This low intensity use will leave views of the water open and will influence how this land use interfaces with redevelopment uses.

The northern portion of the site has a young woodlot that acts as a vegetated buffer between the last block of village residential fabric. There is also a partially formalized swale draining water from the new housing. It will be important to consider how the redevelopment respects the village street and land use patterns and moves into new patterns.

To the east is a vegetated buffer that contains an abandoned rail line, wetlands, and the main entrance along County Rt. 75, to the Village of Sackets Harbor.

To the south is the last large scale farming operation within the municipality which is mostly dairy. According to the 2003 Sackets Harbor and Hounsfield Vision Plan and the 2007 draft

Sackets Harbor Comprehensive Plan, agriculture and rural patterns of development are important to the culture and identity of the village. How agriculture remains a part of Sackets Harbor has come up repeatedly in public conversation.

Another facet of the site is its nature as a brownfield. A brownfield is defined in New York State Environmental Conservation (NYS DEC) law as "...any real property, the redevelopment or reuse of which may be complicated by the presence or potential presence of a contaminant." Approximately nine acres of the LDC site are contaminated with petroleum products. An environmental consulting firm has been hired to assess the extent of the contamination and create the remediation plan.

Currently, contaminated portions of the LDC site are fenced off and contain some abandoned structures, some landforms created by its former use, and successional herbaceous vegetation with a woody buffer. This area is also used to store village maintenance and construction vehicles. The unfenced and uncontaminated portions of the site have been leased to the Bolton family farm for agriculture (Kinnie, 2008).



Figure 2. An historic aerial view of the Village of Sackets Harbor looking south. The oil storage tanks visible in the central left of the photo were located on the LDC site and have been removed.

The creation of the Local Development Corporation, a 501(c) (3) nonprofit, in 2000 to purchase and hold the property for the village was locally controversial. Mostly this was related to the lack of public information surrounding the sale and about the future development of the site. In 2006, the village became partial owner of the site. The LDC is headed by one person and has a seven member board (Altieri, 2008). All of its members belong to the local community of Sackets Harbor and some of them are also in village government.

## **An Introduction to Process**

The participation of community members in a Visioning and Scenario/Alternatives design approach was the centerpiece of the study. A modeling exercise completed in the visioning workshop was used to determine the initial scenarios. Based upon the evaluation of the alternative futures posed the scenarios, design guidelines were developed for the LDC site.

The process included the following steps:

- Review and understand local planning documents pertaining to the site

- Facilitate community workshops
  - Visioning
  - Understanding local resources and values, desires and needs
  - Understanding local sense of place
- Engage scenario planning, considering
  - Population
  - Housing
  - Economics
  - Investigation of specific land uses and activities
- Perform physical inventory, considering
  - Vegetation
  - Current important places and circulation
  - Drainage and soil
  - Climate/weather
  - Traditional lot and block patterns
- Prepare preliminary scenarios
  - Identify trends upon which to base scenarios
  - Develop and illustrate scenarios
  - Community evaluation
- Prepare final scenarios
  - Redefine outlines/frameworks
  - Revise and illustrate scenarios
  - Community evaluation
  - Summary and analysis
- Prepare final illustrative scenarios
  - Refine scenarios based on community and faculty evaluation
- Create guidelines

The remainder of the report documents the findings and results of this process.

## SECTION 2 - CREATING A VISION FOR THE SITE

The process of developing a vision for a community generally follows a basic format: an opportunities/constraints discussion, identifying key resources and values, and encouraging the participants to imagine the best future possible (Sanoff, 2000, 43-44). The results from these activities are used to create a vision statement and goals. The vision in most cases is meant to be the first step in a planning and community building process. Later activities are meant to hammer out the details and establish a reality check.

For this site the process of identifying a vision and goals was completed in a series of three workshops held on July 10, August 14, and December 2 of 2008.

Out of the first vision workshop came an understanding of the types of land use that were missing or more of which were desired in the village and might be appropriate for the LDC site.

Results in order of priority were:

- Diversity of businesses and employment opportunities
- Recreational facilities and trails,
- Open space and farmland,
- Professional offices,
- a commercial office park and
- a hotel conference center

Participants in this workshop also described the desired characteristics of the edges of the LDC property:

- Western edge: low impact on the historic site, maintain openness and views, move the sewage treatment plant
- Northern edge: establish connections between current and proposed residential area, and establish appropriate land use and scale relationships to respect what is already there
- Eastern edge: preserve natural features including the grove of trees that provide a buffer from Route 75 and preserve the character of the area
- Southern edge: preserve open space and agriculture

In the second workshop participants identified the character and performance of selected land uses. Highlights included:

- Housing at a scale that does not obstruct views of the water; smaller scale fits into the village better and is currently lacking.
- Multi-family housing options: they need to fit into the scale and context of the village
- Office buildings: again the fit within the context is important as are plantings around the building
- Parking lots: they should not be oversized, canopy trees should provide shade, locate so that they are not obtrusive
- Recreation: trails and passive recreation opportunities are desired; they should have the least amount of impact possible

Participants also had the opportunity to work in small groups to model the proposed mix of uses and the general organization of development on the site. While there were a number of differences between the four groups, there were a number of common features:

- Fairly large buffer between the battlefield and the rest of the site
- The existing buffer between Rt. 75 and the rest of the site should remain
- Maintain a fair amount of open space, especially along the edges
- All development was located close to Ambrose Street

In the third workshop, community members worked together to modify and refine the draft vision statement and goals. The final vision and goals that resulted from this activity are as follows:

#### Vision Statement of the LDC Site:

*The Local Development Corporation site will contribute to the high quality of life in the Village by being developed in a manner that is sensitive to context and scale, preserves natural and historic resources and enhances the economic vitality of the community.*

The goals to accomplish this vision are:

1. *Diversify and complement the existing economic base of Sackets Harbor*
2. *Conserve and protect the Village's natural resources and open space, including wetlands, meadowlands and woodlands*
3. *Contribute to the diversity of housing options in the Village*
4. *Encourage development that is sensitive to the Village's character, including scale and context appropriate design*
5. *Promote community sustainability*
6. *Conserve working landscapes*
7. *Complement village-wide recreation opportunities*



## SECTION 3 - INVENTORY AND ANALYSIS

### Physical Inventory

In addition to facilitating the development of the vision and goals, and understanding potential land uses, a basic inventory of the site and context was performed to better understand opportunities and constraints.

### *Vegetation*

Currently, mowed fields and/or agriculture cover 28 acres or 40% of the site. The rest of the site consists of woody shrubs and trees, located primarily in the northern and eastern sections. The vision workshops indicated that a majority of participants would like to preserve as much of the existing woody vegetation as possible. In the modeling exercise, between 25% and 80% of the site was left as green space, and 0 to 27% of the site was left as agriculture.

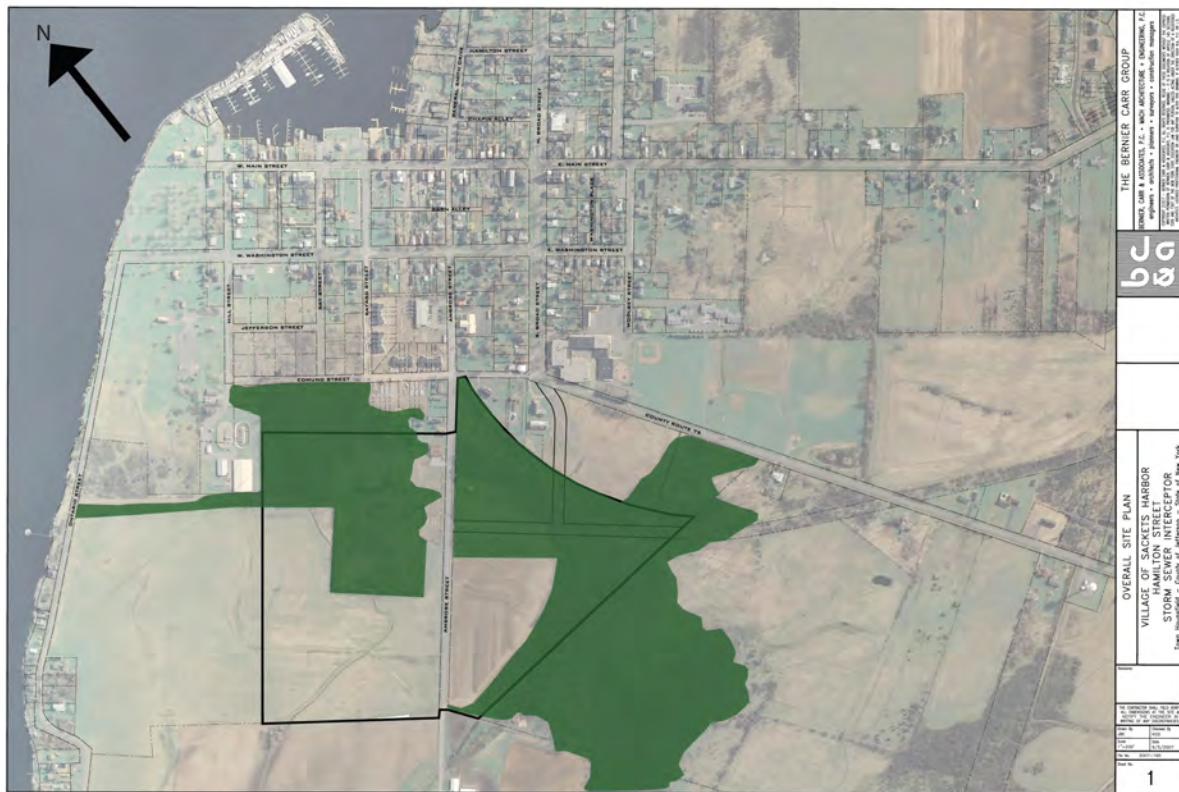


Figure 3: The approximate location of woody vegetation on the site.

## Soils

The soils on the site are mostly clay or clay loams. The site does not drain very quickly or very well. Community members have indicated drainage problems in the southern section of the site. The potential for on-site absorption of storm water is low. These characteristics will have to be taken into account in the site design and development.



Figure 4. Soils Map of Sackets Harbor

### Soils Map Key

Ub: Udorthents  
CIA: Chaumont silty clay  
GV: Guffin clay  
Sh: Shaker fine sandy loam  
FaB: Farmington loam  
WnB: Wilpoint silty clay loam  
RhA: Rhinebeck silt loam  
Soils

## Drainage

The site is generally flat. Water on the site essentially runs southwest toward Lake Ontario. As can be seen in Figure 5, an intermittent swale drains from Edmond Street. It has been formalized with riprap for approximately 300 feet. It possibly has historic significance, though it appears to have moved or been moved from its original location. An additional consideration of this drainage feature is that a proposed trail system lies along it (see Figure 6), for which Sackets Harbor has procured a planning grant. There also is a swampy wet area the eastern most edge of the site.

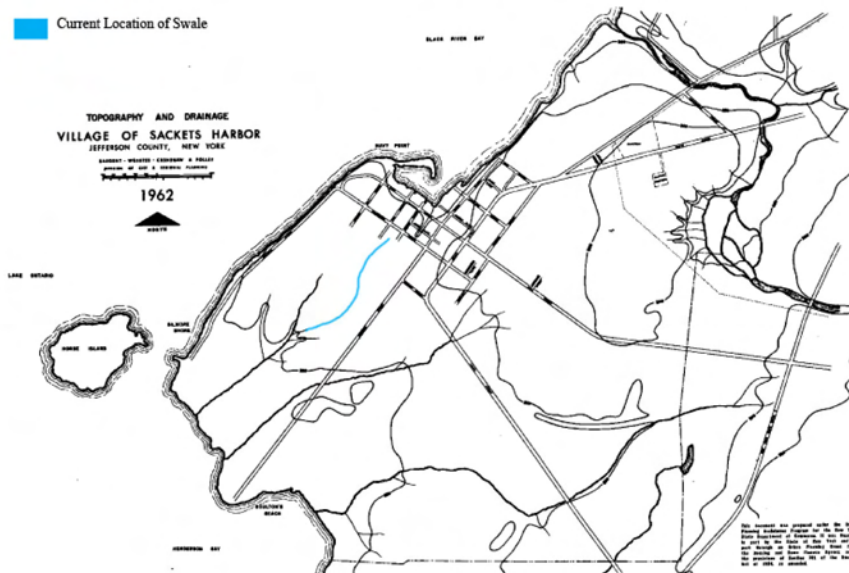


Figure 5: Topographic and drainage map of Sackets Harbor. Downhill is to the southwest.

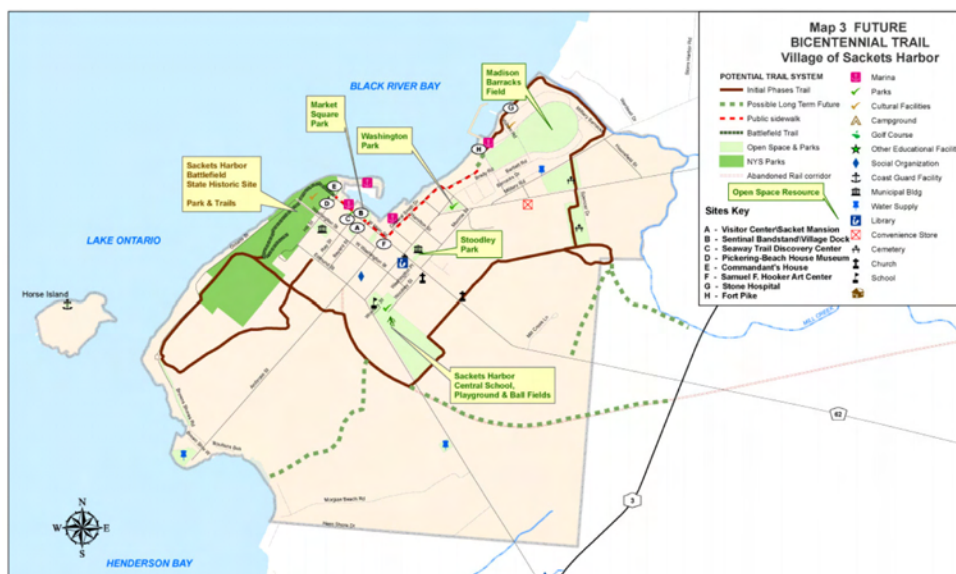


Figure 6: Proposed trail map in Sackets Harbor.

### *Existing Development Patterns*

A major impetus for the existence of the village is the natural deepwater port. As can be seen in the land use map (Figure 7), development hugs the shore. The past commercial center is likely the intersection of Main and Ambrose, where the current commercial center is located. This commercial edge is approximately .25-.5 miles from the northeast edge of the site, where it starts along Ambrose Road to the southwest end of the site along Ambrose. It is too far from the center to support retail that depends on foot traffic.

This map also shows the current land uses contiguous to the site. To the south and east is agriculture, to the west is the State historic site and to the north is residential and commercial. This leads to the general conclusion that compatible land uses to the north are residential and commercial, to south and east agriculture and to the west is green space.

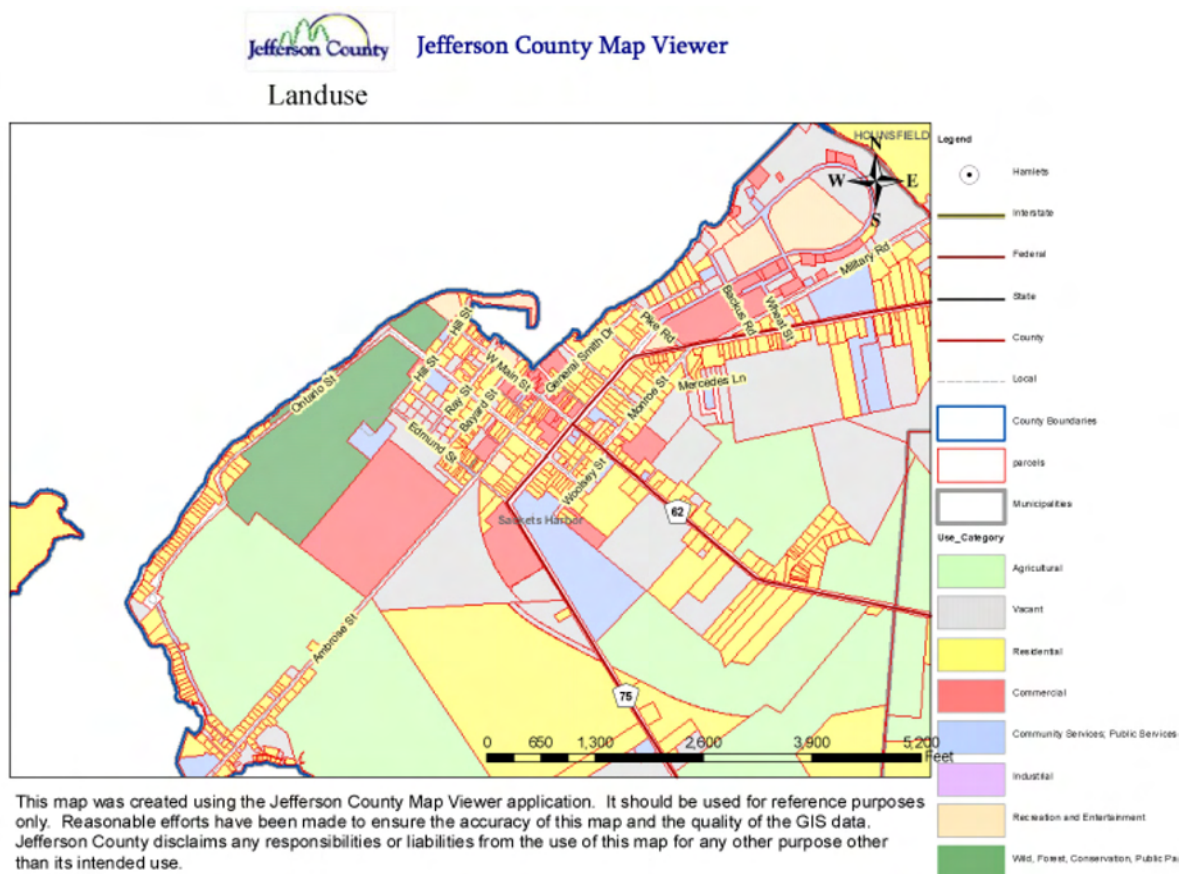


Figure 7. Existing Land Use Map of Sackets Harbor



It's important to understand the current physical characteristics of development, such as lot size/shape and street patterns to be able to replicate or transform them in a way that retains the current character of these patterns. These design characteristics help give Sackets Harbor its unique image. The village blocks range between 20,000-286,000 square feet (100' x 200' to 640' x 440') and rectilinear in shape.

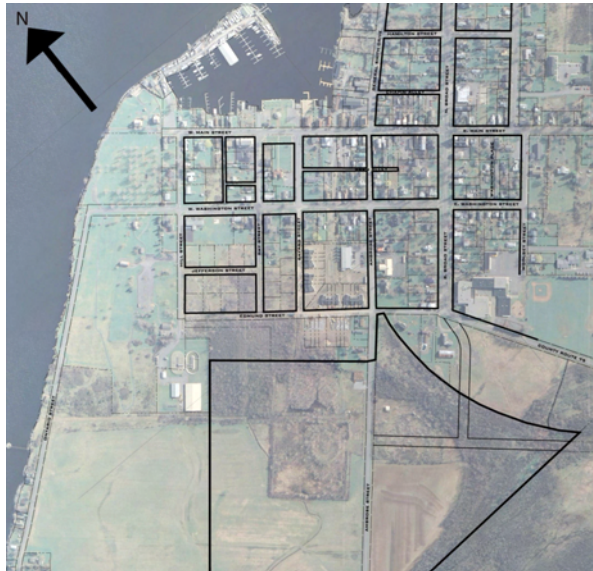


Figure 8. Village Block Patterns

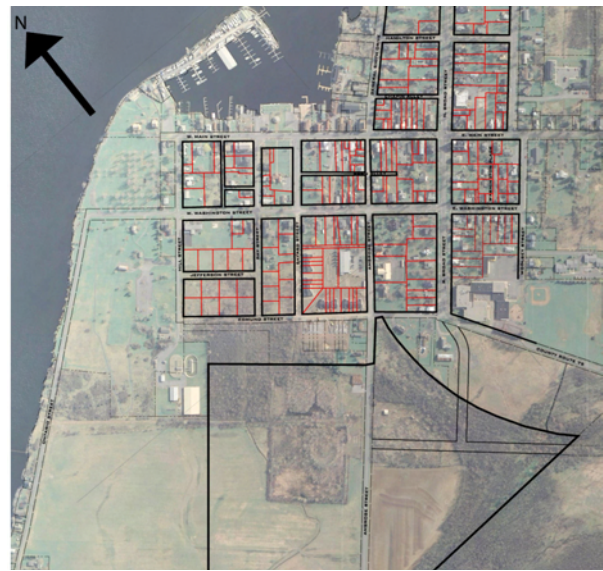


Figure 9. Village Lot Patterns

The block pattern influences the shape and size of lots. Typical lot shape is a rectangle, with the short end fronting the street which causes the typical house dimensions to be rectangle with the short end fronting the street as well. There is some variation for corners and other non-typical lots.

As evident in Figure 9, there is tremendous variation in the existing residential lot sizes in the village. Some of the newest lots in the village along Edmond Street north of the LDC site are 20,000 square feet or approximately one-half acre. However, there is the desire to continue with smaller lot size in the central part of the village and according to the draft zoning ordinance, the minimum lot size in the village core will be 6,000 square feet.

#### *Preliminary Site Analysis*

Review of the site inventory gathered through document review, observation and community input leads to several basic site organization decisions from which to start the layout of different scenarios. The north side of the site is best suited for continuation of village residential pattern and the most intensive development on the site. Given the desire to preserve vegetation and the existence of wet, poorly drained areas, the east edge of the site might be the best area to leave undeveloped. The south edge of the site is the best part to retain in agriculture because it is contiguous with existing agriculture, making it more economic and ecologically feasible.



## Social and Economic Inventory

### Population

When using scenario planning for land planning, the most important first step, and the step upon which everything else is based, is the population change estimates. In the United States, the easiest way to access population information is the U.S. Census Bureau's online site. The most recent surveys and limited historical information is online for free. For this particular case, general population information was available from 1930. There are several important aspects to note. First the village of Sackets Harbor had a population of close to 2,000 people at the height of the military operations in the 1940s. Once the military completely pulled out in 1955, the population fell to under 1,300. Its lowest recent point was 1,202 in 1970. Since 1970, the population has been increasing steadily (U.S. Census Bureau, 2008). The latest population estimate was 1,428 in 2007 (see Figure 8). Using a linear trend line in Microsoft Excel, the population estimate is 1,468 for 2010, 1,521 for 2020, and 1,568 for 2025, or 120 more people in the total population growth.

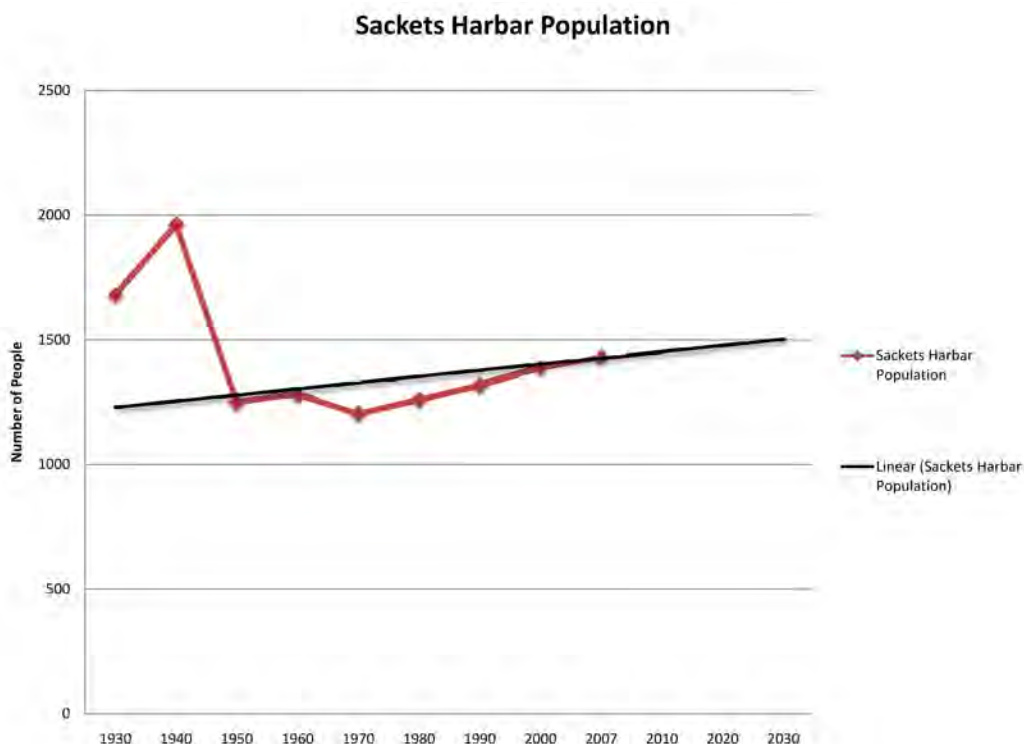


Figure 10: The actual population of Sackets Harbor from 1930-2007 vs. the projected population created in a linear trend line in Microsoft Excel.

It is also important to understand the larger context and population dynamics of Jefferson County. The population has been steadily rising since 1940 (see Figure 9). There was a large increase between 1980 and 1990, when Fort Drum expanded. The current population is 117,201 (U.S. Census Bureau, 2008). The predicted population for 2010 is 124,198; 131,729 for 2020, and 135,494 for 2025. This represents a net population gain of 11,296, with a growth rate of 14%. It

is likely that this estimate is high and a result of the large jump in population in the 1980's. It is easier to estimate trends when there are not large, unique, and unlikely to be repeated events that affect the averages. It would be useful to have access to someone who does statistical analysis beyond the rudimentary when confronted with complex data sets.

What does this tell us? That the population of Jefferson County is likely to continue rising. A portion of that population is likely to choose Sackets Harbor as their place of residence, which confirms and reinforces the conclusions drawn from looking just at the population of Sackets Harbor.

A caveat, however, is that these are estimated forecasts, like weather forecasts they can be very wrong. The 1962 Master Plan for Sackets Harbor was predicting an additional 1,500 people by 1980 (Village of Sackets Harbor; Sargent-Webster-Crenshaw & Folley 15); that size population increase did not happen.

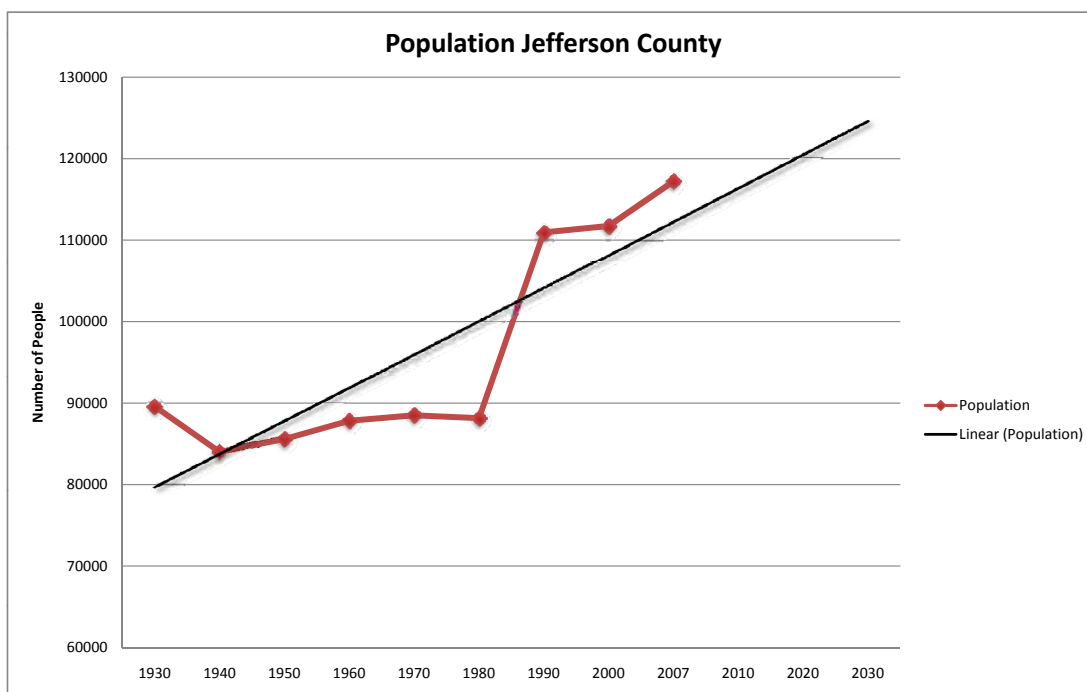


Figure 11: The actual population of Jefferson County from 1930-2007 vs. the projected population, created with a linear trend line in Microsoft Excel.

## *Housing*

In this case study, housing is a large part of the desired and projected future land use. Thus, an investigation into housing characteristics of the area is important. There are several ways to look at projected growth in housing. First, the census bureau tracks the number of new houses built; in some cases, a linear trend line could simply be projected. In this case, the relationships are not so simple that a linear trend line will work. The graph in Figure 12 shows the number of new houses built in Sackets Harbor per time period. New houses do not directly correspond

with population increases. Part of this is because there was surplus housing stock from when the village of Sackets Harbor was home to more people. Thus there was a lag between population increases and new house construction.

An interesting trend to note is the peak in the 1980's. This probably had much to do with the expansion of Fort Drum. From 1940-1998 there is an average of 63 houses built per decade.

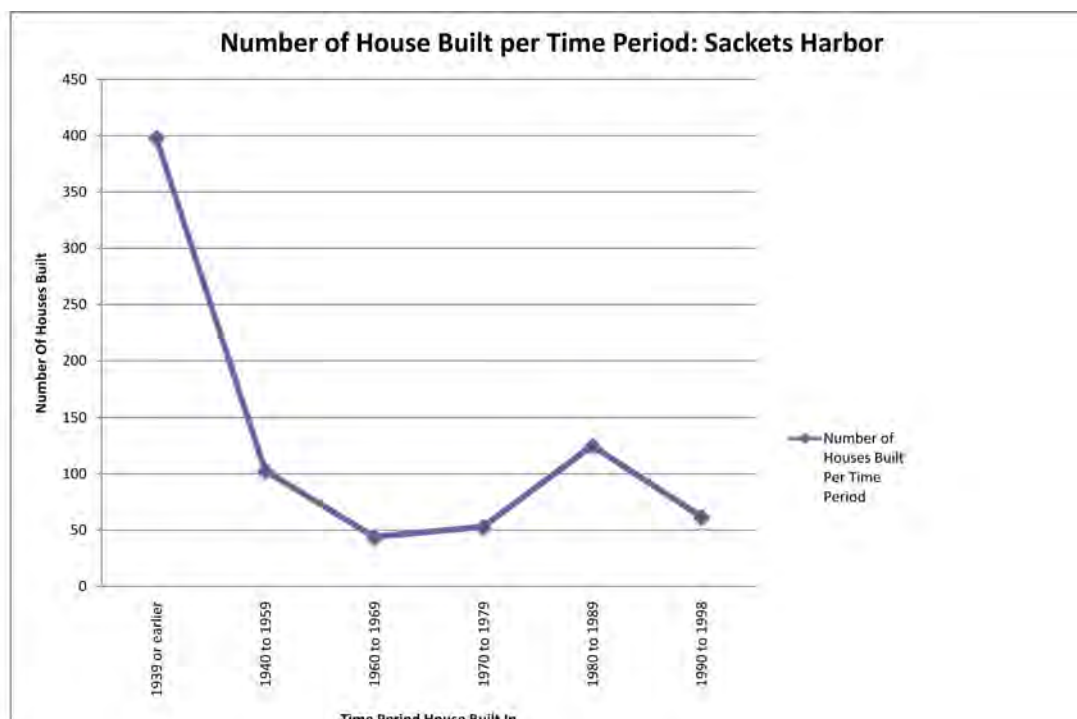


Figure 12: Number of houses built in Sackets Harbor per time period.

Another way to predict housing needs is by looking at household and family size . Sackets Harbor has an average household size of 2.1 and an average family size of 2.7 (U.S. Census Bureau, 2008). The projected increase in population is 120 over 15 years. Dividing 120 by 2.1 and 2.7, results in 44-57 new residences. A portion of this population increase will be absorbed by other developments, especially Madison Barracks.

It was decided to use a forecast of 43 units and below in the scenarios because this is not the only site in which development can and will occur. Additionally, there is currently a 17% vacancy in housing (U.S. Census Bureau, 2008).

Another aspect of housing is the mix of types. In Sackets Harbor, 55% of residents live in single-family houses, while 45% reside in multifamily houses (U.S. Census Bureau, 2008). Again the Madison Barracks will absorb many of the people who are looking for multifamily housing. On the LDC site, there will be a different ratio of single family to multifamily, with single family being much higher.

## Economics

The residents of Sackets Harbor are concerned about the extent to which their economy relies on tourism. Unfortunately, the economy of Jefferson County is also very much seasonally based in tourism and agriculture. The graph in Figure 11 shows the employment quarterly in Jefferson County from 2000 to the fourth quarter of 2007. The highest employment is during the third and fourth quarters of the year. Employment can vary by as much as 3,000 between quarters. The other large driver of employment in Jefferson County is the military. In 2007, the estimated employment in the military was 7,467 people (U.S. Census Bureau, 2008).

In Sackets Harbor itself, “most commonly listed Sackets Harbor Jobs are for nursing assistant jobs, certified nursing assistant jobs, occupational therapist jobs, registered nurse jobs, registered nurse-pcu jobs and food service worker jobs” (Simply Hired, 2008). Seventy-four percent of the population are in the labor force, and there is 4% unemployment as of 2000 (U.S. Census Bureau). It is most likely higher at this point. The median family income is \$51,397, compared to the U.S. average of \$50,046. This may be related to the education level, with the percentage of bachelor’s degree or higher holders at 38%, compared to the U.S. average of 25% (U.S. Census Bureau, 2008).

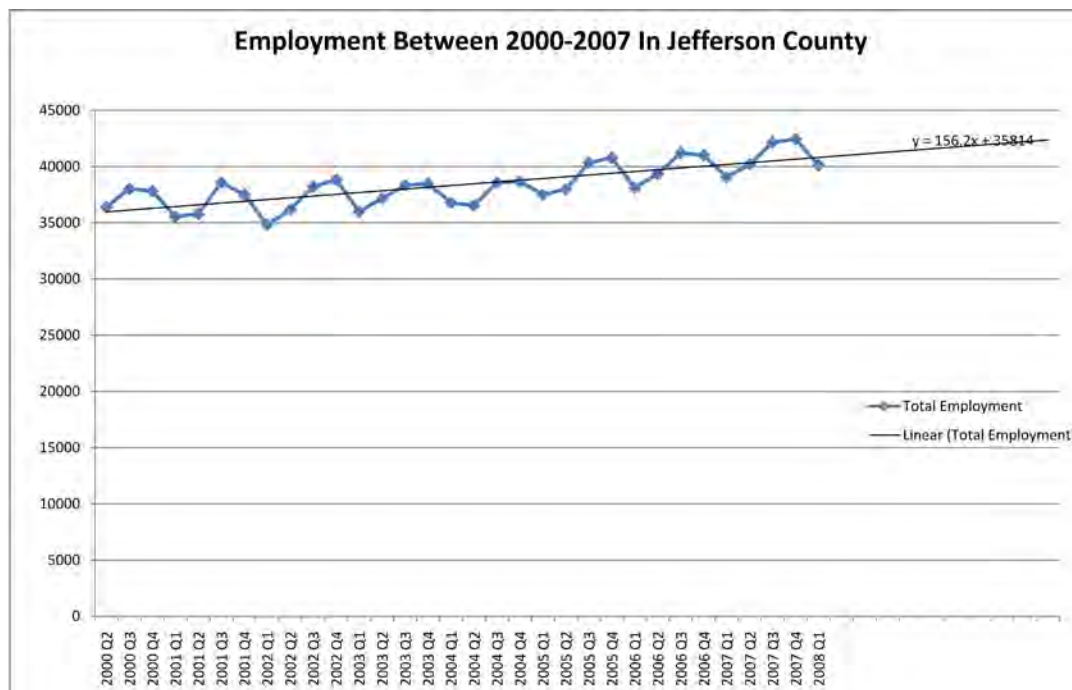


Figure 13: Quarterly employment fluctuation.

## *A Conference Center as a Potential Land Use*

The idea for a conference center on the LDC property emerged early in the discussion of possible viable land uses. Why a conference center? The desire and need for a place that can hold 50

to 300 people does not seem like an obvious choice for a small municipality like Sackets Harbor. However, the idea has been discussed since at least 2007, because the desire for a conference center is mentioned in the LWRP. Additionally, it has been brought up in all four workshops. Conversations with David Altieri and Constance Barone, and with participants in the first workshop, brought up the fact that many people get married beneath the Market Square Park gazebo and in Battlefield Park. While there is a conference center in Watertown that can accommodate up to 300 people, there is no place in Sackets Harbor that can accommodate over 50 people comfortably and with catering. It would be a good strategy to keep wedding attendees in the village. In a separate conversation Constance Barone mentioned that she somewhat regularly receives calls from people trying to find a space to host 50 to 100 people.

There are multiple other uses for a conference center, such as retreats, lectures, reunions, graduations, corporate events, anniversaries, and parties in general that could take advantage of the amenities Sackets Harbor offers.

Three conference centers were chosen as exemplars for this project: Beaver Hollow in Java, New York; the Lodge in Skaneateles, New York; and Saddle Brook Hotel and Conference Center in New Jersey.



Beaver Hollow is a full-service conference center about half an hour from Buffalo, New York. Its services include planning services, on-site facilitators, a fitness center, bocce ball, a recreation director, Jacuzzi and pool complex, cross-country skiing, bonfires, dining, 300 acres of trail, a rock wall, catering, tennis courts, a rope course, tobogganing, and a business center. It's nestled within 3 acres of forest (Beaver Hollow, 2008). This center has 11 separate spaces that hold between 20-300 people, depending on how the room is set up. The proportions of specific room sizes to capacity were also a helpful indicator of what kind

of business the center does most often. In this case, there were six 50 –people-and-under rooms, one room that held between 50-100, two rooms that held between 100-200, and one room that held 300 people (Beaver Hollow, 2008). Room dimensions were listed online and were used to determine how the possible size of the proposed conference center in Sackets Harbor (see Table 1).

The Lodge is a similar type of venue. It draws a slightly different crowd, given its location to tourist destination Skaneateles. The services include dining and meeting rooms. This center has seven separate spaces. Five spaces are for 50 people and under. One space holds 150-250 people, and one space holds 300 people (The Lodge, 2009). The parking lot can hold about a third of the people that its largest room can (~100 cars), though its situation is different from that of Beaver Hollow and Saddle Brook because it does not have lodging.





Saddle Brook Hotel and Conference Center is primarily a hotel. It is located in an urbanized area of New Jersey. The other services include catering, a pool, fitness center and dining. It has seven event rooms that hold up to 50 people, three rooms that hold between 50 and 100, one room that holds between 100 and 200 people, and one that holds up to 400 people (Saddle Brook, 2008)

Square Feet	Minimum	Maximum
200-300	09	24
300-400	15	15
400-500	15	24
500-600	20	24
600-700	20	20
700-800	NA	NA
800-900	25	50
900-1000	28	50
1000-2000	22	100
2000-3000	80	200

Table 1: a comparison of square footage to number of people it can hold, based on information from Beaver Hollow, The Lodge, and Saddle Brook Hotel and Conference Center.

## SECTION 4 - THE DEVELOPMENT SCENARIOS18

A scenario is a plausible or likely outcome based on a range of existing factors and assumptions, and/or based on specific strategies or visions. These two categories are not mutually exclusive, nor should only one or the other be used to frame the scenarios. One of the goals of participatory planning is to educate the public about both the potential intended and unintended consequences of various community decisions, including the physical and visual qualities of various redevelopment options.

The visioning process leads directly to the scenario buildings process. The vision process establishes a place from which to start building scenarios by gathering information about what the community defines as opportunities and constraints, how the community desires the site to function, and the goals for the site in terms ranging from environmental or visual quality to economic development.

### *The Preliminary Scenarios*

Over the course of several months of study and discussion with faculty and community advisors three draft scenarios were developed. In April 2009 these were reviewed and discussed at a final public workshop. The scenario frameworks were named “Business as Usual”, “Diversified Economy” and “Maximize Tourism”.

Scenario 1 - Business as Usual is the option of what would most likely happen if no planning actions were taken. In this case, that means high-end suburban style housing, on one to two acre lots, maximized on the site with no other land uses planned. The draft version of this scenario presented at the workshop is illustrated in figure 14.

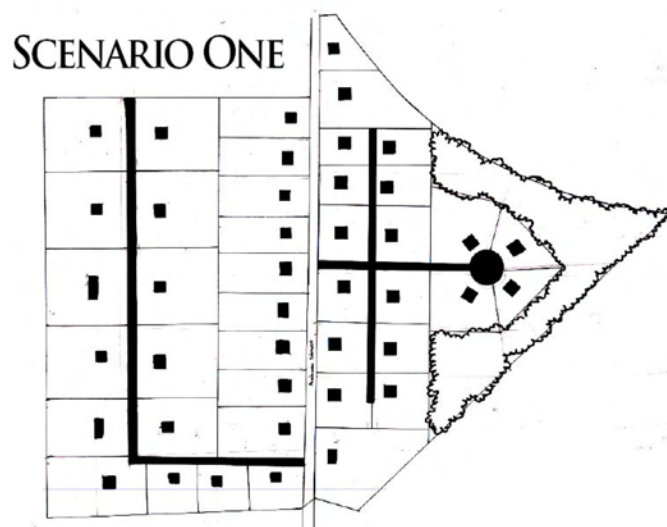


Figure 14. Scenario 1 - Business as Usual

Scenario 2 - Diversified Economy illustrated an expansion of Sackets Harbor's economic base that would not detract from the existing retail and commercial uses in the village commercial core. Proposed uses in this scenario included professional office (such as a small medical complex for a dentist and family physician), a conference center catering to 50 to 150 people, and single family residential on modest size lots and apartment residential. The draft version of this scenario is shown in figure 15.

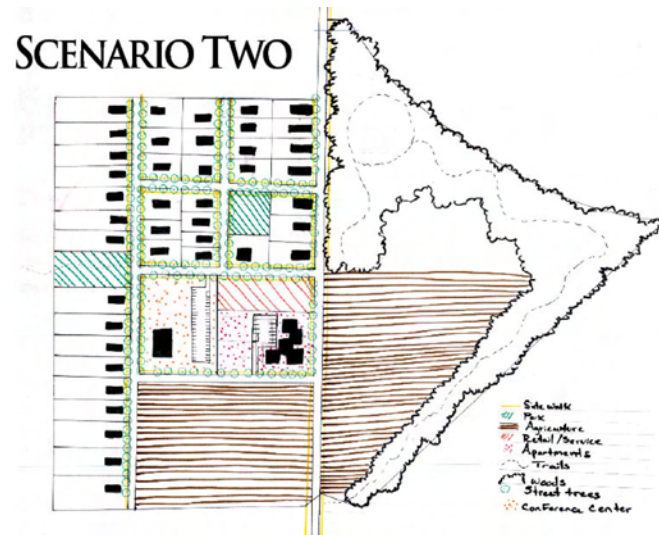


Figure 15. Scenario 2 - Diversified Economy

Scenario 3 - Maximize Tourism was intended to expand tourism options and catering. The major driver in this option is the conference center which is more comprehensive than that shown in the Diversified Economy scenario. It would be a full service conference center, catering to up to 300 people. The Maximize Tourism scenario includes overnight lodging and increased recreation opportunities for residents and tourists ( park space, dedicated open space, walking and cross-country trails, and an indoor swimming pool). A modest amount of retail is proposed along Ambrose Street or embedded into the conference center. There is single family residential on modest size lots. The draft version is shown in figure \_\_\_\_.

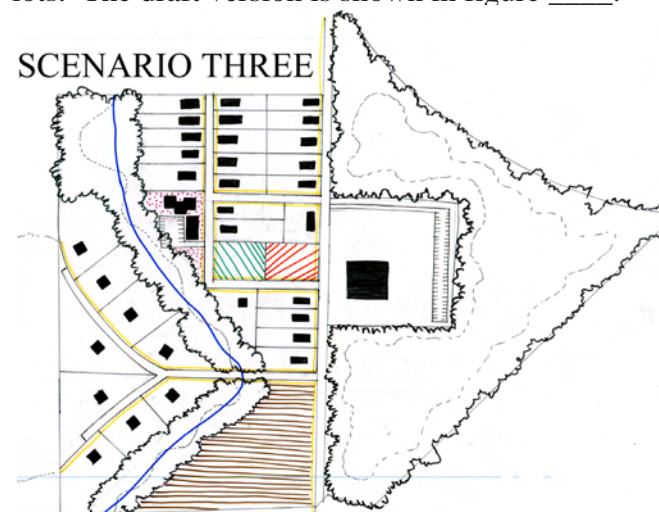


Figure 16. Scenario 3 - Maximize Tourism

## The Scenario Review Workshop and Results

The three preliminary scenarios were presented at a workshop attended by approximately 10 community members that had been involved in the process previously. Those present evaluated the scenarios based on their perception of how well each might contribute to achieving the goals for the site identified during the vision planning process. The scenarios were ranked on a scale of 0 to 3, with zero meaning that the scenario did not achieve the goal at all and three meaning that the scenario would meet the goal completely. Following is a summary of the results for each goal and scenario.

*Goal 1. Diversify and complement the existing economic base of Sackets Harbor.*

Scenario 1 - Business as Usual	Scenario 2 - Diversified Economy	Scenario 3 - Maximize Tourism
.4	1.2	1.8

Those present felt that Scenario 2 and 3 would contribute more to this goal than Scenario 1 which has only residential land use. However, based on these results they felt that none of the scenarios was doing all they could for the local economy.

*Goal 2. Conserve and protect the Village's natural resources and open space, including wetlands, meadowlands and woodlands.*

Scenario 1 - Business as Usual	Scenario 2 - Diversified Economy	Scenario 3 - Maximize Tourism
.1	1.5	1.9

Those present perceived that Scenario 1 with about 6 acres, or 8 percent open space, would perform the worst in meeting this goal. Scenario 2 had about 10% or 13 acres of open space and a 1.5 acre park. Scenario 3 had 48% or 38 acres plus a one acre park.

*Goal 3. Contribute to the diversity of housing options in the Village.*

Scenario 1 - Business as Usual	Scenario 2 - Diversified Economy	Scenario 3 - Maximize Tourism
.8	1.5	1.7

While Scenario 1 had the most houses at 42 units, it had the least variety of housing in that it accommodates only single family houses on relatively large lots ( one and two acres). Scenario 2 also had a high number of housing units at 41, they were distributed in 10 multifamily units and the remainder as single family on lots of ¼ to ½ acre. Scenario 3 which received a slightly higher ranking has the lowest number of total units at 32, but the highest amount of diversity

with nine 2 acre lots, 23 ¼ to ½ acre lots and ten units of multifamily.

*Goal 4. Encourage development sensitive to the character of the larger Village and have scale and context appropriate design.*

Scenario 1 - Business as Usual	Scenario 2 - Diversified Economy	Scenario 3 - Maximize Tourism
.7	1.5	1.7

Participants noted that all of the scenarios placed the development right on the edge of the edge of the State Historical Battlefield Site without an adequate buffer. Scenario 1 does little to follow the existing patterns of development in the village. Additionally, none of the scenarios are in line with the existing house sizes in the village.

*Goal 5. Promote community sustainability.*

Scenario 1 - Business as Usual	Scenario 2 - Diversified Economy	Scenario 3 - Maximize Tourism
.7	1.5	1.4

In this case, what community member meant by sustainability referred to economic and social sustainability as well as environmental. Both Scenarios 2 and 3 had more diverse land uses and development that they felt would advance economic and social sustainability.

*Goal 6. Conserve working landscapes.*

Scenario 1 - Business as Usual	Scenario 2 - Diversified Economy	Scenario 3 - Maximize Tourism
.7	1.7	1.5

For this site, this goal was referring to the conservation of working agriculture. Scenario 1 had no agriculture, Scenario 2 had approximately 16 acres of agriculture and Scenario 3 had approximately 6 acres. The participants felt that more could have been done but there was not discussion about how much agriculture is appropriate on this site in total.



*Goal 7. Complement the village-wide recreation opportunities.*

Scenario 1 - Business as Usual	Scenario 2 - Diversified Economy	Scenario 3 - Maximize Tourism
.3	1.1	1.3

Scenario 1 has open space but it didn't have any recreational facilities shown. Scenario 2 had 1.5 acres of park, 10 acres of open space and approximately 3,500 linear feet of trails. Scenario 3 had one acre of park, 28 acres of open space and approximately 4,500 linear feet of trail. Both scenarios 2 and 3 had sidewalks which also provide safer connections to open space and trails.

As can be seen in the ratings, while scenarios 2 and 3 are about evenly preferred, none of the scenarios received high enough ratings to indicate overwhelming approval of any scheme. Community members did have additional comments including:

- All schemes should have street trees and sidewalks
- The houses shown are too large
- One scenario should site the conference center adjacent to the battlefield
- Give consideration to other community resources on the site, such as a community center or amphitheatre

The faculty at SUNY ESF also had comments during the capstone project review:

- Illustration style not refined
- Not sufficient character development or detail
- Reconsider the retail, commercial and apartment space
- One scenario should site the conference center adjacent to the battlefield
- Design of conference center and commercial space is weak
- Location and amount of road in some places is not functional
- Some of the housing layout would not be site plan approval

## The Final Illustrative Scenarios

Based on the critique of the community and the faculty, the scenarios were redesigned to better relate to the site and context, address issues of scale and documented in a more illustrative manner. These scenarios should be useful in promoting discussion with a broader community audience if desired.

### Scenario 1 – Single Family Residential

The totally residential scenario shows a total of 39 housing site, with 12 two- acre lots and 27 one-acre lots. The swale has been rerouted through the backyards of the houses closest to its starting point from Edmond Street. The village's proposed train system would parallel the swale and this scenario would require a 50 foot easement. The Battlefield Park is buffered by a hedge-row planting.

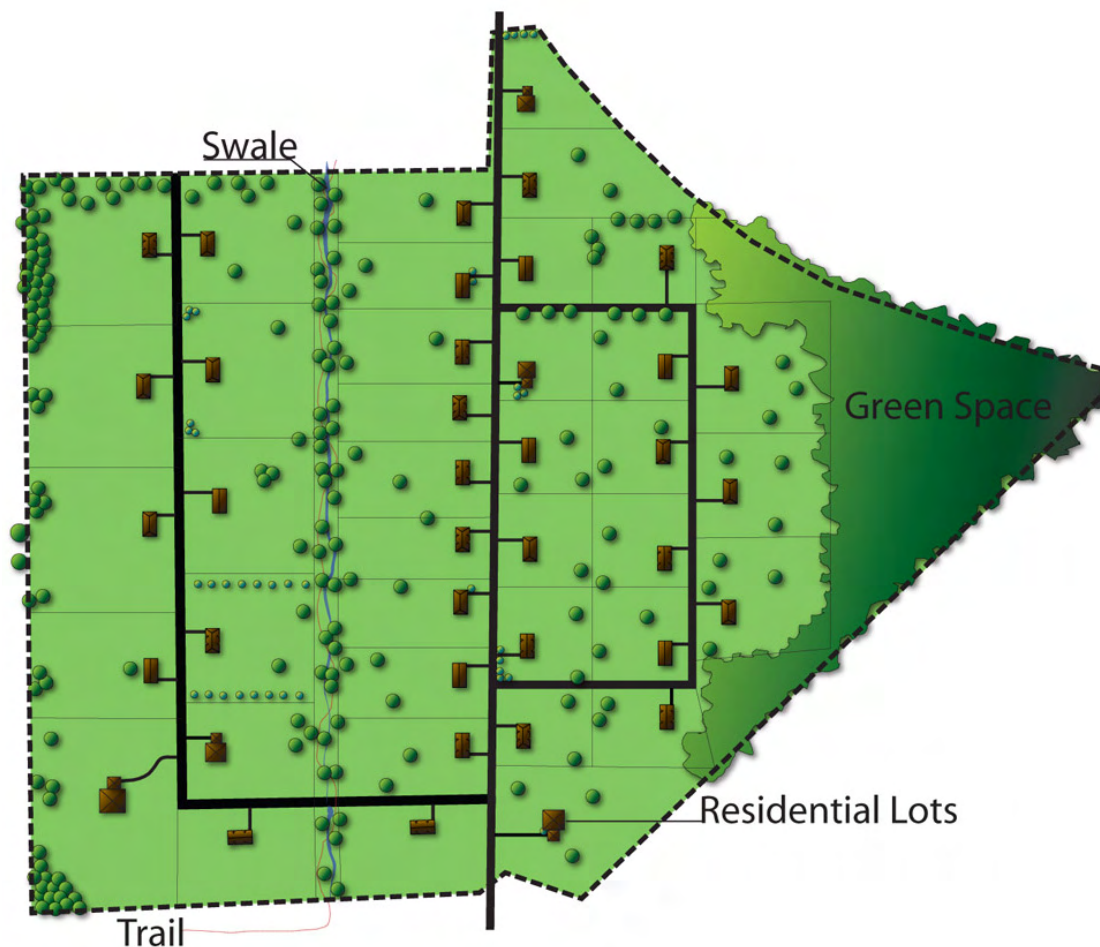


Figure 17. Final Scenario 1 - Single Family Residential Use

This scenario shows a diversity of housing lot sizes typical of the range found in the village. There are 29 housing lots total, of which six are one-acre or greater. The higher-end housing is adjacent to the Battlefield Park. The apartments are located adjacent to the higher density village development. The swale has been kept in its existing location and is protected through a 100-foot buffer. The Battlefield Park is separated from the site by a stone wall and almost continuous hedgerow. Active agriculture remains adjacent to the residential, providing a transition to agricultural uses remaining to the south. The full service conference center is located on the east side of Ambrose Street within a reforested site.



24

### Scenario 2(B) – Full Service Conference Center, west side

This scenario is almost identical to scenario 2(A). The difference is that the conference center is located adjacent to the battlefield. Residential lots have been added on the east side of Ambrose Street but there are three less lots total in this scheme.

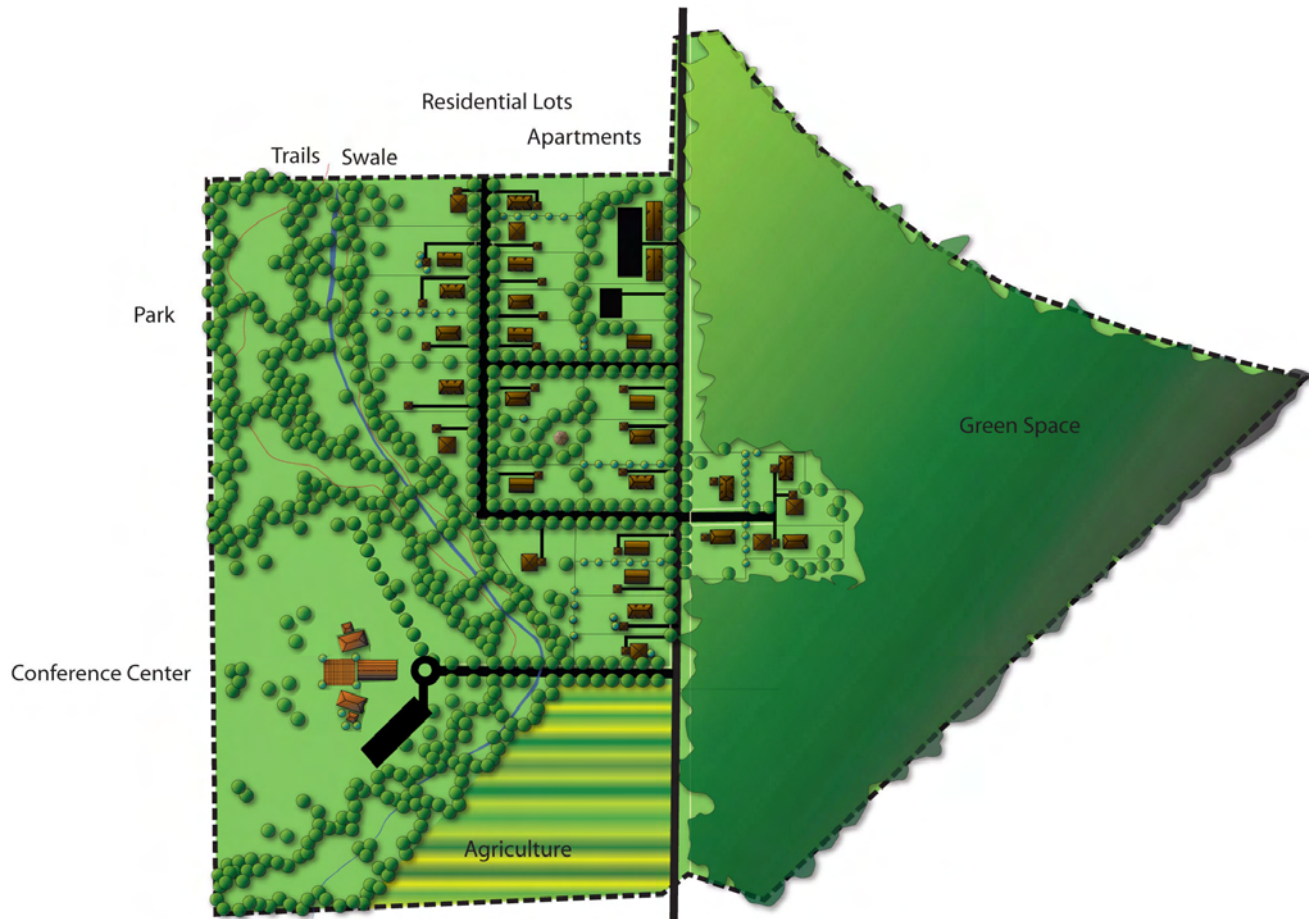


Figure 19. Final Scenario 2B - Full Service Conference Center, west side



### Scenario 3 – Conference Center and Office Park

This scenario has 47 house sites, including nine that are one-acre or larger. It has a small office complex on the east side of Ambrose Street. A small conference center located in the south-west corner of the site is bounded by the swale and agriculture. The swale has been relocated to the western edge of the property and set within a 100-foot buffer within which the trail will be located. Relocating the swale allows the village street pattern to be extended into the site. The trail is set within a vegetated buffer when it runs east-west through the site.

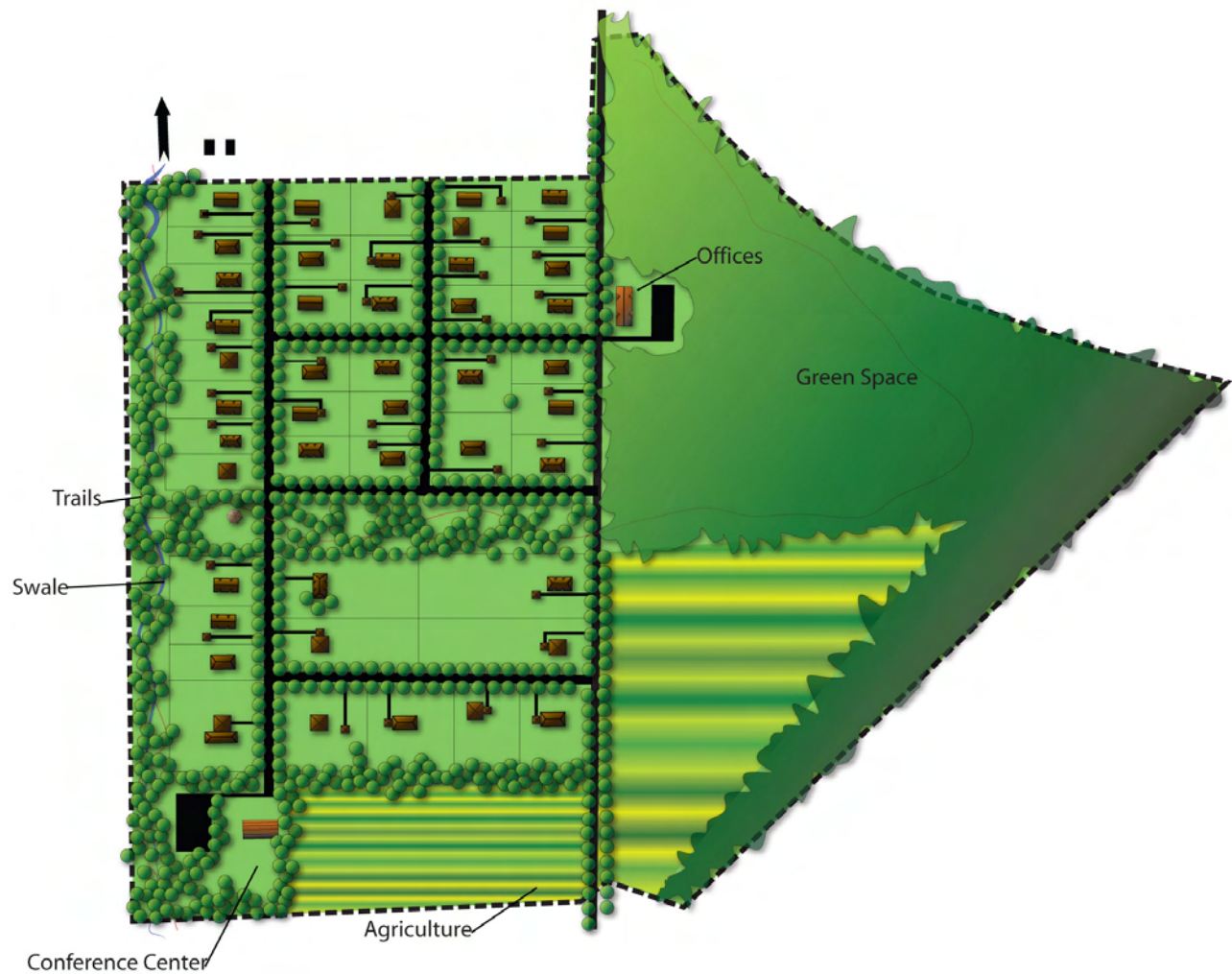


Figure 20. Scenario 3 - Conference Center and Office Park

## **SECTION 5 - DEVELOPMENT GUIDELINES**

At the time that this document was being completed, the Village of Sackets Harbor had recently issued a draft version of its updated Zoning Ordinance. A review of this new code indicates that the LDC site is located within the Village Residential district. Adherence to the new code requirements should ensure that the desired village characteristics will be extended into the re-development of the LDC property. However, it may be helpful to have development guidelines that are specific to this site and its context to further ensure that the important and valued aspects that were expressed by community members are respected.

### **Site Planning**

- Locate new buildings close to the streets so that there is a direct visual relationship and a strong street corridor edge created by the buildings. The zoning code defines minimum and maximum setbacks that are based on existing desired conditions in the village.
- Arrange commercial buildings in clustered masses with a close relationship to the street, with parking located behind the buildings.
- Use traditional elements such as fences, hedges and low walls to define the public space of the street and sidewalk from the semi-public or private front yard.
- Locate sidewalks along all streets and connect them to existing sidewalks to the north.
- Plant large deciduous trees at regular intervals (30 to 50 feet on center) along the streets to provide a familiar edge, imply separation of the sidewalk and street, and provide a continuous overhead canopy and shade.
- Plan for an open space and trail system that traverses the property and that is connected to the planned village trail system. Make sure that prospective property owners are aware of its proposed location and its public use prior to purchase of their property. Provide access to the trail system from public sidewalks at regular intervals in the LDC development.

### **Architecture**

- The design of new buildings should complement the traditional desired characteristics of existing buildings in the village but should not try to replicate historic buildings. This includes height, scale, materials, detailing, window size and pattern, roof style and massing.
- Large boxy buildings should be discouraged and large buildings should be scaled down into smaller attached or related buildings. For example, the designers of the proposed conference center building might seek inspiration from a farmstead layout that clusters buildings around a central yard or common space rather than a single large building.

### **Parking**

- Locate commercial parking behind buildings, not on the street side.
- Locate residential parking in rear yards or in the side behind the main façade and set back line. (Discourage residential garages that overpower the main facades and encourage garages that are located in the rear yard.)
- Divide parking lots into smaller units, requiring generous planting to provide shade and buffer views of the lot.
- Encourage connections between parking on adjacent commercial properties to promote shared parking.



## **Boundaries and Edges**

- Relationship to the Battlefield – The scenarios illustrate different boundary relationships between the new development and the battlefield site. Based on the responses from the final workshop, it seems that there is a preference for the generous open space buffer illustrated in Scenario 2A and 2B or a dense vegetative buffer as shown in Scenario 3. The treatment of the boundary and the views from the battlefield will have a significant impact on the experience of the visitor to that historic site. It is recommended that there be a consistent and continuous treatment along this edge such as a hedgerow of mixed deciduous trees and large shrubs. There may also need to be some regulation of outbuildings, height and material of fences and building colors in deference to the experience on the battlefield site.
- Relationship to the traditional village fabric – The preferred scenarios are those that extend the scale and pattern of the traditional village residential development, with small lots and narrow setbacks from the street. There should be no boundary between the existing streets and their extension into the LDC site.
- Relationship to agriculture – If the draft zoning ordinance is passed, the development on the LDC site will form the southern edge of the Village Residential District, beyond which is the Rural Conservation District. There should be a distinct edge at the boundary where the village residential meets agricultural use. Scenarios 2 and 3 illustrate agricultural use extending north into the LDC site. Wherever it is finally determined that this boundary occurs, the change in character between developed village and agriculture should be immediately evident.

## **Appendix A: Workshop One**

### *Facilitation Notes*

The following is an idealized outline of Workshop One. This is how and why the events of July 10th should have taken place.

---

Village of Sackets Harbor  
Workshop 1: July 10th 2008

#### Schedule

6:45-7:00pm Greet community participants  
7:00-7:05pm Introduction by Dave  
7:05-7:20pm introduction presentation by Amanda  
7:20-7:30pm Discussion about Vision Statement  
7:30-8:10pm Activity One  
8:10-8:15pm Short Break  
8:15-8:55pm Activity Two  
8:55-9:00pm Wrap Up Activities, Thank participants, Remind them of the next workshop  
Clean up

Welcome Table:

Greeters: Two people (preferably someone from the community)

Description:

- A.) Have them sign in (name and contact information)
- B.) Give them name tag
- D.) Give them the handout with the Vision Statement
- C.) Have them add a dot to the map showing where they live

Materials: name tags, dots, map, sign in sheets

Time: 6:45pm-7pm

Introduction:

Speakers: Amanda Cesari and Dave Altieri

Purpose: Dave's introduction is to show our help is being invited into the community and explain a little bit about who we are.

Amanda's presentation is to explain some terminology, allay some fears about brownfields and their reuse, and explains how what we're doing fits into the larger context of community driven projects in Sackets Harbor and to partially update and focus the Visioning done previously.

Description of activity:

A.) Introduction - Dave introduces the project and SUNY ESF's CCDR involvement.

B.) Presentation - Amanda runs through a presentation that introduces

- 1.) The agenda for the evening
- 2.) The site itself
- 3.) Brownfield
  - a.) What a brownfield is
  - b.) The steps of reclamation
  - c.) How that applies to the site
- 4.) Vision plan
  - a.) What it is
  - b.) What it's for
  - c.) What theirs says

C.) Vision Discussion

1.) Repeat the Vision Statement "Is there anything that you think needs to be added or changed?"

2.) Repeat the three action areas, "Is there anything that you think needs to be added or changed? Are these categories still relevant to Sackets Harbor today?"

Documentation: Community comments will be taken by a facilitator (not the speaker) on a flip chart.

Materials: projector, laptop, flip chart, markers, easel

Time: 7pm-7:05 pm Dave

7:05pm-7:20pm Amanda

7:20pm-7:30pm Discussion

Activity One: Land Use and Activities

Facilitators: Amanda, Cheryl, Sara, Dave, Other(s)

Purpose: To identify needs of the community, what's appropriate land uses for the LDC property and why.

Description:

A.) Introduce yourself to the group and have them introduce themselves.

B.) Introduction - The facilitator will explain the purpose of the activity is to consider different land use needs in the village and then on the LCD site. There are two flip charts for this activity.

C.) Step 1: Identifying land uses desired or needed in the village

a) “What activities would you like to have in the community that you don’t have now? What would you like to have more of?”

(on the hand •Give them a couple minutes to think about it and write stuff down collecting it.) out them got, when they came in, we’re not

the list. Write •Randomly pick someone to start. Have them tell you one thing on it in the column marker “Land use/Activity” on the flip chart.

b.) “Why do they want/need that activity?” Write it down in the “Why?” column.

c.) Ask if anyone else have that activity/land use?

•“Why?” Write the why down if it’s different.

d.) Go around the table and repeat this process until you run out of answers or it’s been 15 minutes. Make sure to go around the table in a systematic matter so that everyone speaks.

## Results Activity One

The number is the amount of dots on it, or how many people prioritized it as necessary to Sackets Harbor. Land use/activity are the things that they suggested in the brainstorming session. Then they were asked why.

The top six land uses/activities were diversify economic base with 8 votes, recreational facilities and trails with six votes, open space and farmland with four votes, and the remaining land uses had three votes a piece, professional offices, commercial office park and hotel/conference center. These land uses can be broken into three categories: economic development, recreation and open space.

<u>Number</u>	<u>Landuse/Activity</u>	<u>Why</u>
4	farmland/agriculture	keep population lower
		contain population growth
		concentration of population/compact
		seeing working farms/scenic
3	diversity of business/employment	seasonal opportunity
1	light industry	driving to other places to work
4	tech	economic development
	Residential	
0.5	elderly housing	not many accommodations for older residents or lower income residents
0.5	special needs housing	
1	affordable housing	
1	market level housing	
3	Commercial office park	increase taxes
		higher paying jobs
0	sewage treatment plant	current facilities insufficient
0	DPW Trucks	current facilities insufficient
0	Youth recreation activities	shortage of youth activities aside from school
3	trail	health
		winter business
		quality of life
3	recreational-passive, fields, green space	lack
3	professional offices-insurance, medical, child care	convenience
		SUC?
0	community gardens	
0	grocery store	expand
0	year round pool	health
1	water related accessibility	recreational
		economic development

<b>Number</b>	<b>LDC Landuse</b>	<b>Why</b>
8	Diversity of business/employment	employment opportunities of all levels
		village appropriate scale
		jobs
		tax base
		secondary economic development
6	recreational facilities/trail	enhance sites
		health
		year round
		quality of life
		green
		trans connection
4	Open space/farmland	preserve open space
		wildlife
		aesthetics
		contain development
3	professional offices	convenient
		economic development
3	commercial office park	diversity business base
		year round jobs
		possibly easier to attract this type of business
3	hotel/conference center	wedding industry
		year round economic activity
		tax base
		jobs



## Activity Two: Edges and Relationship to Community

Facilitators: Amanda, Cheryl, Sara, Dave, Other(s)

Purpose: To identify the character and value of the edges and understand what should be respected about the edge and therefore how should development treat the edge. Ultimately to understand how people view the relationship of the undeveloped land to the surrounding context and how the development should respond to it.

### Description:

A.) Setup- Each table will have a map of the LDC Oil Property, a series of photo strips and works sheets.

B.) Introduction –

a. Explain that the purpose of the exercise is to document the landscape character and use of the lands surrounding the LCD site and to consider the fit of any new development on the LDC along these edges. In other words, how will any new development fit within the existing village context. Use the large reference map to point out the four edges and note the differences. Note the designation of the 4 different edges, north, east, etc. This is for orientation only; the facilitator should not try not to influence answers. Then show the group the panels of edge pictures and note the coding that relates each picture to the map. The pictures are numbered and lettered to reference the edge and location of each photo.

C.) Step 1 -- Small Group Review the Different Edge Conditions (20 Minutes)

a. Break your group into four smaller groups. Have each group assign someone as the recorder and give them the blank worksheet, it has two sides! It will be collected.

b. Each group will be given a panel of pictures corresponding to a specific edge. They will have 5 minutes to talk about the

### Short Break

Time: 8:10-8:15pm

1. the characteristics
2. the value and
3. the response for each edge.

Ask them to write down what features and conditions that characterizes that each edge, what is valuable about those characteristics and lastly what are some whys to preserve those features that are valued.

c. At five minute intervals they will switch the edge they are working on (have everyone hand their panel to one side). Repeat this until every group has done every edge.

D.) Step 2 – Group Discussion of Edge Conditions (15 Minutes)

You will have 4 prepared pages on the flip chart. Each page corresponds to an edge. You will have the same three categories as the groups did. There is a space for you to tape the picture that corresponds to that edge. Spend three or four minutes discussing each edge and the three catego-

ries. Record their answers.

E.) Lastly, ask them to put a dot at the edge they feel is most sensitive to development.

Documentation: Data will be recorded on flip charts by the facilitator or another person (depending on the amount of participants). Data will also be gathered on the maps and photos handed out. It will be organized by frequency and type.

Materials: 4 or 5 flip charts, packages of 5 8.5 X 11 including a map of the LDC, and 4 pages of photos corresponding to each edge (have enough for 40 people to share two to a person), writing utensils, markers

Time: 8:15-8:20pm Setup

8:20-8:40pm Activity (5 minutes per edge, per group)

8:40-8:55pm Discussion

### Wrap Up



Pictures used for the edge activity.





## *Activity Two: Results*

They were asked to describe the character of the edges and then rate the value of that character on a 1-10 scale, 10 being high. Then they were asked what the response of development should be.

\ Participants described the west edge with; historic, scenic, open fields and lake view. Based upon what participants responded to for VALUE and RESPONSE OF DEVELOPMENT, Guiding Principles were created. Basically, community members wanted development along the western edge of the LDC property to: be low impact on the historic site, maintain openness/ views and move the sewage treatment plant.

Participants described the north edge with; residential, main transportation route, wooded and proximity to the school. Based upon what participants responded to for VALUE and RESPONSE OF DEVELOPMENT, Guiding Principles were created. Basically, community members wanted development along the Northern edge of the LDC property to: establish connections between current and proposed residential use, i.e. continue the pattern of development in such a way that doesn't cut either off from each other, where possible, maintain trees: they help act as a buffer and give character and establish appropriate land use and scale relationships, to respect what's already there and respond in such a way that doesn't create conflict with the current use

Participants described the east edge with; vacant pasture, wooded and wetland. Based upon what participants responded to for VALUE and RESPONSE OF DEVELOPMENT, Guiding Principles were created. Basically, community members wanted development along the eastern edge of the LDC property to: preserve natural features as there's a fairly large grove of trees that buffer this section from the Route 75 and preserve the character of the area.

Participants described the south edge with; open space, agriculture/dairy and viewshed. Based upon what participants responded to for VALUE and RESPONSE OF DEVELOPMENT, Guiding Principles were created. Basically, community members wanted development along the western edge of the LDC property to: preserve open space and agriculture.

<b>Edges</b>	<b>Character</b>	<b>Value</b>	<b>Response</b>
<i>West</i>	historic	10	preserve
	scenic	10	preserve
	open fields	8	maintain
	waterview	10	preserve
	some residential	6	protect viewshed
	water/sewer	0	move
	agriculture	1	
<i>North</i>	Residential	10	sensitive
	school (proximity)	8	sensitive
	main thorough fare	10	improve pedestrian and bike use
	woods/green	8	preserve
<i>East</i>	abandoned railroad	8	use as trail
	residential	5	maintain buffer
	vacant pasture	3	develop infrastructure
	scenic	2	
	woods	10	preserve
			possible place for sewage treatment plant
			increase accessibility
	Swamp		existing drainage
<i>South</i>	Ag/dairy	6	community garden
			co-op
	migratory bird landing	6	maintain
	open space	10	preserve
	viewshed	10	preserve
	road/infrastructure		
	Dave's Group		
	Amanda's Group		
	Both		



## **Appendix B: Workshop Two**

### *Facilitation Notes*

The following is an idealized outline of Workshop One. This is how and why the events of July 10th should have taken place.

□

Village of Sackets Harbor

Workshop Two: August 14th 2008, 7-9pm

### Schedule

6:45-7:00pm Greet community participants

7:00-7:05pm Introduction by Dave

7:05-7:20pm introduction presentation by Amanda

7:20-7:30pm Discussion about Summary of Workshop 1

7:30-8:00pm Activity One

8:00-8:35pm Activity Two

8:35-9:00pm Wrap Up Activities, Thank participants, Remind them of the next workshop

Clean up

Welcome Table:

Greeters: Two people (preferably someone from the community)

Description:

A.) Have them sign in (name and contact information)

B.) Give them name tag

Materials: name tags, sign in sheets

Time: 6:45pm-7pm

Introduction:

Speakers: Amanda Cesari and Dave Altieri

Description of activity:

A.) Introduction - Dave introduces the project.

1.) Explains the ongoing relationship between Sackets Harbor and SUNY ESF

2.) Explain purpose of the project

3.) History of the LDC site

B.) Presentation - Amanda runs through a presentation that introduces

1.) The agenda for the evening

2.) Review Summary and Analysis of Workshop One

### 3.) Results relationship to the Vision Statement

C.) Workshop One Results Discussion- There will be a flip chart with all the activities and land uses people asked for that got a vote.

1.) “Is there anything that you want to talk about?”

2.) “Is there anything you would like to add details to or needs to be explained more?”

3.) “Is there anything that you think needs to be added or changed?”

4.) If things are added, everyone gets dots and are asked to place the dots next to 2 highest priority and appropriateness for the LDC site.

Documentation: Community comments will be taken by a facilitator (not the speaker) on a flip chart.

Materials: projector, laptop, flip chart, markers, easel, dots

Time: 7pm-7:05 pm Dave

7:05pm-7:20pm Amanda

7:20pm-7:30pm Discussion

### Activity One: Preference Survey

Facilitators: Amanda, Cheryl, Dave, Other(s)

Purpose: To identify the character and performance of selected land uses preferences of the community.

Description:

A.) Hand out worksheets.

B.) Introduction – Amanda will explain the activity. “We’re going to look at some examples of some different land uses and start looking at ways they can be built. Each slide will have three images which represent a similar type of land use. We would like you to choose the most appropriate for the this village and the site. We’ll start with an example.”

C.) Example – Run through the example slide.

D.) Run through the PowerPoint of photos, at each new slide reiterate that we are on slide X. Move on to the next slide when everyone is done writing.

E.) Collect the worksheets and ask everyone to split to 2 or 3 tables. Partner them based on who they’re sitting with.

Documentation: The handouts with the participants’ response will be collected.

### *Results for Activity One*

Office Buildings: It was important to people that the buildings fit in context and vegetation around the building was important.

Parking Lots: Canopy for keeping cars cool was important, organization, no one wants to see parking lots. Scale and context it always important, in this case it could mean not making the lots overlarge.

Housing Scale: Don't obstruct views to the water or the open space that currently characterizes this space. Smaller scale fits into the village scale better. The form and performance needs to match current village character. The smaller scale housing is something currently lacking.

Multiple Family Options: Again, it needs to fit into the scale and context of the village. It's important to have vegetation screening and amending.

Housing Spacing: While suburban style housing lots seems to win, it also is a matter of context (i.e., closer to the village core should have closer spacing), additionally, open space is still important.

Recreation: Trails and passive recreation are a pretty strong majority. Many people feel organized play is already adequately provided for (except for a playground). The open space and recreation should have the least amount of impact on the land as possible.

## Slide Set: Example



A



B



C

Example slide used in the preference survey.

# Slide Set 1



A



B



C

Office buildings slide used in the preference survey.

	<u>1</u>	<u>Why</u>
1	C	Prefer open space look
2	B	looks like it holds a many offices
3	C	more trees, too much parking area, wall
4	C	open space
5	C	I like the deep setback for building
6	C	unobtrusive
7	C	more green space; building is further away
8	C	Green space looks greener; don't like McMansions
9	B	Most likely to be energy efficient
10	C	It provides a buffered view of development
11	A	Diverse architecture, intense vegetation in parking areas, vegetation in front of buildings
12	C	Because it stands out less and fits in to the trees
13	A	Because it looks like it has a community feeling and diverse architecture
14	A	Historic looking-jobs creator
15	None	All just took up a beautiful open space
16	A	Nature and buildings, good together
17	C	It preserves the land best
18	C	Landscaping/taller trees/lawn
19	C	No visible parking-lots of trees
20	None	Prefer appearance, scale setting consistent with village history, arch style
21	C	More shielded and buffered
	1	A: 4
		B: 2
		C: 13
		None: 2
		Office Buildings: trying to get a sense of scale, parking and greening that the community prefers in office buildings.

# Slide Set 2



A



B



C

Parking lots slide used in the preference survey.

<u>2</u>	<u>Why</u>
A	less crowded
A	hate islands in parking lots
C	seem to be more trees? Less large parking areas
C	environmentally peasant
C	leave as many trees as possible and access off the main road
none	parking should be unseen
C	Lots of trees to make cars cooler in sunlight
C	Shade and shelter more inviting
None	parking depends on use of adjacent property
C	It is better organized
C	Lots of trees canopy in parking lots
C	Works better with tress
B	Because it blends more with the environment
C	Best choice but can look more friendly
C	Looked most organized and clean
B	Looks like a nice state park ("nature")
C	Not cluttered, seems organized
None	
A	No visible parking-lots of trees
C	To extent parking is "hidden" minimalized, designed to fit neighborhood
C	More natural setting
<b>2</b>	A: 3
	B: 2
	C: 13
	None: 3
	Parking Lots
	*canopy
	*orgainzed
	*fit into neighborhood (minimize apparnce



# Slide Set 3



A



B



C

House size slide used in the preference survey.

<u>3</u>	<u>Why</u>
A	prefer houses set back from road
C	don't need "mcmansions"
C	scale nice
C	suitable for small community
C	proportional with existing homes
C	low key
None	
C	Would not obstruct water view
None	Need a mix-no "one size fits all"
B	Better scale for village
B	Gable ends out toward street, med. Family house
B + C	A little smaller but a mix
None	Don't want housing
None	
None	Open space
B	
B	Big enough without being excessive
C	Landscaping/house contours
C	Smaller house more typical of village
C	Best-small cottage size needed
A	Greater tax revenue per structure
<b>3</b>	A: 2
	B: 4.5
	C: 9.5
	None: 5
	Housing Scale
	*Smaller: proportional to existing
	*Smaller: needed housing type
	*Viewsheds

# Slide Set 4



A



B



C

Multiple family slide used in the preference survey.

4	<u>Why</u>
A	appealing but efficient design
None	
None	
None	
blank	whichever one offers the most and easier outdoor access Ex. large balconies, yards, porches
C	most residential Individual looking. Not row house style
None	
C	Population density not so obvious
C	Optimal for appearance but may not be cost effective
None	
C	Less modern looking, more vegetation
None	I don't like any of the styles
None	But if I had to pick C-blend with nature and a little thought into original
A	Best of three but far from good
None	If this route-should match historical architecture
C	Looks like nicer looking housing with some trees ("greenery")
None	Multiple family living don't work
C	spacing
C	More trees, but don't like garage up front
None	B is ok-Don't like garage facing street, prefer multi-family that appear as single family
None	don't like appearance of any
4	A: 2
	B: 0
	C: 7
	None: 12
	Multiple Family Housing
	*Fit into exsisting scales and detailing
	*Green
	*Other examples needed

# Slide Set 5



A



B



C

House spacing slide used in the preference survey.

<u>5</u>	<u>Why</u>
C	prefer set back approach
B	moderate size lots
None	maybe the farm house
None	
B	spacious, not crowded lot sizes
C	Lots of space around it, not close
C	Large green space, looks "uncrowned"
A	Neighbors to interact with; presume open space around
B	Best balance between too much and to little
C	It is low density
B	Neighborhood size matters, a is too close, C is too far
None	A too congest, B + C too spread out
None	
None	
None	Openness/raised taxes/lack of historical preservation
B+C	Houses in picture A are way too close
B	Big enough to move about
B	Spatial setting
B	Medium lot size as leave the village core
None	Or urban townhouse, depends on location on site-smaller lots closer to village core, larger closer to farm
B	Open space with attractive development
<b>5</b>	A: 1
	B: 8.5
	C: 4.5
	None: 7
	House Spacing Patterns
	*Suburban style wins
	*Open space
	*Neighborhood size
	*Not Crowded

# Slide Set 6



A

B

C

Recreation slide used in the preference survey.

6	Why
C	Recreational/Sport [word]
combo	save trees though
A	for sure
C	open space
blank	green spaces for exploring, but playground options for climbing, etc.
B	Family style, all ages
A	Accessible by walking, bicycling etc. Unencumbered by playground equipment which "tells you" what to do
All	something for all ages and skills
A	Generalize use=everyone can use-not specific
A	It has rec. trail.
B	We need a trial! We already have a playground and ball fields.
A + B	A mix of trails and a more defined rec area
A	Maybe: trails only
A	Non-structured
A	Only if its dirt trail (no pavement/cement)
A + B	Not really in the best location for picture C
A	Least impact to property
A	Usable waling/biking trail
A	I like trails (though we NEED a playground)
A	Passive rec, natural, open, ball fields needed but at other location
A	Trail and open space
6	A: 13.3
	B: 3.3
	C: 2.3
	None: 2
	Recreation
	*Passive Recreation
	*Trails
	*Impact to land
	*Open Space
	*Trees

Please write the LETTER of the picture you prefer for each slide set.  
Briefly describe WHY you prefer that picture out of that set. If you don't  
prefer any in the set, please write NONE in the prefer space.

<u>Slide Set</u>	<u>Prefer</u>	<u>Why?</u>
------------------	---------------	-------------

Example        C        Because it looks drive able

---

2 \_\_\_\_\_

3 \_\_\_\_\_

4 \_\_\_\_\_

5 \_\_\_\_\_

6 \_\_\_\_\_

Worksheet used in the preference survey.

## Activity Two: The Mix

Facilitators: Amanda, Cheryl, Dave, Other(s)

Purpose: To identify three things:

- what land use or activities people want on the LDC site
- mix or relative percentages of each land use or activity people want on the LDC
- where people want land uses or activities on the LDC site

Description:

“At the first workshop, it became clear that no one was thinking of just one or two land uses for the entire property. This activity is formatted to show how you think about the mix or relative percentages of each land use or activity on the LDC site. While you are not meant to be designing, we are also interested in the relative relationships between context and land use. Or, we want to know where you would put things and why.”

A.) Setup- Each table will have a some leggos, blank map sheets, scissors and construction paper.

Construction Paper

Leggos

Black = parking

Cream = Agriculture

Green = Recreation

= Housing

= Industry

= Offices

= Hotel/Conference

B.) Each pair/group is given a blank map and a key. The other materials will be communal at the table.

C.) They are given a brief demonstration as to the relative SCALE of the map and the materials.

D.) They are asked to use different size and colored leggos as specific building types and the papers as ground plain. Locate buildings and activities on the map taking into consideration context, location and relationship to each other.

E.) As they go along, they are asked to briefly describe on a 3X5 card WHY they choose their major moves. I.E. Why is X located Y? Or Why is there so much X?

F.) Photos will be taken of each map when participants are finished. Materials will be collected and tagged (each map will have a letter, the materials from that map will be placed into a bag with the 3X5 card, the letter of the map will be written on the bag.)

Documentation: The maps will be photographed. The materials and the 3X5 card with the participants' responses will be put into a bag that is labeled and keyed to the map.



Materials: Leggos, X blank map sheets, scissors, colored construction paper, tape, digital camera, pencils, 3X5 cards

Time: 8:00-8:5pm Setup  
8:05-8:35pm Activity

## Wrap Up

Facilitators: Amanda, Cheryl, Dave and Name(s)

Description:

A.) Once all participants have finished their maps. They are thanked for their participation and asked to stay tuned for the next workshop which should be sometime late September, early October. Also, to watch for information from these workshops to be uploaded to the Sackets Harbor website.

B.) Materials are cleaned up and room is put back to order.

Time: 8:35pm-9:00pm

## Results for Activity Two

### Summary

#### Commonalities

- Everyone had a fairly large buffer between the battlefield site and the rest of development.
- Everyone wanted the current buffer between Rt. 3 and the rest of the site to remain.
- Everyone had a fair amount of open spaces, especially at edges but also throughout. No one used all the land to develop (or even most). Suburban pattern? Lots of comments about trees and “greening”
- All development was close to Ambrose street. To take advantage of existing infrastructure. Especially closer to NE.
- Housing is always cluster together with offices and light industry somewhere else. Is this because we didn’t have a color for retail?
- D has the least amount of housing and C has the most, but they all use approximately the same amount of space for housing.

#### Differences

- Team A is the only one who didn’t have a conference center.
- D is the only one without housing on the NW side of Ambrose.
- Only team C had agriculture.
- Only team B didn’t have any offices.
- Team D didn’t mix any land uses together
- Team B misunderstood scale

## Key

- Parking
- Agriculture
- Recreation
- Housing
- Industry
- Office
- Special



## Group A

## Key

- Parking
- Agriculture
- Recreation
- Housing
- Industry
- Office
- Special



## Group B

## Key

- Parking
- Agriculture
- Recreation
- Housing
- Industry
- Office
- Special



## Group C

## Key

- Parking
- Agriculture
- Recreation
- Housing
- Industry
- Office
- Special



## Group D

## Appendix C: Workshop Three

### Facilitation Notes

The following is an idealized outline of Workshop One. This is how and why the events of December 2nd should have taken place.

### Village of Sackets Harbor

Workshop Three: December 2nd 2008, 7-9pm

#### Schedule

6:45-7:00pm Greet community participants

7:00-7:05pm Introduction by Dave

7:05-7:25pm introduction presentation by Amanda

7:30-8:15pm Activity One

8:15--8:45pm Activity Two

8:45-9:00pm Wrap Up Activities, Thank participants, Remind them of the next workshop  
Clean up

#### Welcome Table:

Greeters: One person (preferably someone from the community)

#### Description:

A.) Have them sign in (name and contact information)

B.) Give them name tag

Materials: name tags, sign in sheets

Time: 6:45pm-7pm

#### Introduction:

Speakers: Amanda Cesari and Dave Altieri

#### Description of activity:

A.) Introduction - Dave introduces the project.

- 1.) Explains the ongoing relationship between Sackets Harbor and SUNY ESF
- 2.) Explain purpose of the project
- 3.) History of the LDC site

B.) Presentation - Amanda runs through a presentation that introduces

- 1.) The agenda for the evening
- 2.) Review Summary and Analysis of Workshop Two



- 3.) Results relationship to the Vision Statement creation for the LDC property.
- 4.) How I plan to use it and continue to work with the community.
- 5.) Request permission to record activities.

Materials: projector, laptop

Time: 7pm-7:05 pm Dave  
7:05pm-7:25pm Amanda

#### Activity Onea: Confirming the Vision

Facilitators: Amanda, Dave, Other(s)

Purpose: To confirm a vision statement for the Augsburg Oil site in Sackets Harbor.

Description:

- A.) Hand out worksheets with draft(s) of vision statements.
- B.) Depending on the size of the group, split into smaller groups of 5-7.
- E.) Have everyone read the draft vision statement.
- F.) Ask them to write down any corrections to the statement they would make. Anything they think is missing from the vision.
- G.) Going around the table and ask each person what they would change about the vision statement. Record it on the flipchart.
- H.) Continue until no one would change anything else.

#### Activity Oneb: Confirming the Goals

Facilitators: Amanda, Dave, Other(s)

Purpose: To confirm the goals for the Augsburg Oil site and to solicit new goals if appropriate.

- A.) Have everyone read the draft goals.
- B.) Ask the group if there is anything they would change, add or subtract. Start with goal one.
- C.) Record the changes, additions, subtractions. Attempt to come to a consensus about the wording and worth of each goal. Write the agreed upon goal on the flipchart.



D.) Once all given goals have been gone through, ask if there is anything that has been missed.

Documentation: The conversation will be recorded.

Materials: Worksheet. Flipchart. Markers. Recorder.

Time: 7:50-8:10pm

Activity One: Putting it all together.

Facilitators: Amanda, Dave, Other(s)

Purpose: To confirm the vision statement and goals for the Augsburg oil site.

A.) Have the group reconvene. Move the flip charts to the front of the group.

B.) Have the facilitator of the group present the Vision and the Goals to the entire group.

Documentation: The conversation will be recorded

Materials: Worksheet. Flipchart. Markers. Recorder.

Time: 8:10-8:20pm

Activity Two: Seeding the Scenarios

Facilitators: Amanda, Dave, Other(s)

Purpose: To confirm and brainstorm characteristics to seed the scenarios.

A.) Give everyone a handout with the characteristics that will be used to seed the scenarios.

B.) Ask if there is anything else they would like to add.

C.) Write each on the flip chart.

Documentation: The conversation will be recorded

Materials: Worksheet. Flipchart. Markers. Recorder.

Time: 8:10-8:40pm Activity

## Results

### Final Vision

Sackets Harbor's Local Development Corporation Site will contribute to the high quality of life in the Village by being developed in a manner that sensitive to context and scale while preserving natural and historic resources and enhancing the economic vitality of the community.

### Final Goals

1. Diversify and complement the existing economic base of Sackets Harbor.
2. Conserve and protect the Village's natural resources and open space; including wetlands, meadowlands, and woodlands.
3. Contribute to the diversity of housing options in the Village of Sackets Harbor.
4. Encourage development sensitive to the character of the larger Village of Sackets Harbor and have scale and context appropriate design.
5. Promote community sustainability.
6. Conserve working landscapes.
7. Complement Village-wide recreation opportunities.

## Appendix D: Workshop Four

### Facilitation Notes

The following is an idealized outline of Workshop One. This is how and why the events of April 9th should have taken place.

### Village of Sackets Harbor

Workshop Four: April 9th 2009, 7-9pm

#### Schedule

6:45-7:00pm Greet community participants  
7:00-7:05pm Introduction by Dave  
7:05-7:25pm introduction presentation by Amanda  
7:30-8:15pm Presentation of Scenarios by Amanda  
7:30-8:15pm Activity One (concurrent)  
8:15-8:30pm Wrap Up Activities, Thank participants, Clean up

Welcome Table:

#### Description:

A.) Have them sign in (name and contact information)

Materials: sign in sheets

Time: 6:45pm-7pm

#### Introduction:

Speakers: Amanda Cesari and Dave Altieri

#### Description of activity:

A.) Introduction - Dave introduces the project.

- 1.) Explains the ongoing relationship between Sackets Harbor and SUNY ESF
  - 2.) Explain purpose of the project
  - 3.) History of the LDC site

B.) Presentation - Amanda runs through a presentation that introduces

- 1.) The agenda for the evening
- 2.) Review final Vision Statement and Goals from Workshop Three
- 3.) Background information on the scenarios

Materials: projector, laptop

Time: 7pm-7:05 pm Dave  
7:05pm-7:25pm Amanda

#### Activity Onea: Presentation of Scenarios

Facilitators: Amanda

Purpose: To present the

Description:

- A.) Hand out worksheet with vision statement and goals.
- B.) Hand out worksheet with evaluation chart.
- C.) Have everyone read the goals and evaluation chart. Explain the purpose of the exercise.
- D.) Ask them to write down any thoughts or critique they have about the scenarios as they are being explained.
- E.) Ask them to evaluate the scenarios as they are being explained.
- F.) Ask them to share any critique or questions they have about the scenarios.

Documentation: The conversation will be recorded.

Materials: Worksheet. Flipchart. Markers.

Time: 7:50-8:10pm

#### Wrap Up

#### Results

The results from this workshop are thoroughly explained in the Results section.





## Works Cited

Altieri, Dave. Personal Interview. 27, May. 2008. 25 June, 2008. 8 July, 2008. 7 August, 2008.

Altieri, Dave., Barone, Connie., Maas, Jan and Dimonda, Don. Personal Interview. 18, March. 2009.

Barone, Connie. Site Manager of Sackets Harbor State Historical Park. Personal Interview. 2 July. 2008.

Bartholomew, Keith. 19 Dec. 2008. Integrating Land Use Issues into Transportation Planning: Scenario Planning. 19 Dec. 2008. [faculty.arch.utah.edu/bartholomew/SP\\_SummaryRpt\\_Web.pdf](http://faculty.arch.utah.edu/bartholomew/SP_SummaryRpt_Web.pdf)

Bartsch, Charles. "The New Federal Law on Brownfields: The Small Business Liability Relief and brownfields Revitalization Act." *Environmental Practice*: Vol 5 No. 1. pp 48-52. March 2003.

Bartsch, Charles. March 2003. Community Involvement in Brownfield Redevelopment. 8 Jan. 2009. <http://www.nemw.org/CommunityInvolve.pdf>

Beaver Hollow. 17 Nov. 2008. Meeting Room. 2 March. 2008. <http://www.beaverhollow.com/Rooms/index.html>

Beierle, Thomas C. "Using Social Goals to Evaluate Public Participation in Environmental Decisions." *Policy Studies Review*: Vol 16, No. 3. pp 75-103. 1999.

Churchward, Craig. ASLA Conference Education Session. Black and Green: Dynamic Balance in Transportation Corridor Planning and Design. Philadelphia, PA. 2-8 October, 2008.

Creighton, James L. *The Public Participation Handbook: Making It Better Through Citizen Involvement*. San Francisco: Jossey-Bass, 2005.

Davis, Todd S. and Margolis, Kevin D. *Brownfields: A Comprehensive Guide to Redeveloping Contaminated Property*. United States: American Bar Association, 1997.

Godet, Micheal. and Roubelat, Fabrice. "Creating the future : The use and misuse of scenarios." Published in *Long Range Planning*: Vol. 29, n2, pp. 164-171, 1996.

Hartgen Archeological Associates, Inc. United States. National Park Service. American Battlefield Protection Program. Archeological Investigation of the Sackets Harbor War of 1812 Battlefield Village of Sackets Harbor Jefferson County, New York. 2008.

Harris, Charles W. and Dines, Nicholas T. Time Saver Standards for Landscape Architecture. 2nd ed. New York: McGraw-Hill Publishing Company. 1998.

Howland, Marie. "Private Initiative and Public Responsibility for the Redevelopment of Industrial Brownfields: Three Baltimore Case Studies." *Economic Development Quarterly*: Vol. 17. pp. 367-381. 2003.

Kelly, Eric Damian and Becker, Barbara. *Community Planning: An Introduction to the Comprehensive Plan*. Washington DC: Island Press, 2000.

Kinnie, Mike. Mayor of Sackets Harbor. Personal Interview. 15 May. 2008.

Macauley, Ann C. Commanda, Laura E. Freeman, William, L. Gibson, Nancy. McCabe, Melvina L. Robbins, Carolyn, M. and Twohig, Peter L. "Participatory research maximises community and lay involvement." *BMJ* Vol. 319 pp 774-778. 1999.

Mercer, David. "Scenarios Made Easy." *Long Range Planning* Vol. 28 pp. 81-86. August 1995.

Moote, Margaret A. McClaran, Mitchel P. and Chickering, Donna K. "Theory in Practice: Applying Participatory Democracy Theory to Public Land Planning." *Environmental Management*. Vol 21, No. 6. November 1997.

Rowe, Gene. And Frewer, Lynn J. "Public Participation Methods: A Framework for Evaluation." *Science, Technology, & Human Values*: Vol. 25, No. 1. pp 3-29. 2000.

Sanoff, Henry. *Community Participation Methods in Design and Planning*. New York: John Wiley & Sons, Inc., 2000.

Sackets Harbor Battlefield Alliance. 12 Dec. 2008. The History of the Sackets Harbor Battlefield. 12 Dec. 2008. <http://www.sacketsharborbattlefield.org/history.htm>  
Saddle Brook Hotel and Conference Center. 12 April. 2008. Floor Plans: Conference Rooms and Ballrooms. 2 March. 2009. <http://www.wyndhamsb.com/floor.htm>

Schneekloth, Linda H. and Shibley, Robert G. *Placemaking*. New York: John Wiley & Sons, Inc. 1995.

Simply Hired. 5 May. 2009. Sackets Harbor, NY: Trends. 28 April. 2009. [http://www.simplyhired.com/a/jobtrends/trend/q-location%3A\(Sackets+Harbor%2C+NY\)](http://www.simplyhired.com/a/jobtrends/trend/q-location%3A(Sackets+Harbor%2C+NY))

Steiner, Frederick R., and Butler, Kent. *Planning and Urban Design Standards: Student Edition*. New York: John Wiley & Sons, Inc. 2007.

Tallamy, Douglas W. *Bringing Nature Home*. Portland, Oregon: Timber Press. 2007.

The Lodge. 28 April. 2009. Welcome. 2 March. 2009. <http://thelodge.welchallyn.com/index>.

asp?showNav=y

US Army IMCOM Northeast Region. 7 July, 2008. Fort Drum History. 12 Dec. 2008. <http://www.drum.army.mil/sites/about/history.asp>

U.S. Census Bureau. 12 Dec. 2008. Fact Sheet. 12 Dec. 2008.  
[http://factfinder.census.gov/home/saff/main.html?\\_lang=en](http://factfinder.census.gov/home/saff/main.html?_lang=en)  
Path: Fact Sheet, Enter Sackets Harbor.

U.S. EPA. Community Culture and the Environment: A Guide to Understanding a Sense of Place. Office of Water, Washington, DC., 2002.

United States. New York State Department of Environmental Conservation. Brownfield Re-development Toolbox: A Guide to Assist Communalities in Redeveloping New York State's Brownfields. 12 Dec. 2008. [http://www.dec.ny.gov/docs/remediation\\_hudson\\_pdf/bftoolbox.pdf](http://www.dec.ny.gov/docs/remediation_hudson_pdf/bftoolbox.pdf)

United States. New York State Department of Environmental Conservation. 12 Dec. 2008. Brownfield Opportunity Areas Program. 12 Dec. 2008. <http://www.dec.ny.gov/chemical/8447.html>

US Department of Transportation. Federal Highway Administration. 24 June, 2008. Scenario Planning. 12 Dec. 2008. <http://www.fhwa.dot.gov/planning/scenplan/>

Utah Department of Transportation. 18 Dec. 2008. Legacy Parkway and Preserve. 19 Dec. 2008. [www.legacypreserve.utah.gov](http://www.legacypreserve.utah.gov)

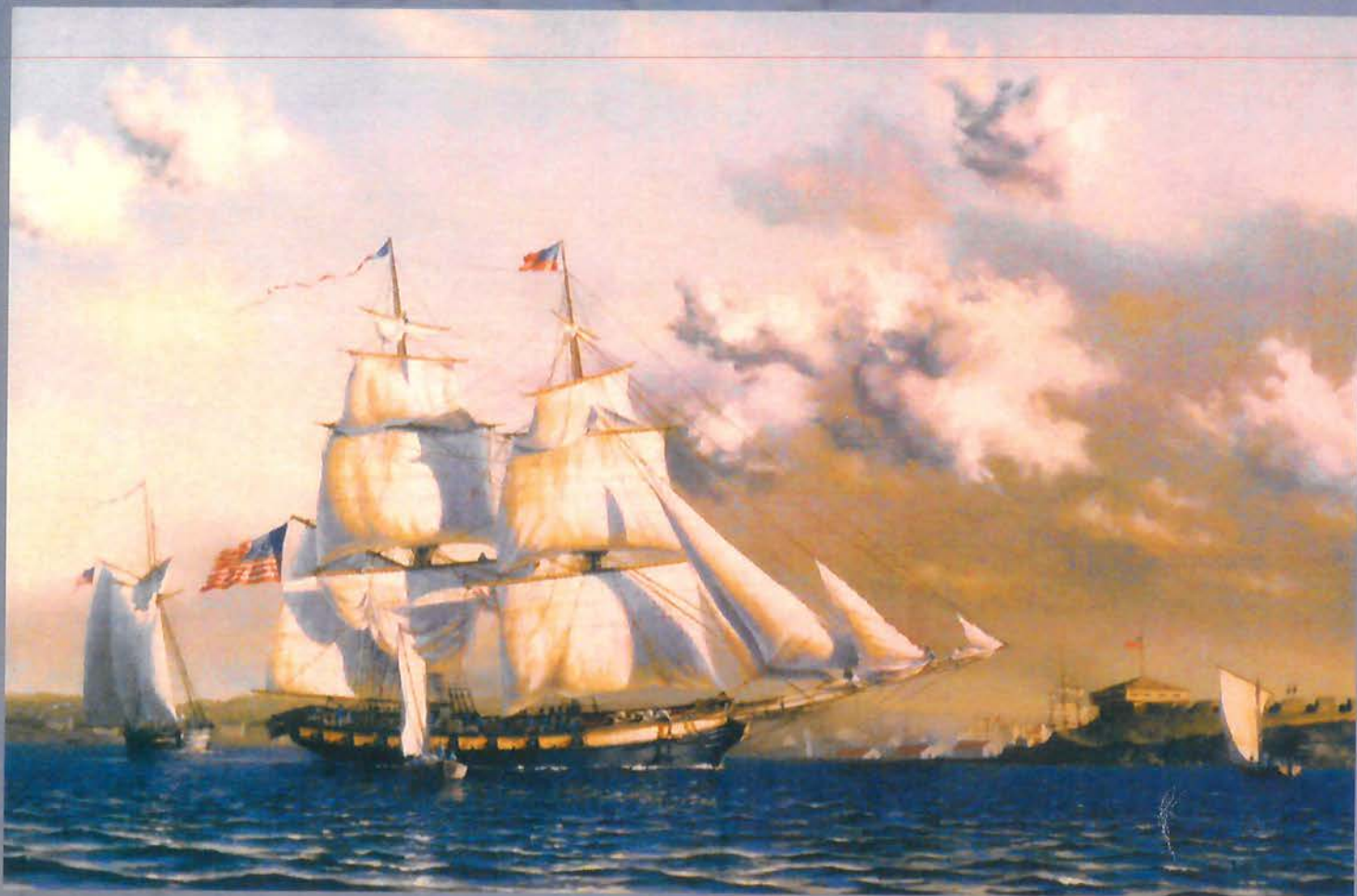
Village of Sackets Harbor. Environmental Design & Research. United States. New York Department of State. Local Waterfront Revitalization Program, Heritage Area Management Program, Harbor Management Plan for the Village of Sackets Harbor. 2007.

Village of Sackets Harbor. Sargent-Webster-Crenshaw & Folley, Division of City and Regional Planning. United States. Master Plan for the Village of Sackets Harbor. 1962.

Village of Sackets Harbor New York. 9 Feb. 2006. Events and Festivals. 12 Dec. 2008. <http://www.sacketsharborny.com/>



# Sackets Harbor Battleground Preservation *and* Management Plan



ABPP (GA-2255-08-029)

*Prepared by*

**John Milner Associates, Inc.**  
300 West Main Street, Suite 201  
Charlottesville, Virginia

*March 2012*

# Sackets Harbor Battleground Preservation and Management Plan

**Village of Sackets Harbor**  
County of Jefferson, New York

**March 2012**

*Prepared for:*

**The Village of Sackets Harbor**  
112 North Broad Street  
Sackets Harbor, New York 13685

and

**American Battlefield Protection Program**  
National Park Service  
1201 Eye Street (2255) NW  
Washington, DC 20005

*Prepared by:*

**John Milner Associates, Inc.**  
300 West Main Street, Suite 201  
Charlottesville, Virginia 22903

**Principle Authors**

Jane Jacobs  
Christina Osborn  
Lauren Noe

---

This material is based upon work assisted by a grant from the Department of the Interior, National Park Service, American Battlefield Protection Program (GA-2255-08-029). Any opinions, findings, and conclusions or recommendations expressed in this material are those of the author(s) and do not necessarily reflect the views of the Department of the Interior.

Cover image: "Oneida at Sackets Harbor" by Peter Rindlisbacher



# Executive Summary

The Sackets Harbor Battleground is the site of one of the most significant battlefields of the War of 1812. A large portion of the site has been deemed National Register eligible at a state significance level, and rated a top conservation priority by the American Battlefield Protection Program (ABPP). Portions of the site are under protection within the Sackets Harbor Battlefield State Historic Site (State Historic Site), owned and managed by the State of New York.

In 2008, the Village of Sackets Harbor was awarded a grant from the ABPP to prepare a preservation plan for the Sackets Harbor Battleground. In conjunction with the preservation plan, the Village also sought to prepare a nomination to have the Sackets Harbor Battleground designated as a National Historic landmark (NHL).

Based on an archeological study by Hartgen Archeological Associates dated February 2008 (funded by the ABPP), and on previous archeological studies of the area, it was determined that archeological resources from the Second Battle of Sackets Harbor were present in lands outside of the boundaries of the State Historic Site. Based on the location of these resources, the potential extent of the battlefield was expanded and considered for several purposes: long term preservation planning, designation of the battleground as a National Historic Landmark, and identification of a potential National Register (potNR) boundary.

The preservation plan seeks to protect historic sites associated with the Second Battle of Sackets Harbor beyond the Sackets Harbor Battlefield State Historic Site's boundaries and preserve the viewsheds, cultural landscape and remaining historical and archeological resources of this significant area. Much of the land that encompasses the battleground is currently in private ownership and consists of open farmland with continuous agricultural uses.

## Community-Based Plan

Through the collaboration of the Battleground Preservation Steering Committee and the consultant team, a process for developing a community-based action plan to preserve the battleground

and develop the nomination for National Historic Landmark status was established. The steering committee included Village officials, staff from the State Historic Site and the regional director of the Thousand Island State Park Region, who guided the process and the outreach to the general public for ideas and issues that should be addressed in the preservation plan. Local stakeholders involved in the process included adjacent land owners, the staff of the State Historic Site and the interested public.

Discussion with private landowners has been ongoing and included conversations with the ABPP before the beginning of the archeological study. Public meetings were held for the preservation plan on October 15, 2009 and on September 23, 2010. Citizens of the local area offered ideas and issues that should be addressed in the plan and in any subsequent interpretive and visitor services plans. The intention of the plan is to inform stakeholders and decisions makers of the existing conditions and threats to the battleground, present preservation tools, and formulate a community-based action plan to preserve and interpret the battleground.

## Vision

In 2002, community goals for preservation and the development of a shared vision for the Town of Hounsfield and the Village of Sackets Harbor were documented during a participatory community planning initiative. The community planning initiative was sponsored by the Sackets Harbor Area Cultural Preservation Foundation, Inc. Participants identified significant issues or ideas to formulate a vision statement for the community of Hounsfield/Sackets Harbor that included: protection of all resources including natural, agricultural, scenic, historic and recreational; and managed preservation of all resources. A document was produced and entitled *One Community – Achieving a Shared Vision: Town of Hounsfield and the Village of Sackets Harbor*.

Based on significant resource preservation and protection ideas developed during the visioning process of the community planning initiative, this preservation plan sets out to develop preservation strategies for the battleground that balance land and resource protection, private landowner concerns,

and public access and use. Some preservation goals have been previously outlined in existing planning documents and others have developed based on the concerns and issues discussed at the public meetings for the preservation plan. Goals for the Sackets Harbor Battleground Preservation Plan are to:

- Support efforts to preserve as much of the actual War of 1812 battleground as possible and provide appropriate interpretation.
- Develop the preservation plan with extensive landowner and public participation.
- Address the preservation of not only battleground land, but also contributing historic features, landscape elements, and archeological sites.
- Address the preservation of viewsheds, particularly land visible from the core areas of the battlefields.
- Include a range of preservation options, such as, the purchase of land or easements from willing sellers and other voluntary measures.
- Locate, identify, and document historic features on the battleground.
- Encourage sensitive and compatible development in and around the battleground.
- Ensure that landowners are provided as much information as possible to make informed decisions about any preservation steps that are an option for them.
- Inform the layout of the Bicentennial trail and potential visitor access points to battleground sites, or interpretation of those sites.
- Provide an action plan to implement these recommendations.

## Significance of the Sackets Harbor Battleground

The Battleground's primary significance is based on two attacks by the British and Upper Canadian forces that occurred on July 19, 1812 and May 28 and 29, 1813. These battles ensured American military control of the strategic northern border. Sackets Harbor Battlefield was nominated for the National Register (NR) in 1974 and placed on the register in

1975. The National Park Service (NPS) survey of war of 1812 battlefields identifies the second battle of Sackets Harbor as "one of the ten most important in the country to the outcome of the war."<sup>1</sup>

Because the national significance of the battleground lies in its role in the War of 1812, and specifically the battle of May 28 and 29, 1813, this preservation plan was developed for the expanded landscape associated with this battle and the existing preservation and interpretation of the battle landscape at the State Historic Site.

## Battleground Boundary

The Sackets Harbor Battleground has no legislated boundaries except for the land area that comprises the State Historic Site. The study and core area outlines display the extent of the battle on the landscape, based on historic documentation. Outlines of the study and core areas represent decisions to identify and highlight specific critical land parcels for preservation. These parcels still contain historic or archeological resources dating to the time of the battle.

The **Study Area** represents the historic extent of the battle as it unfolded across the landscape. It contains resources known to relate to or contribute to the battle event, that is, where troops maneuvered, deployed and fought immediately before, during, and after combat. Historic accounts, terrain analysis, and feature identification inform the delineation of the study area boundary.

The **Core Area** is the landscape of confrontational deployment, heaviest fighting and most severe casualties. It represents the main area of fighting on the battlefield. The core area lies within the Study Area and is often first targeted for protection. The Staff of the State Historic Site and information from the Hartgen Archeological Study (2008) were instrumental in defining the landscapes within the core area that witnessed the major battle lines and the heaviest fighting.

## Historic Resources

Since May 1813, the battleground has been altered by various historic and modern developments. Smaller, more localized disturbances include the

<sup>1</sup> American Battlefield Protection Program, *Report to Congress on the Historic Preservation of Revolutionary War and War of 1812 Sites in the United States* (2007): 73.

construction of farmhouses and barns, as well as the construction of modern cottages, camps, and homes along the waterfront. There are no historic topographical modifications dating from the period of significance, except for the earthworks of Fort Kentucky, located and preserved in the State Historic Site. There are numerous historic structures in the core area and the study area of the battleground which are mainly protected through the National Register listings for Sackets Harbor Battlefield, the Sackets Harbor Village Historic District and the Madison Barracks Historic District.

The cultural landscape of the core area is vulnerable to any change in zoning or land use. Historic viewsheds have been lost due to development, especially along the waterfront properties. This effectively isolates Horse Island from its battleground context, except for a small interpretive wayside on private property and a limited view to Horse Island between private residences. Critical for preservation is any open space waterfront property. This would allow visitors to understand the full significance of the troop movements during the invasion of the mainland by the British through the visual connection to Horse Island and other islands south of the study area.

Archeological resources remain extremely vulnerable to changes on the battleground site. Large portions of the Sackets Harbor Battleground located south and west of the State Historic Site retain a high degree of archeological integrity. Other areas of the Village that have not been extensively surveyed could also have archeological resources vulnerable to development and construction. A more immediate threat is the evidence of looters on the battleground by the archeologists and battle related objects seen on auction sites.

## Preservation Priorities

The Hartgen archeological survey conducted in 2008, concluded that the actual battleground site most likely includes approximately 300 acres, well beyond the 71 acres already preserved in the State Historic Site. The battleground acreage outside the State Historic Site is comprised today of privately-owned parcels. These parcels were prioritized and targeted with specific preservation recommendations that include several options for the most permanent protection. Preservation priorities were established in a methodology that included a preservation ranking system and a set of preservation recommendations. The

preservation ranking system was developed and applied to measure the preservation value of each undeveloped parcel of land in the core area of the battleground and undeveloped parcels in the study area, contiguous to the core area.

As shown on Map 6-1 in this preservation plan, the priority parcels with the ranking of 1 (highest priority) include two agricultural land parcels adjacent to the State Historic Site and in the core area of the battleground. These parcels contain clear physical remnants, including archeological evidence of events or activities related to the battle of May 28 and 29, 1813. The parcels are next to developed areas within the study area, further threatening their preservation and archeological integrity. Priority 2 parcels include Horse Island and the vacant waterfront property southeast of Horse Island on the mainland. Priority 3 parcels are not located in the core area, but are part of the study area that is east of Ambrose Street. These parcels are used for agriculture and are partially wooded. The only priority 4 parcel is located east of the State Historic Site and is adjacent to residential land use and public service property. These priority rankings give planners and Village administrators a focus for the future, and a plan of action for preservation of the parcels.

Identifying the ideal tools for land preservation of specific parcels gives options for methods of land protection and preservation. In order to define tools appropriate and effective for protecting the historic battleground it is important to recognize the elements that comprise the cultural landscape. The integrity of the battleground—the cultural landscape—has been compromised over the years, but significant resources can be restored and discordant portions of the landscape screened from view.

The goal should not only be to protect significant historic resources (buildings, earthworks, archeological sites) relating to the battleground story and context, but to develop effective management of existing open space as well. It is the landscape as a whole, with its structural and natural features that helped define the course of battle and today can aid researchers and visitors in understanding how and where armies moved across the land and engaged in battle.

Land management and land preservation are thoroughly intertwined. Preserved lands and the potential visitors to these lands should be managed



to limit adverse environmental and social impacts. The battleground properties, whether privately or publicly owned should adopt standard general guidelines for the management of cultural and natural resources.

## Action Plan

This preservation plan recommends that the Sackets Harbor Battlefield State Historic Site, the Sackets Harbor Battlefield Alliance, the Sackets Harbor Heritage Area Director, the Hounsfield-Sackets Harbor Joint Recreation committee, owners of battleground parcels, and the New York State Office of Parks, Recreation and Historic Preservation (OPRHP) work together to coordinate implementation through the action plan. The action plan (Chapter Nine of this document) includes recommendations for organization and preservation management, battleground land preservation, planning and zoning, interpretation, visitor use and access, and management.

# Table of Contents

## Chapter 1 • Introduction

1.1 Purpose of the Project.....	1
1.2 Battleground Preservation in Sackets Harbor.....	2
Significance.....	2
Sackets Harbor Battlefield State Historic Site.....	2
Planning Context.....	3
National Historic Landmark Designation.....	4
1.3 Battleground Boundaries.....	5
1.4 Principles for Planning and Preservation.....	6
1.5 The Preservation Planning Process.....	6
1.6 Issues and Ideas to be Addressed by the Plan as Identified by the Public.....	7
1.7 Goals for the Preservation Plan.....	8

## Chapter 2 • History of the Battles at Sackets Harbor

2.1 Introduction.....	9
2.2 Settlement Period (c. 1608–1807).....	9
European Settlements.....	9
Augustus Sacket & Shipbuilding at Sackets Harbor.....	9
2.3 Military Presence and War of 1812 (1808–1815).....	9
The Arrival of the Military.....	9
The War of 1812.....	10
2.4 Continued Military Presence (1815–1849).....	12
2.5 Redevelopment (1849–1886).....	12
2.6 Commemorative Period (1886–present).....	12

## Chapter 3 • Existing Conditions of the Battleground and Environs in 2010

3.1 Geographic Context.....	15
3.2 Natural Systems and Features.....	17
3.3 Topography.....	17
3.4 Vegetation.....	18
3.5 Viewsheds.....	20
3.6 Historic Resources Remaining on the Battleground.....	22
Archeological Resources.....	22
Cultural Landscapes.....	23
Historic Structures and Sites.....	25
3.7 Current Land Use.....	46
3.8 Current Development Activity.....	47

3.9 Zoning.....	47
Single Family Residential (SFR).....	48
General Residential (GR).....	48
Business (B).....	48
Commercial (C).....	48
Historic Preservation Overlay District (HPOD).....	48
Waterfront Overlay District (WOD).....	48
Planned Development District (PDD).....	48
3.10 Visitor Experience and Interpretation of the Battleground.....	49

## **Chapter 4 • Condition Assessment**

4.1 Agricultural/Open Space.....	51
4.2 Natural Resources.....	52
4.3 Historic Resources.....	52
4.4 Summary of Threats.....	53

## **Chapter 5 • Preservation Tools and Techniques**

5.1 Description of Tools.....	54
Overview.....	54
Full Title Ownership.....	54
Limited Title Ownership.....	55
Land Development Regulations.....	57
Public Access.....	58
5.2 Village, Town, County, and State Actions to Preserve the Battleground.....	59
Overview.....	59
Village Actions.....	59
5.3 Recommended Preservation Tools.....	64
Choosing the Right Tools.....	64

## **Chapter 6 • Preservation Priorities**

6.1 Methodology and Preservation Value Ranking System.....	65
6.2 Priority Summary.....	67

## **Chapter 7 • Management Issues**

7.1 Cultural Resource Management.....	68
7.2 Landscape Management.....	69
Vegetation Management.....	69
Water Resources Management.....	69
Land Use.....	69
7.3 Viewshed Management.....	70
Adjacent Lands and Visual Quality.....	70
7.4 Visitor Management and Access.....	71
Access to Resources.....	71



## **Chapter 8 • Potential Partners in Preservation, Interpretation and Management**

8.1 Local and County Government and Local Non-Profits.....	72
8.2 State Government.....	74
8.3 Federal Government.....	78
8.4 State and National Non-profits.....	81

## **Chapter 9 • Action Plan**

9.1 Organization and Preservation Management.....	85
9.2 Battleground Land Preservation.....	85
9.3 Planning and Zoning.....	86
9.4 Interpretation.....	86
9.5 Visitor Use and Access.....	87

---

<b>Bibliography.....</b>	<b>88</b>
--------------------------	-----------

# List of Tables, Maps, and Figures

## Chapter 1 • Introduction

### *Maps*

Map 1-1. National Register Boundary for Sackets Harbor Battlefield

Map 1-2. Study Area and Core Area for Sackets Harbor Battleground

Map 1-3. Defining Features of the Sackets Harbor Battleground

### *Figures*

Figure 1-1. Engraving of Sackets Harbor.

Figure 1-2. 1913 “Centennial Park” Memorial, honoring those who served and died in the War of 1812.

Figure 1-3. Interpretive wayside stations guide visitors through the battleground.

Figure 1-4. Portions of the battleground fall outside the State Historic Site boundaries.

Figure 1-5. Horse Island is privately owned, and the causeway to the mainland is also unprotected.

Figure 1-6. The study area includes the Boulton Beach Farms to the southwest of the historic site boundary.

Figure 1-7. The study area also includes adjacent lands that are now residential developments.

Figure 1-8. The core area includes the site of Fort Kentucky (also known as Fort Mud).

Figure 1-9. Horse Island and the causeway are also part of the core area.

## Chapter 2 • History of the Battles at Sackets Harbor

### *Figures*

Figure 1-1. Engraving of Sackets Harbor.

Figure 2-1. Sketch of Fort Tompkins.

Figure 2-2. Wilkinson’s map of the Second Battle of Sackets Harbor, showing troop and ship movements.

Figure 2-3. Portion of a drawing showing the locations of Fort Kentucky [Fort Mud] and the reinforced Basswood Cantonment, now called Smith Cantonment.

Figure 2-4. Fort Tompkins was razed by 1846.

Figure 2-5. Main Street about 1900. Town growth resulted in the subdivision of the battlefield.

Figure 2-6. Infantry and spectators at the 1913 dedication of the memorial obelisk.

## Chapter 3 • Existing Condition of the Battleground and Environs in 2010

### *Tables*

Table 3-1. National Register Listed Structures, Sackets Harbor Village Historic District

Table 3-2. National Register Listed Structures, Madison Barracks Historic District

### *Maps*

Map 3-1. Viewsheds of the Sackets Harbor Battleground

Map 3-2. Historic Resources in Study and Core Areas that Post-Date the Second Battle

Map 3-3. Land Use Within or Contiguous to Study Area

Map 3-4. Existing Conditions of Sackets Harbor Battlefield State Historic Site (part 1)

Map 3-5. Existing Conditions of Sackets Harbor Battlefield State Historic Site (part 2)

### *Figures*

- Figure 3-1. State context.
- Figure 3-2. County context.
- Figure 3-3. Sackets Harbor Battlefield State Historic Site boundary over USGS quadrangle.
- Figure 3-4. The majority of the study area is relatively flat.
- Figure 3-5. Topography is more dramatic along the shoreline. These limestone bluffs are along the northwest boundary of the State Historic Site.
- Figure 3-6. The remains of Fort Kentucky, also known as Mud Fort. The fortification was mostly leveled in the years following the war.
- Figure 3-7. Centennial Park is relatively flat, except for the monument mound in the center of the grove.
- Figure 3-8. The War of 1812 Monument sits on a small mound in the center of the grove.
- Figure 3-9. Vegetation in Sackets Harbor around the time of the battle. The areas of large black dots represent newly cleared areas with stumps remaining.
- Figure 3-10. Successional vegetation at the edge of the State Historic Site.
- Figure 3-11. Grasses, wild flowers, and volunteer shrubs cover the site of the battle.
- Figure 3-12. The Centennial Grove in the Battlefield Park is planted with maples.
- Figure 3-13. Views to Lake Ontario from the State Historic Site.
- Figure 3-14. The viewshed to Horse Island is diminished by residential development.
- Figure 3-15. Vacant waterfront parcel to the southwest of the State Historic Site.
- Figure 3-16. Interior views of the battlefield site are visible from public roads in the study area.
- Figure 3-17. Area of the Hartgen archeological survey southwest of State Historic Site.
- Figure 3-18. Parcel recently purchased by the State and part of survey.
- Figure 3-19. Horse Island is one of the cultural landscapes that falls outside the Historic Site boundaries.
- Figure 3-20. Archeologically important agricultural land outside the Historic Site boundaries.
- Figure 3-21. The Commandant's House (left) and Lieutenant's House (right).
- Figure 3-22. Well House (right), Stable (far left), and Ice House (right of Stable), located behind the Commandant's and Lieutenant's Houses.
- Figure 3-23. Hall House.
- Figure 3-24. Well House, adjacent to Hall farmhouse.
- Figure 3-25. Picnic Pavilion, with concrete building remnants visible in foreground.
- Figure 3-26. Barn, used to house exhibits.
- Figure 3-27. Pickering-Beach Museum, with the Pickering-Beach House visible just to the left.
- Figure 3-28. Site of the Root House.
- Figure 3-29. Residential development along Edmund Street.
- Figure 3-30. Boulton Farm.
- Figure 3-31. A large portion of the study area is part of the Sackets Harbor Battlefield State Historic Site.
- Figure 3-32. Agricultural land use includes grazing land for dairy cows.
- Figure 3-33. Commercial development includes docking at the Navy Point marina.
- Figure 3-34. The water treatment plant.
- Figure 3-35. The abandoned oil pipeline pier, with Horse Island visible in the background.
- Figure 3-36. Many of the buildings in Madison Barracks are undergoing restoration.
- Figure 3-37. Interpretive demonstrations include battle re-enactments and other activities.
- Figure 3-38. The entrance to the State Historic Site is at the terminus of West Main Street.
- Figure 3-39. Site map in front of the Lieutenant's House.
- Figure 3-40. Steve Wallace, a former historic site employee, gives an interpretive tour of the battlefield, including Horse Island.

## **Chapter 4 • Condition Assessment and Analysis**

### *Figures*

- Figure 4-1. Agricultural lands contribute to the preservation of the Battleground site.
- Figure 4-2. Agricultural open space contributes to the rural character of the village.
- Figure 4-3. Interpretation of Horse Island from a wayside on private property.

Figure 4-4. Waterfront development restricts viewsheds from public roads.

## **Chapter 6 • Preservation Priorities**

### *Tables*

Table 6-1. Preservation Value Ranking System for Priority Parcels within the Study Area

Table 6-2. Preservation Recommendations for Study Area of the Sackets Harbor Battleground

### *Maps*

Map 6-1. Priority Parcels

### *Figures*

Figure 6-1. A land parcel with highest priority: 1) located in core area; 2) contiguous to the State Historic Site; 3) accessible; and 4) contains archaeological resources.

## **Chapter 7 • Management Issues**

### *Figures*

Figure 7-1. Residential development adjacent to the study area impacts the viewshed.

Figure 7-2. Waste Management/Treatment facility adjacent to the study area impacts the viewshed.

Figure 7-3. Critical viewshed to rural open space from the road surrounding the Battleground Study Area.

Figure 7-4. Last remaining open space on the shoreline is critical for preservation of viewsheds. It is recommended that this parcel be purchased by the State if possible.

Figure 7-5. Critical viewsheds to Lake Ontario from the Sackets Harbor Battlefield State Historic Site.

Figure 7-6. Viewsheds to the marina, the Lake and Village buildings from Hill Street help retain the character and scale of the Village.

## **Chapter 9 • Action Plan**

### *Figures*

Figure 9-1. Horse Island, currently privately owned and serves as a summer residence and rental property for duck hunters and other sportsmen.

Figure 9-2. Undeveloped open space available on the shoreline, west of the battleground and Horse Island.

Figure 9-3. Interpretive opportunities beyond the boundaries of the State Historic Site include Horse Island currently not accessible to the public, but interpreted through wayside signage and a viewshed across private property.

Figure 9-4. Agricultural land not yet accessible offers opportunities for enhanced interpretation based on historical archeological resources that offer new insights into troop movements and engagements on the landscape.

Figure 9-5. Existing access to the State Historic Site at the northeast of the site off of Main Street between the Lieutenants House and the Pickering-Beach Museum.

Figure 9-6. Existing access and additional parking for the State Historic Site from Hill Street.

Figure 9-7. Potential public access, trail, and interpretation area on the forty acre parcel of battleground landscape purchased by the state of New York in 2006.

Figure 9-8. Potential public access and interpretive wayside from potential easements on private property.



# Introduction

## 1.1 Purpose of the Project

*"Sackets Harbor Battleground is considered a Priority 1 Principal Site which includes battlegrounds that are the most historically significant and most endangered. They require immediate preservation action before they are destroyed or damaged. Threats are expected to affect these sites within the decade. All levels of government and national organizations should focus their immediate attention on these threatened Class A and B sites."<sup>1</sup>*

Sackets Harbor is a lakefront village on the east shore of Lake Ontario, and was the setting for one of the most significant battles of the War of 1812. Located in the town of Hounsfield, Jefferson County, New York, Sackets Harbor is about 11 miles west of Watertown, the county seat. The major village thoroughfare, Main Street, extends from Jefferson County Route 3 northwesterly to the entrance of the Sackets Harbor Battlefield State Historic Site (State Historic Site). A second roadway, Ontario Street, extends through the State Historic Site and then turns northwesterly to extend along the Lake Ontario Shoreline. The harbor is located at the extreme eastern end of Lake Ontario on Black River Bay, protected from the lake by Pillar Point.

The Village of Sackets Harbor was awarded a grant from the American Battlefield Protection Program (ABPP) in 2008 to prepare a preservation plan for the Sackets Harbor Battleground. In conjunction with the preservation plan, the Village also sought to prepare a nomination to have the Sackets Harbor Battleground designated as a National Historic Landmark (NHL). With funding and support from the ABPP, the Village of Sackets Harbor hired John Milner Associates, Inc. (JMA) as consultants for the coordinated preparation of both projects. Through the collaboration of the Village's Battleground Preservation Steering Committee (Steering Committee) and JMA's team, a process for developing a community-based action plan to preserve the battleground and develop the

nomination for NHL status was established. The Steering Committee included Village officials, staff from the State Historic Site and the regional director of the Thousand Island State Park Region, Kevin A. Kieff, who guided the process and the outreach to the general public for ideas and issues that should be addressed in the preservation plan. Local stakeholders involved in the process included adjacent land owners, the staff of the State Historic Site and the interested public.

Presently, the State Historic Site boundaries include the only preserved land associated with the Sackets Harbor Battleground during the War of 1812, specifically the Second Battle of Sackets Harbor of May 28 and 29, 1813.

Based on an archeological study by Hartgen Archeological Associates, dated February 2008 and funded by the ABPP, and previous archeological studies of the area, there are archeological resources from the Second Battle of Sackets Harbor present in lands outside of the boundaries of the State Historic Site. Based on the location of these resources, the potential extent of the battlefield has grown and should be considered for purposes of long term preservation planning, the designation of the battleground as a National Historic Landmark, and the potential National Register boundary (potNR).

This preservation plan seeks to protect historic sites associated with the Second Battle of Sackets Harbor beyond the State Historic Site's borders and preserve the viewsheds, the cultural landscape and remaining historical and archeological resources of this significant area, since much of the land that encompasses the battleground is in private ownership. For the purposes of this document, this expanded landscape is referred to as the Sackets Harbor Battleground.

1 American Battlefield Protection Program, *Report to Congress on the Historic Preservation of Revolutionary War and War of 1812 Sites in the United States* (2007): 45, 73.



Figure 1-1. Engraving of Sackets Harbor. Sackets Harbor Battlefield Alliance collection.

## 1.2 Battleground Preservation in Sackets Harbor

*"The Village of Sackets Harbor was first settled in 1801 and by the outbreak of the War of 1812, the village was the primary U.S. military headquarters and shipbuilding center on the Great Lakes because it was the only harbor deep enough to accommodate the war ships of the period."<sup>2</sup>*

### Significance

The Battleground's primary significance is based on two attacks by the British and Upper Canadian forces. These attacks occurred on July 19, 1812 and May 28 and 29, 1813. These battles ensured American military control of the strategic northern border. Sackets Harbor Battlefield was nominated for the National Register (NR) in 1974 and placed on the Register in 1975. The National Park Service (NPS) survey of War of 1812 battlefields identifies the second battle of Sackets Harbor as "one of the ten most important in the country to the outcome of the war."<sup>3</sup> Because the national significance of the battleground rests with its role in the War of 1812, and specifically the battle of May 28 and 29, 1813, this preservation plan was developed for the expanded landscape associated with this battle and the existing preservation and interpretation of this battle landscape at the State Historic Site.

### Sackets Harbor Battlefield State Historic Site

The area currently comprising the Sackets Harbor Battlefield State Historic Site flourished with activity following the outbreak of war between the United States and Great Britain in June 1812, as "the center of American naval and military activity for the upper St. Lawrence Valley and Lake Ontario."<sup>4</sup> A large fleet was constructed in the shipyard and barracks built for the thousands of men who came and fought in the War of 1812. After the battle on May 28 and 29, 1813, Sackets Harbor was an active site for construction of naval ships and when the war ended in December 1814, the Lake Ontario fleet was placed in storage (*figure 1-1*).<sup>5</sup> After the war, the battlefield reverted to farmland and blockhouses were converted to barns or offices for the commandant of the Navy Yard.

Changes again occurred in the 1840s when old naval buildings were removed and new quarters constructed for the naval commandant and lieutenant. The 1913 "Centennial Park" portion of the historic site was recognized as early as 1866 as a special plot of land to be set aside to honor all the military personnel who had fought and died in the War of 1812 (*figure 1-2*). In 1878 the land was called the Old Battle Ground and was used for patriotic meetings, political rallies, church picnics, and other events.

2 Deborah S. Gorden, *Sackets Harbor Battlefield State Historic Site Cultural Landscape Report* (Waterford: New York State Office of Parks, Recreation, and Historic Preservation, 2007): 2.

3 ABPP, *Report to Congress*, 63.

4 New York State Office of Parks, Recreation and Historic Preservation, "Sackets Harbor Battlefield State Historic Site," <http://www.nysparks.com/historic-sites/7/details.aspx>.

5 New York State OPRHP, "Sackets Harbor Battlefield."





Figure 1-2. 1913 "Centennial Park" Memorial, honoring those who served and died in the War of 1812. JMA 2009.

New York State took control of the Navy Yard in 1967 and acquired more of the historic battleground. The State Historic Site continues to be managed by the New York State Office of Parks, Recreation and Historic Preservation. It contains six historic structures. Interpretation for visitors, classes and groups is accomplished through exhibits, outdoor signs, guided and self-guided tours and, during the summer months, guides dressed in clothing styles of 1813 portray camp life of the common soldier (figure 1-3). In 2006, the state expanded the State Historic Site by purchasing 40 acres from the Local Development Corporation. This brought the total acreage to its current seventy-one acres.



Figure 1-3. Interpretive wayside stations guide visitors through the battleground. JMA 2009.

## Planning Context

The Sackets Harbor Battleground is located in the Sackets Harbor Heritage Area and the Sackets Harbor Local Waterfront Revitalization Program (LWRP) Area and is covered by these management plans. Combined in one document, they serve as the Village of Sackets Harbor Comprehensive Plan (LWRP/HAMP). The Village of Sackets Harbor has

identified the battleground resource specifically in this plan and noted the importance of historic preservation in general to the community.

Sackets Harbor is one of 18 sites in New York State designated as a Heritage Area as described in the LWRP/HAMP:

"The village's participation in the Heritage Area program attests to the national, state, and local significance of its historic resources. The theme of the Sackets Harbor Heritage Area is defense, due to the extensive military activity in the village from the War of 1812 until the Army's abandonment of the Madison Barracks complex at the end of World War II."<sup>6</sup>

One of the major goals of the LWRP/HAMP is **Preservation**, defined in the plan document as "restoration, rehabilitation, protection and enhancement of structures, districts, sites and views that are of significance in the history, architecture, archeology or culture of the village, state, and nation. Objectives under **Preservation** include:

- Identify key structures, sites, features, and views that best relate the village's historic, architectural and archeological importance,
- Preserve and enhance the War of 1812 battlefield,
- Provide Zoning Law that protects and preserves the historic, cultural, architectural, and archeological character of Sackets Harbor,
- Encourage public/private sector cooperation in matters pertaining to preservation, enhancement and adaptive reuse of cultural and historic resources, and
- Preserve scenic views of the waterfront and open space.<sup>7</sup>

The LWRP/HAMP also includes the War of 1812 battleground and Horse Island as additional historic resources in the village outside of the National Register Districts. According to the plan, a large portion of the actual War of 1812 battleground still lies *outside* of the State Historic Site and on privately owned property (figure 1-4). In addition,

6 Environmental Design & Research, *Village Of Sackets Harbor Local Waterfront Revitalization Program (LWRP) & Heritage Area Management Program (HAMP) DRAFT* (2009): xiii.

7 EDR, *LWRP/HAMP DRAFT*, 29.





Figure 1-4. Portions of the battleground fall outside the State Historic Site boundaries. JMA 2009.



Figure 1-5. Horse Island is privately owned, and the causeway to the mainland is also unprotected. JMA 2009.

Horse Island is closely related to the significance of the State Historic Site. Here, British soldiers landed in 1813, crossed a breakwater to the mainland, and marched on the village, only to be repelled by the Americans. The island contains a lighthouse constructed in the mid-19<sup>th</sup> century (figure 1-5).<sup>8</sup>

## National Historic Landmark Designation

National historic landmarks are nationally significant historic sites designated by the Secretary of the Interior because they possess exceptional value or quality by illustrating or interpreting the heritage of the United States. Currently there are twenty-three War of 1812 sites with National Landmark designation.

In 2007, ABPP prepared the *Report to Congress on the Historic Preservation of Revolutionary War and War of 1812 Site in the United States*, which identified 136 principal historic properties associated with the

War of 1812. The report classified these properties into four groups (A, B, C, and D) according to their relative historic significance. Only seven percent of those battles were ranked in the top tier (A) for being the “site of a military or naval objective or result that shaped the strategy, direction, outcome, or perception of the war.” As an indicator of national significance, Sackets Harbor Battleground is one of only nine War of 1812 historic properties ranked in the top tier.<sup>9</sup>

The Sackets Harbor Battleground is a complex site with national significance related to the events that took place there on May 28 and 29, 1813 and embodied in two applicable National Historic Landmark themes: *Shaping the Political Landscape*; and *The Changing Role of the United States in the World Community*. The significance of the battleground grew from the Jeffersonian Embargo Act of 1807. The years prior to the War of 1812 were a time of conflict in international trade policy. British orders restricted neutral shipping, and the Embargo Act forbade all international trade to and from United States ports. A lively smuggling trade emerged in the Lake Ontario region in defiance of the act’s provisions, and Sackets Harbor’s first military role was as a site of operations to control smuggling at the eastern end of the lake. The increased militarization of Sackets Harbor coincided with the heightened political and military tensions that led to the outbreak of war.

During the War of 1812, Sackets Harbor played a crucial role in the conduct of war in the Lake Ontario theater. It was the Army and Naval headquarters for the lake region and was the launching point for American raids on targets in Upper Canada. The Second Battle of Sackets Harbor marked a critical juncture in the war. Taking advantage of the lower force levels at the military base occasioned by the American raid on Fort George, the British sought to destroy American shipbuilding capacity at Sackets Harbor. By fighting the British to a draw, the Americans protected most of the shipbuilding capacity and insured future parity in the naval conflict on Lake Ontario.

Not only was Sackets Harbor a site of a critical base and a critical battle, its present character gives it national significance. Many War of 1812 battle sites have been severely compromised by subsequent development and now lack archeological potential.

8 EDR, LWRP/HAMP DRAFT, xiii.

9 ABPP, *Report to Congress*, 61.



Although some development has occurred in the area of the battle at Sackets Harbor and more may be on the horizon, there are large contiguous tracts of land that have seen only minor landscape alterations in the intervening 200 years.<sup>10</sup>

### 1.3 Battleground Boundaries

*Refer to Map 1-1: National Register Boundary for Sackets Harbor Battleground, Map 1-2: Study and Core Area for Sackets Harbor Battleground, and Map 1-3: Defining Features of the Sackets Harbor Battleground*

The Sackets Harbor Battleground has no legislated boundaries except for the land area that encompasses the State Historic Site. The study and core area outlines, as defined by the ABPP, are an attempt to display the extent of the battle on the landscape based on historic resources. Outlines of the study and core areas are not to delineate boundaries, but represent decisions to identify and highlight specific land parcels for preservation. These are the critical parcels that still contain historic or archeological resources that tell the entire story of the battle.

The **study area** represents the historic extent of the battle as it unfolded across the landscape. Historic accounts, terrain analysis, and feature identification inform the delineation of the study area boundary. The methodology for distinguishing the study area is based on the history of the battle, regardless of the integrity of the landscape (*figures 1-6 and 1-7*). The study area contains resources known to relate to or contribute to the battle event; where troops maneuvered, deployed and fought immediately before, during, and after combat. The study area indicates the extent to which historic and archeological resources associated with the battle (areas of combat, command, communications, logistics, medical services, etc.) may be found and protected.<sup>11</sup> In addition, the study area provides strategic context and geographic setting for understanding the conflict in question.<sup>12</sup>

The **core area** represents the main area of fighting on the battlefield and includes areas of confrontational deployment, heaviest fighting and



Figure 1-6. The study area includes the Boulton Beach Farms to the southwest of the historic site boundary. JMA 2009.



Figure 1-7. The study area also includes adjacent lands that are now residential developments. JMA 2009.

most severe casualties. Positions that delivered or received fire fall within the core area (*figures 1-8 and 1-9*). The core area is often the first to be targeted for protection and lies within the study area. The battleground study area can absorb some degree of alteration depending on the site, while the loss of core area acreage inhibits the interpretation of essential battlefield events and at some imprecise point prohibits interpretation altogether.<sup>13</sup>

Stephen R. Wallace and Constance B. Barone from the staff of the State Historic Site and findings in the Hartgen Archeological Study (2008) were instrumental in further defining the places within the core area that witnessed the major battle lines and the heaviest fighting. These sources also helped define the most important areas to preserve and to provide access to the public for interpretation.

<sup>10</sup> National Park Service, "National Historic Landmark Nomination, Sackets Harbor Battlefield" (2011, Pending Designation): 15-16, 31.

<sup>11</sup> ABPP, *Report to Congress*, 27.

<sup>12</sup> ABPP, *Report to Congress*, 27.

<sup>13</sup> ABPP, *Report to Congress*, 27.





Figure 1-8. The core area includes the site of Fort Kentucky (also known as Fort Mud). JMA 2009.



Figure 1-9. Horse Island and the causeway are also part of the core area. JMA 2009.

## 1.4 Principles for Planning and Preservation

As the 225<sup>th</sup> Anniversary of the Revolutionary War approached in 2000, members of Congress were concerned that the historical integrity of many Revolutionary War sites and War of 1812 sites were at risk. In order to determine the significance of the sites and to assess long and short term threats to their integrity, Congress passed The Revolutionary War and War of 1812 Historic Preservation Study Act of 1996 (P.L. 104-333, Section 603; 16USC 1a-5 Notes). After years of extensive research and collaboration by all entities involved in preservation of these many important and invaluable sites, the resulting "Report to Congress on the Historic Preservation of Revolutionary War and War of 1812 Sites in the United States" was completed and presented to Congress. The study is perhaps the broadest federal effort ever undertaken to determine the status of Revolutionary War and War of 1812 resources.

The Congress of the United States of America authorized the study because it found that

- the War of 1812 sites provide a means for Americans to understand and interpret the periods in American history during which the War of 1812 was fought;
- the historical integrity of many War of 1812 sites is at risk because many of the sites are located in regions that are undergoing rapid urban or suburban development; and
- it is important for the benefit of the United States, to obtain current information on the significance of, threats to the integrity of, and alternatives of the preservation and interpretation of War of 1812 sites.<sup>14</sup>

The Preservation Study Act embodies the encompassing principals for preservation of War of 1812 battlefields which includes the Sackets Harbor Battleground.

Because the Sackets Harbor Battleground is a nationally significant resource, this plan also follows the Secretary of the Interior's principles and standards regarding the evaluation and treatment of historic properties. These standards are set forth in *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes* (NPS, Washington, DC, 1996) and *The Secretary of the Interior's Standards for Rehabilitation of Historic Buildings* (NPS, Washington D.C., 1992).

## 1.5 The Preservation Planning Process

The intention of this plan is to identify a study and core area for the battleground, identify and inventory existing conditions and threats to the battleground and formulate a community-based action plan to preserve and interpret the Sackets Harbor Battleground.

The plan was guided by the Steering Committee of representatives from the Village, staff at the State Historic Site and the regional director of the Thousand Islands Region. Staff at the State Historic Site provided resources, data, reports, photographs, historical information and a wide range of additional resources to guide the development of this plan and the NHL nomination. With guidance

<sup>14</sup> ABPP, *Report to Congress*, 9.

from the Steering Committee, the following process was used to develop the plan.

- A. Collection of Battleground Information and Community Data  
**Presented Work Plan to the Steering Committee October 14, 2009**
- B. Development of the Vision, Purpose, and Goals of the plan  
**Public Meeting with Steering committee and local stakeholders, October 15, 2009**
- C. Inventory of Existing Conditions and Historical Resources of the Study Area
- D. Development of an Analysis/Conditions Assessment and Identification of Threatened Parcels
- E. Development of Treatments and Preservation Management Strategies
- F. Development of Potential Preservation Tools and Techniques
- G. Identify Preservation Priorities
- H. Identify Potential Partners in Preservation, Interpretation and Management
- I. Preparation of Draft Preservation Plan for Steering Committee Review and ABPP Review  
**Public Meeting with Steering committee and local stakeholders, September 23, 2010**
- J. Revision of Draft Preservation Plan based on reviews and Preparation of Final Preservation Plan
- K. Submission of Final Plan to Village of Sackets Harbor

## 1.6 Issues and Ideas to be Addressed by the Plan as Identified by the Public

At the first public meeting on October 15, 2009, citizens of the local area offered the following list of issues, ideas, and questions that should be addressed in the preservation plan and in any subsequent interpretive and visitor services

plans. The meeting was held at the Sackets Harbor Community Building where the consultants presented the goals and outline for the preservation plan and the National Landmark designation. The presentation and discussion yielded the following:

- Should the preservation plan include structures in the Village that were present or pre-date the War of 1812?
- Other houses along Main Street and in the Village that predate the War of 1812 may be listed in the Village Historic District.
- Potential archeological sites are important to village buildings designated as National Historic Landmarks.
- Archeological surveys of Duncan Campbell during the 1950s and 1960s: the collection recently came back to the state (Peebles Island) and includes: 1) the dump at Fort Pike; 2) Smith Cantonment; and 3) Fort Tompkins. It may include some sketch maps, however, if maps do not exist, residents would be a good resource for location.
- There has been a community effort to encourage the State of New York to purchase land from the Land Development Corporation (LDC) due to concerns about development of the recently acquired land.
- The State has also been approached to purchase the polo grounds, burial grounds, and the stone tower.
- What are the conceptual and future plans for the LDC property? The North terminal side was designated residential in visioning sessions and would need clean up. The south part was designated commercial and no clean up was necessary. Does it need to be cleaned up if designated residential?
- The preservation plan could hopefully inform the current trails project and its layout. The projects can complement each other.
- What are the impacts of the trail and interpretation? There has to be a balance and avoid disturbing potential archeological resources.
- Will the preservation plan address width and surfacing of the trail?
- Questions about the National Landmark Designation: 1) What will the designation mean to private landowners? 2) Will investigation include the battlefield/



battleground and other places in the Village that may be associated?

- Will there be any involvement of Canadian research?
- Would Storrs Harbor in Hounsfield, an auxiliary ship building facility, be pulled in to the designation?
- Would the Lakeside Cemetery be included? The original property was two acres and it has burials associated with the War of 1812. It has been a cemetery since before 1803 when the property was given to the town.
- What are the economic benefits of National Landmark designation?

A second public meeting was held on September 23, 2010. Discussions at this meeting yielded the following questions and concerns:

- Will preservation incentives for private landowners unduly place new or more extensive regulations on the properties?
- The impact of the NHL is one of a “good name” for the battleground and heightened awareness of its significance. There are no regulations behind it.
- What and where are funding opportunities for historic preservation?

## 1.7 Goals for the Preservation Plan

In 2002, community goals for preservation and achieving a shared vision for the Town of Hounsfield and the Village of Sackets Harbor were documented during a participatory community planning initiative, sponsored by the Sackets Harbor Area Cultural Preservation Foundation, Inc. A document was produced and entitled *One Community – Achieving A Shared Vision: Town of Hounsfield and the Village of Sackets Harbor*. In it, participants identified significant issues or ideas to formulate a vision statement for the community of Hounsfield/Sackets Harbor that called for protection and preservation of all resources—natural, agricultural, scenic historic, and recreational.

Based on resource preservation and protection ideas developed during the visioning process in the community planning initiative, this preservation plan sets out to develop preservation strategies for the battleground that balance land and resource

protection, private landowner concerns, and public access and use. Some preservation goals have been outlined in existing planning documents and others have developed due to the concerns and issues discussed at the public meetings for the preservation plan. Goals for the Sackets Harbor Battleground Preservation Plan include the following:

- Support efforts to preserve as much of the actual War of 1812 battleground as possible and provide appropriate interpretation.
- Develop the preservation plan with extensive landowner and public participation.
- Address the preservation of not only battleground land, but also contributing historic features, landscape elements, and archeological sites.
- Address the preservation of viewsheds, particularly land visible from the core areas of the battlefields.
- Include a range of preservation options, such as, the purchase of land or easements from willing sellers and other voluntary measures.
- Locate, identify, and document historic features on the battleground.
- Encourage sensitive and compatible development in and around the battleground.
- Ensure that landowners are provided as much information as possible to make informed decisions about any preservation steps that are an option for them.
- Inform the layout of the Bicentennial trail and potential visitor access points to battleground sites or interpretation of those sites.
- Provide an action plan to implement the plan’s recommendations.

These goals were used to guide the preparation of this preservation plan for this significant War of 1812 battleground. Concerns expressed in the public meetings are addressed in the chapters concerning management issues, preservation tools and techniques, potential partners in preservation, and the action plan.



# History of the Battles at Sackets Harbor

## 2.1 Introduction

The following is a brief overview of the history of the Sackets Harbor Battleground. More comprehensive accounts of Sackets Harbor and its involvement in the War of 1812 are written elsewhere and are referenced throughout this chapter. Much of the information was taken from Patrick Wilder's 1994 book *The Battle of Sackets Harbor*, Hartgen Archeological Associates' 2008 report *Archeological Investigation of the Sackets Harbor War of 1812 Battleground*, and the 1974 National Register Nomination Form for Sackets Harbor Battlefield. The intention of this chapter is not to develop an exact timeline of the events of the battle, but to establish historical context.

## 2.2 Settlement Period (c. 1608–1807)

### European Settlements

European settlement of the Lake Ontario area dates to 1608, when the French founded Quebec and secured their claim to the St. Lawrence River, which provided access to the Great Lakes and North American interior. Prior to this time, the area had been predominantly inhabited by various indigenous peoples. French, British, and American settlements established over the next two centuries consisted of trading posts, forts, and missions along the lakes and surrounding countryside. The first permanent sites in the vicinity of the project area were established at the beginning of the nineteenth century. These sites enjoyed significant trade exchange as a result of the major role Lake Ontario played as a shipping route, especially before the completion of the Erie Canal.<sup>1</sup>

### Augustus Sacket & Shipbuilding at Sackets Harbor

In 1801, Augustus Sacket (sometimes Sackett), a New York attorney, bought the land around a

natural harbor surrounded by abundant timber, recognizing its potential role in Lake Ontario's busy shipping trade. A customs house was established at the harbor in 1803, and Augustus Sacket named the customs agent.<sup>2</sup> The village of Sackets Harbor was founded 1804, with fishing and shipbuilding industries quickly organized.<sup>3</sup> The surrounding woodlands made Sackets Harbor an ideal location for this activity. Shipbuilding activities required clearing of trees; much of the area where the War of 1812 battle would later take place was in the area of clearing and was therefore open with freshly cut stumps.<sup>4</sup>

## 2.3 Military Presence and War of 1812 (1808–1815)

### The Arrival of the Military

Tensions between France and Britain in the early 1800s caused Congress to pass a series of embargo acts forbidding Americans from trade with either country. Unsurprisingly, with little enforcement in the Great Lakes, smuggling was soon rampant. Troops were stationed at the customs house in Sackets Harbor and other ports to control the smuggling, but their numbers were insufficient. In 1808, more troops were sent in under the command of Lieutenant M.T. Woolsey to further control smuggling, protect American goods from capture, and build the American naval presence in the Great Lakes. Originally stationed at the shipyard of Oswego, Woolsey moved the shipbuilding operation to Sackets Harbor in 1810, after the completion of the U.S. Brig *Oneida*, citing concerns about the depth of the Oswego harbor. He immediately began construction of fortifications to protect the newly established navy yard.<sup>5</sup> By 1811, Woolsey had impressed several merchant ships into

1 Hartgen Archeological Associates, *Archeological Investigation of the Sackets Harbor War of 1812 Battleground* (2008): 8-9.

2 Patrick A. Wilder, *The Battle of Sackets Harbor* (1994): 5.

3 Hartgen, *Sackets Harbor War of 1812 Battleground*, 9.

4 National Register of Historic Places – Nomination Form, "Sackets Harbor Battlefield" (1974).

5 Wilder, *Battle of Sackets Harbor*, 5-10; Hartgen, *Sackets Harbor War of 1812 Battleground*, 9-11.

service and erected a small battery on the limestone cliffs overlooking the yard.<sup>6</sup>

## The War of 1812

### First Battle of Sackets Harbor (July 1812)

Just before Congress officially declared war in June 1812, Woolsey had captured a British ship and harbored it at Sackets Harbor. Hearing about the war, he impressed the ship into service for the American effort. In early July, a small fleet of British ships were sent to Sackets Harbor to recapture the ship. The Americans fired at the British ships from the cliff battery as they approached, and though Woolsey's armament was small, the British retreated. Woolsey recognized the need for more fortification around the naval yard.<sup>7</sup>

### Fortification (August 1812 – May 1813)

Over the next few months, new supplies and manpower arrived to supplement the naval yard armament, and Woolsey began preparations for the arrival of Commodore Isaac Chauncey, who was

under orders to take command at Sackets Harbor. Construction began on what would eventually become Fort Tompkins, and Woolsey also erected a powder magazine, shipbuilding facility, and barracks (figure 2-1). Shortly after Chauncey's October arrival to Sackets Harbor, Fort Volunteer was raised east of the naval yard.

Both the British and American sides spent the long winter building their defenses and planning for spring. In Sackets Harbor, more troops arrived under Colonel Alexander Macomb and an additional barracks was constructed to accommodate the larger numbers. The new barracks were erected close to Fort Tompkins and became known as the Basswood Cantonment. Chauncey continued to build and outfit ships and Macomb set up additional defenses in the village and military installations, which may have included abatis.

In March 1813, more troop support arrived in Sackets Harbor, in the form of infantry, artillery, dragoons (mounted infantry), and volunteers. By April, Chauncey had become impatient and set out on the offensive, leading a force of ships and

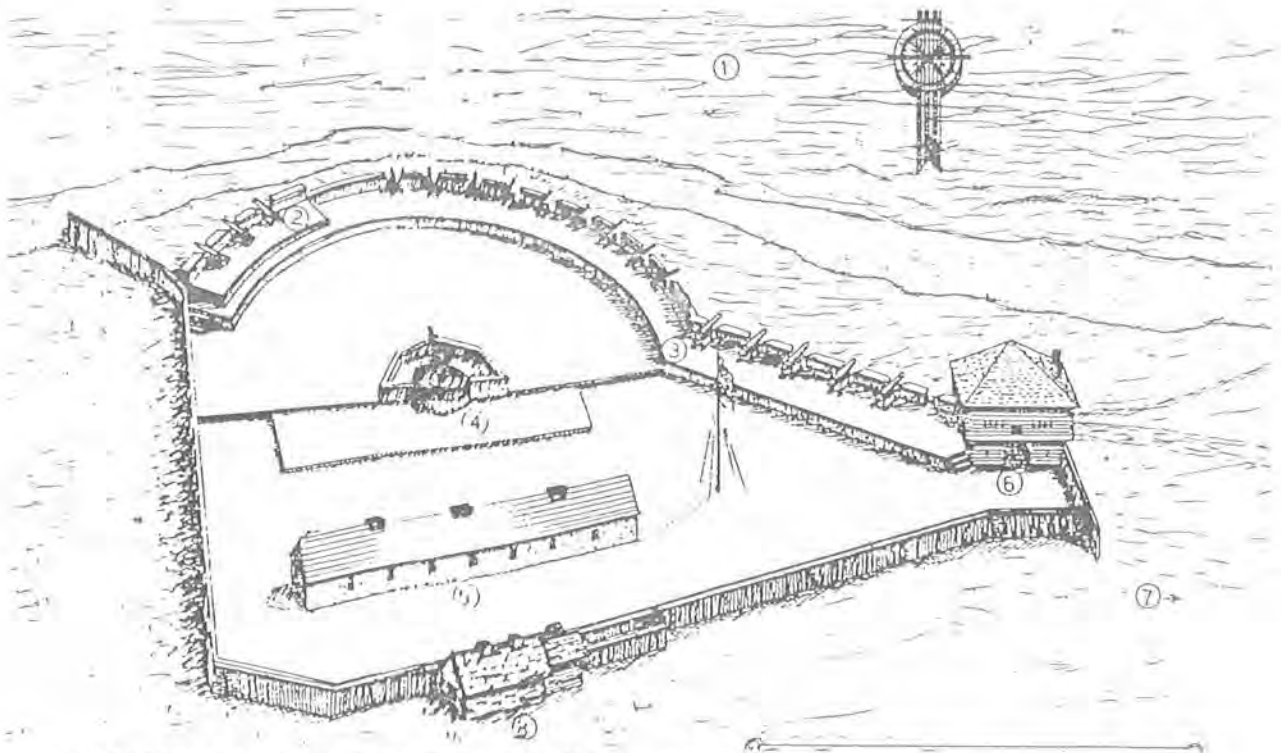


Figure 2-1. Sketch of Fort Tompkins. *Sackets Harbor Battlefield Alliance collection.*

6 Hartgen, *Sackets Harbor War of 1812 Battleground*, 9-11.

7 Hartgen, *Sackets Harbor War of 1812 Battleground*, 11; Wilder, *Battle of Sackets Harbor*, 5-10.

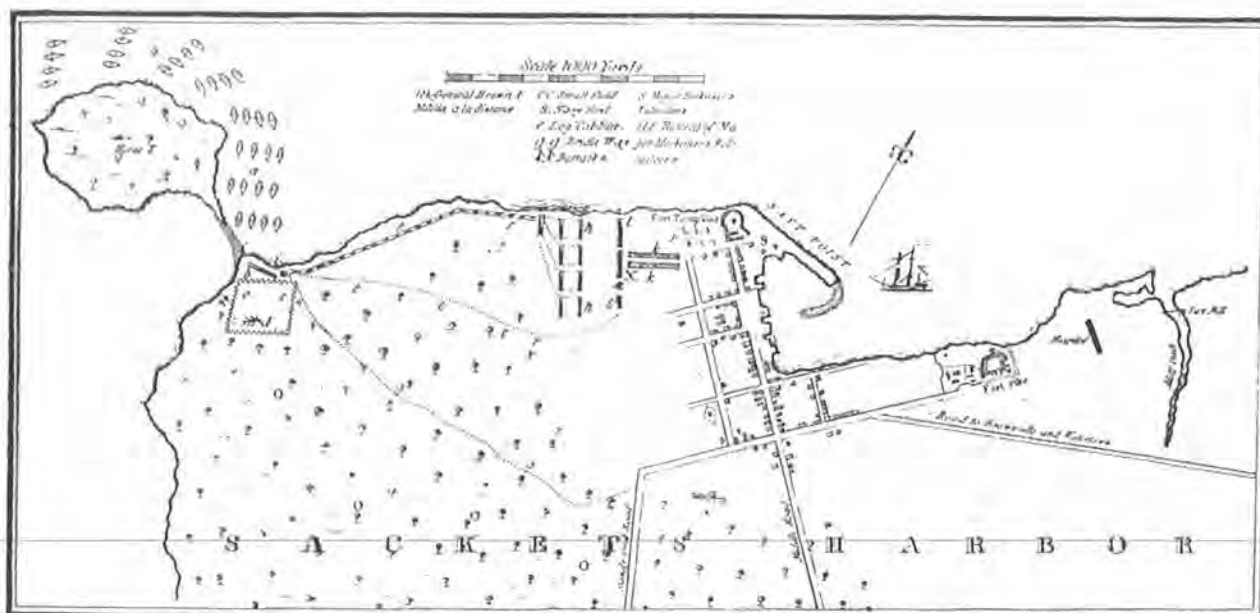


Figure 2-2. Wilkinson's map of the Second Battle of Sackets Harbor, showing troop and ship movements. *Sackets Harbor Battlefield Alliance collection.*

met to attack York. Sackets Harbor was left largely undefended, so reinforcements were called in from surrounding areas for support. On May 27, with most of the ships and men deployed from Sackets Harbor, the British seized their chance to attack the naval yard.

### Battle of Stony Point & Second Battle of Sackets Harbor (May 27-29, 1813)

Intending to surprise the remaining forces at Sackets Harbor, the British set sail. A brief naval battle ensued near Stony Point, ending with a British victory and a number of Americans either captured or killed. Those who escaped were able to warn both the naval yard and Chauncey, still away, of the impending attack. The British had lost the element of surprise, but still felt they had superior forces and delayed their attack on the harbor until the morning of the 29<sup>th</sup>.

The delay allowed the Americans time to prepare a defense and wait for reinforcements to arrive. They assumed the British would disembark on Horse Island, since the limestone cliffs protected the harbor. The island, connected to the mainland via a narrow causeway, was the only practical landing place. The Americans established a camp on the island, likely clearing it to build defensive outworks. A secondary defensive position, manned by the militia, was established on the mainland to protect the causeway. It is probable that the

mainland was sparsely wooded, as many of the larger trees were likely felled for building ships and the fort structures. Troops were stationed at intervals between the causeway and Fort Tompkins.

As predicted, British ships landed on Horse Island, and exchanged fire with the Americans camped there (figure 2-2). The Americans quickly retreated across the causeway and the British, now on the island, prepared for a landing on the mainland. First-hand accounts of the battle begin to differ here, making it difficult to determine the actual boundaries of the battleground.

The British made landfall at the causeway, exchanging fire with the American militia. British troops pushed forward over the open fields as the intimidated volunteers began to retreat into the countryside. As the British advanced, they were met with stiffer resistance from the American regulars stationed closer to the naval yard, but eventually took the Basswood Cantonment. The Americans retreated to Fort Tompkins, and some fled to Fort Volunteer on the other side of the harbor. Witnessing the retreat, troops stationed at the navy yard spiked the cannons and burn the stores to prevent them from capture. At this point, the British numbers were dwindling, and after a refused request for an American surrender, the retreat sounded. The Americans did not attempt to stop their departure, and the battle ended with no clear victor.



## Denouement (June 1813 – 1815)

After the battle, recognizing the vulnerabilities of the naval yard, the Americans set to strengthening the harbor's defenses. Fort Kentucky (also known as Fort Mud) was constructed to defend the western flank of the site, and blockhouses were built to harden Basswood Cantonment, which was renamed Smith Cantonment (*figure 2-3*). Stockades and other outworks were also constructed, but Sackets Harbor did not see further action during the war.



Figure 2-3. Portion of a drawing showing the locations of Fort Kentucky [Fort Mud] and the reinforced Basswood Cantonment, now called Smith Cantonment. *Sackets Harbor Battlefield Alliance collection.*

Peace was declared by the signing of the Treaty of Ghent in December 1814 (approved by Congress in February 1815), and shipbuilding at Navy Point came to a close, with much of the naval station subsequently dismantled.

## 2.4 Continued Military Presence (1815–1849)

Though the naval station was broken up after the war, the facility continued to be used until the 1840s. The military presence in Sackets Harbor was constant, though numbers fluctuated. After Smith

Cantonment was demolished in 1825, troops were housed in Madison Barracks, erected northeast of Navy Point. Much of the land where the battle took place was put under cultivation, and the site of Fort Kentucky was leveled.<sup>8</sup> A farmhouse, barn and garage associated with a c.1820-1867 Hall farmstead are still located on the site. Horse Island remained largely undeveloped, and a lighthouse was erected on the reforested island in 1831.

Sackets Harbor saw an increase in military presence during the Patriot's War of 1838-39. Attempting to strengthen the American presence in the northern frontier, there was a significant stockpiling of arms in both Sackets Harbor and nearby Watertown.<sup>9</sup>

By 1846, Fort Tompkins was razed to make room for the Commandant's House (built in 1847-49) and the Lieutenant's House (built in 1849) (*figure 2-4*).<sup>10</sup>

## 2.5 Redevelopment (1849–1886)

As the military presence in Sackets Harbor decreased, land was used increasingly for private development and agriculture. Decorative porches were added to the Commandant's and Lieutenant's Houses in 1856 and 1852, respectively, indicative of the relaxed mood in the area following the tensions in the 1840s.<sup>11</sup>

Town growth saw the battlefield divided into at least four separate farm lots, the waterfront privately developed, and public streets constructed (*figure 2-5*).

## 2.6 Commemorative Period (1886–present)

In the latter part of the 19th century and early part of the 20th century, steps were taken to commemorate the area where the second battle of Sackets Harbor had taken place. In 1886, part of the battlefield was donated as park. Around 1900, the decorative porches that had been added to the Commandant's and Lieutenant's Houses were replaced with simpler designs,<sup>12</sup> but restored to their 1865 appearances

<sup>8</sup> NRN Form, "Sackets Harbor Battlefield."

<sup>9</sup> NRN Form, "Sackets Harbor Battlefield."

<sup>10</sup> NRN Form, "Sackets Harbor Battlefield."

<sup>11</sup> NRN Form, "Sackets Harbor Battlefield."

<sup>12</sup> NRN Form, "Sackets Harbor Battlefield."



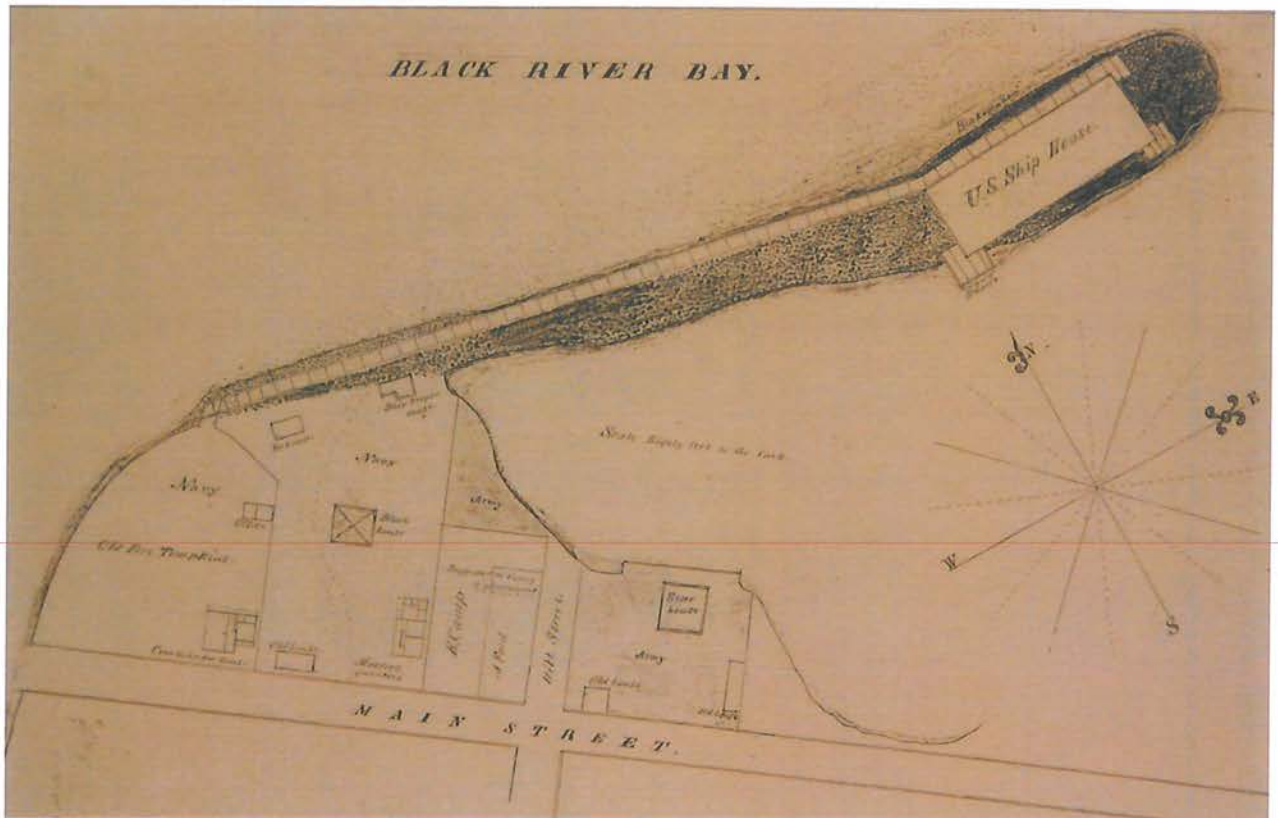


Figure 2-4. Fort Tompkins was razed by 1846. Sackets Harbor Battlefield Alliance collection.



Figure 2-5. Main Street about 1900. Town growth resulted in the subdivision of the battlefield. Sackets Harbor Battlefield Alliance collection.

in 1973. In 1913, a memorial obelisk was erected (figure 2-6). During the Depression years (c.1929-1933) rows of trees were planted and a stone wall built as a public works project in the battlefield area; at the same time, the park was transferred to the ownership of New York state.<sup>13</sup>

The 1920s saw a substantial impact to the area in the form of a large petroleum bulk storage facility, constructed almost at the heart of the former battlefield. Additionally, a concrete pier was constructed off the limestone cliffs. The site occupied almost 72 acres at its height, and archeological resources in this area may have been compromised or destroyed.

In 1955, the US Navy disposed of the naval station entirely, and by 1967, the New York State Historic Trust was gathering land parcels to develop a historical program for the battleground. Archeological studies were carried out at the sites of Fort Tompkins, Smith Cantonment, and Fort Kentucky between 1967 and 1970, providing valuable information about the movements and skirmishes of troops during the battle.<sup>14</sup>



Figure 2-6. Infantry and spectators at the 1913 dedication of the memorial obelisk. *Sackets Harbor Battlefield Alliance collection.*

13 NRN Form, "Sackets Harbor Battlefield."

14 NRN Form, "Sackets Harbor Battlefield."





Figure 3-3. Sackets Harbor Battlefield State Historic Site boundary over USGS quadrangle. Scale: 1"=2000'. USGS; JMA 2010.

## Existing Conditions of the Battleground and Environs in 2010

### 3.1 Geographic Context

The Village of Sackets Harbor is on Black River Bay, southwest of the mouth of the Black River, on Lake Ontario. The harbor, carved by the same glacial retreat that resulted in the formation of the lake, was instrumental to the founding and early history of the village and the military presence in this location. The protected nature of the harbor, its adjacent cliffs, surrounding woodlands, and proximity to major shipping routes through the Great Lakes, made it an ideal location for the military installations and shipping operations founded there during the nineteenth century. Sackets Harbor was especially prominent during the early 1800s through the War of 1812, when it served as a base of operations for the enforcement of the Embargo Act, a major Naval shipyard, and the site of numerous forts and troop barracks which proved important to the war effort.

Legislatively, the Village of Sackets Harbor is located in the Town of Hounsfield, Jefferson County, New York. The Town of Hounsfield was incorporated in 1806 and encompasses 28 square miles bounded on the west by Lake Ontario and on the north by the

Black River. Sackets Harbor is the one incorporated village within the town. The town population is 3,300 individuals, half of which live in Sackets Harbor. Outside of Sackets Harbor, the town has retained its rural, agricultural character. It has two scenic byways: the Seaway Trail National Scenic Byway and the Olympic Trail State Scenic Byway. The county is part of the “North Country” and “Thousand Island” regions of upstate New York; both are recreation and tourism destinations. The county is primarily rural in character, with its major land uses comprised of open spaces, agriculture, and forests.

Sackets Harbor is a major destination on the Great Lakes Seaway Trail and the home of the Seaway Trail Discovery Center, located in the historic Union Hotel. The Great Lakes Seaway Trail is a 454-mile length of scenic byway, winding from the international bridge at Massena, New York to the Pennsylvania link on Lake Erie, and another 64 miles to the Ohio state line. The driving route connects historic villages and cities with “scenic



Figure 3-1. State context. JMA 2010.



Figure 3-2. County context. JMA 2010.



landscapes and diverse destinations along the St. Lawrence River, Lake Ontario, Niagara River and Lake Erie."<sup>1</sup>

## 3.2 Natural Systems and Features

The natural systems and features of the Sackets Harbor Battleground study area relate to Lake Ontario and the natural harbor created by the Navy Point peninsula. The lake and protected harbor, as mentioned previously, were the basis for the selection of this area for the founding of the village and military installations. The scenic qualities and recreational opportunities of the lake and harbor continue to draw tourists and residents to the village today. Though its boundaries are largely unchanged from those during the period of significance, the lake continues to undermine the bluff along the lake edge. A comparison of historic and contemporary maps shows that the shorelines along the northwest boundary of the site and Navy Point have changed due to erosion since the period of significance. Lake Ontario is the source of drinking water for the village, and while the water quality is currently very high, stormwater runoff could pose a contamination threat. Treated effluent from the local wastewater treatment plant enters the lake just north of the abandoned oil pipeline pier, but no water quality problems have been identified with this practice.<sup>2</sup>

Soils within the study area are closely related to the geologic formation of Lake Ontario, formed from the glacier till deposited by the retreating Wisconsin Glaciation approximately 10,000 years ago. The soil lies thinly over the glacially-scarred limestone bedrock, about 12-60 inches around the time of the Battle of Sackets Harbor,<sup>3</sup> today about

10-20 inches deep.<sup>4</sup> The shallow, clayey soils are acidic and poorly drained, resulting in several low, swampy wetland areas across the study area and within the village.<sup>5</sup>

In addition to the low, swampy areas in the study area, there are four types of federally-regulated wetlands within the village, none of which have been developed. Portions of two of these wetlands fall within in the study area boundary;<sup>6</sup> recommendations for preservation of these areas are addressed in Chapter Seven of this document. In terms of flooding, apart from one low-lying area outside the boundary, the study area is relatively unaffected by shoreline flooding due to its elevation.<sup>7</sup>

## 3.3 Topography

The larger physiographic region occupied by Sackets Harbor, the Eastern Ontario Hills, is generally characterized by low hills composed of glacial drift. The majority of the study area is relatively flat, falling gently to the southwest from about 290 feet (MSL) in the vicinity of Fort Volunteer/Fort Pike, to about 248 feet (MSL) at the water's edge below Brown Shore Road (*figure 3-4*). Topographic relief is greater at the waterfront, where the land drops sharply from 15 to 40 feet above the water level at the limestone bluffs, which occur adjacent to Madison Barracks, continuing southwest along the shoreline into the harbor, and along the northwest portion of the State Historic Site (*figure 3-5*). Water undercutting the bluffs has led to collapses both recently and in the past.<sup>8</sup>

1 Seaway Trail, Inc. "Great Lakes Seaway Trail" [www.seawaytrail.com](http://www.seawaytrail.com).

2 Environmental Design & Research, *Village Of Sackets Harbor Local Waterfront Revitalization Program (LWRP) & Heritage Area Management Program (HAMP) DRAFT* (2009): 36-37.

3 Daniel Rose, "A Map of the United States Military Post of Sackets Harbour, on Lake Ontario," June 25<sup>th</sup> 1816. Rose described the soils around the vicinity of Sackets Harbor thus: "The soil in some places is sandy, but it is generally a dark loam, mixed in very many places with clay, which in wet season renders the roads deep, and muddy. This is limestone country, and at this post, the bed of limestone is not generally more than from one to five feet from the surface."

4 EDR, *LWRP/HAMP DRAFT*, 34.

5 Edward Larrabee, *Sackets Harbor, Jefferson County 1967 Excavation Report* (1968): 2-3.

6 EDR, *LWRP/HAMP DRAFT*, 38-39. The four types of wetlands found within the village boundaries are: PSS1E, [P] Palustrine, [SS] Scrub-Shrub, [I] Broad-Leaved Deciduous, [E] Seasonally Flooded/Saturated; PEM5E, [P] Palustrine, [EM] Emergent, [5] *Phragmites australis*, [E] Seasonally Flooded/Saturated; PUBHx, [P] Palustrine, [UB] Unconsolidated Bottom, [H] Permanently Flooded, [x] Excavated; and PFO1E [P] Palustrine, [FO] Forested, [I] Broad-Leaved Deciduous, [E] Seasonally Flooded/Saturated. The two areas within the study area boundary are PSS1E and PFO1E. Interpretation of National Wetlands Institute (NWI) codes facilitated by the NWI website, <http://www.fws.gov/wetlands/Data/wetlandcodes.html>, accessed March 2, 2010.

7 EDR, *LWRP/HAMP DRAFT*, 39.

8 EDR, *LWRP/HAMP DRAFT*, 35-36.





Figure 3-4. The majority of the study area is relatively flat. JMA 2009.



Figure 3-5. Topography is more dramatic along the shoreline. These limestone bluffs are along the northwest boundary of the State Historic Site. JMA 2009.



Figure 3-6. The remains of Fort Kentucky, also known as Mud Fort. The fortification was mostly leveled in the years following the war. JMA 2009.



Figure 3-7. Centennial Park is relatively flat, except for the monument mound in the center of the grove. JMA 2009.



Figure 3-8. The War of 1812 Monument sits on a small mound in the center of the grove. JMA 2009.

Topography on the 24-acre Horse Island is also relatively level, ranging from 258 feet (MSL) at its center to about 248 feet (MSL) at the water's edge.

Slight topographic modifications are evident throughout the study area, most of which relate to leveling and grading activities for buildings, public roadways, and agricultural functions outside the boundaries of the State Historic Site. Within the State Historic Site, topographic modifications include remnants of Fort Kentucky, leveled after

1825 (figure 3-6), and a small man-made mound in "Centennial Park," on which stands the War of 1812 Monument (figures 3-7 and 3-8).

### 3.4 Vegetation

Since the Village of Sackets Harbor was settled, vegetative patterns have played an important role in its development. The location was chosen not only for its protected natural harbor, but for its abundant



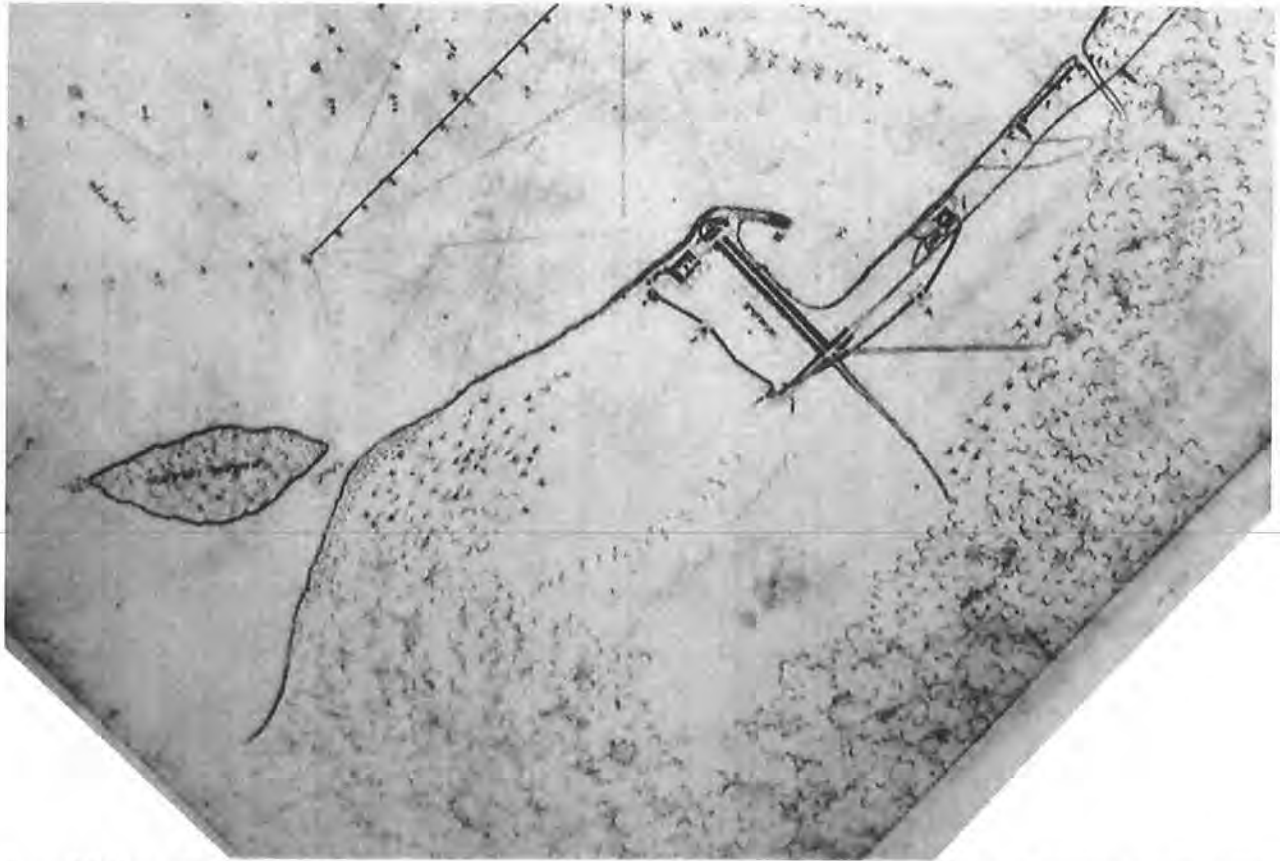


Figure 3-9. Vegetation in Sackets Harbor around the time of the second battle. The areas of large black dots represent newly cleared areas with stumps remaining. *National Archives of Canada, NMC 109694.*

surrounding woodland, which was harvested during Sackets Harbor's days as a shipbuilding center. On his 1816 *Map of the United States Military Post of Sackets Harbour, on Lake Ontario*, Daniel Rose described the area surrounding Sackets Harbor as "mostly covered with large trees, with thick underwood and bush, intersected with cedar and black ash swamps.... The woods consist of Elm, Basswood, oak, hickory, maple, [beech], pine, hemlock, [illegible]" (figure 3-9).<sup>9</sup> By the time the War of 1812 began and the Battle of Sackets Harbor was fought, many of the trees had been cleared to build ships and create defensive works, including abatis and other fortifications. Much of the land where the battle took place would have been open, with freshly cut stumps.

Today, much of the study area is under cultivation as farmland or is used for other agricultural functions. Vegetation in parts of the study area not under cultivation includes ornamental plants in

residential areas and in the State Historic Site, and successional vegetation in abandoned agricultural areas and at the edges of open spaces. Successional vegetation at the edges of open space, especially in the vicinity of the State Historic Site, intrudes into the viewsheds and open parcels (figures 3-10 and 3-11).

Vegetation within the State Historic Site is described in detail in the 2007 cultural landscape report as follows:

The battlefield is covered with pasture grasses, wild flowers, and occasional volunteer shrubs and wild fruit trees.... Along Washington Street and in the Hall "farmyard," volunteer maples, box elder and a poplar have been allowed to mature, as have occasional wild fruit trees, lilacs, honeysuckle and juniper.... Three raised groupings of trees (Sugar Maple, Green Ash, Littleleaf Linden, White Spruce, and Austrian Pine) and shrubs (Redosier Dogwood, Winged Euonymus, Border Forsythia, Sweet Mock Orange) were

<sup>9</sup> Rose, "A Map of the United States Military Post of Sackets Harbour," June 25<sup>th</sup> 1816.



Figure 3-10. Successional vegetation at the edge of the State Historic Site. JMA 2009.

planted to the north, southwest and east of the parking lot. Plants were chosen based on aesthetic and functional criteria, not with the intention of restoration.

The predominant vegetation in the Battlefield Park is the memorial grove of trees.... As originally conceived and planted for the 1913 centennial of the battle of Sackets Harbor, the grove consisted of ten rows of ten evenly spaced maple trees. Many of the original trees have died and been replaced over the years. Several different varieties of maples are represented here now [figure 3-12 and see figures 3-7 and 3-8].

The bluff that forms the northwest boundary of the site is crowned by a hedge of wild common lilac. The front and side yards of the two residences contain specimen trees, primarily maples and green ash, and several flowering shrubs. Five more mature specimen trees – maples and poplars – grow to the east of the picket and vertical board fences which screen views of the



Figure 3-12. The Centennial Grove in the Battlefield Park is planted with maples. JMA 2009.



Figure 3-11. Grasses, wild flowers, and volunteer shrubs cover the site of the battle. JMA 2009.

marina. A single large lilac bush is centrally placed in the front yard of the Lieutenant's House. Grass covers the ground. All but one of these trees has been planted or has sprung up since State occupation of the Navy Yard in 1967. They do not represent a restoration of the original Navy Yard plant materials.<sup>10</sup>

The field survey conducted in 2009 confirmed this report.

### 3.5 Viewsheds

*Refer to Map 3-1: Viewsheds of the Sackets Harbor Battleground*

Viewsheds for the study area include site specific views to Lake Ontario, Horse Island, and the current open space southwest of the State Historic Site and views from the water to the historic features of the Village. Viewshed protection is critical to the preservation of the integrity of the battleground as well as to the interpretation of the battleground. In the larger context, viewshed protection is important because "the wealth of historic structures in the village core and Madison Barracks, the focus of activity in the harbor, the general waterside setting, and the agricultural landscape have endowed Sackets Harbor with a unique visual character closely tied to its 19<sup>th</sup> century roots."<sup>11</sup>

10 Deborah S. Gorden, *Sackets Harbor Battlefield State Historic Site Cultural Landscape Report* (Waterford: New York State Office of Parks, Recreation, and Historic Preservation, 2007): 15-21.

11 EDR, *LWRP/HAMP DRAFT*, 31.



Viewsheds are critical to the battleground study area as they allow the public visual access to the battleground, the Lake, and to Horse Island, both from public roads and any current or proposed pedestrian trail systems. Through viewsheds, the entire story of the second battle of Sackets Harbor can be conveyed and imagined by the visitor as they travel over or around the battleground.

The interpretive trail at the State Historic Site offers beautiful and expansive views to Lake Ontario enhancing the existing interpretation. The views are compelling for visitors that use the battlefield as a park to sit, stroll and generally enjoy the views across the lake during the limited warm season at Sackets Harbor (figure 3-13). Retaining these views



Figure 3-13. Views to Lake Ontario from the State Historic Site. JMA 2009.

for interpretation, special events and educational programs is part of the ongoing management and preservation of the State Historic Site.

Other historic viewsheds to Lake Ontario have been diminished by dense residential waterfront development. The limited viewshed to Horse Island from Ontario Street is located between private residences and has been opened for interpretation by permission of the land owner (figure 3-14). The only remaining undeveloped parcel on the southwest portion of the waterfront offers an exceptional panoramic view over the lake and the islands in the distance. This parcel is currently privately owned (figure 3-15).

Viewsheds to the interior open spaces of the study area are prevalent from Ambrose Street, Ontario Street and South Brown Shore Road. The public roads allow drivers visual access to the battleground site and these views to the open space also contribute to the perception of the rural character of the village and the transition from the densely

developed village core to the outlying agricultural fields (figure 3-16). These interior viewsheds are critical for potential interpretive trails through the study area, including a plan for the Bicentennial Trail which is in currently in progress.

There is also a regional viewshed to and from Galloo Island, the site of the proposed Hounsfield Wind Farm. As part of the Environmental Impact Statement for the wind farm project, mapping



Figure 3-14. The viewshed to Horse Island is diminished by residential development. JMA 2009.



Figure 3-15. Vacant waterfront parcel to the southwest of the State Historic Site. JMA 2009.



Figure 3-16. Interior views of the battlefield site are visible from public roads in the study area. JMA 2009.



of areas of potential effect were required and the majority of the study area for this document falls into the affected environment.

### 3.6 Historic Resources Remaining on the Battleground

*Refer to Map 3-2: Historic Resources in Study Area and Core Area that Post-Date the Second Battle*

#### Archeological Resources

As indicated in the most recent archeological report concerning the battlefield, various types of archeological investigations have been conducted at Sackets Harbor, but much of the work was undocumented. The earliest survey on file at the New York State Historic Preservation Office was conducted by Edward Larrabee for the Village of Sackets Harbor in 1967. The goal of the project was to gain information concerning the ring of War of 1812-era military works that surrounded Sackets Harbor. The investigation concentrated on the map locations of Fort Tompkins, Smith Cantonment, and Fort Kentucky. Backhoe trenches and excavation units were placed in all three areas. At Fort Tompkins, the magazine was located and partially excavated. At Smith Cantonment, a set of buried ditches and three features were located during fieldwork. Excavation in the map-documented location of Fort Kentucky revealed meager evidence of a constructed structure.<sup>12</sup>

Another investigation that discovered possible War of 1812 sites was a survey for a proposed gas line undertaken in 1987 by Atlantic Testing Laboratories, Ltd. Part of this investigation revealed what were the possible remains of a series of warehouses that burned during the Second Battle of Sackets Harbor.<sup>13</sup>

In 1994, Rush Consulting Services (RCS) conducted a survey in preparation for the renovation of the Pickering-Beach Museum. Human remains and artifacts associated with the War of 1812 were identified. Following RCS's work, Hartgen Archeological Associates, Inc. conducted a Phase II

archeological mitigation. Numerous artifacts from the War of 1812 were recovered.<sup>14</sup>

The most recent archeological data was generated as part of an ABPP grant issued by the National Park Service. The survey, undertaken by Hartgen Archeological Associates, Inc., focused on the then-privately-held land west of the State Historic Site. The purpose of the study was to locate archeological material associated with the Battle of Sackets Harbor, May 1813. The investigators concluded based on systematic metal detector sampling in the survey area the skirmish lines and places of engagement between the American militia and British landing forces may still be able to be archeologically discerned. The researchers also concluded that there is a "high likelihood" that archeological deposits extend south of the area surveyed on the south side of Brown Shore Road and south and east of Ambrose Street (*figure 3-17*).<sup>15</sup> Since the time of the survey a portion of this land has been acquired by the state (*figure 3-18*).



Figure 3-17. Area of the Hartgen archeological survey southwest of State Historic Site. JMA 2009.



Figure 3-18. Parcel recently purchased by the State and part of survey. JMA 2009.

12 Hartgen Archeological Associates, *Archeological Investigation of the Sackets Harbor War of 1812 Battleground* (2008): 49-50.

13 Hartgen, *Sackets Harbor War of 1812 Battleground*, 49-50.

14 Hartgen, *Sackets Harbor War of 1812 Battleground*, 49-50.

15 Matthew Kirk, "Sackets Harbor Battlefield," DRAFT, revised National Register of Historic Places Registration Form (2009).



It was this most current study that provided the extensive archeological information that helped define the study area boundary for this preservation plan. However, evidence of archeological resources outside the study area, especially east of the delineation line, has been found to the extent that the entire Village is considered to be archeologically sensitive. Preservation of any potential resources outside the study area are part of Chapters 5 and 6, which expand on requirements for archeological investigation as part of the process for any development. Also discussed are preservation strategies for the protection of any currently undocumented archeological resources.

## Cultural Landscapes

The Sackets Harbor Battlefield State Historic Site is a cultural landscape with several periods of significance. It has been thoroughly documented in the *Sackets Harbor Battlefield State Historic Site Cultural Landscape Report* completed in May 2007.

The extended battleground landscape included in the study area retains the ability to convey conditions during the second battle of Sackets Harbor in May 1813. Historic maps dating to the War of 1812 period show conclusively that the 71 acres owned by the state were heavily involved in the battle that took place on May 28 and 29, 1813. The actual battle covered a much larger area, estimated to cover approximately 300 acres and extending to Horse Island on the west, and into the village to the south and east. This estimate is supported by the results of the archeological survey by Hartgen. The battleground landscape outside of the State Historic Site boundaries include Horse Island (figure 3-19) and the current open space and predominantly agricultural land (figure 3-20).

An assessment of cultural landscape integrity is based on an evaluation of the existence and condition of physical features dating from a property's period of significance, taking into consideration the degree to which the individual qualities of integrity are present. The seven aspects of integrity included in the National Register criteria are location, design, setting, materials, workmanship, feeling, and association. As noted in National Register Bulletin 15: *How to Apply the National Register Criteria for Evaluation* states that:

**Location** is the place where the historic property was constructed or the place where the historic event occurred; **design** is the combination of elements that create the form, plan, space, structure, and style of a property; **setting** is the physical environment of a historic property; **materials** are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property; **workmanship** is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory; **feeling** is a property's expression of the aesthetic or historic sense of a particular period of time; and **association** is the direct



Figure 3-20. Archeologically important agricultural land outside the Historic Site boundaries. JMA 2009.



Figure 3-19. Horse Island is one of the cultural landscapes that falls outside the Historic Site boundaries. JMA 2009.



*link between an important historic event or person and a historic property.*<sup>16</sup>

While integrity assessments are generally conducted by considering the seven aspects of integrity described above, National Register Bulletin 40: *Guidelines for Identifying, Evaluating, and Registering America's Historic Battlefields* suggests that "the most important aspects of integrity for battlefields are location, setting, feeling and association."<sup>17</sup>

The bulletin discusses an approach to assessing overall integrity for battlefields that is relevant to this preservation study and the lands outside of the State Historic Site. This approach as follows:

*Battlefields cannot be frozen in time.... Even where efforts to preserve the battlefield were initiated almost immediately, as at Gettysburg, it proved impossible to perpetuate the scene in the exact form and conditions it presented during the battle. The best-preserved battlefields appear much as they would have at the time of the battle, making it easy to understand how strategy and results were shaped by the terrain. All properties, however, change over time and nearly all battlefields will contain non-contributing properties. The impact of non-contributing properties on a battlefield as a whole depends not only on their number, but also on their nature and location and the size and topography of the battlefield. If the type of non-contributing property reflects a continuing layer of development of traditional land use, then the impact of these properties may not be as great as that of modern properties that do not reflect the historic use of the land.*<sup>18</sup>

Based on an analysis of historic and existing conditions, the battleground landscape outside the boundaries of the State Historic Site possesses sufficient integrity for the primary period of significance to convey its important historic associations to the visitor.

Horse Island was an important landscape in the second battle of Sackets Harbor and remains relatively unchanged. The exact boundaries of the

areas cleared of woodland timber to the south and east of the State Historic Site before the second battle of Sackets Harbor in May 1813 are not as precise. Primary resources do exist that attempt to draw the landscape features on a map to convey the military use of the landscape for fortification and protection in anticipation of a British invasion, as well as cleared fields and new woodland edges. After the end of the war, these open fields remained cleared and put into agricultural use. Land near Horse Island was prime agricultural land, while most of the battlefield was divided into two principal farmsteads. This portion of the battleground has remained in agricultural use and aside from construction of several structures, Horse Island has remained relatively unchanged.

These cultural landscapes in the study area retain a high degree of integrity of *setting*. Construction and development have not encroached to a great extent into the open space landscapes and there has been minimal encroachment of development on Horse Island.

These cultural landscapes also retain a high degree of integrity of *association*. The landscapes are significant primarily for their association with the second Battle of Sackets Harbor. The current agricultural/open space use of the land is compatible with retaining this association with the battle. Association is further maintained by potential interpretation of the open space/agricultural land as part of the battleground. Horse Island is currently interpreted by the State Historic Site and remains a major landscape setting for this battle.

These cultural landscapes retain a moderate degree of integrity of *location*. Primary site features are generally unchanged especially on Horse Island. The extent of the current open space is undoubtedly greater than during the period of significance when more of the woodland cover was still present.

These cultural landscapes retain a high degree of integrity of *feeling*. Despite some changes to these landscapes, they still convey the historic and aesthetic feeling of the period of significance. The vast open space and visual quality of the interior views into the battleground study area further enhance the integrity of feeling as visitors, through interpretation, would find it easy to imagine the troop movements and action on the expanse of open space. The current interpretation of Horse Island is very effective when combined with the views to the island. This location of the British invasion of

16 Patrick Andrus and Rebecca H. Shrimpton, eds., *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation* (1995): 44.

17 Patrick Andrus, ed., *National Register Bulletin 40: Guidelines for Identifying, Evaluating, and Registering America's Historic Battlefields* (1992, revised 1999): 11.

18 Andrus, *National Register Bulletin 40*, 11-12.

the mainland comes alive due to the direct view to Horse Island and the causeway across the water.

Overall, cultural landscapes in the study area have high degrees of integrity in relation to the period of significance. Recommended treatment of the cultural landscapes is critical for the overall preservation of the Sackets Harbor Battleground and preventing further loss of significant landscape resources.

## Historic Structures and Sites

*See tables 3-1 and 3-2 at the end of this section.*

There are three National Register Nominations associated with the Village of Sackets Harbor. They include Sackets Harbor Village Historic District, Madison Barracks Historic District, and the Sackets Harbor Battlefield. The study area for this plan encompasses historic resources in all three, including most of the structures in the Village Historic District. A complete listing of the structures and sites in the Village and Madison Barracks Districts is provided in Tables 3-1 and 3-2. Some of the historic structures pre-date the 1812-13 period of significance, such as the Augustus Sacket House (1802) and the Elisha Camp House. The Fort Volunteer site, which is included in the study area, is located in the Madison Barracks Historic District.

The current National Register Nomination (NRN) for Sackets Harbor Battlefield lists both structures and sites. Most are within the boundaries of the State Historic Site; however, the NRN also includes Horse Island and the Pickering-Beach House and Museum, which are not owned by the state of New York. The structures and sites included in the NRN for the battlefield include:

- **Fort Tompkins** (contributing):  
The remains of Fort Tompkins are located in the northern corner of the Sackets Harbor Battlefield State Historic Site. The site of Fort Tompkins is a rough square measuring approximately 200 meters on each side. The southern corner of the fort is located approximately in the same location as the existing Commandant's House.
- **Fort Kentucky** (contributing):  
Also known as the Mud Fort, Fort Kentucky was an earthwork fortification built by U.S. Troops during 1813-1814. The archeological

remains of Fort Kentucky occupy a rough rectangle measuring about 100 meters by 50 meters. Following the war, the fort was leveled and the land placed in cultivation (see figure 3-6).

- **Smith Cantonment** (contributing):

After the first Battle of Sackets Harbor in 1812, the Americans increased fortifications at the harbor to protect the naval yard on Navy Point. The increased number of troops were housed at Smith Cantonment. Formerly Basswood Cantonment, the fortified facility consisted of four blockhouses and a palisade.

- **The Battlefield** (contributing):

The battlefield lies south and west of the State Historic Site. In 1813, at the time of the British attack, the area was just being cleared of timber for the construction of ships. It was open space but covered with newly cut stumps. Later more clearing occurred when Fort Kentucky and its associated outerworks were constructed.

- **Horse Island:**

The roughly egg-shaped Horse Island measures about 25 acres and is located approximately 300 yards offshore at the west end of Black River Bay. The island, used for farming for much of its history, is now largely wooded, except for a clearing containing a nineteenth century lighthouse and keeper's house, a metal roofed storage structure, and a historic marker. A narrow natural causeway of irregularly placed boulders extends from the island across the narrow channel to the shore (see figure 3-19).

- **Commandant's House**  
(c. 1847 – non-contributing):

This building was constructed as the residence of the commander of the Naval Station. The brick two-story, side-gabled, central hall dwelling is set atop a rusticated stone foundation. Both front and rear elevations are marked by an elaborate, two-story, two-level porch with central front steps (figure 3-21).





Figure 3-21. The Commandant's House (left) and Lieutenant's House (right). JMA 2009.



Figure 3-22. Well House (right), Stable (far left), and Ice House (right of Stable), located behind the Commandant's and Lieutenant's Houses. JMA 2009.



Figure 3-23. Hall House. JMA 2009.



Figure 3-24. Well House, adjacent to Hall farmhouse. JMA 2009.

- **Lieutenant's House**  
(c. 1847 — non-contributing):  
This two-story, side-gabled, side hall plan, brick residence sits atop a rusticated, coursed stone foundation. Its southwest façade is marked by a raised, three bay, wood-framed porch, with a flight of steps extending up to the right bay (*see figure 3-21*).
- **Well House** (1850 — non-contributing):  
The well house is a wood-framed cube with a pyramidal roof sheathed in wood shingles. A ball finial crowns the roof (*figure 3-22*).
- **Stable** (c. 1847 — non-contributing):  
This wood-framed, gabled roof building features a central-raised portion of the gable roof, and a shed-roofed dormer on its southwest roof slope. This dormer is fenestrated with two, eight-light, fixed windows (*see figure 3-22*).
- **Ice House** (c. 1850 — non-contributing):  
The ice house, located northeast of the stable, is a side-gabled, wood-framed building, rectangular in footprint, with a side-hinged man door surmounted by an upper door. The roof is shingled in wood (*see figure 3-22*).
- **1913 Centennial Monument**  
(1913 — noncontributing):  
A granite obelisk was placed on a three-tiered base to commemorate the Centennial of the Battle (*see figure 3-8*).
- **Hall House** (c. 1840 — non-contributing):  
The Hall house, constructed before the Civil War as a farmhouse, is a side-hall, two-story, gabled-front, wood-framed dwelling with a lower rear ell. The front door is placed in a molded surround with corner block and is surmounted by a transom and flanked by sidelights (*figure 3-23*).
- **Well House** (1886 — non-contributing):  
The reproduction wood-framed well house sits atop a wood platform. The gable front is open whereas the three remaining sides have horizontal board lower walls and wood lattice upper walls. The roof is sheathed in wood shingles (*figure 3-24*).





Figure 3-25. Picnic Pavilion, with concrete building remnants visible in foreground. JMA 2009.



Figure 3-26. Barn, used to house exhibits. JMA 2009.



Figure 3-27. Pickering-Beach Museum, with the Pickering-Beach House visible just to the left. JMA 2009.



Figure 3-28. Site of the Root House. JMA 2009.

- **Picnic Pavilion** (2000 — non-contributing):

The recently constructed picnic pavilion consists of an open, wood-framed, structure supported by corner posts, placed on a poured concrete slab. Several concrete building and structure foundation remnants are present in the vicinity of the pavilion including a probable silo base (*figure 3-25*).

- **Barn** (1906 — non-contributing):

The wood-framed, gambrel, roofed barn has a projecting hay hood, is sheathed in vertical boards, and has two entry doors placed in its façade wall. It is presently used to house exhibits (*figure 3-26*).

- **Pickering-Beach Museum**  
(c. 1809 — non-contributing):

This building, a one-and-one-half story, wood-framed, shingled dwelling has a door in its left façade bay sheltered by a gabled hood. Fenestration consists of two-over two, double hung, sash windows. The building has been enlarged with a rear addition (*figure 3-27*).

- **Pickering-Beach House**  
(c. 1817 — non-contributing):

The Pickering-Beach house is a gabled-front, two-story, wood-framed house placed on a coursed rubble foundation. Its front gable is marked by a two-story, two-level porch with chamfered wood posts and a matchstick railing. Steps lead up to the center porch bay and the front door, flanked by sidelights placed in the left bay (*see figure 3-27*).

- **Root House Site**  
(c. 1847 — non-contributing):

The location of the root house, a three-room, brick building used for vegetable storage and as a smoke house is presently indicated by a plaque and stone outline (*figure 3-28*).

**Table 3-1. National Register Listed Structures  
Sackets Harbor Village Historic District**

Address	Date	Description
<i>Ambrose Street</i>		
104	1810	Two stories; wood frame, siding; three bays wide; gable roof; entrance-way with entablature and slender pilasters; one-story rear addition.
106	1870	Two stories; wood frame, shingled; three bays wide; gable roof; one-story side porch with two original engaged columns and four modern supports.
107	1840	One and one-half stories; wood frame, clapboard; two bays wide; gable roof; eave returns; one-story side addition with sloping porch roof.
108	1860	Two stories; wood frame, shingled; L-shaped plan with entrance on lower part of L; one-story rear addition.
110	1840	Two stories; wood frame, siding; two bays wide; gable roof; small pedimented caps on windows and door; one-story rear addition with enclosed porch entrance.
112-114	1845	Two stories; brick; Italianate style; two bays wide; hip roof; single eave brackets; wooden lintels on window and main entry; one-story brick addition on northeast side; hip roof; porch with square pillars.
207	1840	One and one-half stories; wood frame, shingled; Greek Revival style; two bays wide; gable roof; eave returns; entablature and transom at entrance; one-story addition on southwest side.
209	1973	One story; L-shaped plan. INTRUSION.
213	1820	Two stories; wood frame, clapboard, flush board front with four Ionic pilasters; Greek Revival style; three bays on main facade; gable roof; boxed returns; four Ionic columns support full pediment; fanlight in pediment; main entry flanked by Ionic pilasters, entablature with modillions; one-story wing on the northeast and two-story wing on the southwest.
<i>North Broad Street</i>		
104	1880	Two and one-half stories; wood frame, shingled; three bays wide; gable roof; one-story front porch; rear addition.
107	1815	Two stories; wood frame, siding; three bay front facade with right entry; enclosed sunporches on southeast and east facades.
111	1850	One and one-half stories; wood frame, clapboard; gable roof extended onto two symmetrical additions; three-sided bay window on main facade with 6 over 6 lights; recessed entrance on southwest addition.
112	1967	One story; cement block; three-door garage on front facade. Village Municipal Building and Fire Hall. INTRUSION.
113	1855	Two stories; wood frame, siding; L-shaped plan with two-bay front facade; gable roof; double entrance at center of L-plan covered by small porch.



**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>North Broad Street (continued)</i>		
115	1920	Two and one-half stories; wood frame, siding; asymmetrical massing; combination hip and gable roof; one-story porch encircles front and east facades. United Church Rectory.
116	1870	Two and one-half stories; wood frame, shingled; three bays wide; cross gable roof; eyebrow windows on front facade; two-story addition on rear.
117	1808	Two stories; wood frame, clapboard; Federal style; east facade: five bays wide; central entrance with multi-lighted transom; south facade: three bays wide with central entrance; gable roof; eave returns; fanlight in pediment; entablature and pilasters on entry; one-story clapboard rear addition.
118	1900	Two and one-half stories; wood frame, combination clapboard and scalloped shingles; three bays wide; gable roof; broad eaves on northwest and southwest side contain Eastlake style decorative bargeboards; bay window on southwest facade; one-story porch on northwest and southwest facade with scrollwork; turned pillars.
120	1910	Two stories; combination rusticated concrete block (first floor), clapboard and scalloped shingles (second floor); eclectic style with elements of Colonial Revival; two bays wide; gambrel roof; eave returns; leaded window in front gable; bay window on southwest facade; front porch contains small pedimented extension over steps, Classical Revival pillars.
122	1835	Two stories; wood frame, shingles and siding; vernacular Greek Revival style; three bays wide; gable roof; eave returns; one-story porch on front facade with simple Greek Revival pillars; two additions on southwest facade.
201	1900	Two and one-half stories; wood frame, siding; irregular massing; five gables with full pediments; one-story porches on southwest and northeast facades with Classical Revival pillars.
202	1900	Two and one-half stories; wood frame, clapboard and shingles; three bays wide; gable roof; bay window on southwest facade; enclosed porch on southwest facade; front porch on northeast facade.
208	1855	Two stories; wood frame, clapboard; Italianate style; three bays wide; low hip roof; wide eaves with double brackets and round-ended attic windows; carved wave moldings on window surrounds; front and southwest entrances both enclosed.
210	1900	Two stories; wood frame; combination clapboard and shingles; two bays wide; cross gable roof; Eastlake style bargeboards in eaves; two leaded windows on southwest facade; one-story porch on front facade; turned pillars.

**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>North Broad Street (continued)</i>		
212	1820	Two stories; wood frame, clapboard; gable roof; sidelights and multilighted transom in main entrance; one-story front porch; one and one-half story wing on southwest side.
213	1816	One and one-half stories; brick; variation of Greek Revival style; three bays wide; hipped roof with clerestory; wide frieze under cornice; heavy door enframingent with multi-lighted transom and sidelights; clapboard addition on northwest side.
		The builder, Dennis Brooks, was an early settler of Sackets Harbor.
301	1843	One and one-half stories; wood frame, clapboard; three bays wide; gable roof; eave returns; narrow frieze along cornice; narrow entablature, pilasters, and small portico at entrance; two dormers added on southeast facade.
305	1825	One and one-half stories; wood frame, clapboard; three bays wide; gable roof; narrow frieze along cornice; small portico at entrance.
307	1860	Two stories; wood frame, clapboard and shingles; three bays wide; gable roof; peaked window caps on front facade; one-story porch on southeast facade; turned pillars.
311	1870	Two stories; wood frame, shingled; L-shaped plan; gable roof; fan window in main entrance; large one-story addition on southeast side; screened-in front porch.
313	1870	Two stories; wood frame, siding; two bays wide; gable roof; modern picture window added to front facade; one-story porch on southeast facade; two rear additions.
<i>South Broad Street</i>		
106	1839	Two and one-half stories; brick; Greek Revival style; main block is three bays wide: gable roof; eave returns; wide frieze with decorative cast-iron grilles, dentils; 6 over 6 lights; plain wooden lintils; heavy door enframingent with multi-lighted transom and sidelights; front porch supported by four Ionic, fluted, columns; one-story northeast wing has gable roof perpendicular to main block, eave returns, porch. House was constructed in 1839 for George Sacket, son of Augustus Sacket.
107	1808	Two and one-half stories; wood frame, clapboard; Federal style; five bays wide; gable roof faces street; eave returns; main door enframed by leaded sidelights and fan window; front portico supported by paired columns. Structure was residence of Deacon Jacob Brewster, descendent of William Brewster, an organizer of the Mayflower voyage.



**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>South Broad Street (continued)</i>		
109	1830	Two stories; wood frame, siding; Greek Revival style; three bays wide; gable roof; eave returns, entablature over double front door entrance; one-story front porch; early rear addition.
110	1805	Two stories; wood frame, siding; three bays wide; gable roof with full pediment; portico at front entrance added at later date; one-story northeast wing has perpendicular gable roof, eave returns; one dormer on southwest facade.  Used as the first house of Christian worship in Sackets Harbor. Edmund Luff preached here to all faiths until 1822.
201	1845	Two stories; brick; elements of Greek Revival and Italianate styles; three bays wide; hip roof; wide frieze under cornice; 6 over 6 lights; sidelights at entrance; porches on front and southwest facades contain similar Doric columns; rear brick addition added around 1900.
203	1830	Two stories; wood frame, clapboard and shingles; three bays wide; gable roof; eave returns; one window removed on northwest facade; one-story front porch; rear addition.
204	1925	Two and one-half stories; wood frame, siding; elements of Colonial Revival style; three bays wide; gable roof perpendicular to street; eave returns; Palladian windows in gables; sidelights and narrow entablature at entrance; doorway onto balcony over front porch was replaced by a window in 1960's.
205	1810	Two stories; wood frame, siding; Federal style; five bays wide; gable roof perpendicular to street; eave returns; entablature and fanlight over main entrance; small porch added at later date; one-story addition with hip roof.
208	1875	Two and one-half stories; wood frame, asbestos shingles; Queen Anne style; asymmetrical massing with three projecting gables; Palladian style windows in gables; square corner turret with bell-shaped, shingled roof, casement windows outlined with stained-glass squares; turned porch columns and turret columns.
209	1830	Two stories; wood frame, shingled; Greek Revival style; three bays wide; gable roof; eave returns; sidelights at entrance; three additions on rear of house.
210	1830	Two stories; wood frame, clapboard; Greek Revival style; three bays wide; gable roof; eave returns; front porch supported by rounded pillars; addition on northwest facade.
211	1830	Two stories; wood frame, shingled; vernacular Greek Revival style; three bays wide; gable roof; eave returns; enclosed front porch; two additions on rear of house.

**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>South Broad Street (continued)</i>		
213	1820	Two stories; plank construction (1" thick by 5" wide planks stacked one on top of the other), shingles; Greek Revival style; three bays wide; gable roof; eave returns; transom and sidelights at entrance; one addition on northeast facade.
214	1825	Two stories; plank construction, clapboard; Greek Revival style; three bays wide; gable roof; eave returns; original fenestration on front facade changed when either door or window was removed; gabled addition on north facade; enclosed Victorian-era porch on northeast facade.
216	1818	Two stories; wood frame, siding; two bays face street on gable end; three bays with central entrance on northeast facade; modern plywood covers gabled area; addition on southwest facade.
218	1815	One and one-half stories; wood frame, asbestos siding; vernacular Federal style; five bays wide with central entrance; gable roof perpendicular to street; slender eave returns and frieze along cornice; outline of removed entablature over main entrance is still visible; addition on northwest facade.
220	1815	Two stories; wood frame, shingled; Federal style; five bays wide with central entrance; gable roof perpendicular to street; eave returns; one-story enclosed porch on southeast facade; lean-to addition on rear of structure.
222	1844	Two and one-half stories; brick; Greek Revival style; three bays wide; gable roof; fanlight in gable; pedimented portico at main entrance; addition on southeast side is one and one-half stories; wood frame, shingled.
Corner of S. Broad and Main Streets	1900	Two and one-half story church building; brick with stone detailing; Italian Villa style characteristics; steep, cross gable roof; eave returns; stained-glass windows in northeast and northwest facades; round arch windows. Five-story clock tower contains double entrance on first floor; single round arch windows on second, third, and fourth levels, with paired arched windows on top level; belt courses divide each level; hip roof and wide eaves with brackets on tower.  This building houses the United Presbyterian Church and Hay Memorial Library. Funds for the library and chimes for the clock tower were donated by Mrs. Marietta Pickering Hay. The Hay family names are engraved in the chimes.
<i>Dodge Avenue</i>		
102	1920	One story; wood frame, siding; Bungalow style; three bays wide; low hip roof; wide eaves with brackets; pedimented front portico has classical elements, two Doric columns.



**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>Dodge Avenue (continued)</i>		
104	1860	Two stories; wood frame, shingles; two bays wide; cross gable roof; corner porch with turned pillars; rear addition.
106-108	1900	Two stories; wood frame, clapboard and shingles; two bays wide; cross gable roof; corner porch with turned pillars and decorative trim.
110	1900	Two stories; wood frame, siding; two bays wide; cross gable roof; 6 over 1 lights; corner entrance with modern awning; rear addition on structure.
114	1900	Two stories; wood frame, clapboard; two bays wide; cross gable roof; windows grouped in 2's and 3's on front facade; corner porch with modern roof and supports; rear addition on structure.
116	1860	Two stories; wood frame, clapboard; two bays wide; gable roof; one-story addition with dormer on north side of house; side porch on main entrance.
118	1860	One and one-half stories; wood frame, siding; main block is one bay wide; gable roof; truncated eave returns; northeast wing has bay window and dormer; garage attached to house on south side.
<i>General Smith Drive</i>		
103	1923	Two stories, reinforced concrete and cinder blocks; cement block shipping dock added to southwest facade in 1978-79. INTRUSION.
104	1845	Two stories; wood frame, clapboard; Greek Revival style; two bays wide; gable roof; heavy frieze along cornice and eave returns; one and one-half story addition on southwest facade; enclosed porch with hip roof at main entrance.
106	1860	Two stories; wood frame, clapboard; two bays wide; gable roof; wide frieze along cornice; original fenestration on second floor changed in late 1970's; one-story addition on rear of structure.
108	1860	Two stories; wood frame, shingled; two bays wide; gable roof; porch on southwest side of structure supported by turned pillars.
201	1880	Two stories; wood frame, shingled; two bays wide; gable roof; side porch at main entrance.
202	1806	Two stories; wood frame, shingled; Federal style; five bays wide with central entrance; central chimney; gable ends perpendicular to street; eave returns; 6 over 1 lights; entablature and fluted pilasters at entrance; two rear additions.
203	1842	One story on street, two stories on lakefront; limestone and shingles; gable roof; fenestration on front facade changed at unknown date with installation of garage door. Originally used as an iron foundry; currently used for town barn.



**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>General Smith Drive (continued)</i>		
204-206	1808	Two stories; wood frame, clapboard; three bays wide; gable roof; wide plain frieze; 6 over 6 lights; transom and fluted pilasters at entrance, reproduction entablature erected in 1978; one and one-half story wing on southwest also very early construction.
210	1900	Two stories; wood frame, clapboard and decorative shingles; two bays wide; gable roof; two-story bay on northeast facade; window brackets on second story of bay; two matching porches on northwest and northeast side with turned porch columns and balusters.
214	1860	Two stories; wood frame, siding; main block two bays wide; gable roof; front porch added in late 1940's or early 1950's, roof extended towards rear of structure over addition.
310	1816	Listed on National Register 1973 (Elisha Camp House)
311	1970	One story; aluminum siding; ranch style. INTRUSION.
313	1960	Two stories; modern ranch style with Japanese motif. INTRUSION.
401	1818	Two stories on street, three stories on waterfront; Chaumont limestone; eight bays wide; gable roof perpendicular to street; 12 over 12 lights, stone block lintels; round, stained-glass window on lake facade.  The structure has been used as a sawmill, gristmill distillery, sail loft, and residence. Former owners include Col. Edwin Guthrie, brother of Dr. Samuel Guthrie, the discoverer of chloroform .
402	1817	Three stories; brick; Federal style; main block five bays wide; stepped gables on front facade; wooden fan window in attic gable; 6 over 6 lights, plain, wooden window surrounds; main entrance has pedimented entablature with dentils, flanked by Ionic pilasters. Extensive renovation in 1936 included the addition of two symmetrical brick wings also with stepped gables; Shutters added at this time.  The site was originally part of Elisha Camp's holdings; home of Henry Wise, a U.S. Senator in the 1940's.
406	1915	One and one-half stories; wood frame, clapboard and shingles; three bays wide; hip roof with one large gabled dormer; large enclosed front porch with gable roof and exposed rafters. Moved back from road in 1930's.
410	1920	Two and one-half stories; wood frame, natural shingles; Shingle style; three bays wide; gambrel roof; full dormer on front facade; 6 over 1 lights; large porch screened in on northeast, open on northwest with elliptical arch openings.
<i>West Hamilton Street</i>		
105	1840	One and one-half stories; wood frame, siding; two bays wide; gable roof; small portico at entrance, no pillars; addition on southeast side for one-car garage.

**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>West Hamilton Street (continued)</i>		
107	1910	Two and one-half stories; wood frame, shingled; two bays wide; gable roof perpendicular to street; main entrance enclosed by small hip roof addition.
<i>East Main Street</i>		
101	1875	Two stories; wood frame, shingled; Italianate style; main block three bays wide; hip roof; double eave brackets; eyebrow windows; projecting lintels; shutters; one and one-half story wing on southeast facade with gable roof; two pedimented dormers, shallow bay window; one-story addition on east facade.
103	1848	Two stories; wood frame, shingled; Greek Revival style; three bays wide; gable roof; eave returns; narrow entablature and sidelights at entrance; east gabled wing houses one-car garage.
104	1910	Two and one-half stories; wood frame, clapboard; one bay wide; cross gable roof; two-story bay window on southeast facade; bracketed porch posts.
106	1910	Two stories; wood frame, clapboard; Colonial Revival style; three bays wide; hip roof with matching hip roof dormer; Classical Revival columns support full front porch.
107	1860	Two stories; wood frame, siding; two bays wide; cross gable roof; bracketed posts on L-shaped front porch.
108	1900	Two and one-half stories; wood frame, clapboard and shingles; Queen Anne style; asymmetrical massing; modified cross gable roof; patterned shingles in pediments; Palladian window, central brick chimney on front facade; matching corner hood moldings with drop pendants; three porches; one enclosed.
109	1870	Two and one-half stories; wood frame, clapboard; three bays wide; gable roof; shaped window surrounds; front porch removed at unknown date.
110	1910	Two and one-half stories; wood frame, clapboard; three bays wide; gable roof perpendicular to street; fenestration altered by two picture windows on first level; portico at entrance. Catholic Church Rectory.
201	1805	Two stories; wood frame with brick nogging, clapboard; Federal style; five bays wide with central entrance; gable roof; eave returns; 12 over 12 lights in some windows; front and rear entrances are recessed; sidelights, fluted pilasters at main entrance.  The first owner, Aaron Blodgett, was a member of Captain Elisha Camp's artillery in the War of 1812.
205	1870	Two stories; wood frame, siding; two bays wide; cross gable roof; window caps; enclosed corner porch; addition on southeast facade.

**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>East Main Street (continued)</i>		
207	1860	Two stories; wood frame, siding; two bays wide; L-shaped plan; gable roof; pedimented window caps; corner entrance covered by porch. One-story modern addition on rear. Christ Episcopal Church Rectory.
211	1860	Two stories; wood frame, siding; three bays wide; gable roof; northwest porch has turned porch posts and brackets; one-story gabled rear addition.
213	1845	Two stories; wood frame, siding; main block is two bays wide; gable roof; eave returns; west wing is two stories, three bays wide with dormer and front porch.
Commodore Woolsey House	1816	Two stories; wood frame, clapboard, four pilasters on flushboard front; Greek Revival style; three bays wide; gable roof with full pediment; two-story portico supported by four Doric columns; 6 over 6 lights; fanlight over main entrance. Two, originally symmetrical wings flank the main section; roof has been raised on both wings; southeast wing is two stories; northwest wing is one and one-half stories. Built for Commodore Melancthon T. Woolsey, a naval officer in the War of 1812. Owned by the Camp family from 1844 to 1916. Colonel Walter Camp commanded Madison Barracks during Civil War and was a founder of the Jefferson County Historical Society.
Christ Episcopal Church	1832	Two-story church building; limestone; limestone quoining; three bays wide; gable roof; pedimented portico supported by four, square, two-story Doric columns; Gothic arches on all windows and three front entrances. Three-stage wooden tower rises from a square, clapboard base to an octagonal midsection with elongated Gothic arches similar to those on the body of the church; the top is an elliptical dome based on an octagonal, bracketed base. The church was organized in 1821 by Elisha Camp and is the oldest Episcopal Church in northern New York. Ulysses S. Grant was a communicant while stationed at Madison Barracks.
<i>West Main Street</i>		
100	1834	Two stories; limestone, dressed limestone on southwest facade, limestone quoining; elements of Federal and Greek Revival styles; five bays wide on southeast facade; four bays on southwest facade; hip roof; plain frieze; stone block lintels; transom, sidelights and double Ionic columns flank main entrance on southeast facade; entrance on southwest facade, originally a window, changed to door in mid-1800's with the addition of a pedimented portico; wing on northeast side is one and one-half stories with gable roof. The building served as the first bank in Sackets Harbor from construction until the 1860's; later converted to a residence.



**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>West Main Street (continued)</i>		
101-101½	1910	Two stories; wood frame, siding; three bays wide; cross gable roof; bay windows on southwest and southeast facades; one story, stucco porches on southwest and southeast facades. One-story stone addition on west side; plain stone lintels.
102	1910	Two stories; rusticated cement block on first story, decorative shingles on second story, eclectic style; jerkin-head roof, entablature at first story level encircles the building; one-story porch with classical detailing, Doric pillars; west section of porch is pedimented.
103	1892	Two and one-half stories; brick; elements of Classical Revival style; three bays wide; gable roof with full pediment outlined by wooden entablature and brick dentils; paired windows; 4 over 4 lights on first story; stone block lintels; stone keystone lintel and fanlight at main entrance; stone oval keystone ornament in pediment; brick addition on rear; two stories.  Constructed for the International Order of Odd Fellows as their Lodge Hall and theater. Used by the USO in early 1900's.
104	1900	Two stories; wood frame, clapboard; three bays wide; gable roof; one-story porch with turned posts and brackets; one-story addition on rear.
105	1869	Two stories; wood frame, siding; three bays wide; shed roof; double brackets at cornice; projecting cornice at first floor level; original fenestration changed by addition of two picture windows on first story; three small additions on rear.
106	1808	Two stories; wood frame, clapboard; Federal style detached row house; three bays wide; gable roof perpendicular to street; center first floor window converted to door; paired pilasters flank main entrance, carved fan design in entablature over door; porch on northwest facade has Classical Revival style pillars; one-story wing on rear.
107	1980	One story; brick; gable roof; pedimented portico. U.S. Post Office. INTRUSION.
108	1810	Two stories; brick; Federal style detached row house; three bays wide; gable roof perpendicular to street; eave returns; plain frieze; segmental arch windows and door; 6 over 6 lights; recessed fanlight over door; iron, star-design tie rods; one-story rear wing.
110	1835	Three stories; brick; plain parapet gable roof with flanking chimneys on southeast wall; second floor balcony and balustrade supported by iron brackets; doorway onto balcony; square, matching, parallel finials on top balustrade; 4 over 4 lights; label moldings on second and third floor windows; iron, star-design tie rods; modern, 9 light bay windows and shingles on storefront under original entablature; two rear additions, one brick, one clapboard.

**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>West Main Street (continued)</i>		
113	1808	Two stories; wood frame, clapboard; Federal style; three bays wide on street facade; five bays wide on west facade; gable roof; eave returns; matching bay windows with 4 over 4 lights on street facade; irregular fenestration on west facade includes off-center door with entablature and pilasters; second story doorway onto iron balcony supported by scrollwork brackets; balcony not original to building.  The structure served as a bakery in the 19th century; part of the ovens are intact in basement.
115	1815	Two stories; wood frame, clapboard; three bays wide; gable roof, boxed returns; carved oval ornament in gable (reproduction); main entrance has segmented pediment and parallel double doors; one-story rear addition.
117	1825	Main Section: two stories; wood frame, siding; three bays wide; gable roof perpendicular to road; one first floor window converted to modern bay window: entablature and toplights at main entrance. Northeast wing on front facade covers 1½ bays of main section; one story; gable roof; entablature and frieze over 4 over 4 light storefront windows. Two additions on rear.
118	1885	Two stories; wood frame, asbestos shingles; Italianate style; three bays wide; low hip roof with overhanging eaves, double brackets, 3 round-cornered attic windows; first floor altered by projecting storefront bay with 2 picture windows, modern siding. Four small additions on rear.
119	1808	Two stories; wood frame, clapboard; Federal style; three bays wide; gable roof with full pediment; one story, flush board, blind arcade on front facade; one and one-half story addition on rear; gable roof.
200	1875	Two stories; brick; northwest wall is stone where another structure initially stood; four bays wide; shed roof; combination single and double brackets under projecting eaves on front facade; vertical joint, brick window heads; original storefront, three window sections divided by two entrances; first story entablature; enclosed stairwell on northwest facade added in early 1970's.
201	1808	Two stories; wood frame, clapboard; three bays wide; gable roof; eave returns; 6 over 6 lights; 4 over 4 lights in first floor storefront windows; double door entrance; irregular fenestration on east facade.
205	1890	One story; wood frame, clapboard; two bays wide; shed roof with false front, projecting cornice, three single brackets; original storefront with entablature; six-paned window; moldings; porch added 1980.  The building was moved from LaFargeville, NY, in 1980 where it originally served as a lawyer's office.



**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>West Main Street (continued)</i>		
208	1885	Two stories; brick; three bays wide; shed roof; single brackets under projecting eaves on front facade; original storefront except for west door; bracketed entablature; molded panels; one and one-half story gable addition on rear with two pedimented dormers. Building served as U.S. Post Office from 1920's to 1981.
212	1976	One story; wood frame, modern siding; gable roof. Original brick two-story structure burned in 1976; one original wall can be seen in interior of structure. INTRUSION.
213	1830	Three and one-half stories; brick; Federal style features; three bays wide; gable roof perpendicular to street; 6 over 6 lights in some windows; splayed brick arches over windows; first floor altered by modern storefront with two picture windows, aluminum siding and projecting hood. Two-story brick addition on rear; one-story cement block addition on southeast side.
214	1935	One story; wood frame, log; gable roof; porch on front facade. INTRUSION.
220	1885	Two stories; brick; three bays wide; shed roof; single brackets under projecting eaves on front facade; splayed brick arches on second floor windows; first floor altered by addition of aluminum siding, picture window and shutters. One-story addition on northwest facade.
219-221-223	1830	Two stories; brick; Federal and Greek Revival style features; two attached row houses with joint wall, each three bays wide; gable roof perpendicular to street; wide frieze; location of first floor entablature on southwest side of front facade is still visible; inset stone entablature on southeast side of front facade. Irregular fenestration: five doorways visible on front facade; three in use; one bricked in; second floor door converted to window; modern storefront added on southwest side of front facade with picture window and board siding. Location of first floor entablature on southwest side of front facade is still visible; stone entablature on southeast side of front facade. Northwest wall unfinished where attached to adjacent building (now demolished).
224	1900	One and one-half stories; wood frame, shingled; three bays wide; gable roof; paired windows; hood over front door; addition on southeast facade with shed roof.
301	1801-02	One and one-half stories; wood frame, clapboard; Federal style; V-shaped plan; seven bays wide; hip roof with four pedimented dormers; pedimented portico supported by four columns; fanlight in gable; entablature with fanlight and pilasters at entrance; side porch removed 1981; smaller porch constructed over doorway. Built by Augustus Sacket, the founder of Sackets Harbor. Used as officer's headquarters and hospital during War of 1812. Oldest documented house in Jefferson County.



**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>West Main Street (continued)</i>		
404	1835	Two stories; wood frame, siding; two bays wide; gable roof; one-story porch along southeast facade; one-story addition on rear of house.
404	1910	One and one-half stories; wood frame, shiplap; three bays wide; gable roof; paired windows on first floor of front facade; shed porch on southeast facade.
405	1900	One and one-half stories; wood frame, clapboard and shingles; Bungalow style; three bays wide; gable roof perpendicular to street; wide overhanging eaves extending over porch on front facade with four round porch posts; 6 over 2 lights in paired windows; sidelights at entrance.
407	1860	Two stories; wood frame, siding; two bays wide; L-shaped plan; gable roof; two additions on front including enclosed porch; one addition with shed roof on rear.
410	1930	One story; wood frame, shingled; two bays wide; hip roof; bay window with gable roof on southeast facade; 6 over 2 lights; enclosed sunporch with shed roof at main entrance.
411	1920	Two and one-half stories; wood frame, clapboard; Colonial Revival style; three bays wide; high hip roof with two hip roof dormers; front dormer rises from a projecting center bay; square, 8-lighted windows with cross hatch design in dormers and on southeast facade; transom and sidelights at entrance; full one-story porch with classical detailing on front facade. Two additions on southwest side.
412	1900	One and one-half stories; wood frame, shiplap; two bays wide; gable roof; irregular fenestration. Currently used as a boat shop.
413	1890	Two and one-half stories; wood frame, siding; three bays wide; cross gable roof; pedimented porch at main entrance.
416	1975	One and one-half stories; wood frame, shingled; three bays wide; gable roof; cross hatch windows. INTRUSION.
420	1910	Two and one-half stories; wood frame, clapboard and decorative shingles; four bays wide; cross gable roof; diamond window in front gable; porch with turned pillars at main entrance; enclosed porch with shed roof and exposed rafters on northwest facade.
422	1955	One story; wood frame, siding; flat roof; modern house. INTRUSION.
426	1904	Two stories; wood frame, clapboard and decorative shingles; asymmetrical massing; main block one bay wide; gable roof; recessed panel on front facade with bracketed window; pedimented dormers on southeast and northwest facades; large L-shaped porch, open on southeast side, enclosed on northeast side.

**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>West Main Street (continued)</i>		
501	1809	One and one-half stories; wood frame, shingled; three bays wide; gable roof; pedimented hood over front door; addition on rear. This structure and 503 West Main Street are part of the Pickering-Beach Museum property.
503	1817	Two stories; wood frame, clapboard; flush board front facade; Creek Revival elements; three bays wide; gable roof with flush board pediment; two-story portico with second story balcony; square columns; transom and sidelights at main entrance; two rear wings; end wing originally used as carriage barn; outline of two carriage doors still visible. Constructed by shipbuilder Captain Augustus Pickering, occupied by his daughter and son-in-law Olivia and Allen C. Beach. Beach was Lieutenant Governor and Secretary of State of New York in the 1870's. Their daughter willed it to the village in 1941 for use as a museum.
Market Square	1972-73	One-story pavilion; wood frame, modern siding; gable roof. Village restrooms and picnic pavilion. INTRUSION.
Market Square	1977	One story; brick; gable roof. Village wastewater treatment facilities. INTRUSION.
Railroad Building #1	1915	One story; wood frame, clapboard; 62 feet in length; gable roof with wide overhanging bracketed eaves; scalloped shingles in gables; northwest wing has hip roof; bay window extension on southeast facade. Constructed for use as passenger railroad terminal.
Railroad Building #2	1900	One story; wood frame; horizontal plank construction; 100 feet in length; entire structure extends out over water on limestone piers; gable roof with overhanging eaves; eaves on northwest side (waterfront) are bracketed and extend farther than eaves on southeast side; 7 sets of original sliding double doors. Constructed for use as railroad freight terminal.
<i>Monroe Street</i>		
101	1895	Two stories; wood frame, shingled; two bays wide; gable roof; dormer on southeast facade; one-story porch along southeast side with gable at doorway; one and one-half story rear addition.
<i>Ray Street</i>		
103	1840	Two stories; wood frame, siding; Greek Revival style; two bays wide; gable roof; boxed returns; plain frieze; entablature, toplights and sidelights at entrance, additions on southwest facade and in rear.

**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>Ray Street (continued)</i>		
105	1880	Two stories; wood frame, siding; L-shaped plan; gable roof, enclosed porch with shed roof at entrance; one and one-half story addition on rear.
108	1920	Two stories; wood frame, shiplap; three bays wide, gable roof; wide eaves; plain frieze; one-story front porch with hip roof; turned posts.
112	1930	One story; wood frame, siding; L-shaped plan; gable roof; small shed roof extends over two front doorways.
Corner of Ray Street and East Main Street	1817	Union Hotel. Listed on National Register.
<i>West Washington Street</i>		
101	1955	One story; concrete block; porch on southeast facade. INTRUSION.
104	1830	Two stories; wood frame, siding; Federal style features; three bays wide; gable roof perpendicular to street; center gable; center second floor window removed; sidelights at entrance; bracketed hood over entrance; rear porch addition.
106	1830	One and one-half stories; wood frame, siding; Greek Revival features; one bay wide; gable roof; boxed returns; wide frieze along cornice; original fenestration altered at unknown date. 1940's addition on southeast facade; one story; combination gable and shed roof.
108-110	1890	Two stories; wood frame, clapboard; two bays wide; cross gable roof; decorative shingles in gables; lintels; symmetrical porches on southeast and southwest sides; turned porch posts and balusters.
112	1840	Two stories; wood frame, siding; four bays wide; gable roof with extensions over additions on both sides of main block; narrow entablature on pediment of gable; two symmetrical enclosed porches added on front facade; picture window on first floor; addition on northeast facade in late 1960's.
114	1841	Two stories; wood frame, clapboard; three bays wide; gable roof; eave returns; pedimented hood over door; modern shutters; one-story addition on rear.
201	1820	Two stories; wood frame, clapboard; Federal and Greek Revival features; three bays wide; gable roof, eave returns; 6 over 6 lights in some windows; fan window in gable painted over; fan window, sidelights and pilasters at main entrance; one-story front porch with pediment at doorway; turned porch posts; one-story addition on southwest facade.
203	1820	One and one-half stories; wood frame, clapboard; Federal style features; three bays wide; gable roof perpendicular to street; boxed returns; dentils; sidelights at entrance; front portico with scrollwork; square pillars; early addition on rear of structure.



**Table 3-1. National Register Listed Structures (cont'd)**  
**Sackets Harbor Village Historic District**

Address	Date	Description
<i>West Washington Street (continued)</i>		
204	1840	One and one-half stories; wood frame, siding, clapboards visible on front porch; three bays wide; gable roof; boxed returns continuing on west facade into a blind parapet which obscures the shed roof over the wing; enclosed front porch.
205	1842	One and one-half stories; wood frame; flush board facade; horizontal planks on east and west facades; Creek Revival style; hip roof; two-story portico supported by square, parallel, Doric columns; identical columns on one-story side porch; corner pilasters on front and rear facades; 6 over 6 lights on first floor; 3 over 3 lights on second floor.  Owned by several prominent citizens including Captain Francis Mallaby, commander of the steamship Ontario and Dyer Burnham, editor of the <i>Sackets Harbor Journal</i> .
206	1840	Two stories; wood frame, clapboard; three bays wide; gable roof; wide frieze; transom, sidelights, pilasters at entrance; one-story front porch; one-story rear addition.
207	1825	One and one-half stories; wood frame, modern board and batten siding; three bays wide; gable roof; transom, sidelights at entrance; one-story front porch; shed roof addition in rear.
208	1838	One and one-half stories; wood frame, clapboard; three bays wide; gable roof; eave returns; one-story addition on rear.
210	1830	One and one-half stories; wood frame, shingled; three bays wide; gable roof; eave returns; one-story enclosed front porch; two additions on rear.
211	1825	One and one-half stories; wood frame, clapboard; Greek Revival features; three bays wide; gable roof; 6 over 6 lights; entablature, fan light and sidelights at entrance; early one-story addition on rear.
213	1825	One and one-half stories; wood frame, shingled; three bays wide; gable roof; eave returns; one-story front porch with bracketed turned posts; two additions on rear.
George Tisdale House	1815-18	Two and one-half stories; limestone; Federal style; main block three bays wide; gable roof; boxed returns; symmetrical one and one-half story wings with gable roof, returns; stone splayed arches over windows; identical stone, keystone arches over door fanlight and gable fanlight; leaded sidelights, fluted pilasters at main entrance.  Structure is built on the site of Ft. Virginia, a War of 1812 blockhouse. Tisdale was an early, prominent businessman.

**Table 3-2. National Register Listed Structures  
Madison Barracks Historic District**

#	Building Name	Date	Material
1.	Commanding Officer's Quarters	1909	Brick
2.	Officers' Quarters	1892-1896	Brick
3.	Officers' Quarters	1892-1896	Brick
4.	Officers' Quarters	1892-1896	Brick
5.	Officers' Quarters	1892-1896	Brick
6.	Officers' Quarters	1892-1896	Brick
7.	Bachelor Officers' Quarters	ca. 1920	Brick
8.	Firehouse	1918	Brick, stucco
9.	Stone Water Tower	1892	Stone
10.	Apartment House (Officers' Quarters)	ca. 1920	Brick
11.	Stone Row — NE of sally port	1816	Stone
12.	Stone Row — SW of sally port	1816	Stone
13.	Apartment House (Officers' Quarters)	1920	Brick
14.	Gas Station	1920	Brick
15.	Commissary	1920	Brick
16.	Guard House	1892	Brick
17.	Warehouse (ruins)	1816	Stone
18.	Dwelling	ca. 1920's	Frame
19.	Dwelling	ca. 1920's	Frame
20.	Garage	ca. 1920's	Frame
21.	Ordinance warehouse	ca. 1892	Brick
22.	Ordinance warehouse with concrete block addition	ca. 1820's	Stone
23.	Warehouses A, B	ca. 1820's	Stone
24.	Warehouses A, B, C D (Fuel Storage Plant) E (dwelling)	ca. 1930's 1918-20 1890's	Frame Frame Frame
25.	Non-commissioned Officer's Quarters A, B, C, D, E; F (Commercial Electric Power)	ca. 1890's	
26.	Non-commissioned Officer's Apartment house A, B, C, D (four units each)	ca. 1920's	Brick
27.	Hospital	1899-1900	Brick
28.	Hospital Steward's Quarter	1899	Brick
29.	(Original) Hospital	1816	Stone
30.	Barracks	ca. 1930	Brick
31.	Bakery	1910	Brick
32.	Hospital bakery	1816	Stone

**Table 3-2. National Register Listed Structures (cont'd)**  
**Madison Barracks Historic District**

#	Building Name	Date	Material
33.	Post Theatre	ca. 1920's	Brick
34.	Post Headquarters	1920's	Brick
35.	Post Exchange and Gymnasium	1890's	Brick
36.	Barracks	1890's	Brick
37.	A. Mess Hall and Barracks B. Utilities Buildings	1892 1892	Brick Brick
38.	Barracks A, B, C, D E	ca. 1890-1900's 1920's	Brick range Brick range
39.	Incinerator Area A. Incinerator B. Magazine C. Weapons Storage D. Weapons Repair E. Warehouse F. Warehouse	ca. 1920's	Brick & concrete block Brick Brick Brick Frame Frame
40.	Stables and gun sheds A. Gunshed B. Stable C. Stable (ruins) D. Stable (ruins) E. Gunshed or garage	ca. 1920 ca. 1920 ca. 1920 ca. 1920 ca. 1920	Brick Brick Brick, frame Brick Brick, frame
41.	Truckshed or Gunshed	ca. 1918	Brick
42.	Motor pool warehouse	ca. 1920	Wood siding
43.	Section of old laundry (was riding hall)	ca. 1920	Wood siding
44.	Stable (Veterinary)	ca. 1920	Brick
45.	Veterinarian Building	ca. 1920	Stone
46.	A. Warehouse (ROTC area) and machine shop B. Warehouse C. ROTC Mess Hall D. ROTC Warehouse E. Machine Shop	ca. 1920's ca. 1920's ca. 1920's ca. 1920's ca. 1920's	Concrete block Concrete block Concrete block Concrete block Concrete block
47.	Mill Creek Bridge	ca. 1812	Stone arch



### 3.7 Current Land Use

*Refer to Map 3-3: Land Use Within or Contiguous to Study Area, and Maps 3-4 and 3-5: Existing Conditions of the Sackets Harbor Battlefield State Historic Site*

The Sackets Harbor Battleground has changed significantly since 1813. However, due to agricultural uses and the open space character of the land, some of the same qualities of setting from that era have been retained. The battleground has been subject to development almost completely on the residential parcels that line the waterfront and on the newly developed residential parcels along Hill and Edmund Street (*figure 3-29*). Such practices alter the landscape character as viewed from the roads and any pedestrian paths or trails. Several large parcels between Ontario and Ambrose Streets remain in agricultural use, which afford opportunities for preserving the landscape character of the battleground (*figure 3-30*).

Even though there are a mix of land uses within the study area, a large portion remains agricultural, vacant, or part of the State Historic Site (*figure 3-31*). Most vacant land is located in large, isolated parcels within the rural area outside of the village center and residential areas. Agricultural land use in the study area is limited to one dairy farm west of the village center and cultivated fields along Adams

Road, East Main Street, and Howes Shore Road (*figure 3-32* and see *figure 3-30*).

There is dense residential and commercial development in the study area, due in part to the village core and the development along the waterfront (*figure 3-33*). Horse Island, a strategic portion of the battleground and included in the National Register Nomination is private and is occupied by a single permanent home. Commercial



Figure 3-31. A large portion of the study area is part of the Sackets Harbor Battlefield State Historic Site. JMA 2009.



Figure 3-32. Agricultural land use includes grazing land for dairy cows. JMA 2009.



Figure 3-29. Residential development along Edmund Street. JMA 2009.



Figure 3-30. Boulton Farm. JMA 2009.



Figure 3-33. Commercial development includes docking at the Navy Point marina. JMA 2009.



land use in the study area is generally in the village core and within Madison Barracks.

Utilities located within the study area include a water treatment plant located at the west end of Ambrose Street and the municipal wastewater treatment plant is at the west end of Hill Street (figure 3-34). Strategically located in the battleground study area is the Augsburg Oil property which has approximately 110 acres of developable land, in close proximity to the waterfront and village center. Related to this property is an abandoned oil pipeline pier, which offers potential for adaptive reuse as well as strategic views for battleground interpretation (figure 3-35).



Figure 3-34. The water treatment plant. JMA 2009.



Figure 3-35. The abandoned oil pipeline pier, with Horse Island visible in the background. JMA 2009.

### 3.8 Current Development Activity

Most development activity in the past years was spurred by the preservation-planning efforts put in place by the village which facilitated the rehabilitation of many of the beautiful historic structures in the Village Historic District and the Madison Barracks Historic District. Almost every commercial building on West Main Street has been rehabilitated over the past twenty-five years.

Current development activity still includes Madison Barracks and other residential development along Hill and Edmund Streets and along the waterfront. All of Madison Barracks is under multiple corporate ownerships. Owners have restored several of the buildings in the past several years for reuse as apartments, restaurants, overnight accommodations, and retail stores. In addition, a new marina was also constructed. With the exception of the Mess Hall, Theatre, and Barracks buildings all of the historic structures at Madison Barracks have been or are in the process of being rehabilitated (figure 3-36).<sup>19</sup>



Figure 3-36. Many of the buildings in Madison Barracks are undergoing restoration. JMA 2009.

New residential subdivision development is occurring along Edmund Street, in close proximity to the State Historic Site (see figure 3-29). Similar development is anticipated in this area owned by the Local Development Corporation.

### 3.9 Zoning

The Village of Sackets Harbor Zoning Law was first adopted in 1987. The zoning law requires compliance with the State Environmental Quality Review Act (SEQR) and the implementing regulations promulgated by the Department of Environmental Conservation contained in Part 617 of Title 6 of the Official Compilation of Codes, Rules, and Regulations of the State Of New York.

The zoning districts in place include:

- a) Single Family Residential (SFR);
- b) General Residential (GR);
- c) Business (B);

<sup>19</sup> Nation Register of Historic Places – Nomination Form, “Madison Barracks” (1974): 10.

- d) Commercial (C);
- e) Historic Preservation Overlay District (HPOD);
- f) Waterfront Overlay District (WOD); and
- g) Planned Development District (PDD).

Following is a brief description of the important features of these village zoning districts. This is not a comprehensive description of all the regulations. Study of the zoning ordinance would be required for a more complete understanding of the requirements.<sup>20</sup>

### Single Family Residential (SFR)

The Single Family Residential district provides for single-family residential development of a moderate density, and to protect the character and integrity of existing single-family neighborhoods.

### General Residential (GR)

The General Residential district provides for a greater mix of residential development of moderate density.

### Business (B)

The purpose of this district is the promotion of centralized and orderly commercial development, which will concur with the character of the existing business district, while remaining in harmony with adjacent historic residential and institutional land uses.

### Commercial (C)

The Commercial district provides opportunity for limited industrial enterprises, along with a more liberal mix of residential and limited commercial uses.

### Historic Preservation Overlay District (HPOD)

The purpose of this district is 1) to preserve resources that represent or reflect elements of the village's cultural, social, economic, political and architectural history, 2) increase the educational and recreational appeal of the village to residents and visitors through the promotion of its historic

district and landmarks, and thereby advance the local economy, and 3) stabilize and increase property value by fostering civic pride in the beauty and accomplishments of the past.

### Waterfront Overlay District (WOD)

The WOD delineates an area conterminous with the Sackets Harbor Local Waterfront Revitalization Program (LWRP) Coastal Area whereby new development and redevelopment will be reviewed for compatibility with the policies and purposes of the LWRP. As an overlay district, the WOD does not replace the existing land use districts and their provisions, but rather, represents an additional level of review, superimposed on the provisions of the existing or underlying districts, that specifically relates to the policies and purposes of the LWRP.

### Planned Development District (PDD)

The PDD allows a variety of compatible uses such as residential, commercial and recreational development so the demands for housing may be met by greater variety in type, design and setting of dwellings, and by the conservation and more efficient use of land. To accommodate such development, the PDD allows greater freedom and imagination in design than is usually possible, while adhering to the village's planning policies and development objectives.<sup>21</sup>

Under the existing zoning ordinance, parcels in the study area are zoned predominantly SFR—Single Family Residential (this includes Horse Island). Portions of the study area are in the Historic Overlay District and the entire study area is in the Waterfront Overlay District. Landowners in the study area have played a role in preserving the land especially the agricultural land use and open space that has remained consistent over the years. However, owners may develop their land in conformance with the current village zoning and subdivision ordinances. Permanent preservation is only in place on the Sackets Harbor Battlefield State Historic Site, including the additional 40 acres that were purchased in 2006 and at Fort Pike that was recently transferred to village ownership.

There is a proposed zoning law drafted in accordance with the goals, objectives, and policies of the Village of Sackets Harbor Local Waterfront

20 EDR, LWRP/HAMP DRAFT, 20-21.

21 EDR, LWRP/HAMP DRAFT, 22.



Revitalization Program and Heritage Area Management Program.

### 3.10 Visitor Experience and Interpretation of the Battleground

*The Sackets Harbor Battlefield State Historic Site with its expansive landscape, sweeping views of the lake, and historic features, encompasses one-third of the village and is significant for its critical role during the War of 1812 and subsequent use as a United States naval station. The property's rich military and maritime history is the focus of the site's interpretive programs.<sup>22</sup>*

The State Historic Site is interpreted to the public by exhibits, outdoor signs, guided and self-guided tours, special events, and demonstrations of War of 1812 army camp life (figure 3-37).

In 2000, an interpretive trail with 10 ground-level signs was created around the periphery of the battleground and State Historic Site to help explain the events of May 1813 and later developments to visitors (see figure 3-6). The lake views permit visitors to imagine the scene of the War of 1812 battle of Sackets Harbor and offer the site its best opportunities to interpret that part of its history.<sup>23</sup>

The northeastern edge of the State Historic Site is accessible on a limited basis by the remains of what



Figure 3-37. Interpretive demonstrations include battle re-enactments and other activities. *Sackets Harbor Battlefield Alliance Collection.*

22 The *New York State Preservationist*, Volume 9, No. 1 Spring/Summer 2005, New York State Office of Parks, Recreation and Historic Preservation.

23 Gorden, *Sackets Harbor Battlefield CLR*, 16.

was once West Main Street, which lead to the Navy Yard and to Navy Point (figure 3-38). In the early 1980s, interpretive signs were installed along the boardwalk, on the lawn north of the Commandant's House and behind the Lieutenant's House. In 2004, a site map was installed in front of the Lieutenant's House (figure 3-39).<sup>24</sup>

Almost all of the interpretation of the battleground in the study area occurs in the State Historic Site. There is one interpretive sign that is located on private property adjacent to the waterfront (see figure 3-14). The location of the sign affords views to Horse Island and the connecting causeway remnants, and it encourages the visitor to read the wayside as well as imagine the troop movements at this strategic location for the battle in May 1813. There is currently no pedestrian walkway to this important area of interpretation, but visitors can walk southwest along Ontario Street from the State Historic Site and reach the interpretive wayside and the scenic view of Horse Island (figure 3-40).



Figure 3-38. The entrance to the State Historic Site is at the terminus of West Main Street. *JMA 2009.*



Figure 3-39. Site map in front of the Lieutenant's House. *JMA 2009.*

24 Gorden, *Sackets Harbor Battlefield CLR*, 19.

In 2006, the state expanded the State Historic Site by purchasing 40 acres from the Local Development Corporation. This newly acquired addition to the battlefield site currently has no formal interpretation with trails or waysides. There is great potential for new interpretation on this part of the battleground as well as an interpretive trail system that could tie into the current trail on the historic site, the pedestrian network in the village, future visitor parking areas and any plan for the Bicentennial Trail.



Figure 3-40. Steve Wallace, a former historic site employee, gives an interpretive tour of the battlefield, including Horse Island. JMA 2009.



## Condition Assessment

### 4.1 Agricultural/Open Space

*Fortunately, a large portion of the battlefield site has remained in agricultural production. The active farm fields cover approximately 85 acres of land. Including Horse Island, a conservative estimate for the entire expanse of the battlefield may be 300 acres. Therefore, the Boulton farm (and allied fields they rent) represents a very significant proportion of the original battlefield. Most importantly, this land has remained largely undeveloped and much of the archeological deposits associated with the battlefield are still principally undisturbed there.<sup>1</sup>*

The agricultural parcels referred to above are subject to severe impacts to both archeological resources and open space if there is a change in land use. These parcels are also a cultural landscape that if changed would disrupt and most likely destroy the integrity of setting, association, location and feel of the battleground site (figure 4-1).

Current viewsheds would also be severely impacted with any land use change to the agricultural parcels. Development of open space will prohibit views into a large portion of the extended core of the battleground where currently the public can view the landscape from the surrounding roads (figure 4-2). Any interpretive trail system would also be denied viewsheds as well as opportunities for more full and accurate interpretation based on the historical resources that are on these parcels. The present zoning allows these parcels to be developed for residential use without any vehicle for either mitigation or preservation. This represents an immediate and direct threat to these critical parcels of the battleground.

*In many instances battles occurred on open agricultural lands and these areas are still in agricultural use. In promoting economic diversity, many states encourage the continued*

*use of agricultural lands, which frequently contributes to the preservation of the battlefield site. In areas experiencing rapid development the preservation of these open spaces can add to the quality of life for these communities by preserving the beauty of the rural landscape and natural habitats for wildlife. The preservation of battlefields can also provide economic benefits to public and private owners stemming from tourism.<sup>2</sup>*



Figure 4-1. Agricultural lands contribute to the preservation of the Battleground site. JMA 2009.



Figure 4-2. Agricultural open space contributes to the rural character of the village. JMA 2009.

<sup>1</sup> Hartgen Archeological Associates, *Archeological Investigation of the Sackets Harbor War of 1812 Battleground* (2008): 41.

<sup>2</sup> Patrick Andrus, ed., *National Register Bulletin 40: Guidelines for Identifying, Evaluating, and Registering America's Historic Battlefields* (1992, revised 1999): 3.



## 4.2 Natural Resources

There are sites of prime farmland soils in the study area that are important to New York State. Prime farmland soils are those soils best suited for producing food, feed, forage, fiber and oilseed crops. These soils areas are susceptible to development including areas adjacent to Ambrose Street next to the core of the battleground.

Vegetation patterns have changed over the years, as can be discerned from the hand-drawn maps from 1812-14, and as portions of the battlefield were converted to agricultural use. No significant vegetation survives from the period of significance of the second battle of Sackets Harbor. Wetlands still remain in the study area and are depicted as "swampy" areas in some of the very early maps. Wetlands remain a valuable natural resource and are vulnerable to development. Threatened loss of wetlands requires at minimum, mitigation measures and preferably the maximum protection of preservation and buffer requirements.

## 4.3 Historic Resources

Since May 1813, the battlefield has been altered by various historical and modern developments. Smaller, more localized disturbances include the construction of farmhouses and barns as well as the construction of modern cottages, camps, and homes along the waterfront. There is a lack of historical topography from the period of significance except for the earthworks of Fort Kentucky located and preserved in the State Historic Site. There are numerous historic structures in the core area and the study area of the battleground which are mainly protected through the National Register listings for the Sackets Harbor Battlefield, the Sackets Harbor Village Historic District and the Madison Barracks Historic District.

The cultural landscape of the core area is vulnerable to any change in zoning or land use. Treatment and management of the cultural landscape is discussed in more detail in Chapter 7 of this document, *Management Issues*. Historic viewsheds have been lost due to development especially along the waterfront properties (figure 4-3). This effectively isolates Horse Island from its battleground context, except for the small wayside interpretation on private property and the limited view out to Horse Island between houses (figure 4-4). Critical for preservation would be any open space waterfront

property. This would allow visitors to understand the full significance of the troop movements during the invasion of the mainland by the British through a visual connection to Horse Island and to other islands south of the study area.

Archeological resources remain extremely vulnerable to changes on the battleground site. Large portions of the Sackets Harbor battlefield located south and west of the State Historic Site retain a high degree of archeological integrity. Other areas of the Village that have not had extensive survey work conducted could also have archeological resources vulnerable to development and construction. A more immediate threat is the evidence of looters on the battleground by the archeologists and battle related objects seen on auction sites.

Associated road building, utility construction and other activities have also impacted the former battlefield. The AMFC storage site constitutes the largest single disturbance to the battleground. On Horse Island the construction of the lighthouse,



Figure 4-3. Waterfront development restricts viewsheds from public roads. JMA 2009.



Figure 4-4. Interpretation of Horse Island from a wayside on private property. JMA 2009.

light tower and look-out tower have disturbed portions of the site. Otherwise, the island appears to have remained largely intact.<sup>3</sup>

## 4.4 Summary of Threats

In summary, the potential threats to the Sackets Harbor Battleground include:

- Current zoning that allows land owners to develop what is now open/agricultural land for residential development (**imminent threat**)
- Current zoning does not provide a good tool for preservation of the battleground core area (**imminent threat**)
- Change in land use that will result in loss of archeological resources as well as cultural landscape resources and open space, valuable as a scenic community resource contributing to rural character of the Village (**imminent threat**)
- Changes in vegetation patterns that could take over existing open space (**long term threat**)
- New development of the waterfront and on parcels in or contiguous to the Battleground study area and lack of design guidelines for new development (**imminent threat**)
- Potential loss of current viewsheds to State Historic Site and the agricultural/ open space associated with the battleground study area (**long term threat**)
- Incompatible development, resulting in a wholesale loss of individual battlefield resources and or the setting of the battlefield (**long term threat**)

Evident from condition assessment are parcels of land within the study area and core area that are critical for the preservation of the Sackets Harbor Battleground. Also evident are the sources and extent of the potential threats to the land parcels that would irrevocably change the cultural landscape or destroy the underlying archeological resources. This in turn would greatly diminish the integrity of the battleground.

3 Hartgen, *Sackets Harbor War of 1812 Battleground*, 41.



# Preservation Tools and Techniques

## 5.1 Description of Tools

### Overview

There are a variety of tools available to local governments for protecting historic properties, falling into two basic categories:

- (1) public property acquisition of full or partial interest for conservation purposes, and
- (2) management of resources in private hands through land development regulations.

The most effective tool for historic resource stewardship is the acquisition of property in full interest for conservation purposes with an adequately planned and funded management program. This approach, however, requires a serious commitment in perpetuity from the local agency. On the other hand, historic resource preservation through negotiated legal instruments, such as acquisition of partial interest in property through a conservation easement, or through a leveraged circumstance resulting in a protective covenant, is a legitimate alternative that can strike a balance between public and private interests. Preservation and protection of historic resources through land development regulations, although not always as effective and cost effective over the long term, are popular with local governments nationwide.

### Property Acquisition Tools

Acquisition options include several means of securing full ownership or obtaining partial interest through the use of conservation easements, covenants and purchase of development rights. Once a property is protected through acquisition, whether of full or partial interest, a management responsibility begins. A government entity that owns land for preservation or conservation reasons has a responsibility to evaluate and maintain significant resources on the property and provide some means of public access and interpretation. With easements and covenants, allocations of staff and equipment are needed to monitor conditions and conformance to the agreed-upon restrictions. The cost of long-term property maintenance,

stewardship, and monitoring responsibilities are important considerations during initial planning efforts to conserve or preserve a resource.

### Land Development Regulations

A local government's comprehensive plan articulates a community's vision and various tools can be used to achieve the stated goals. Specific protection policies and resource management objectives can be incorporated into a local government's comprehensive plan. Other land development regulations such as zoning, subdivision requirements, design guidelines, the transfer of development rights and, in New York, coordination with the State Environmental Quality Review (SEQR) process, are some devices for guiding and regulating the appearance and location of growth as it affects historic resources.

### Full Title Ownership

Land may be purchased from willing sellers by a government entity, qualified nonprofit, or conservation-minded buyer at fair market value or bargain price. A seller willing to consider a bargain sale of land below market value or an outright donation may be eligible for a charitable contribution credit on state and federal income taxes. Certain owners may also be interested in a land exchange. Specific methods of conveying full title ownership include:

- **Fee Interest Purchase:**

Fee interest (also known as fee simple or fee simple interest) purchase is the immediate transfer of full and legal ownership of land from one party to another as a result of a single transaction with terms mutually agreed upon by both parties.

- **Lease-to-Purchase Contract:**

A lease-to-purchase allows the buyer to rent the property and obtain an option to purchase the land in the future at a specified price.



- **Option or Right of First Refusal:**

An option allows the buyer to buy the property at a later date at a specified value or with an agreed process for determining future value. The right of first refusal gives the buyer the right to match another offer of purchase within a specified period of time.

- **Donation or Bequest:**

The property owner freely transfers the property by deed, usually realizing tax credit benefits as a charitable deduction. Also, property can be transferred as a result of specific instructions in a will.

- **Acquisition or Receipt of Charitable Remainder Trust:**

Sale or donation (for charitable deduction) of property with retention of use by seller/donor until the seller/donor or his/her heirs die. The current owner is able take a deduction for the donation immediately.

- **Land Exchange:**

Public entities or nonprofits exchange developable land of low conservation value for land with high conservation value. Land can be exchanged between private and public entities, and may reduce capital gains taxes for the original owner of protected land.

Land acquisition through purchase, donation, or exchange offers the most straightforward means of protection for resources as the local government has complete management control as owner of the property. A government or nonprofit that buys or receives land may also consider applying a conservation easement to the land and transferring the easement to an independent qualified holder to bind future officials to conservation objectives.

There are several considerations associated with buying land. A buyer typically provides for the cost of the land and closing costs. A purchase by or donation to a government or nonprofit may reduce the amount of taxable land and hence tax revenue for the local government. Over time, government or nonprofit land may increase the value of adjacent land, which would increase tax revenue but also the taxes owed by the landowner.

## Limited Title Ownership

### Conservation Easement

Article 49, Title 3 of the New York State Environmental Conservation Law provides for conservation easements. This law provides a standard definition for conservation easement and notes that it is a tool for limiting or restricting "development, management or use" of land to protect land with "scenic, open, historic, archaeological, architectural, or natural condition, character, significance or amenities."<sup>1</sup> Typically, conservation easements have been used to protect historic buildings, archeological sites, prime farmland, forests, coastlands, streams, wetlands, wildlife habitats, and scenic views.

A conservation easement is the transfer of partial property interest from a landowner to a government entity or qualified nonprofit organization. A landowner, in negotiations with the easement recipient, can agree to limit development of real property in perpetuity, with the conservation easement as the mechanism to implement this agreement. The conservation easement runs with the property when the land is sold or transferred. The landowner may use the land in any way that is consistent with the terms of the conservation easement and applicable zoning laws. The entity that holds the conservation easement is responsible for enforcing the restrictions agreed to and described in the conservation easement. The easement often addresses property maintenance, provides a right of access for inspection, and can be individually tailored to meet a landowner's needs.

One land trust in the state describes the execution of this type of agreement as only the beginning of a relationship between a landowner and easement recipient. The landowner continues as the responsible steward of the land and the land trust serves as a resource to the landowners regarding property management. The land trust staff makes routine annual visits to properties held under easement and is available on a continuing basis to answer any questions from the landowner and monitor conditions of the easement.<sup>2</sup> Specific types of conservation easements include:

1 Article 49, Title 3 of the New York State Environmental Conservation Law.

2 The Columbia Land Conservancy, <http://www.clctrust.org/>

- **Agricultural Conservation Easement:**

Conservation easements are often used to conserve farmland. The intent is to limit development and improvement of farmland to agricultural production purposes only. This type of easement is frequently referred to as an Agricultural Conservation Easement.

- **Battlefield Specific Conservation Easement:**

The National Park Service's American Battlefield Protection Program provides guidance and a model for applying conservation easements to battlefield preservation in "Conservation Easements, Flexible Tools for Battlefield Preservation."<sup>3</sup> The model conservation easement in this document is crafted for a (hypothetical) working farm, with an owner who lives in a house on the property and wants to continue farming. The battlefield is located on large portions of the farm. The goal of the easement is to enable the landowner to continue farming, protect significant components of the battlefield, and allow public access.

- **Historic Preservation Easement:**

Historic preservation easements can be used to protect significant historic, archaeological or cultural resources such as historic landscapes, battlefields, or archaeological sites. The holder of a historic preservation easement is typically an organization whose mission includes historic preservation.

Paying for limitations or restrictions on development is less expensive than purchasing land outright. Partial ownership, however, means less control. Access to, interpretation and maintenance of a site or landscape are limited by what is contained in the conservation easement. An easement can be more restrictive and permanent than zoning regulations. Easements may also provide the landowner with income tax, property tax and estate tax benefits. Also, as noted by The Nature Conservancy, "because the land remains in private ownership, with the remainder of the rights intact, an easement property continues to provide economic benefits

for the area in the form of jobs, economic activity, and property taxes."<sup>4</sup>

There are several land trusts operating within Jefferson County which would be valuable partners in the stewardship and monitoring of protected land. The Ontario Bays Initiative, Inc. is a non-profit land trust that holds conservation easements and owns land for conservation purposes in Jefferson County. The 1000 Islands Land Trust conserves land in the Thousand Islands region of New York State.

## Covenants

A real estate covenant concerns the use of land and promises to either act (such as installing a buffer on the property or maintaining land as a park) or not act (such as not developing commercial uses or structures on the property). The description of the promise or restriction is usually included in a deed. A real covenant runs with the land from owner to owner, though it usually includes a time limit. A covenant may be established at any time by a landowner. If the landowner makes a promise, with a covenant, the entity who obtains the promise (possibly either federal, state or local government, or land trust) has the right to enforce the promise. For instance, if a landowner promises, with a covenant, to maintain land as a park, the governing entity has the right to ensure the land is maintained as such. Covenants can be added to a deed, which is a simple process when compared to establishing zoning districts to effect development restrictions or conservation of land. Covenants can also be viewed as an interim measure when a property owner wants to conserve land, perhaps for ten or twenty years, and is not ready or willing to commit to conserving the land in perpetuity.

## Purchase of Development Rights (PDR)

A PDR program allows a qualified nonprofit land trust or government entity to purchase development rights for a piece of property. Like most real estate transactions, it is a voluntary program wherein the landowner is free to accept or deny the offer. When coupled with a conservation easement, this approach ensures that restrictions apply in perpetuity. The entity that purchases the development rights "retires" them upon purchase.

3 Palmetto Conservation Foundation, Military Heritage Project, "Conservation Easements, Flexible Tools for Battlefield Preservation" <http://www.nps.gov/history/hps/abpp/FinalEasementGuidance0305.doc>.

4 The Nature Conservancy, "Conservation Easements: What are Conservation Easements" <http://www.nature.org/aboutus/privatelandsconservation/conservationeasements/what-are-conservation-easements.xml>.

The development value of a property is the difference between the overall market value and, if the property is a farm, the agricultural value. The intent, however, is not to remove all reasonable use of the property. The landowner may be eligible for property and estate tax benefits. New York State offers PDR Grants to counties and municipalities for protecting farmland.

## Land Development Regulations

### Zoning

Zoning is a local government regulation intended to protect the general health, safety, welfare and character of a community. Zoning typically provides parameters for and regulates land use and new construction. For instance: the location of land uses within a community (commercial, residential, industrial agricultural etc.), residential densities, the allowed mix of uses in a building or neighborhood, and building elements such as height and lot coverage. Zoning is often based on the policies and direction provided in a community's comprehensive plan. Zoning does not guarantee the highest and best use to a property owner.

### Zoning Overlay

A zoning overlay district is a tool used to protect important landscapes from inappropriate development. It defines a district, significant for scenic, agricultural, historic or other reason, and overlays boundaries on top of existing zoning districts.

A Cultural Landscape Overlay could be crafted to allow consideration of features that define the landscape as a battlefield during the development review process. Consideration could include: restoration of historic landscape from the time of the battle, management of archeological resources, and could address protection and screening of views of and from the battlefield.

An overlay provides specific direction in relation to specific resources (archeological sites, historic structures, and open space or view objectives) where a zoning district may not. It is a method for ensuring that the base zoning districts achieve a community's goal for a landscape and does not require each zoning district to include battlefield protection language. The overlay allows the jurisdiction to consider a proposal in light of the

community's goal to protect battlefield related resources.

### Design Guidelines

Such guidelines can be prepared by the local jurisdiction with public participation, and may establish an accepted set of design principles for a variety of structural features – building heights, widths, and setbacks, and/or more broadly, function and land use arrangement, scale, and streetscape.

Design guidelines can honor a local, historic settlement pattern, be constructed to respect significant battlefield structures or view sheds (for instance, siting and materials), and overall help implement preservation and conservation goals, among others, set out in a comprehensive plan. Design guidelines are written and include drawings or pictures that give examples of how the design principles may be applied. Design guidelines can be provided for voluntary use during the interim in which a jurisdiction is considering adoption of the guidelines.

### Transfer of Development Rights (TDR)

A TDR program enables a government entity to transfer certain development rights such as density and height allocations, from one lot, parcel, or area of land (the "donor" parcel) to another lot, parcel, or area of land (the "receiving" parcel). The respective land parcels must be located in sending districts and receiving districts designated by the local government. New York State Law states that sending districts will "*consist of natural, scenic, recreational, agricultural or open land or sites of special historical, cultural, aesthetic or economic values sought to be protected.*"<sup>5</sup> Basically, under a TDR there is a transfer of growth from an area the community wants to protect to an area the community has designated for more development.

Landowners in sending areas can sever and sell development rights. Other landowners purchase these rights to increase the density of their development in the receiving areas. Local governments may also purchase development rights from a sending area to control price and

5 Guide to Planning and Zoning Laws of New York State, Department of State, Division of Local Government, May 2007, Section 7-701 Transfer of development rights; definitions, conditions; procedures.



growth. Conservation easements are placed on the sending land to provide protection in perpetuity.

A TDR program is part of the overall growth-management program of a community. Both the comprehensive plan and zoning ordinances need to recognize and support the TDR program. Landowners in the sending area must believe that there is value in their development rights, and landowners in the receiving areas must have assurances that greater growth will be accommodated with public facilities and services. New York State law requires that sending and receiving districts be established in accordance with a comprehensive plan.

Under a PDR program the development rights are retired while they can be reused under a TDR program. A TDR program has predetermined sending and receiving areas whereas a PDR program may not. Programs for purchasing conservation easements rely in large part on public financing and have extensive eligibility criteria. TDR programs usually involve private financing and zoning ordinance requirements for landowners participating in the TDR program.

TDR programs are effective tools for preserving farmland and natural resources and also compensating landowners for development restrictions on their property with private funding.

Few communities, however, have had success in using these programs.<sup>6</sup> TDR programs are very complex and can be difficult to manage.<sup>7</sup> They do not reduce the need for zoning and communities may not support TDR programs. For instance, residents in the receiving areas may object to greater growth. TDR programs are more permanent than traditional zoning and this may conflict with the changing nature of a community's land use needs.

### New York State Environmental Quality Review Act (SEQRA) – Critical Environmental Area (CEA)

New York State requires an environmental impact assessment for activities that the Village of Sackets

Harbor is proposing or permitting. A local or state agency can designate a specific geographic area an area of exceptional character deserving of more detailed review in the SEQRA process. The designated area is called a Critical Environmental Area (CEA). The geographic area may be significant for, among others, agricultural, cultural, historic or archeological values, and for its open space and scenic quality.

With CEA designation, SEQRA reviews projects to assess impacts, if any, on the aspects that make the area significant – cultural, historic, archeological or other values. A local jurisdiction can designate itself a CEA, under Section 617.14(g) of the SEQRA. The village's battlefield is not currently designated a CEA.

### Public Access

Typical public policy allows some degree of controlled public access to land owned by a government entity for resource conservation purposes. The exception occurs when a property or portion thereof holds sensitive resources, such as wildlife habitat, that allowing regular public access would severely degrade or destroy the protected resource. Public access to or across private property must be negotiated either through an easement or agreement or can be purchased outright as a right-of-way. Oftentimes, as part of a proposed development project, public access is negotiated and implemented through a development agreement (via the local review process). Also, with regard to public access on private land, it is important that issues of liability protection are worked out beforehand.

Public access on private land can be addressed within an easement. Landowners with conservation easements can decide whether or not to open their property to the public, and how this will occur. For instance, landowners can convey certain public access rights (fishing, hiking, guided tours, etc.) for specific time periods (once a month, months of the year, etc.). Unless state law comments differently, the kind and degree of public access to be conveyed is decided by the landowner and the grantee.

A landowner needs to consider, however, that they may need to provide public access in the easement to qualify for related tax benefits. Recreation or education related easements require public access for tax benefits. Scenic easements must have land visible to the public but do not need to include

6 Transfer of Development Rights Programs, Using the Market for Compensation and Preservation, Hanly-Forde, George Homsy, Katherine Lieberknecht, Remington Stone, Cornell University.

7 Ohio State University Fact Sheet, Transfer of Development Rights, CDFS-1264-98, Land Use Series, Timothy J. Lawrence.

physical access for tax benefits. Agricultural and wildlife or plant habitat related easements generally do not require access. Historic preservation easements require visual or physical access.

With regard to easements, liability and public access, a jurisdiction can use immunity statutes or the grantee may assume the liabilities relating to public access and indemnify the grantor. A grantee or easement holder should also obtain insurance. Indemnity clauses do not substitute for insurance.<sup>8</sup>

New York State has enacted a "Recreational Use Statute" to encourage property owners and managers to allow public access for recreation on their private land.<sup>9</sup> The Statute defends both private and public land managers. Landowners are not required to keep their land safe or warn visitors of potential hazards, though landowners cannot deliberately endanger people on their land for recreational uses. The liability protection offered through the statute is not valid if the landowner collects fees or rent for the use of the land, however, there are exceptions to this rule.

## 5.2 Village, Town, County, and State Actions to Preserve the Battleground

### Overview

The land located within the Sackets Harbor Battlefield State Park and the battlefield study area to the north and east of the park are generally protected by: state ownership, comprehensive plan policies that support battlefield protection, zoning districts and tools that concentrate development near the village center and promotes lesser densities and clustered development on surrounding land, the Historic Preservation Overlay District, architectural guidelines and resource documentation provided in Madison Barracks, Sackets Harbor and Battlefield National Register Historic District designations.

The portions of the battlefield that have the potential to be altered most by development include the

agricultural and vacant land located southwest of the village core and on Horse Island. All the proposed zoning districts and tools, fundamentally still allow development on privately held battlefield land. Development could occur that degrades the landscape and compromises the integrity of archeological resources.

### Village Actions

The Village is currently updating its zoning law and comprehensive plan. The draft plan and law include features that aid protection of battleground. Architectural guidelines also serve preservation of character compatible with War of 1812 history. The zoning law and comprehensive plan have not yet been completed or formally adopted as of the final submission of this report. Battlefield resources are, in part, documented in National Register Historic Districts.

### Zoning Districts

The comprehensive plan and the zoning law provide the following district descriptions: Rural Conservation (RC) District, Village Residential (VR) District, Village Center (VC) District, and the Existing Planned Development (PD) District. The proposed for the battlefield study area is Rural Conservation and Village Residential. Overall, the Village's zoning districts encourage development near the village center and promote lesser densities on the land surrounding the village center. The RC zoning in particular helps maintain agricultural uses on farm land, thereby keeping rural land within the battlefield study area from being developed with more intensive uses. This helps protect, though doesn't ensure protection of, battlefield land, archeological resources and views. Under the zoning, development may still occur that obscures a significant view or degrades the open quality of the currently undeveloped battlefield land.

#### *Rural Conservation (RC) District*

The purpose of this district is to preserve the rural character of the district while allowing appropriate development. It envisions a greenbelt around the core area of the Village (VC, PD, and VR Districts), to encourage agricultural uses of land, protect farmland and environmental resources, create a network of trails through the greenbelt, and to allow limited compact development that provides a reasonable return to landowners.

<sup>8</sup> Janet Diehl and Thomas S. Barret, *The Conservation Easement Handbook, Managing and Conservation and Historic Preservation Easement Programs* (1988).

<sup>9</sup> New York Recreational Use Statute, New York Consolidated Laws, General Obligations Law Article 9, Obligations of Care, Title 1, Conditions on Real Property. [www.nps.gov/ncrc/programs/rtca/helpfultools/recusebrochures/newyorkreliabbrochure.pdf](http://www.nps.gov/ncrc/programs/rtca/helpfultools/recusebrochures/newyorkreliabbrochure.pdf) and [www.nps.gov/rtca](http://www.nps.gov/rtca)

One dwelling unit per 2 acres is allowed with the base zoning and increased density is allowed with conservation subdivisions. Subdivisions with more than three new lots are required by to comply with the conservation subdivision, unless the applicant can show that a conventional subdivision will better serve comprehensive plan goals.

#### *Village Residential (VR) District*

The purpose of this district is to maintain and enhance the residential neighborhoods surrounding the Village Center, allowing a variety of housing types, quality business development in scale with the neighborhoods, and flexibility of uses.

Two dwelling units per 6,000 square feet are allowed with the base zoning. Increased residential density is allowed with conservation subdivisions, which are permitted on any parcel of two acres or more in the VR District.

#### *Village Center (VC) District*

The purpose of this district is to maintain and enhance the traditional mixed-use character of the Village Center, while encouraging infill development that is compatible with that character, providing greater amenities to residents and a range of housing options and commercial opportunities.

One dwelling per 2,500 square feet are permitted with site plan review, and two or multi-family dwellings are permitted by-right for 2,500 square foot lots.

#### *Planned Development (PD) District*

The purpose of these districts is to enable Planned Developments that were approved prior to the adoption of this Local Law to continue to develop pursuant to the approvals received and to allow new PD Districts in appropriate circumstances. The total number of dwelling units will in no case exceed six per acre.

#### *Zoning Tools*

Two tools encourage retention of open space and transfer of growth from areas in need of protection (including undeveloped battlefield land) to desired growth areas: conservation subdivisions and transfer of development rights. The Village's zoning law includes these two tools. The conservation subdivision requires that 40% or more of land in a subdivision be kept as open space. The transfer of

development rights allows the transfer of growth from the rural area or Rural Conservation District and Greenbelt area, where open battlefield land lies, to any developable land in the VC or VR districts (insert map).

#### *Critique and Recommendation*

Section 5.2.1.3 of the comprehensive plan states that the conservation subdivision approach encourages the development of trails and protection of environmental and open space resources. It does not specifically reference the preservation and mitigation of cultural and historic features. Article 5 of the zoning law indicates that the conservation subdivision process identifies land with conservation value and also that a conservation easement can be used to protect land with conservation value. The zoning law defines land with conservation value as including historic and archeological sites that are "specifically identified in the Comprehensive Plan or the LWRP." Consequently, if the conservation subdivision and the conservation easement are to be used to protect battlefield resources, the comprehensive plan needs to clearly identify the boundaries of the battlefield intended for protection and identify it as land with conservation value.

Regarding Transfer of Development Rights, Section 12.2 in the comprehensive plan provides policy support for using a transfer of development rights (as well as acquisition/purchase of development rights) "to promote continuation of farming activities". If desired, a similar policy could be added to promote protection of battlefield resources.

#### *Development Approvals*

Development which requires site plan approval or a special permit is required to comply with, among other standards, applicable design and architectural provisions. Article 9 of the Village's zoning law requires that a site plan include, "where appropriate, a cultural resource survey of resources with historic or archeological significance".<sup>10</sup> In the RC and VR districts, which comprise a majority of land in the battlefield study area, the Planning Board may require that an applicant prepare a conservation analysis. The conservation analysis is triggered by a subdivision application for more than three new lots in the RC district and on any parcel of two acres or more in the VR district. The conservation analysis shall show lands with

<sup>10</sup> Article 9(6)(B)(20), Zoning law, October 2009.



conservation value, including archeological sites if such sites are specifically identified in the Comprehensive Plan or LWRP.

### *Critique and Recommendation*

The comprehensive plan needs to clearly identify the boundaries of the battlefield intended for protection and identify it as land with conservation value to enable the site plan review process to specifically address protection of battlefield resources. The Planned Development District could be used to specifically preserve or conserve battlefield resources, however, the related criteria for site plan review do not ensure compatibility with and protection of natural, historic and scenic resources related to the battlefield.

### Historic Preservation (HP) Overlay

The zoning law states that the purpose of this district "is to protect the traditional character of portions of Village with important historic value". The HP Overlay district provides an additional level of review and design criteria.

The land within the HP Overlay is predominantly developed land and the HP overlay's design and review criteria are crafted to support development that is compatible with the pattern and appearance of the village core. The battlefield land to the south of the HP Overlay District and on Horse Island is largely agricultural and vacant land. A different type of overlay district would be appropriate for a different type of place.

The land within the battlefield study area and outside of the State Park boundaries and the HP Overlay District lies to the southwest of the village core and includes a small portion of the built village, a large segment of agricultural and vacant land on-shore and Horse Island off-shore, and smaller shoreline parcels. The character of this land is quite different from the built village environment within the HP Overlay District.

### Incentive Zoning

State law allows a Village Board of Trustees "to provide for a system of zoning incentives, or bonuses...to advance the village's specific physical, cultural and social policies in accordance with the village's comprehensive plan." The Village's zoning law has incentives, including those proposed in the conservation subdivision and transfer

of development rights sections. These zoning incentives encourage developers to conserve land in exchange for development rights over and above that provided in base zoning.

### Design Guidelines

The proposed zoning law includes in the appendix a set of architectural guidelines that apply throughout the Village. An additional set of design guidelines are provided in the zoning law for property within the Historic Preservation Overlay District. The architectural guidelines that apply to relatively undeveloped agricultural and vacant land within the battlefield study area address structures and do not address siting relative to historic or archeological resources.

### Comprehensive Plan

The draft consolidated Local Waterfront Revitalization Program (LWRP) and the Heritage Area Management Plan (HAMP) constitute the comprehensive plan for the Village of Sackets Harbor. The comprehensive plan was being updated during the preparation of this document during 2009-2010. As is typical of comprehensive plans the Village's plan provides goals, objectives and policies for regulating land use to ensure the public health, safety and general welfare. The plan serves as the basis for any ordinance or local law (zoning, subdivision, special use permit, site plan regulations) enacted for regulating land use and community resource protection.<sup>11</sup> A comprehensive plan can include policies for protecting battlefield resources: land, structures and archeological sites. The comprehensive plan includes policies related to protection of battlefield land, structures and archeological sites.

### *Battlefield Related Policies: Inventory*

#### Historic Sites and Districts:

- Sackets Harbor Battlefield State Historic Site (Section 2.7.1).
- Sackets Harbor Historic District (Section 2.7.2).
- Madison Barracks Historic District (Section 2.7.3).

<sup>11</sup> Section 7-722, Village Comprehensive Plan, Guide to Planning and Zoning Laws of New York State, May 2007.

#### Historic Resources in the Village and outside National Register Districts:

- War of 1812 battleground – A large portion of the actual battlefield still lies outside of the State Historic Site (Section 2.7.4).
- Horse Island – Horse Island is closely related to the significance of the Battlefield State Historic Park (Section 2.7.4).
- Military Cemetery – The (Old) Military Cemetery was moved from Madison Barracks to its present location in 1909 and is still in active use (Section 2.7.4).

#### Archeological Resources:

- In 2008, the village surveyed sections of the War of 1812 Sackets Harbor Battleground. The battleground properties include Horse Island, the Boultons Farm, and the former Augsbury Oil property (Section 2.8).

#### Views:

- Views of the Battlefield State Historic Site from the water and views of open space and agricultural fields from the Battlefield Site's trails are listed under Important Views and Vistas (Section 2.9.1).

#### *Battlefield Related Policies: Resource Protection*

##### Archeology, and Heritage Projects and Programs:

- The village requires consideration of potential archeological resources through the land development and State Environmental Quality Review (SEQR) assessment process (Section 4.5).
- Improve the Heritage Area Visitor Center (Augustus Sacket House).
- Complete the rehabilitation of Fort Pike. (Section 4.5).
- Complete the rehabilitation of the Stone Hospital (Section 4.5).
- Preserve and enhance the War of 1812 battlefield (Introduction and Overview).
- Implement the Battleground Protection Plan (Section 4.5.5):

Public understanding of the archeological significance of the 1812 battleground and its role in the history of Sackets Harbor, the region and the entire nation can be developed

through the cooperative efforts of the village and local, county, regional, and state historical organizations. In conjunction with the Battleground Protection Plan, continue to:

- Acquire, as opportunities arise, public ownership or public rights to battleground areas and associated sites, including Horse Island and associated areas at Madison Barracks and Storrs Road. With property owners and local and state government representatives, seek to maintain the land in a manner sensitive to its historical/archeological significance as well as to its surrounding natural and manmade environment.
- Develop educational programs.
- Collaborate with the State on commemorative programs and projects celebrating the Bicentennial of the War of 1812.

- Continue to support the rehabilitation and revitalization of Madison Barracks (Section 4.5).
- Protect and support the village's historic cemeteries (Section 4.5).
- Protect Horse Island (Section 4.5).
- Public funding should continue to be pursued to assist and support efforts by private owners to rehabilitate/restore historic buildings and sites (Section 4.5).
- The village, with the Town of Hounsfield, should complete a detailed study of existing open space. This inventory would allow the village to better understand which land should be retained as open space for the purposes of preservation and recreation. (Section 4.5).

#### *Battlefield Related Policies: Techniques for Local Implementation*

The Techniques for Local Implementation section outlines zoning codes and funding opportunities to promote and protect open space and agricultural land, restrict sprawl, and maintain the rural edge to the village. It includes recommendations for implementing battlefield related projects (Table 5-1) and provides funding opportunities for protection of battlefield resources (Sections 5.6 -5.8).

### *Battlefield Related Policies: In General*

Since battlefield land includes agricultural land, open space and the village center, conservation policies that protect farms, open space, and views or “scenic character of traditional rural and village core” also aid the protection of battlefield land.<sup>12</sup>

The comprehensive plan supports the protection and interpretation of battlefield land, archeological sites and structures. The comprehensive plan could help clarify battlefield protection policies by including a map of battlefield resources or in general a map of the battlefield study area, and also policies to support Transfer of Development Rights (TDR) and Purchase of Development Rights programs. The zoning ordinance includes a TDR section, but it is not discussed in policies in the comprehensive plan.

The Implementation Recommendations (Table 5-1) place protecting Horse Island as an on-going need, and indicate that implementing the Battlefield Protection Plan is a medium priority with a 2–5 year timeframe. The Village may need to assess if this timeframe is appropriate for farmland that is also battlefield land and under development pressure. Note: Some of the parcels in the battlefield study area are farms. These parcels serve two views listed as Important Views and Vistas (battlefield and agricultural land views), and could rank higher in a ranked list of properties deserving of protection.

### National Register Historic District

There are three National Register Historic Districts within the Village of Sackets Harbor: Madison Barracks Historic District, Sackets Harbor Historic District and the Battlefield Historic District. The National Register Districts provide protection only where there is a federal action, and therein the affects of federal action on National Register resources need to be mitigated. A Historic Preservation Overlay (HP) District is proposed in the comprehensive plan and the zoning law, and encompasses the Madison Barracks Historic District, the majority of the Sackets Harbor Historic District and roughly less than half of the Battlefield Historic District. The proposed HP District provides guidelines for design review. The zoning law also proposes

architectural guidelines that apply throughout the Village of Sackets Harbor, including in the HP District. The National Register Historic Districts provide resource documentation that serves efforts to design compatible development. There are no local historic districts within the Village.

### Archeological Resource Protection

The comprehensive plan states:

The village requires consideration of potential archaeological resources through land development and State Environmental Quality Review (SEQR) assessment process. Development petitioners must consult with the OPRHP inventory of potentially archeologically sensitive sites before proceeding and must comply with any requirements set forth by the State. This may include various levels of investigation. If any resources are found, documentation of the findings, or in rare cases, protection of resources is required.”<sup>13</sup>

All development which requires site plan approval or a special permit is required to comply with applicable design and architectural provisions for Site Plan review in Article 9. Special Permit, Major Project, and Minor Project site plan review requires SEQRA compliance, which includes consideration of archeological resources. (Article 9, Section 7). Site Plan Review requires that a site plan include, “where appropriate, a cultural resource survey of resources with historic or archeological significance” (Article 9-6B20). In the RC and VR districts, the Planning Board may require that an applicant prepare a conservation analysis as described in 5-2 of this Local Law. These proposed districts comprise the majority of land in the battlefield study area. The conservation analysis is triggered by a subdivision application for more than three new lots in the RC district and on any parcel of two acres or more in the VR district. The conservation analysis shall show lands with conservation value, including archeological sites if such sites are specifically identified in the Comprehensive Plan or LWRP (Section 5-2).

12 Environmental Design & Research, *Village Of Sackets Harbor Local Waterfront Revitalization Program (LWRP) & Heritage Area Management Program (HAMP) DRAFT* (2009): Sec. 3.0, Policies 1-4, 12, and 13.5.

13 EDR, *LWRP/HAMP DRAFT*, 30.



## New York State Environmental Quality Review Act (SEQRA):

New York State requires an environmental impact assessment for activities that the Village of Sackets Harbor is proposing or permitting. The Village's proposed zoning law (Article IX) requires a Draft Environmental Impact Statement, pursuant to SEQRA, where a proposed action may have a significant effect on the environment.<sup>14</sup>

The SEQR process requires the local government to consider environmental impacts equally with social and economic factors during discretionary decision-making. Environmental impacts include impacts to resources of archeological, historic or aesthetic significance and existing community or neighborhood character. The SEQR process could support changes to or denial of development projects which may negatively affect the battlefield.

## 5.3 Recommended Preservation Tools

### Choosing the Right Tools

#### Identify the Resources or Elements that Define the Battlefield

In order to define tools appropriate and effective for protecting the historic battlefield, it is important to recognize the elements that comprise the cultural landscape. Obviously, some of the integrity of the battlefield—the cultural landscape—has been compromised over the years, but resources can be restored and other discordant portions of the landscape screened from view.

As part of battlefield assessments, the National Park Service lists a variety of topographical and structural features as possible battlefield resources, including, but not limited to: road networks, natural features such as ridges or swampland, bridges, location of towns and open farmland, and a farm house or church. These resources help convey a sense of military strategy and tactics, and a chance to assess the accuracy of historic maps and eyewitness accounts.

The goal should not only be to protect significant historic resources (buildings, earthworks,

archeological sites) relating to the battlefield story and context, but effective management of existing open space as well. It is the landscape as a whole, with its structural and natural features, that helped define the course of battle and today can aid researchers and visitors in understanding how and where armies moved across the land and engaged in battle.

#### Consider Community's Opinion of Public or Nonprofit Land Acquisition

When devising a strategy it is also important to determine the community's vision regarding public acquisition of private property. Like any local government the Village has a need to acquire land from time to time for various reasons. The comprehensive plan provides guidance regarding the Village's view of public acquisition of private land with regard to retaining open space. Specifically, the comprehensive plan indicates that the village prefers protection tools for private land ownership over public land ownership. Maintaining the tax base by keeping land under private ownership is a priority, but the village will consider the possibility of government or non-profit land fee simple acquisition as a "last resort" if there is a need to conserve open space.<sup>15</sup>

The comprehensive plan also directs acquisition of battlefield land in the following policy: "Acquire, as opportunities arise, public ownership or public rights to battleground areas and associated sites, including Horse Island and associated areas at Madison Barracks and Storrs Road. With property owners and local and state government representatives, seek to maintain the land in a manner sensitive to its historical/archeological significance as well as to its surrounding natural and manmade environment."

The above policies regarding acquisition of land for open space or battlefield preservation suggest a gray area exists for the local government in determining when or if a property should be acquired or other methods sought first. Does the local government view fee simple acquisition of battlefield land as the last option or the primary goal? Does the local government seek first to acquire public access or development restrictions via easements, and then if not successful seek government or nonprofit ownership of the subject parcel?

14 Statutory Authority: Environmental Conservation Law Sections 3-0301(1)(B), 3-0301(2)(M) and 8-0113; New York State, Department of Environmental Conservation.

15 EDR, LWRP/HAMP DRAFT, Sec. 4.5.13.

## Preservation Priorities

Based on the extent and significance of the resources that were found during the Hartgen archeological survey, the actual battleground site includes approximately 300 acres, well beyond the 71 acres already preserved in the State Historic Site. The remaining acreage is privately owned. Parcels should be prioritized and targeted with specific preservation recommendations that include several options for the most permanent protection. This strategy identifies the key parcels of land to be protected, those parcels which if lost, would make preserving the battleground landscape impossible.

Preservation priorities were established in this plan with a methodology that included:

- 1) a preservation ranking system, and
- 2) a set of preservation recommendations.

The preservation ranking system was developed during the planning process and applied to measure the preservation value of each undeveloped parcel of land in the core area of the battleground and undeveloped parcels in the study area, contiguous to the core area. Based on the results of the parcel ranking and on input from the steering committee and public participation, a set of preservation recommendations was developed.

### 6.1 Methodology and Preservation Value Ranking System

In order to evaluate the present value of properties in the study area, a parcel ranking system was developed and applied. The system is based on several recommendations from the *Report to Congress on the Historic Preservation of Revolutionary War and War of 1812 Sites in the United States* and developed specifically for the Sackets Harbor Battleground.<sup>1</sup> There are five criteria that form the parcel ranking, including:

- historical significance of the land during the battle;

- accessibility;
- integrity; and
- potential for change and threats to viewsheds.

The ranking system assigns points to each parcel based on a maximum potential total of 80 points (refer to Table 6-1 for details of the guidance for point assignments). The designation of preservation areas by letters and numbers on Table 6-2 is described below (refer to Map 6-1: Priority Parcels):

- C or NC  
Parcel is located in the core area (C) or out of the core area (NC).
- a., b., c., etc.  
Lower case letter identifies each preservation parcel.

- 1, 2, 3, or 4

Order of priority for action:

1. First Priority
2. Second Priority
3. Third Priority
4. Fourth Priority

Any preservation tools to be recommended for the battleground parcels in the study area will be proposed with the cooperation and partnership of battleground landowners.



Figure 6-1. A land parcel with highest priority: 1) located in core area; 2) contiguous to the State Historic Site; 3) accessible; and 4) contains archaeological resources. JMA 2009.

<sup>1</sup> American Battlefield Protection Program, *Report to Congress on the Historic Preservation of Revolutionary War and War of 1812 Sites in the United States* (2007).

**Table 6-1. Preservation Value Ranking System for Priority Parcels within the Study Area**

Category	Points	Guidance for Point Assignment
Proximity to Sackets Harbor Battlefield State Historic Site	15	Contiguous
	10	Non-contiguous but in viewshed of protected land
	0	Non-contiguous and outside protected land
Historic Significance of the Land During the Battle	20	Highest Significance: Located in the core; contains large proportion of the focus of fighting area
	15	High Significance: Located in the core; contains moderate proportion of the focus of fighting area
	10	Significant: Located in the core; contains little or no focus of fighting area
	5	Moderate Significance: Located outside the core, but within an identified viewshed inside the study area
	2	Lowest Significance: Located inside the study area but not within an identified viewshed
Accessibility	15	Parcel is both physically and visually accessible
	10	Parcel is either physically or visually accessible, but not both
	0	Parcel is neither physically nor visually accessible
Integrity	15	Contains clear physical remnants, including archeology, of events or activities related to the battle of May 27-29, 1813
	10	Contains the general landscape configuration and character as it was during the battle
	0	Does not contain any physical remnants or general landscape character
Potential for Change and Threats to Viewsheds	15	Waterfront and/or vacant properties contiguous to existing development within the study area
	10	Properties associated with agricultural land use and/or open space in the study area
	0	Parcels that are (1) developed; (2) in a town annexation area/water/sewer area; or (3) under 10 acres area surrounded by land already developed



**Table 6-2. Preservation Recommendations for the Study Area of the Sackets Harbor Battleground**

Area	Ideal Tool	Option 2	Option 3	Option 4
Ca.1	Battlefield Specific Conservation Easement acquisition (with public access)	Agricultural Conservation Easement acquisition (with public access)	Fee Simple	
Cd.1	Battlefield Specific Conservation Easement acquisition (with public access)	Agricultural Conservation Easement acquisition (with public access)	Fee Simple	
Cb.2	Conservation Easement acquisition	Fee Simple	Volunteer Advisory Design Guidelines	
Cc.2	Battlefield Specific Conservation Easement acquisition (with public access)	Conservation Easement acquisition (with public access)	Fee Simple	Volunteer Advisory Design Guidelines
NCf.3	Battlefield Specific Conservation Easement acquisition (with public access)	Agricultural Conservation Easement acquisition	Fee Simple	
NCg.3	Battlefield Specific Conservation Easement acquisition (with public access)	Conservation Easement acquisition	Fee Simple	
NCh.3	Battlefield Specific Conservation Easement acquisition (with public access)	Conservation Easement acquisition	Fee Simple	
Ce.4	Conservation Easement acquisition (with public access)	Fee Simple	Volunteer Advisory Design Guidelines	

## 6.2 Priority Summary

*Refer to Map 6-1: Priority Parcels*

The priority parcels with the ranking of 1 (highest priority) include the two agricultural land parcels adjacent to the State Historic Site in the core area of the battleground. These parcels contain clear physical remnants, including archeological evidence of events or activities related to the battle of May 28 and 29, 1813. The parcels are contiguous to existing development within the study area, further threatening their preservation and their archeological

integrity. Priority 2 parcels include Horse Island and the vacant waterfront property southeast of Horse Island on the mainland. Priority 3 parcels are not located in the core area, but are part of the study area that is east of Ambrose Street. These parcels are used for agriculture and are partially wooded. The priority 4 parcel is vacant and located east of the Sackets Harbor Battlefield State Historic Site, adjacent to residential land use and public service property. These priority rankings provide guidance and options to planners and village administrators for future preservation of strategic battleground landscapes.

## Management Issues

Land management and land preservation are thoroughly intertwined. Preserved lands and the visitation to these lands should be managed to limit adverse environmental and social impacts. Management of preserved battlefield land (land owned by the state of New York, land owned by a preservation organization, or land subject to a management agreement between a willing owner and a preservation organization) will consist primarily of cultural resource management, landscapemanagement, access/visitors management, and viewshed management. The battleground properties, whether privately or publicly owned should adopt standard general guidelines for the management of cultural and natural resources.

### 7.1 Cultural Resource Management

A recommended unified approach toward the management of diverse parcels that constitute the battleground is outlined in the *Guidelines for the Treatment of Cultural Landscapes*.<sup>1</sup> The NPS defines a cultural landscape as a “geographic area (including both cultural and natural resources and the wildlife or domestic animals therein), associated with a historic event, activity or person or exhibiting other cultural or aesthetic values.” There are four general types of cultural landscapes: historic sites, historic designed landscapes, historic vernacular landscape, and ethnographic landscapes. The Sackets Harbor Battleground falls into the category of *historic sites*. This category of cultural landscape is defined as a landscape significant for its association with a historic event, activity, or person. Examples include battlefields and president’s house properties.

Management of cultural resources requires the consideration of the effect of all proposed plans, activities, and facilities development on the resources that are known or may exist within the study area. It is important to integrate and implement the *Secretary of the Interior’s Standards*

*for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes* into any treatment plan, maintenance plan or management plan for the Sackets Harbor Battleground. Cultural resource management for the entire study area of Sackets Harbor Battleground should be based on the existing cultural landscape report for the State Historic Site.<sup>2</sup> The general treatment recommendations in this preservation plan should serve as a guide for the treatment of cultural resources on those lands currently in the study area but in private ownership. This does not preclude the need for further cultural landscape reports for the private parcels containing historic resources in the study area. General treatment recommendations set forth in the cultural landscape report for the State Historic Site that also are appropriate to the entire study area include the following:

- The fact that later 19<sup>th</sup> and 20<sup>th</sup> century landscape are overlaid on the battlefield makes the War of 1812 story more difficult to interpret. Because of the significance and relative integrity of the later landscapes, it is not appropriate to restore to the early 19<sup>th</sup> century. The battleground study area should explore a variety of interpretive tools for helping the visitor to visualize the War of 1812 period landscape while preserving significant features of the later 19<sup>th</sup> and early-to-mid 20<sup>th</sup> century landscapes.<sup>3</sup>
- Rehabilitation is the only appropriate approach to the treatment of the battleground site for both the State Historic Site, Horse Island and the causeway and the agricultural landscapes in private ownership. Rehabilitation calls for the preservation of all historic elements of the landscape from all periods of significance. It permits the introduction of sensitively sited features needed to meet modern park and visitor demands and interpretation. It also permits (but does not demand) restoration of

1 Charles A. Birnbaum and Christine Capella Peters, eds., *The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes* (1996).

2 Deborah S. Gorden, *Sackets Harbor Battlefield State Historic Site Cultural Landscape Report* (Waterford: New York State Office of Parks, Recreation, and Historic Preservation, 2007): 48.

3 Gorden, *Sackets Harbor Battlefield CLR*, 47.

historic features which are deemed desirable for interpretive purposes, assuming that they are well documented and do not compromise existing historic features.<sup>4</sup>

## 7.2 Landscape Management

Landscape management is addressed by cultural landscape planning and management as described. However, there are a number of guidelines that should be included that address other issues such as vegetation management, water resources management, land use, adjacent lands and visual quality, and access to resources. These guidelines would also be useful to further enhance the treatment recommendations of the cultural landscape report for the State Historic Site.

### Vegetation Management

- Remove, when appropriate, existing trees using a method that minimizes the potential impacts on known and potential archeological resources. Undertake tree removal monitored by an historical landscape architect and archeologist.
- Select plants for new plantings that are not invasive, diseased, or infected with any plant pathogen to avoid threats to existing natural areas.
- Do not undertake vegetation management operations or activities that may potentially disturb the land in areas containing potential archeological resources until further archeological and cultural landscape analyses and investigations have been completed. If it is not known whether archeological resources are within an area planned for land disturbing activity, such activity should be preceded by archeological evaluation.
- Remove invasive alien species identified during monitoring activities using ecologically-sound removal techniques.

### Water Resources Management

- Retain and maintain all existing wetlands. Preserve wetland ecology for its role in flood, pollution, sediment, and erosion control,

water supply and nutrient retention and removal.

- Monitor water resources for invasive alien plant species. Remove invasive alien species identified during water resource monitoring activities using ecologically sound removal techniques.

### Land Use

- Preserve existing landforms, wetlands, stream corridors, natural drainage patterns, and hydrology to the greatest extent possible to the greatest extent possible.
- Preserve all known and potential archeological resources. Preservation includes protection, stabilization and maintenance.
- Avoid land-use activities, whether historic or contemporary that threaten or impair known or potential archeological resources
- Monitor and regulate the use of the landscape to minimize immediate and long-term damage to cultural resources and natural systems.
- Protect and preserve archeological resources in place. If such resources must be disturbed, undertake mitigation measures such as recovery, curation, and documentation.
- Design and site new additions or alterations to the landscape in such a way as not to destroy historic materials, features, and spatial relationships that characterize the cultural landscape. Design all new additions and alterations to be a product of their time, and to be compatible with the historic resources in materials, size, scale and proportion, and massing. Differentiate new work from the existing historic resources.
- Design and site new additions and alterations to the landscape in such a way that, if removed in the future, the essential form and integrity of the landscape would be unimpaired.
- Minimize disturbance associated with the installation of visitor access and systems that cross or abut wetlands to preserve existing landform and plant and animal life.

4 Gorden, *Sackets Harbor Battlefield CLR*, 47.



## 7.3 Viewshed Management

### Adjacent Lands and Visual Quality

- Monitor and participate in village, county and state planning activities in order to protect adjacent resources and the setting of the property, particularly regarding abutting lands.
- Develop and maintain working relationships with adjacent property owners. Work with local village citizens to develop a program of monitoring unauthorized access and destruction of resources (*figures 7-1 and 7-2*).
- Work with adjacent property owners to develop programs for the protection of resources on their lands (*see figures 7-1 and 7-2*).
- Minimize the impact of development on lands adjacent to and near the property by working with developers during the planning process to establish the least intrusive siting and character of improvements and structures. For the preservation of Sackets Harbor Battleground, the LDC should adhere to its prepared and design guidelines in order to influence the character and aesthetics of any new development on their acreage in the study area (*see figures 7-1 and 7-2*).
- Maintain existing views into adjacent open areas that are compatible with the historic scene or are views surviving from historic period (*figures 7-3 through 7-5*).
- Maintain views of rural open space, the historic village, and the water along the roads surrounding the battleground to enhance the visitor experience and maintain the character of the Village of Sackets Harbor (*figure 7-6 and see figures 7-3 through 7-5*).
- Preserve and maintain views from interpreted areas of preserved battleground land (*see figure 7-5*).



Figure 7-1. Residential development adjacent to the study area impacts the viewshed. JMA 2009.



Figure 7-2. Waste Management/Treatment facility adjacent to the study area impacts the viewshed. JMA 2009.



Figure 7-3. Critical viewshed to rural open space from the road surrounding the Battleground Study Area. JMA 2009.



Figure 7-4. Last remaining open space on the shoreline is critical for preservation of viewsheds. It is recommended that this parcel be purchased by the State if possible. JMA 2009.



Figure 7-5. Critical viewsheds to Lake Ontario from the Sackets Harbor Battlefield State Historic Site. JMA 2009.



Figure 7-6. Viewsheds to the marina, the Lake and Village buildings from Hill Street help retain the character and scale of the Village. JMA 2009.

topographic features, particularly within the areas of known and potential archeological resources. Consider providing alternative interpretive programs in lieu of topographic alternations.

- Fence properties that are purchased in fee simple or where a visitor access easement has been granted, unless a natural barrier performs the function of access control. Period fencing could be installed. Unobtrusive signs will mark public battleground boundaries at strategic locations. Brochures distributed to visitors will direct visitors to stay on public lands and trails.

## 7.4 Visitor Management and Access

### Access to Resources

- Limit, monitor, and control unauthorized access to the battleground.
- Limit, monitor and control access to areas of the battleground that are vulnerable to damage from human access or use.
- Incorporate whenever possible existing circulation systems into circulation systems designed to provide access for physically-challenged persons. Avoid whenever possible the alteration of topography to provide accessible paths to resources. In situations where no accessible path is feasible using existing topography, locate and construct new paths to avoid as much as possible historic



## Chapter Eight

# Potential Partners in Preservation, Interpretation and Management

Successful implementation of the Sackets Harbor Preservation Plan will come about only if many organizations and individuals are involved. Landowners as well as the Sackets Harbor Battlefield State Historic Site will play an essential role in all preservation efforts as will local citizens with an interest in history and battlefields.

Other preservation and conservation organizations are already involved in preserving land on battlefields and preserving open space and agricultural lands. The following list identifies an array of potential partners and their possible rolls in the preservation, interpretation, and management of the battleground.

## 8.1 Local and County Government and Local Non-Profits

### 1 000 Islands Land Trust (TILT)

P.O. Box 238

Clayton, New York 13624

Telephone: (315) 686-5345

Fax: (315) 686-4290

Email: [info@tilandtrust.org](mailto:info@tilandtrust.org)

Website: <http://www.tilandtrust.org/>

- TILT conserves land in the Thousand Island region of New York State, which includes the island in and the shoreline along the St. Lawrence River between Cape Vincent, NY and Massen, NY/ Cornwall, Ontario where the river passes entirely into Canada. The river drains the Great Lakes Basin, and is a critical part of the largest supply of fresh water on the planet.
- Lands conserved may be:
  - Habitat for threatened or endangered species
  - Filters for clean water in watershed areas
  - Important historic sites
  - Scenic areas that define the character of the region
  - Recreational lands that benefit the community
  - Important for reasons personal to an individual owner

### Ontario Bays Initiative Land Trust (OBI)

P.O. Box 117

Chaumont, New York 13622

Telephone: (315) 649-6045

Website: <http://www.obilandtrust.org/>



- Non-profit land trust organization dedicated to the voluntary conservation and thoughtful stewardship of undeveloped, private land in Jefferson County, New York.
- Inform the public about the importance of careful planning for future development, emphasizing the need for preservation of sensitive natural areas and assisting landowners in conservation efforts.
- OBI is working to preserve the unique character of Jefferson County for generations to come.

### Sackets Harbor Battlefield Alliance

P.O. Box 27  
Sackets Harbor, New York 13685  
Telephone: (315) 646-3634  
Email: [mail@sacketsharborbattlefield.org](mailto:mail@sacketsharborbattlefield.org)  
Website: <http://www.sacketsharborbattlefield.org/>

- The Sackets Harbor Battlefield Alliance, Inc. is a not-for-profit private corporation chartered by the New York State Education Department to support the activities of the Sackets Harbor Battlefield State Historic Site.

### Tug Hill Tomorrow Land Trust

P.O. Box 6063  
Watertown, New York 13601  
Linda M. Garrett, Executive Director  
Telephone: (315) 779-8240  
Email: [thtomorr@northnet.org](mailto:thtomorr@northnet.org)  
Website: <http://www.tughilltomorrowlandtrust.org/>

- Tug Hill Tomorrow Land Trust is a regional, private, nonprofit organization founded in 1990 by a group of Tug Hill residents, and incorporated as an independent, nonprofit 501(c)3 organization in 1991. Tug Hill Tomorrow Land Trust primarily serves the portion of Jefferson, Lewis, Oneida, Herkimer and Oswego counties that fall within the boundaries of the Tug Hill region in northern New York State.
- Tug Hill Tomorrow was formed for two purposes:
  - To help increase awareness and appreciation of the Tug Hill region through educational efforts, field trip and special events.
  - To help retain the forest, farm, recreation and wild lands of the region through voluntary, private land protection efforts.

### Northern New York Community Foundation, Inc.

HSBC Building – Suite 400  
120 Washington Street  
Watertown, New York 13601  
Telephone: (315) 782-0047  
Fax: (315) 782-0047  
Email: [info@nnycf.org](mailto:info@nnycf.org)

Website: <http://www.nnycf.org/>

- The Northern New York Community Foundation raises, manages and administers an endowment and collection of funds for the benefit of the community, built and added to by gifts from individuals and organizations committed to meeting the changing needs of Northern New York.
- The Foundation makes grants to support the work of non-profit organizations and provides scholarships to individuals in Jefferson, Lewis and St. Lawrence Counties. Donors who establish funds within the Foundation receive professional administration, significant tax savings and the opportunity and satisfaction of benefiting our community now and in the future.

### Village of Sackets Harbor Historical Society

P.O. Box 398

Sackets Harbor, New York 13685

Telephone: (315) 646-1708

Email: [shvisit@gisco.net](mailto:shvisit@gisco.net)

Website: [http://www.sacketsharborny.com/historical\\_society.html](http://www.sacketsharborny.com/historical_society.html)

- The Sackets Harbor Historical Society was founded in 1975 by a group of citizens who recognized the historical and cultural importance of preserving the Village's grand history, especially its architectural treasures.

### Jefferson County Historical Society

228 Washington Street

Watertown, New York 13601

Telephone: (315) 782-3491

Fax: (315) 782-2913

Email: [info@jeffersoncountyhistory.org](mailto:info@jeffersoncountyhistory.org)

Website: <http://jeffersoncountyhistory.homestead.com/>

- The Jefferson County Historical Society preserves a documentary record of our county and its people: to engage audiences in a dialog about our unique history-what it means to us today, and what it should mean for our future.
- The Jefferson County Historical Society is a 501(c)3 charitable organization chartered by the New York State Department of Education. The Society is also part of the Empire Development Zone. Capital fund donations may qualify for additional tax credits.

## **8.2 State Government**

### New York State Historic Preservation Office (SHPO)

Peebles Island Resource Center

P.O. Box 189

Waterford, New York 12188-0189

Telephone: (518) 237-8643

Website: <http://nysparks.state.ny.us/shpo>

- Communities may apply for matching grants from the SHPO to:

- Create or update design guidelines
- Develop or revise a preservation ordinance
- SHPO offers training for members and staff of historic preservation commissions and architectural review boards and responds to special information requests.
- Local preservation ordinances and historic districts can lead to a municipality becoming a Certified Local Government (CLG).
  - CLG status makes a municipality eligible to compete for funds allocated to SHPO specifically for CLGs.
  - Tax incentives for the certified rehabilitation of income-producing properties listed in the National Register
  - Tax incentives for charitable contributions for conservation purposes

### New York State Department of State

#### **Division of Coastal Resources, Albany Office**

One Commerce Plaza  
99 Washington Avenue, Suite 1010  
Albany, New York 12231-0001

Telephone: (518) 474-6000

Fax: (518) 473-2464

Website: <http://www.nyswaterfronts.com>

- New York State Environmental Protection Fund  
Provides grants to eligible municipalities for planning, design, feasibility studies, and construction projects that advance preparation or implementation of a Local Waterfront Revitalization Program.
- Quality Communities Grant Program  
Assists counties, cities, towns, villages, Indian tribes/nations, local public authorities, public benefit corporation, and in some circumstances, not-for-profits with planning efforts to: encourage community growth, improve community centers, promote inter-municipal growth, enhance mountain communities, preserve open space and more.

#### **Division of Local Government Services, Albany Office**

One Commerce Plaza  
99 Washington Avenue, Tenth Floor  
Albany, New York 12231-0001

Telephone: (518) 473-3355

Fax: (518) 474-6572

Email: [localgov@dos.state.ny.us](mailto:localgov@dos.state.ny.us)

Website: <http://www.dos.state.ny.us/lgss/>

- The Division of Local Government Services provides training for planning and zoning boards.



## New York State Department of Environmental Conservation

### **Division of Environmental Remediation**

625 Broadway

Albany, New York 12233-7012

Telephone: (518) 402-9764

Email: [derweb@gw.dec.state.ny.us](mailto:derweb@gw.dec.state.ny.us)

Website: <http://www.dec.ny.gov/about/627.html>

- **Environmental Restoration Program**
  - Provides grants to municipalities to reimburse up to 90 percent of on-site eligible costs and 100% of off-site eligible costs for site investigation and remediation activities.
  - Once remediated, the property may then be reused for commercial, industrial, residential or public use.
  - The purpose must be to investigate or remediate hazardous substances or petroleum on the property.
  - Applications are accepted continually until funding is exhausted.
- **Technical Assistance Grants**
  - Citizen participation tool available to eligible community groups to increase public awareness and understanding of remedial activities taking place in their community.
  - Eligible community groups may apply to receive grants for up to \$50,000 per eligible site.
  - There is no matching contribution required on the part of the grant recipient.
  - Applications are continuously accepted.

## New York State Office of Parks, Recreation and Historic Preservation

### **Thousand Islands Region**

45165 NYS Route 12

Alexandria Bay, New York 13607

Telephone: (315) 482-2593

Website: <http://nysparks.state.ny.us/regions/thousand-islands/default.aspx>

- **Parks Program**

A matching grant program for the acquisition or development of parks and recreational facilities for projects to preserve, rehabilitate or restore lands, waters or structures for park, recreation or conservation purposes. Funds may be awarded to municipalities or not-for-profits with an ownership interest, for indoor or outdoor projects and must reflect the priorities established in the New York Statewide Comprehensive Outdoor Recreation Plan (SCORP)
- **Historic Preservation Program**

A matching grant program to improve, protect, preserve, rehabilitate or restore properties listed on the National or State Registers of Historic Places. Funds are available to municipalities or not-for-profits with an ownership interest.
- **Heritage Areas Program**

A matching grant program for projects to preserve, rehabilitate or restore lands, waters, or structures, identified in a management plan approved by the Commissioner. Projects must fall within a New York State Designated Heritage Area.

- Acquisition

A matching grant program for the acquisition of a permanent easement or fee title to lands, waters or structures for use by all segments of the population for park, recreation, conservation or preservation purposes. To be used for all three program areas where acquisition is of more importance than development.

- Land and Water Conservation Fund Program

A matching grant program for the acquisition, development and/or rehabilitation of outdoor park and recreation facilities. Funds are available to municipal public agencies and Indian tribal governments. Funded projects must reflect the priorities established in SCORP and be available to the general public. Source of funds: The National Park Service.

- Recreational Trails Program

A matching grant program for the acquisition, development, rehabilitation and maintenance of trails and trail-related projects. Funds are available to non-profit organizations, municipal, state and federal agencies, Indian tribal governments and other public agencies and authorities. Funded projects must be identified in, or further a specific goal of, the SCORP and must be available to the general public. Source of funds: Federal Highway Administration.

### New York State Department of Agriculture and Markets

#### **Division of Agriculture Protection and Development Services**

55 Hanson Place

Brooklyn, New York 11217-1583

Telephone: (518) 457-7076

Website: <http://www.agmkt.state.ny.us/AP/APHome.html>

- Farmland Protection Implementation Grants
- Agricultural and Farmland Protection Plans

### New York State Council on the Arts (NYSCA)

175 Varick Street

New York, New York 10014-4604

Telephone: (212) 627-4455

Fax: (212) 620-5911

Website: <http://www.nysca.org>

#### **Architecture, Planning and Design Program**

Telephone: (212) 741-7013

Website: <http://www.nysca.org/public/guidelines/architecture/index.htm>

- Design and Planning Studies

Funding is available for any nonprofit organization or local governmental agency in New York State to engage the services of an architect, or planning, design, or historic preservation professional for a wide variety of planning and design studies.

## 8.3 Federal Government

### National Park Service (NPS)

1849 C Street NW  
Washington, DC 20240  
Telephone: (202) 208-3818  
Website: <http://www.nps.gov>

#### **Northeast Regional Office**

U.S. Custom House  
200 Chestnut Street, Fifth Floor  
Philadelphia, Pennsylvania 19106  
Telephone: (215) 597-7013  
Website: <http://www.nps.gov/nero/>

- Works with communities to preserve heritage and develop recreational opportunities for all.
- Assists in the development of partnerships with federal and state agencies, regional and local offices, agencies, organizations, and individuals.

#### **Heritage Preservation Services**

1201 I Street, NW (2255)  
Washington, DC 20005  
Telephone: (202) 513-7270  
Email: [NPS\\_Hps-info@nps.gov](mailto:NPS_Hps-info@nps.gov)  
Website: <http://www.nps.gov/hps/>

- Helps citizens and communities identify, evaluate, protect and preserve historic properties for future generations.
- Provides a broad range of products and services, financial assistance and incentives, educational guidance, and technical information.
- American Battlefield Protection Program
  - Promotes the preservation of significant historic battlefields associated with wars on American soil.
  - Protects battlefields and sites associated with armed conflicts.
  - Assists in planning for the preservation, management, and interpretation of battlefields and associated sites.
  - Focuses primarily on land use, cultural resource and site management planning, and public education.
- Federal historic Preservation Tax Incentives



- Foster private sector rehabilitation of historic buildings and promotes economic revitalization.
- Available for buildings that are National Historic Landmarks, that are listed in the National Register, and that contribute to National Register historic Districts and certain local historic districts.
- Historic Landscape Initiative
  - Promotes responsible preservation practices that protect designed landscapes such as parks and gardens, as well as vernacular historic landscapes such as farms and industrial sites.
- Historic Preservation Planning Program
  - Develops national policy related to historic preservation planning.
  - Develops and delivers technical assistance and guidance in historic preservation planning to SHPOs, federal agencies, tribes, and local communities.
- Save Americas Treasures Program
  - Save Americas Treasures grants are available for preservation and/or conservation work on nationally significant intellectual and cultural artifacts and nationally significant historic structures and sites.
  - Grants are awarded to federal, state, local, and tribal government entities, and non-profit organizations through a competitive matching-grant program.
  - Administered by the National Park Service in partnership with the National Endowment for the Arts, the National Endowment for the Humanities, the Institute of Museum and Library Services and the President's Committee on the Arts and the Humanities.
- Preserve America Matching-Grant Program
  - Funding to designated Preserve America Communities to support preservation efforts through heritage tourism, education and historic preservation planning.
  - Grants are available to assist local economies find self-sustaining ways to promote their cultural resources through heritage tourism.
  - Designated Preserve America Communities are eligible.

#### **National Register of Historic Places**

1201 I Street, NW (2280)

Washington, DC 20005

Telephone: (202) 354-2211

Fax: (202) 371-6447

Email: [nr\\_info@nps.gov](mailto:nr_info@nps.gov)

Website: <http://www.nps.gov/nr/index.htm>

- Makes a property eligible for pre-development planning grants (such as plans and specs) and also "bricks and mortar" repair grants.
- Owners of properties listed in the National Register may be eligible for a 20% investment tax credit for the certified rehabilitation of income-producing certified historic structures such as commercial, industrial or rental residential buildings.

National Endowment for the Humanities (NEH)**Challenge Grants**

1100 Pennsylvania Avenue, NW  
Room 420  
Washington DC 20506

Telephone: (202) 606-8309  
Email: challenge@neh.gov

Website: <http://www.neh.gov/grants/guidelines/challenge.html>

- Awards are made to museums, public libraries, colleges, research institutions, historical societies and historic sites, public television and radio stations, universities, scholarly association, state humanities councils, and other nonprofit entities.
- Activities supported include: Maintenance of facilities; Faculty and staff development; Acquisitions; Preservation/conservation programs.

***We the People Program***

1100 Pennsylvania Avenue, NW  
Room 511  
Washington, DC 20506

Telephone: (202) 606-8337  
Email: wethepeople@neh.gov

Website: <http://www.wethepeople.gov/index.html>

- Enhances the teaching and understanding of American history through grants to scholars, teachers, filmmakers, museums, libraries, and other individuals and institutions.
- Disseminates knowledge of American history through exhibitions, public programs, and partnerships with the state humanities councils.

United States Department of Agriculture (USDA)**Natural Resources Conservation Service (NRCS)**

14<sup>th</sup> and Independence Avenue, SW  
Washington, DC 20250

Website: <http://www.nrcs.usda.gov/>

*New York State Office*  
441 Sout Salina Street  
Room 520  
Syracuse, New York 13202-2450

Telephone: (315) 477-6504  
Fax: (315) 477-6550

*Watertown Service Center*  
21168 State Route 232  
Watertown, New York 13601-0838

Telephone: (315) 782-7289  
Fax: (315) 782-3054

- Farm and Ranch Lands Protection Program
  - Provides matching funds to help purchase development rights to keep productive farm and rangeland in agricultural uses
  - Recipients: state, tribal, or local governments and non-governmental organizations that have existing farmland protection programs
  - Provides technical assistance to local communities through designated USDA areas led by RC&D councils
  - Helps complete project designs and get projects underway by assisting the council to locate the necessary resources
  - RC&D activities address land conservation, water management, community development, and land management issues, such as:
    - Improving opportunities for recreation and tourism
    - Protecting agricultural land, as appropriate, from conversion to other uses
    - Creating, improving, and protecting fish and wildlife habitat
- Rivers, Trails and Conservation Assistance
  - Assistance to nonprofit organizations, community groups, Tribes or Tribal governments, and local or state government agencies
  - Project examples:
    - Link parks, schoolyards, open spaces and residential areas with safe, quiet greenways
    - Restore significant cultural and historic assets
    - Recycle abandoned railways into trails that link neighborhoods and communities
    - Preserve open spaces for future generations

## 8.4 State and National Non-profits

### Agricultural Stewardship Association (ASA)

14 Main Street, Suite 100  
Greenwich, New York 12834

Telephone: (518) 692-7285

Fax: (518) 692-7720

Email: [asa@agstewardship.org](mailto:asa@agstewardship.org)

Website: <http://www.agstewardship.org/>

- As a land trust, ASA conserves farmland and permanently protects land available for agriculture.
- ASA has helped landowners conserve over 7,050 acres of agricultural and forest land by placing those lands under conservation easement. These lands have been protected primarily through the donation of development rights (DDR) and purchase of development rights (PDR), in cooperation with the Agricultural and Farmland Protection board, the State of New York and the United States Department of Agriculture.
- ASA works in cooperation with municipalities and county Agricultural and Farmland Protection Boards, the State of New York, the United States and private organizations.
- The ongoing commitment to monitor, defend, and enforce the easement ensures protection in perpetuity.



American Farmland Trust (AFT)

1200 18<sup>th</sup> Street NW, Suite 800  
Washington, DC 20036

Telephone: (202) 331-7300

Fax: (202) 659-8339

Email: [info@farmland.org](mailto:info@farmland.org)

Website: <http://www.farmland.org/>

**New York State Office**

112 Spring Street, Suite 207  
Saratoga Springs, New York 12866

Telephone: (518) 581-0078

Website: <http://www.farmland.org/programs/states/ny/default.asp>

- Founded in 1980, the AFT is dedicated to saving America's farm and ranch land, promoting healthy farming practices, and supporting farms and farmers.
- Comprehensive stewardship of the nation's working lands is based on the following key programs:
  - Farmland Protection: focused on permanently protecting farm and ranch land across America.
  - Agriculture & Environment: helps farmers and ranchers improve water quality and combat climate change while expanding their sources of revenue.
  - Growing Local: supports farmers and communities in sustaining local agriculture while strengthening America's food and farming system.

**Farmland Information Center (FIC)**

1 Short Street, Suite 2  
Northampton, Massachusetts 01060

Telephone: (413) 586-4593

Website: <http://www.farmlandinfo.org/>

- A clearinghouse for information about farmland protection and stewardship, run in partnership between the USDA Natural Resources Conservation Service and American Farmland Trust.

Battenkill Conservancy

P.O. Box 327  
Cambridge, New York 12816

Telephone: (518) 677-2545

Email: [bc@battenkillconservancy.net](mailto:bc@battenkillconservancy.net)

Website: <http://www.battenkillconservancy.net/>

- As a land trust, the Battenkill Conservancy can hold conservation easements and professionally monitor, defend and steward protected land
- The Conservancy works with municipalities, state agencies and other non-profit organizations to preserve and enhance the quality of the watershed and to guide growth and development along the river and within the watershed.

- The Conservancy has assisted towns during the comprehensive planning
- The Conservancy monitors the water quality of the Battenkill

### The Conservation Fund

1655 North Fort Myer Drive, Suite 1300  
Arlington, Virginia 22209-2156

Telephone: (703) 525-6300

Fax: (703) 525-4610

Email: [postmaster@conservationfund.org](mailto:postmaster@conservationfund.org)

Website: <http://www.conservationfund.org/>

- Land and Water conservation services
  - Land Acquisition
  - Land Advisory
  - Property Disposition
  - Conservation Financing
  - Mitigation and Restoration
  - Strategic Conservation
- Conservation Financing
  - Revolving loan fund, nonprofits only
  - Land trust loan fund, nonprofits only

### Land Trust Alliance

1660 L Street NW, Suite 1100  
Washington, DC 20036

Telephone: (202) 638-4725

Fax: (202) 638-4730

Email: [info@lta.org](mailto:info@lta.org)

Website: <http://www.landtrustalliance.org/>

#### **Northeast Office**

112 Spring Street, Suite 205  
Saratoga Springs, New York 12866

Telephone: (518) 587-0774

Fax: (518) 587-9586

Email: [northeast@lta.org](mailto:northeast@lta.org)

Website: <http://www.lta.org/resources/nyscpp.htm>

- New York State Conservation Partnership Program (NYSCPP)
  - Land trusts operating in New York State are eligible to receive competitive matching investments in four categories: *Conservation Capacity & Excellence Grants*, *Conservation Catalyst Grants*, *Conservation Transaction Grants*, and *Professional Development Grants*.
  - Grant awards historically ranging from \$1,000 to \$75,000.

### The National Trust for Historic Preservation

#### **Northeast Regional Office**

7 Faneuil Hall Marketplace, Fourth Floor  
Boston, Massachusetts 02109

Telephone: (617) 523-0885

Fax: (617) 523-1199

Email: [nero@nthp.org](mailto:nero@nthp.org)

Website: <http://www.preservationnation.org/about-us/regional-offices/northeast/>

- This national not-for-profit membership organization provides a wide range of preservation services across the country, including grant programs

### Open Space Institute (OSI)

1350 Broadway, Suite 201  
New York, New York 10018-7799

Telephone: (212) 290-8200

Website: <http://www.osiny.org>

- The mission of the Open Space Institute is to protect scenic, natural and historic landscapes to ensure public enjoyment, conserve habitats and sustain community character.
- OSI achieves its goals through land acquisition, conservation easements, special loan programs and creative partnerships

### Preservation League of New York State

44 Central Avenue  
Albany, New York 12206-3002

Telephone: (518) 462-5658

Fax: (518) 462-5684

Email: [info@preservenys.org](mailto:info@preservenys.org)

Website: <http://www.preservenys.org/index.html>

- Preserve New York Grant Program
  - In association with the New York State Council on the Arts
  - Applicant must be a not-for-profit group with tax-exempt status or a unit of local government
  - Grants are likely to range between \$3000 to \$10,000
  - Eligible activities include: Historic Structure Reports; Historic Landscape Reports; and Cultural Resource Surveys



## Action Plan

For the future success of the preservation plan, the Sackets Harbor Battlefield State Historic Site, the Sackets Harbor Battlefield Alliance, the Sackets Harbor Heritage Area Director, the Hounsfield-Sackets Harbor Joint Recreation Committee, battleground landowners and the New York State OPRHP should work together to coordinate implementation. Actions should include organization and preservation management, battleground land preservation, planning and zoning, interpretation, visitor use and access, and management.

### 9.1 Organization and Preservation Management

The following recommendations should be addressed as a joint effort of Sackets Harbor Battlefield Alliance, Sackets Harbor Battlefield State Historic Site and the Village of Sackets Harbor.

- Appoint a Sackets Harbor Battleground Advisory Board to:
  - Advise on implementation of preservation measures such as the adoption of the new zoning regulations
  - Promote landowner participation in preservation activities and protection of resources
  - Provide input to interpretation programs
  - Meet at least quarterly to coordinate efforts to preserve, interpret and manage the battleground
- Refer to the parcels of land in private ownership within the study area, as well as the State Historic Site to be protected and interpreted as the Sackets Harbor War of 1812 Battleground or, the "Battleground." The Battleground will have no legal boundaries or standing, but the identification of a geographic boundary will aid in management, preservation and perception. A future delineation of the boundary as part of an amended NRHP battlefield nomination or as part of the National Landmark nomination

should closely align with the recommended "Battleground" outline.

The "Battleground" also serves as a reference for describing the properties composing the War of 1812 resources, as the combination of agricultural land, residential and publicly owned properties that all become the landscape of the "Battleground." The delineation also helps with overall management of historic resources, natural resources, interpretation and visitor access.

### 9.2 Battleground Land Preservation

- Acquire as opportunities arise, public ownership or public rights to battleground areas including Horse Island and associated areas at Madison Barracks and Storrs Road (*figure 9-1*).<sup>1</sup>
- Acquire the last parcel of land left as open space on the shoreline to the west of the battlefield site. This action would preserve the viewshed which is lost everywhere else due to development on the shoreline (*figure 9-2*).



Figure 9-1. Horse Island, currently privately owned and serves as a summer residence and rental property for duck hunters and other sportsmen. JMA 2009.

1 Environmental Design & Research, *Village Of Sackets Harbor Local Waterfront Revitalization Program (LWRP) & Heritage Area Management Program (HAMP) DRAFT* (2009).





Figure 9-2. Undeveloped open space available on the shoreline, west of the battleground and Horse Island. JMA 2009.

- Protect viewsheds where outright acquisition of land is not feasible.
- Continue to explore all funding sources for land and easement acquisition on the battleground. The battleground landscape and archeological resources in the study area that are outside of the State Historic Site boundaries are mostly in private ownership. It may not be reasonable to acquire the properties in fee simple. Types of easements available for this land include conservation, preservation, agricultural, and archaeological.
- Purchase land and easements using the preservation recommendations of Table 6-1, 6-2, and Map 6-1 identifying priority parcels.
- Inform and update stakeholders of initiatives, funding opportunities, and the overall progress of the efforts to preserve the Sackets Harbor War of 1812 Battleground.
- Develop a design guidelines manual for private development on the battleground and encourage its availability and use.

### 9.3 Planning and Zoning

- Adopt zoning recommendations in the current draft zoning plan
- Incorporate the Sackets Harbor Battleground Preservation plan into the Village of Sackets Harbor LWRP/HAMP/HMP Study, which is also the Village Comprehensive Plan.

### 9.4 Interpretation

- Merge the War of 1812-era maps with archeological data, locate Fort Tompkins structures and other built elements (palisades, etc.) on a site map.<sup>2</sup>
- Consider if archeological evidence is adequate to do so, consider using some type of distinctive paving material to articulate the footprints of Fort Tompkins features on the ground.<sup>3</sup>
- Create a model of the entire site as it appeared during the War of 1812.<sup>4</sup>
- Develop educational programs related to the War of 1812 with the Sackets Harbor historical Society, the State Historic Site and the Sackets Harbor School District for adults and children, including on site information, brochures, walking tours, and videos, etc.<sup>5</sup>
- Collaborate with the State on commemorative programs and projects celebrating the Bicentennial of the War of 1812.<sup>6</sup>
- Consider developing new interpretive waysides on acquired properties or easements and additional authorized access to the battleground or views to the battleground (figure 9-3).



Figure 9-3. Interpretive opportunities beyond the boundaries of the State Historic Site include Horse Island currently not accessible to the public, but interpreted through wayside signage and a viewshed across private property. JMA 2009.

2 Deborah S. Gorden, *Sackets Harbor Battlefield State Historic Site Cultural Landscape Report* (Waterford: New York State Office of Parks, Recreation, and Historic Preservation, 2007): 48

3 Gorden, *Sackets Harbor Battlefield CLR*, 48.

4 Gorden, *Sackets Harbor Battlefield CLR*, 48.

5 EDR, *LWRP/HAMP DRAFT*, 143.

6 EDR, *LWRP/HAMP DRAFT*, 143.





Figure 9-4. Agricultural land not yet accessible offers opportunities for enhanced interpretation based on historical archeological resources that offer new insights into troop movements and engagements on the landscape. *JMA 2009.*

- Prepare a comprehensive Interpretive Plan to coordinate efforts in place at the State Historic Site and new interpretive opportunities on properties encompassing the "Battleground" (figure 9-4).

## 9.5 Visitor Use and Access

- Integrate a village-wide trail system (including the plan for the Bicentennial Trail) with new access points on newly acquired battleground land and or easements. The trail system, including the Bicentennial Trail, should also be integrated with the greenbelt plan for the village.
- Facilitate cooperation among village, town, state, private developers, and landowners to allow visitor access to the battleground and an integrated trail system for the village (figures 9-5 through 9-8). Land donations, easements and developer fees can all be used to implement this trail system.<sup>7</sup>
- Continue the village efforts to preserve, interpret and improve visitor access and amenities at Fort Pike.<sup>8</sup>
- Locate and design access areas and waysides in areas that are not vulnerable to damage from human access or use. This includes areas of both cultural and natural resources that might be compromised by extensive visitor use.

<sup>7</sup> EDR, *LWRP/HAMP DRAFT*, 147.

<sup>8</sup> EDR, *LWRP/HAMP DRAFT*, 142.



Figure 9-5. Existing access to the State Historic Site at the northeast of the site off of Main Street between the Lieutenants House and the Pickering-Beach Museum. *JMA 2009.*



Figure 9-6. Existing access and additional parking for the State Historic Site from Hill Street. *JMA 2009.*



Figure 9-7. Potential public access, trail, and interpretation area on the forty acre parcel of battleground landscape purchased by the state of New York in 2006. *JMA 2009.*



Figure 9-8. Potential public access and interpretive wayside from potential easements on private property. *JMA 2009.*



# Bibliography

- American Battlefield Preservation Program. *Report to Congress on the Historic Preservation of Revolutionary War and War of 1812 Site in the United States*. Washington, D.C.: U.S. Department of the Interior, National Park Service, September 2007.
- American Farmland Trust. *New York Agricultural Landowner Guide To Tax, Conservation and Management Programs*. Saratoga Springs, NY: American Farmland Trust, 2001. [http://www.farmlandinfo.org/farmland\\_search/index.cfm?function=article\\_view&articleID=29402](http://www.farmlandinfo.org/farmland_search/index.cfm?function=article_view&articleID=29402).
- Andrus, Patrick W., ed. *National Register Bulletin 40: Guidelines for Identifying, Evaluating, and Registering America's Historic Battlefields*. Washington, D.C.: U.S. Department of the Interior, National Park Service, 1992, revised 1999.
- Andrus, Patrick W., and Rebecca H. Shrimpton, eds. *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*. Washington, D.C.: U.S. Department of the Interior, National Park Service, 1995.
- Birnbaum, Charles A. *Preservation Brief 36: Protecting Cultural Landscapes – Planning, Treatment and Management of Historic Landscapes*. Washington, D.C.: U.S. Department of the Interior, National Park Service, 1994.
- Birnbaum, Charles A. and Christine Capella Peters, eds. *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*. Washington, D.C.: U.S. Department of the Interior, National Park Service, 1996.
- Bridges, William. *Map of the Port and Village of Sackets Harbor*. 1809. On file at Sackets Harbor Battlefield State Historic Site, Sackets Harbor Battlefield Alliance collection.
- Columbia Land Conservancy. "The Columbia Land Conservancy." <http://www.clctrust.org/> (accessed February 2010).
- Coombs, Howard G. *The Search for Certainty: Sackets Harbour – May 28 & 29, 1813*. Kingston, Ontario: Canadian Forces Leadership Institute, 2003.
- Crisman, Kevin, and Arthur Cohn. *The 1985 Underwater Archaeological Survey of the War of 1812 Brig in Sackets Harbor, New York*. Waterford, NY: New York State Office of Parks, Recreation and Historic Preservation, 1985.
- Diehl, Janet, and Thomas S. Barret. *The Conservation Easement Handbook: Managing and Conservation and Historic Preservation Easement Programs*. Land Trust Alliance, 1988.
- Environmental Design & Research, P.C. *Village Of Sackets Harbor Local Waterfront Revitalization Program (LWRP) & Heritage Area Management Program (HAMP)*. DRAFT. Syracuse, NY: November 2009.
- Ernest, Gary. *Master Plan for Sackets Harbor Battlefield State Historic Site*. Waterford, NY: New York State Bureau of Historic Sites, 1984.
- Ferguson, Kirsten, Jeremiah Cosgrove, and Teri Ptacek. *Action Guide: Agricultural and Farmland Protection for New York*. Saratoga Springs, NY: American Farmland Trust, 2000. [http://www.farmlandinfo.org/farmland\\_preservation\\_literature/index.cfm?function=article\\_view&articleID=30628](http://www.farmlandinfo.org/farmland_preservation_literature/index.cfm?function=article_view&articleID=30628).

- Fisher, D.W., and Y.W. Isachsen. *Geological Map of New York – Adirondack Sheet*. New York State Museum and Science Service Map and Chart Series No. 15. Albany, NY: New York State Museum, 1970.
- General Services Administration, Department of Defence, Department of Housing and Urban Development, and U.S. Postal Service. *Uniform Federal Accessibility Standards (UFAS)*. Washington, D.C.: 1988.
- Gorden, Deborah S. *Sackets Harbor Battlefield State Historic Site Cultural Landscape Report*. New York State Office of Parks, Recreation and Historic Preservation, May 2007.
- Haight, David, Jeremiah Cosgrove, and Kirsten Ferguson. *Guide to Local Planning for Agriculture in New York*. Saratoga Springs, NY: American Farmland Trust, 2005. [http://www.farmlandinfo.org/farmland\\_preservation\\_literature/index.cfm?function=article\\_view&articleID=30379](http://www.farmlandinfo.org/farmland_preservation_literature/index.cfm?function=article_view&articleID=30379).
- Hartgen Archeological Associates, Inc. *A Research Design for the Phase 1A/1B Archeological Investigation of the Sackets Harbor War of 1812 Battleground, Village of Sackets Harbor, Jefferson County, New York*. Rensselaer, NY: 2005.
- \_\_\_\_\_. *Archeological Investigations at the Pickering-Beach Museum*. Rensselaer, NY: 1994.
- \_\_\_\_\_. *Archeological Investigation of the Sackets Harbor War of 1812 Battleground*. HAA #3462. Rensselaer, NY: February 2008.
- Hough, Franklin B. *A History of Jefferson County in the State of New York*. 1884. Reprint. Bowie, MD: Heritage Books, 1992.
- Jefferson County Historical Society. *Transactions of the Jefferson County Historical Society, at Watertown, N.Y. 1886-1887. Containing Articles of Incorporation, By-Laws, Officers and Members*. Watertown, NY: Watertown Daily Times Job Print, 1887.
- Kelly, Sophia. *Technical Brief 22: Developing and Implementing Archeological Site Stewardship Programs*. Washington, D.C.: U.S. Department of the Interior, National Park Service Archeology Program, 2007.
- Kennedy, Frances H., and Douglas R. Porter. *Dollar\$ & Sense of Battlefield Preservation: The Economic Benefits of Protecting Civil War Battlefields*. Washington, D.C.: National Trust for Historic Preservation, 1999.
- Kirk, Matthew. "Sackets Harbor Battlefield." DRAFT. Revised National Register of Historic Places Registration Form, 2009. On file at the Sackets Harbor Battlefield State Historic Site.
- Larrabee, Edward M. *Sackets Harbor, Jefferson County 1967 Excavation Report*. Waterford, NY: New York State Office of Parks, Recreation and Historic Preservation, February 1968.
- Lossing, Benson J. *The Pictorial Field-Book of the War of 1812*. 1869. Reprint. Glendale, NY: Benchmark Publishing Corporation, 1970.
- \_\_\_\_\_. *Scenes in the War of 1812*. New York: Harper and Brothers Publishing, 1863.
- Lowe, David. *Battlefield Protection Program Standards*. Washington, D.C.: U.S. Department of the Interior, National Park Service, American Battlefield Protection Program, 2000.
- McClelland, Linda Flint, J. Timothy Keller, Genevieve P. Keller, and Robert Z. Melnick. *National Register Bulletin 30: Guidelines for Evaluating and Documenting Rural Historic Landscapes*. Washington, D.C.: U.S. Department of the Interior, National Park Service, 1989, revised 1999.
- McVarish, Douglas C. Sackets Harbor Battle National Historic Landmark Nomination

- Morton, W. Brown. *The Secretary of the Interior's Standards for Rehabilitation of Historic Buildings*. Washington, D.C.: U.S. Department of the Interior, National Park Service, 1992.
- National Park Service. *Director's Order #28: Cultural Resource Management*. Effective June 11, 1998; Sunset June 11, 2002 (currently under revision). <http://www.nps.gov/policy/DOrders/DOrder28.html>.
- \_\_\_\_\_. *Guiding Principles of Sustainable Design*. Denver Service Center, 1993. [http://www.nps.gov/dsc/d\\_publications/d\\_1\\_gpsd.htm](http://www.nps.gov/dsc/d_publications/d_1_gpsd.htm).
- \_\_\_\_\_. "Historic Preservation Tax Incentives." <http://www.nps.gov/hps/tps/tax/index.htm>.
- \_\_\_\_\_. "National Historic Landmark Nomination, Sackets Harbor Battlefield." Submitted April 2011, Pending Designation.
- \_\_\_\_\_. "National Register of Historic Places – Nomination Form, Madison Barracks." Designated November 21, 1974.
- \_\_\_\_\_. "National Register of Historic Places – Nomination Form, Sackets Harbor Battlefield." Designated December 31, 1974.
- \_\_\_\_\_. "National Register of Historic Places – Nomination Form, Sackets Harbor Village Historic District." Designated September 15, 1983.
- \_\_\_\_\_. *Reference Manual #77: Natural Resources Management*. 2004. <http://www.nature.nps.gov/rm77/>.
- \_\_\_\_\_. *Saratoga National Historical Park General Management Plan*. Washington, D.C.: U.S. Department of the Interior, National Park Service, 2004.
- \_\_\_\_\_. "Working on the Past in Local Historic Districts." <http://www.nps.gov/hps/workingonthepast/index.htm>.
- New York State Office of Parks, Recreation and Historic Preservation. *New York State Historic Preservation Plan – 2009-2013: Historic Preservation at a Crossroads*. Waterford, NY: New York State Office of Parks, Recreation and Historic Preservation, 2009.
- \_\_\_\_\_. "Sackets Harbor Battlefield State Historic Site." <http://www.nysparks.com/historic-sites/7/details.aspx> (accessed March 2010).
- \_\_\_\_\_. *The New York State Preservationist*. Volume 9, No. 1 Spring/Summer 2005.
- Palmetto Conservation Foundation, Military Heritage Project. "Conservation Easements: Flexible Tools for Battlefield Preservation." <http://www.nps.gov/history/hps/abpp/FinalEasementGuidance0305.doc> (accessed February 2010).
- Revolutionary War and War of 1812 Historic Preservation Study Act of 1996*. Public Law 104-333, Section 603; 16 USC 1a-5, Notes.
- Rico, Rudolph J., and Alice Rico. "Horse Island Light." <http://www.rudyalicelighthouse.net/OntLts/Horsels/Horsels.htm>
- Rose, Daniel. "A Map of the United States Military Post of Sackets Harbour, on Lake Ontario." June 25th 1816. U.S. National Archives. Record Group 77, Drawer 15.
- Seaway Trail, Inc. "Great Lakes Seaway Trail." <http://www.seawaytrail.com/> (accessed February 28, 2010).
- Smart Growth Network. "Principles of Smart Growth: Preserve Open Space, Farmland, Natural Beauty and Critical Environmental Areas." <http://www.smartgrowth.org/about/principles/principles.asp?prin=6>



- Stanley, George F.G., and Harold M. Jackson. *Canada's Soldiers 1604-1954*. Toronto: MacMillan Company of Canada, 1954.
- Stokes, Samuel N., A. Elizabeth Watson, and Shelley S. Mastran. *Saving America's Countryside: A Guide to Rural Conservation*. 2nd ed. Baltimore, MD: The Johns Hopkins University Press, National Trust for Historic Preservation, 1997.
- The Nature Conservancy. "Conservation Easements: What are Conservation Easements." <http://www.nature.org/aboutus/privatelandsconservation/conservationeasements/what-are-conservation-easements.xml> (accessed February 2010).
- United States Access Board. *Americans with Disabilities Act and Architectural Barriers Act Accessibility Guidelines*. Washington, D.C.: 2004.
- United States Geological Survey. *Sackets Harbor Quadrangle New York – Jefferson County 7.5 Minute Series*. Reston, VA: U.S. Department of the Interior, 1959.
- Wilder, Patrick A. *The Battle of Sackets Harbor*. Baltimore, MD: The Nautical & Aviation Publishing Company of America, 1994.
- 1000islands.com. "Sackets Harbor History: A Brief History of Sackets Harbor, New York." <http://www.1000islands.com/sacketsharbor/history/>



Sackets Harbor  
Battleground

Sackets Harbor, NY

**JMA**  
John Milner Associates, Inc.

300 W. Main St., Suite 201  
Charlottesville, Virginia  
22903

t: 434 979 1617  
f: 434 979 3645

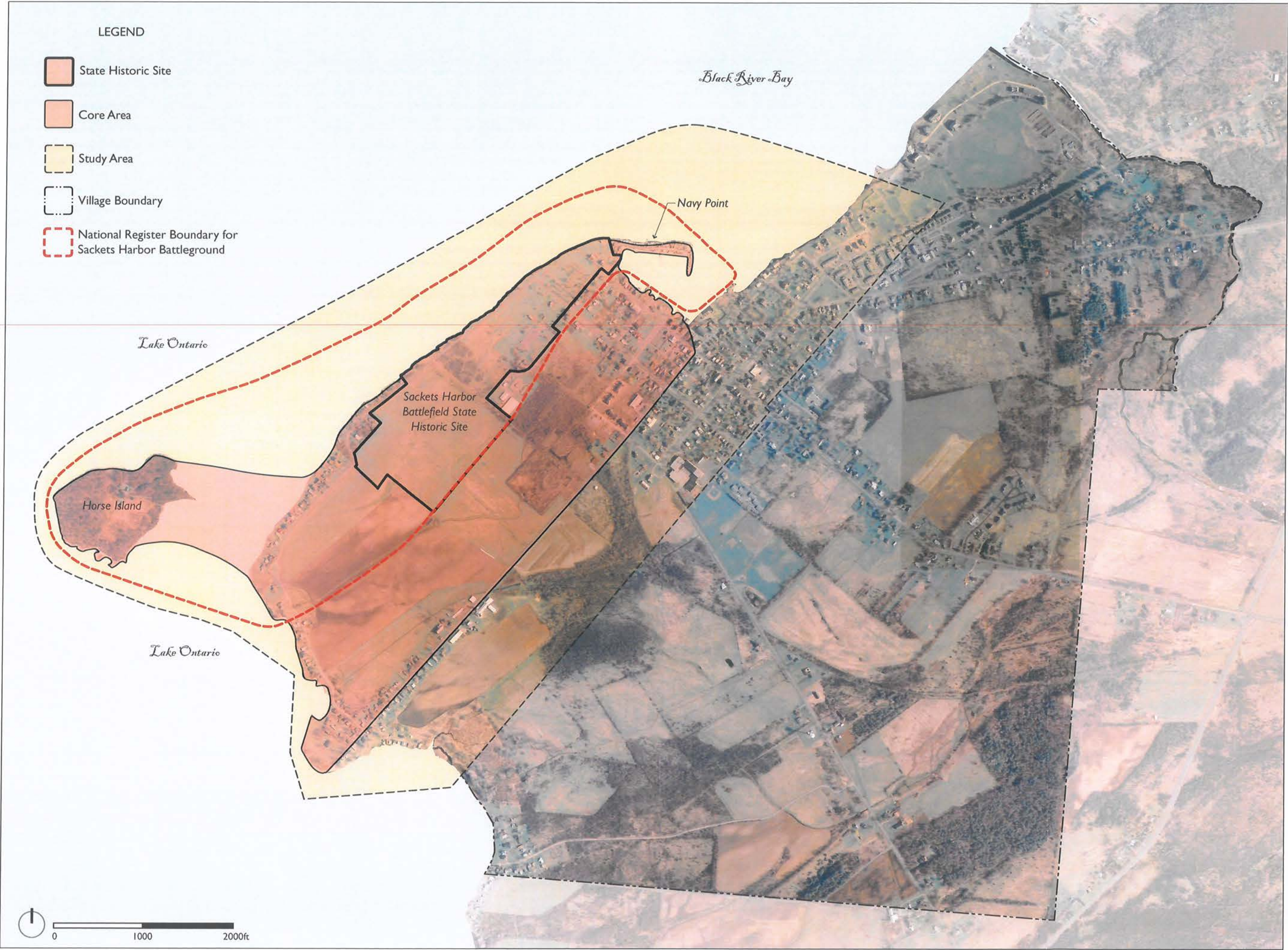
johnmilnerassociates.com

project: SACKETSBAT  
drawn: CMO, LFN  
checked: JJJ  
phase: planning  
date: March 2012

Map 1-1.  
National Register  
Boundary for  
Sackets Harbor  
Battlefield









# Sackets Harbor Battleground

Sackets Harbor, NY

**JMA**  
John Milner Associates, Inc.

300 W. Main St., Suite 201  
Charlottesville, Virginia  
22903

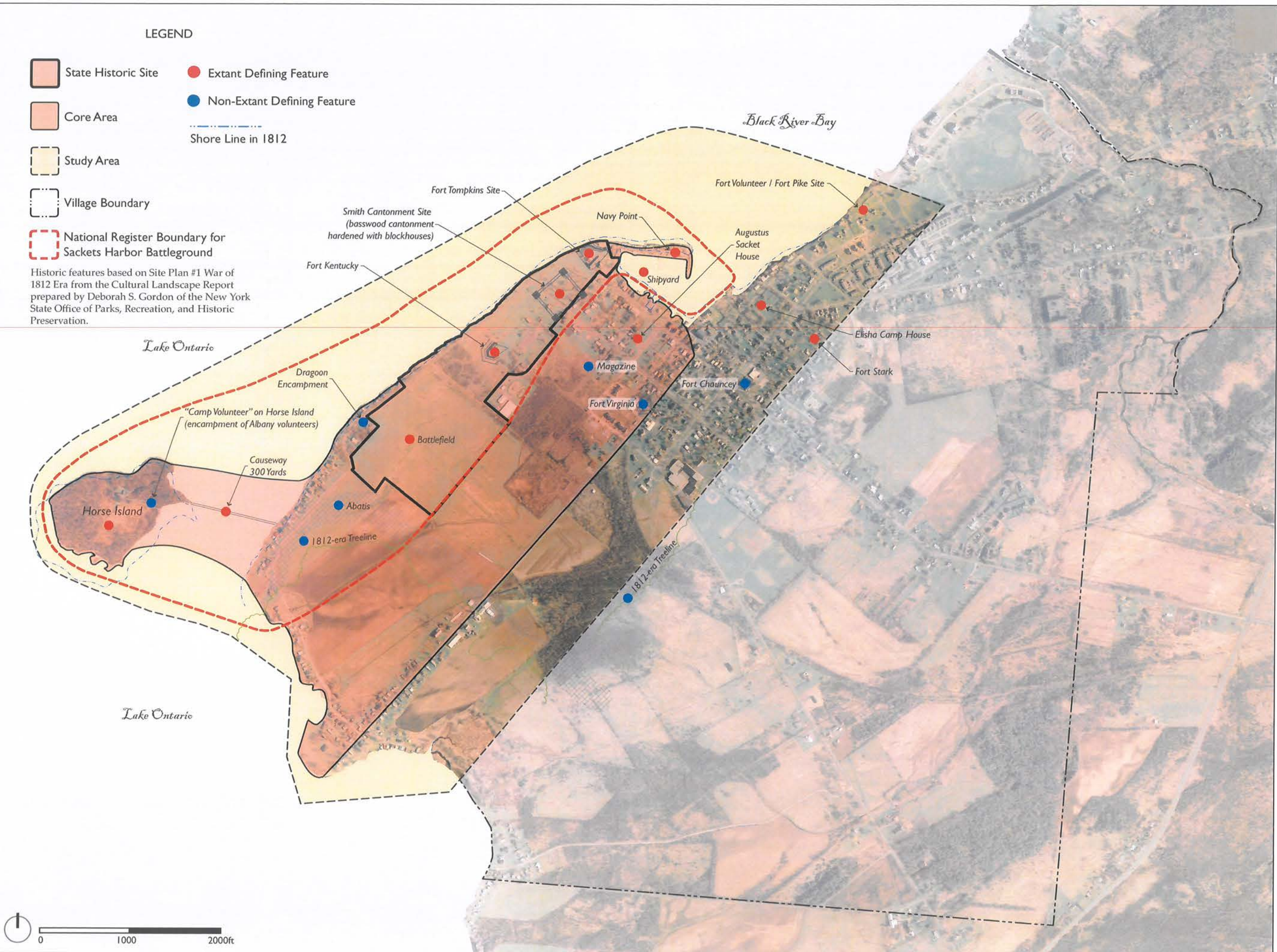
t: 434 979 1617  
f: 434 979 3645

johnmilnerassociates.com

## LEGEND

- State Historic Site
- Core Area
- Study Area
- Village Boundary
- National Register Boundary for Sackets Harbor Battleground
- Extant Defining Feature
- Non-Extant Defining Feature
- Shore Line in 1812

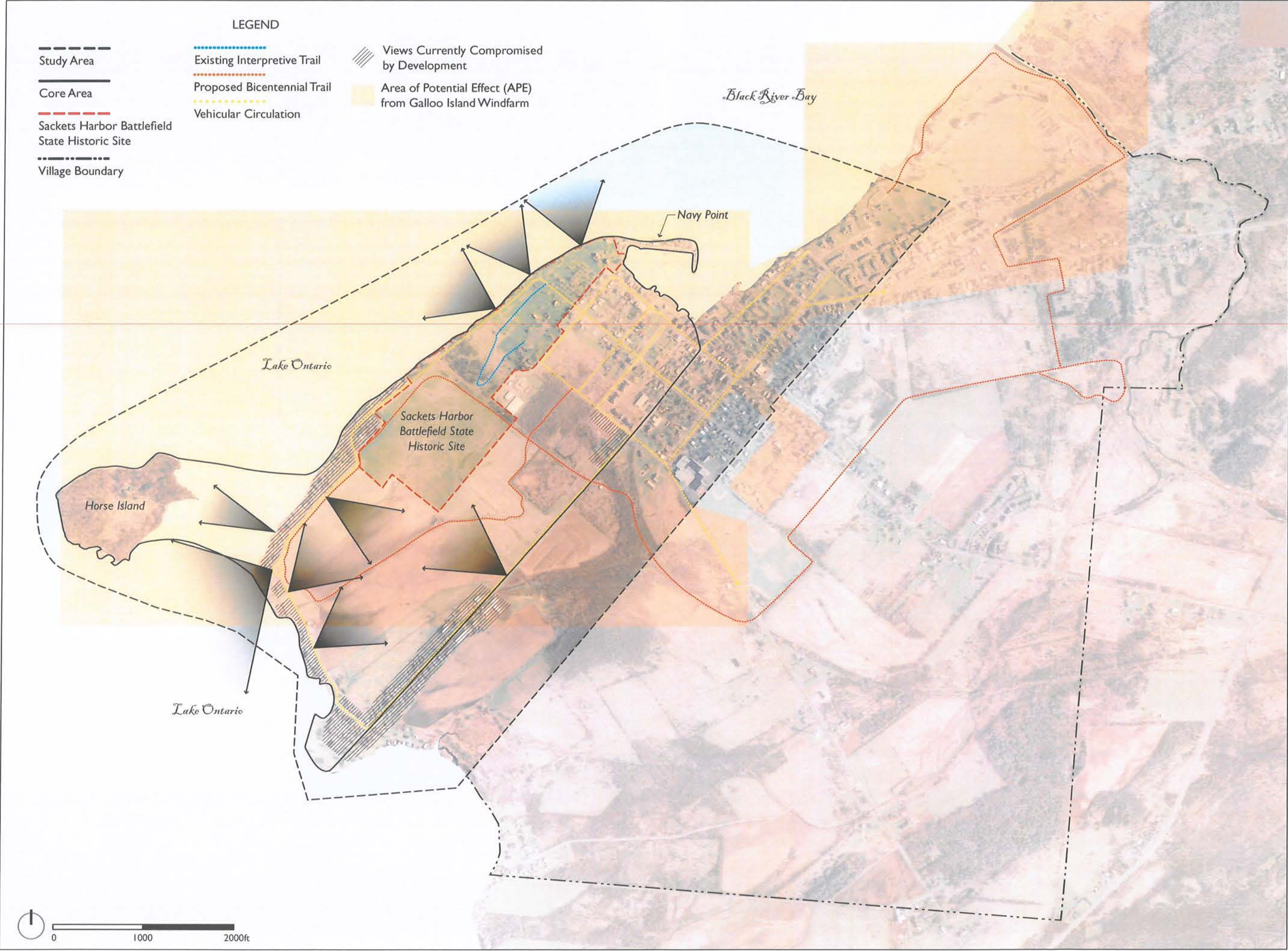
Historic features based on Site Plan #1 War of 1812 Era from the Cultural Landscape Report prepared by Deborah S. Gordon of the New York State Office of Parks, Recreation, and Historic Preservation.



project: SACKETSBAT  
drawn: CMO, LFN  
checked: JJJ  
phase: planning  
date: March 2012

Map 1-3.  
Defining  
Features of the  
Sackets Harbor  
Battleground







Sackets Harbor  
Battleground

Sackets Harbor, NY

**JMA**  
John Milner Associates, Inc.

300 W. Main St., Suite 201  
Charlottesville, Virginia  
22903

t: 434 979 1617  
f: 434 979 3645  
johnmilnerassociates.com

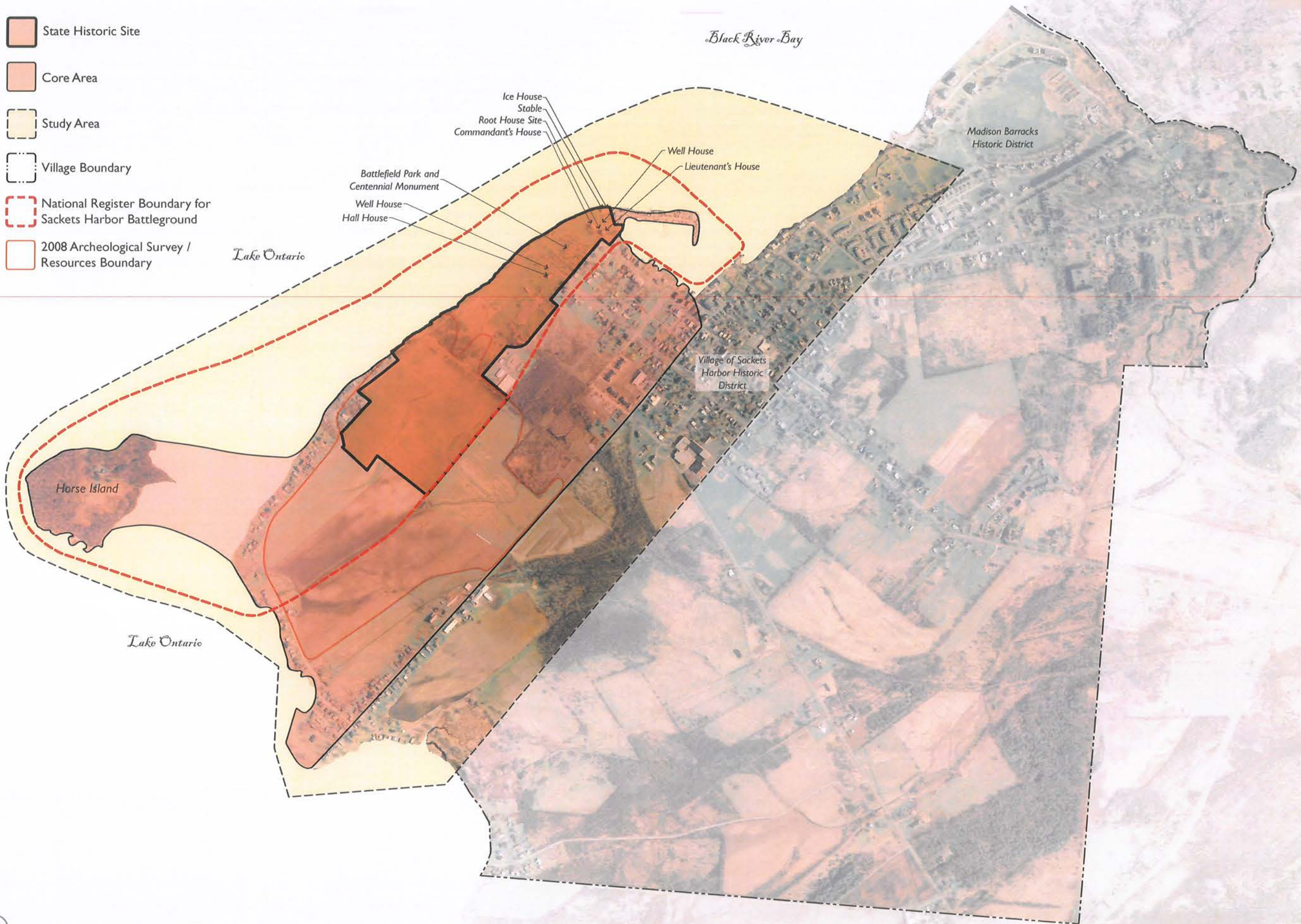
project: SACKETSBAT  
drawn: CMO, LFN  
checked: JJJ  
phase: planning  
date: March 2012

Map 3-2.  
Historic Resources  
in Study Area  
and Core Area  
that Post-Date the  
Second Battle

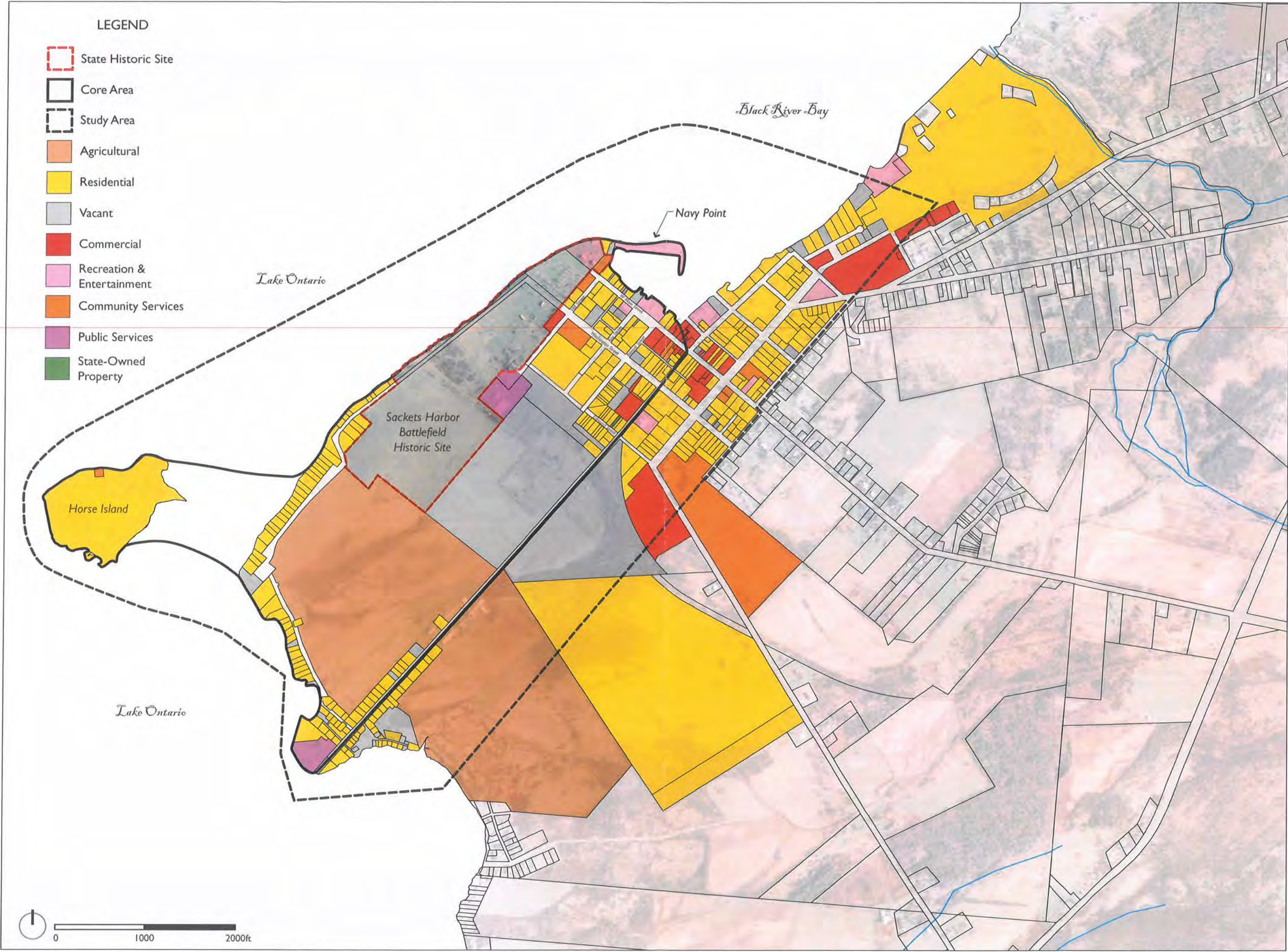
Copyright 2012 John Milner Associates, Inc.

LEGEND

-  State Historic Site
-  Core Area
-  Study Area
-  Village Boundary
-  National Register Boundary for Sackets Harbor Battleground
-  2008 Archeological Survey / Resources Boundary



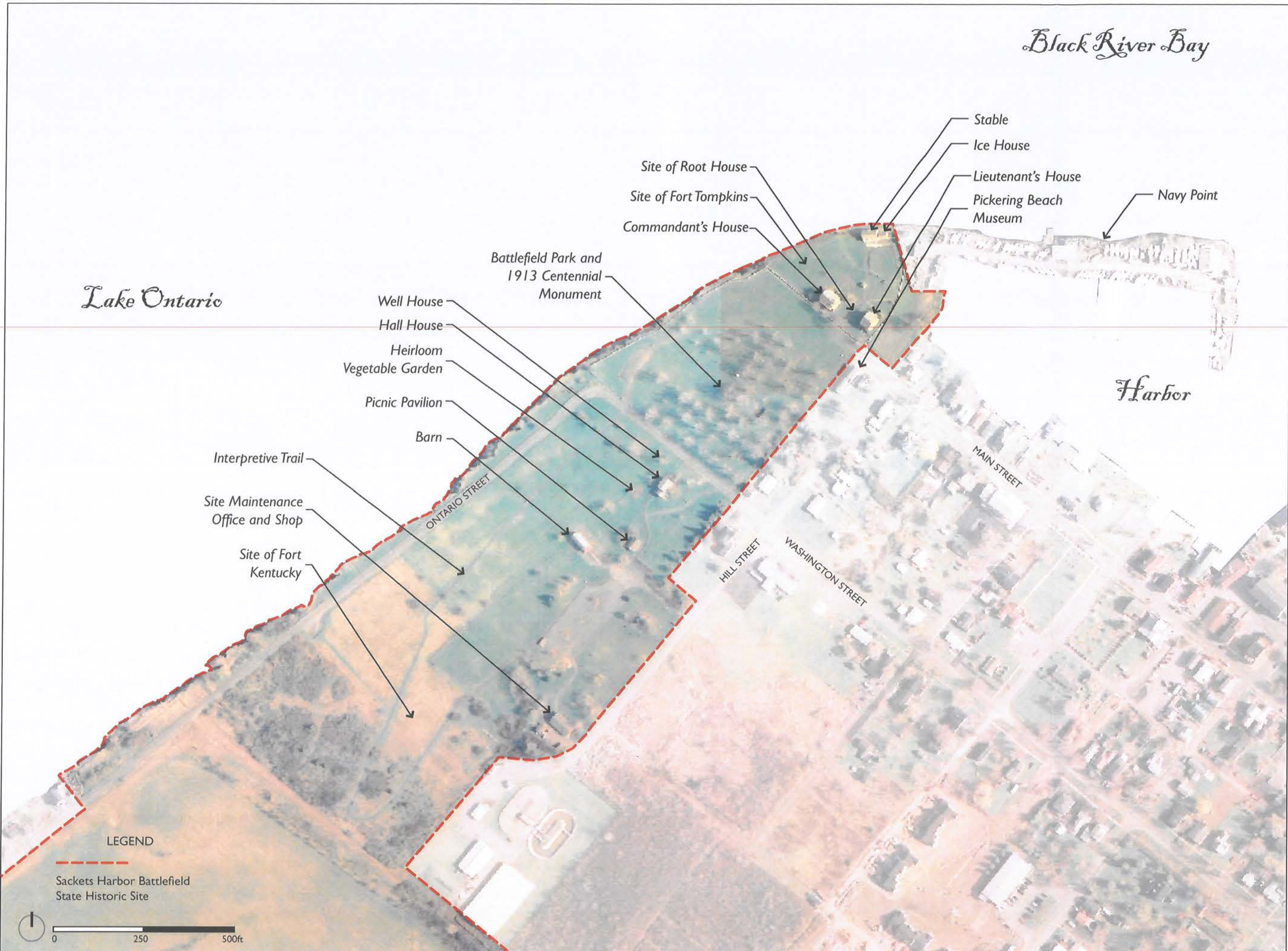




Map 3-3.

Land Use Within or Contiguous to Study Area





project:	SACKETSBAT
drawn:	CMO, LFN
checked:	JJJ
phase:	planning
date:	March 2012







Sackets Harbor  
Battleground

Sackets Harbor, NY

**JMA**  
John Milner Associates, Inc.

300 W. Main St., Suite 201  
Charlottesville, Virginia  
22903

t: 434 979 1617

f: 434 979 3645

johnmilnerassociates.com

Parcel Ranking

Ca.1 - parcel in the core, parcel a., priority 1

Cd.1 - parcel in the core, parcel d., priority 1

Cb.2 - parcel in the core, parcel b., priority 2


Cc.2 - parcel in the core, parcel c., priority 2

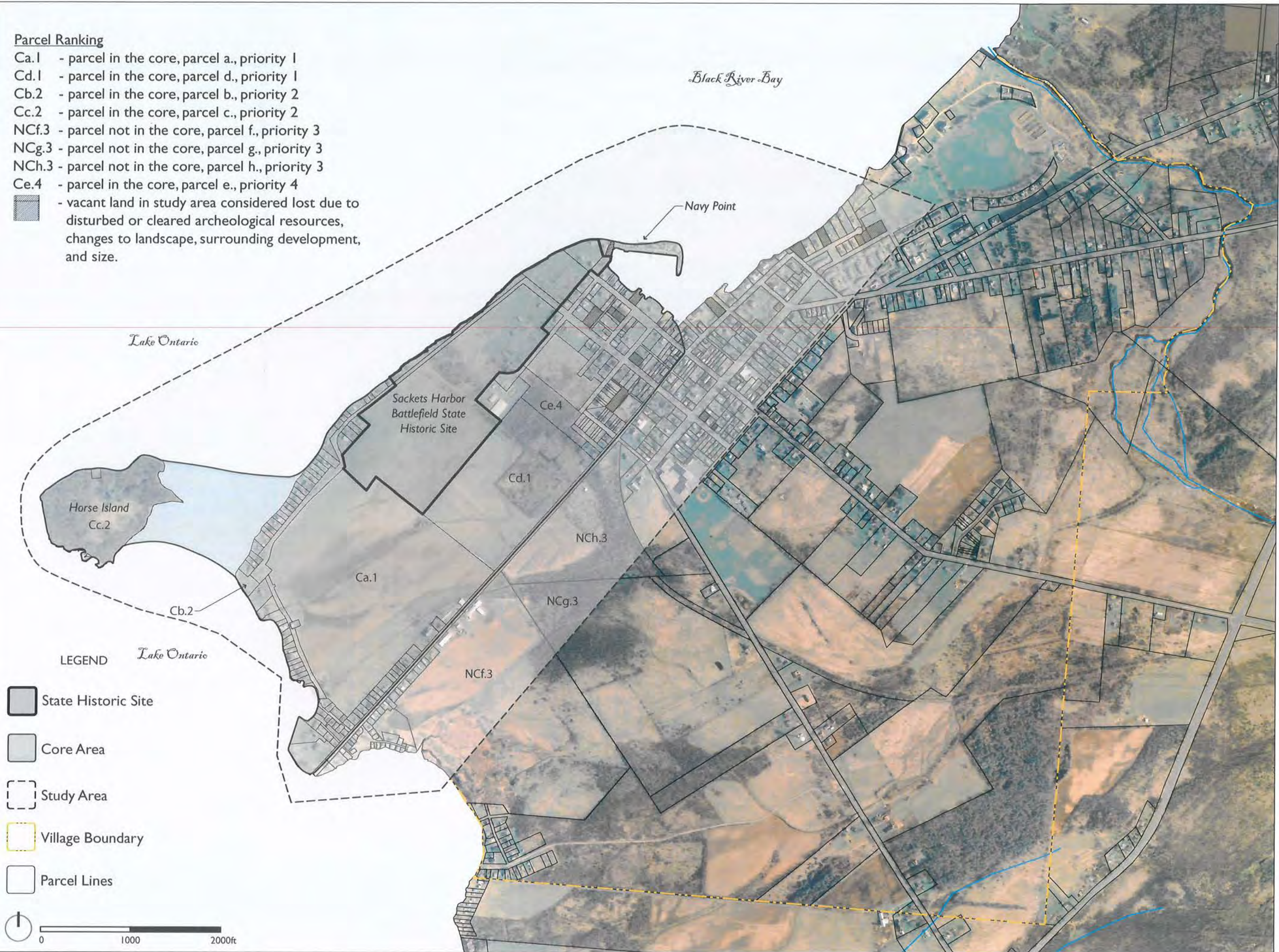
NCf.3 - parcel not in the core, parcel f., priority 3

NCg.3 - parcel not in the core, parcel g., priority 3

NCh.3 - parcel not in the core, parcel h., priority 3

Ce.4 - parcel in the core, parcel e., priority 4

 - vacant land in study area considered lost due to disturbed or cleared archeological resources, changes to landscape, surrounding development, and size.



project: SACKETSBAT

drawn: CMO, LFN

checked: JJJ

phase: planning

date: March 2012

Map 6-1.  
Priority Parcels