COVER SHEET
and
NOTICE OF COMPLETION
of
DRAFT SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT (DSEIS)
MAP AMENDMENT 2026-01 Watershed(s) LLC

NAME OF LEAD AGENCY AND PREPARER OF DSEIS:

NYS Adirondack Park Agency
Post Office Box 99
1133 NYS Route 86
Ray Brook, NY 12977

PROJECT LOCATION:

Town of Bolton
Warren County

PROPOSED ACTION:

Review of a request by a landowner to amend the Adirondack Park Land Use and Development Plan Map (Plan Map) in the Town of Bolton, Warren County, pursuant to Section 805(2)(c)(1) of the Adirondack Park Agency Act (Executive Law, Article 27), by reclassifying approximately 0.7 acres of Low Intensity Use land to Hamlet. The Adirondack Park Agency (APA) is required to review such requests and has expanded the applicant's request to approximately 3.3 acres to be consistent with the regional nature of the Plan Map. This is a Type I action pursuant to SEQRA and APA regulations.

AGENCY CONTACT FOR INFORMATION AND/OR COPIES OF DSEIS:

Matthew Kendall
Adirondack Park Agency
Post Office Box 99
Ray Brook, NY 12977
(518) 891-4050

DATE OF DSEIS ACCEPTANCE: November XX, 2026

DATE OF PUBLIC HEARING: December 14, 2026

DATE BY WHICH PUBLIC COMMENTS MUST BE RECEIVED: December 31, 2026

Table of Contents

Acronym Table 4
SUMMARY 5
PROPOSED ACTION 7
PURPOSE, PUBLIC NEED AND BENEFITS 8
APPLICABLE PROCEDURES AND STANDARDS OF REVIEW 8
State Environmental Quality Review Act (SEQRA) 8
Standards for Agency Decision 9
ENVIRONMENTAL SETTING 12
Potential Map Amendments 12
Location 14
Adirondack Park Land Use and Development Plan Map 14
Existing Land Use and Development 15
Soils 20
Topography 23
Critical Environmental Areas 25
Wetlands 25
Water Resources 25
Biological Resources 26
Population Trends 28
Disadvantaged Communities 29
POTENTIAL IMPACTS OF THE ACTION 29
Adverse Environmental Impacts that Cannot be Avoided 30
Growth-Inducing Aspects and Impacts on Open Space Resources 30
Impacts on Physical Resources 31
Impacts on Biological Resources 32
Impacts on Community and Area Character 33
Impacts on Transportation 34
Impacts on Scenic Resources 34
Impacts on Adjacent Properties – Noise, Odor and Light 35
Impacts on Open Space and Recreation 36

Impacts on the Use and Conservation of Energy 37
Impacts on Climate Change 37
Impacts on Solid Waste Management 38
Impacts on Historic Resources 38
Impacts on Economic Resources 38
Irreversible and Irretrievable Commitments of Environmental Resources 38
Cumulative Impacts 39
MEASURES TO MITIGATE POTENTIAL ADVERSE ENVIRONMENTAL EFFECTS ... 39
ALTERNATIVE ACTIONS 41
CONSISTENCY WITH LOCAL WATERFRONT REVITALIZATION PROGRAM 42
Developed Waterfront Policies 42
Natural Waterfront Policies 43
Public Waterfront Policies 44
STUDIES, REPORTS AND OTHER DATA SOURCES 44
APPENDICES 45
Appendix A- Application 45
Appendix B- Land Use Area Description, Setback, and Compatible Use List 45
Appendix C- Land Use Area Classification Determinants 45
Appendix D- Adirondack Park Agency Jurisdictional Chart 45
Appendix E- Town of Bolton Local Waterfront Revitalization Program 45
Appendix F- Town of Bolton Comprehensive Plan 45
Appendix G- Public Hearing Notice 45
Appendix H- DSEIS File List 45

Acronym Table

Acronym	Full Title
APA	Adirondack Park Agency
APLUDP	Adirondack Park Land Use and Development Plan
CEA	Critical Environmental Area
DEC	Department of Environmental Conservation
DSEIS	Draft Supplemental Environmental Impact Statement
ECL	Environmental Conservation Law
EPA	Environmental Protection Agency
FEAF	Full Environmental Assessment Form
FGEIS	Final Generic Environmental Impact Statement – The Process of Amending the Adirondack Park Private Land Use and Development Plan Map
FSEIS	Final Supplemental Environmental Impact Statement
GHG	Greenhouse Gas Emissions
GIS	Geographic Information Systems
LGPC	Lake George Park Commission
LWRP	Local Waterfront Revitalization Program
MA	Map Amendment
Mgd	Million gallons per day
NLCD	National Land Cover Database
NRCS	Natural Resource Conservation Service
NYCRR	New York Codes Rules and Regulations
NYS	New York State
OIG	Overall Intensity Guidelines
OPRHP	Office of Parks, Recreation and Historic Preservation
ORPS	Office of Real Property Services
PB	Principal Building
SEQRA	State Environmental Quality Review Act
SF	Square Footage
SFD	Single Family Dwelling
USGS	United States Geological Survey
WCS	Wildlife Conservation Society
WRA	Waterfront Revitalization Area

SUMMARY

The action is consideration of a landowner's request to amend the Adirondack Park Land Use and Development Plan Map (Plan Map) in the Town of Bolton, Warren County. The requested map amendment area is approximately 0.7-acres of a 9.07-acre parcel that is proposed to be reclassified from Low Intensity Use to Hamlet. The applicant states the purpose and need for the request, which includes that it is consistent with local zoning changes proposed in the Town of Bolton's comprehensive plan and will enable the Town to meet goals including advancing housing action, regulating hillside development, and implementing priority zoning updates.

The Adirondack Park Agency (APA or Agency) is obligated to consider the complete application request pursuant to APA Act Section 805(2) and Agency Rules and Regulations at 9 NYCRR Part 583. The Agency has, on its own initiative, expanded the applicant's request to an area to include an additional contiguous area containing lands of similar character to be consistent with the regional nature of the Plan Map as required by the APA Act Section 805(2)(c)(5). The statutory and regulatory criteria that the Agency must follow in its consideration of a map amendment request helps fulfill the basic purpose of the APA Act, which is to insure optimum overall conservation, protection, preservation, development and use of the unique scenic, aesthetic, wildlife, recreational, open space, historic, ecological and natural resources of the Adirondack Park. *See* APA Act Section 801.

The proposed map amendment area under consideration is a 3.3-acre area adjacent to the Hamlet of Bolton Landing, an existing APA-designated Hamlet area, which contains a variety of uses in a highly developed downtown setting, including commercial uses, tourist accommodations, public and community services, and recreation and entertainment services. The proposed map amendment area consists of all or a portion of one vacant parcel, nine residential parcels, and two parcels associated with the Town's municipal sewage treatment facility. It is in close proximity to, and partially within, the Town's municipal sewer district and wholly within the Town's municipal water district. It is approximately 69% undeveloped. The proposed map amendment includes portions of Stewart Brook, an AA-S(TS) designated stream by the Department of Environmental Conservation, and does not contain any jurisdictional wetlands or critical environmental areas. The majority (84%) of the proposed map amendment area consists of slopes under 15%. There are a variety of soils within the proposed map amendment area, ranging from suitable to unsuitable for on-site wastewater treatment depending on their depth to bedrock, presence of the restrictive layer, or drainage characteristics.

The proposed map amendment area is presently classified Low Intensity Use on the Plan Map and is proposed to be reclassified to Hamlet. The statutory overall intensity guidelines for Low Intensity Use allow for one principal building for every 3.2 acres. There are no overall intensity guidelines applicable to Hamlet areas. Therefore, if approved, the proposed map amendment would remove the development limits

imposed overall intensity guidelines, thereby increasing the potential for additional development within the proposed map amendment area.

Reclassification to a new land use area alone does not create environmental impacts. However, Plan Map amendments that allow for a higher intensity of development may lead to environmental impacts. If the 3.3-acre proposed map amendment is approved, the change in land use classification would affect statutory and regulatory thresholds related to the overall intensity guidelines and compatible uses set forth in Section 805 of the APA Act. Permits from the Agency or the Town may still be required dependent on future development proposals.

The Plan Map generally follows a growth center approach. Development is encouraged to take place in areas of tolerant resources and in locations with higher levels of existing use and public infrastructure to support that use. Potential beneficial impacts include encouraging more efficient and controlled development opportunities adjacent to the Town of Bolton's existing APA-designated Hamlet in an area that is readily accessible to the existing community, including the commercial business district and public services. It may minimize distances required for transportation, thus reducing vehicle miles traveled and transportation-based greenhouse gas emissions, encouraging pedestrian traffic or the use of alternative transportation options, increasing energy efficiency, and potentially resulting in an increased tax base for the local economy.

To the extent that development occurs because of a map amendment, the potential adverse impacts may include an increase in potential for growth-inducing aspects of development with no intensity guidelines; impacts on physical and water resources; impacts on biological resources and potential introduction and spread of invasive species; impacts on open space and recreation; impacts on scenic resources; impacts on community and area character; impacts on noise, odor, and light; impacts on climate change and forest resources; and impacts on solid waste management. Impacts resulting from an approval of the proposed map amendment would depend on the magnitude and scale of specific development proposals that follow. Development would depend on whether an Agency permit is required pursuant to Sections 809 and 810 of the APA Act, the number of lawfully pre-existing lots, structures and development privileges for such pre-existing lots based on Section 811 of the APA Act, and constraints resulting from environmental factors.

Three categories of alternative actions are considered for the potential map amendment: no action, alternative regional boundaries, and alternative classifications. The no action alternative maintains the current land use area classifications and represents a denial of the proposed Plan Map amendment. Alternative regional boundaries would redefine the proposed map amendment area along different regional boundaries than the ones established in this DSEIS. An alternative intermediate classification could be Moderate Intensity Use.

Environmental effects of potential map amendments are mitigated by adhering to and applying the statutory and regulatory criteria for evaluating such map amendments. These criteria balance environmental and public resource considerations and only allow increased development opportunities in areas with tolerant resources. There are also mitigative considerations beyond the jurisdiction of the APA. Although the Agency may not consider local land use controls in making a determination regarding a proposed map amendment, the Town's Agency Approved Local Land Use Program imposes limitations on what and where certain types of development can occur through implementation of local zoning. Additionally, the map amendment area is within the Lake George basin. The Lake George Park Commission has separate statutory and regulatory authority over various development activities within the basin.

PROPOSED ACTION

Pursuant to Section 805(2)(c)(1) of the Adirondack Park Agency Act (APA Act; Executive Law, Article 27), the proposed action involves consideration of a request by a landowner to amend the Adirondack Park Land Use and Development Plan Map (Plan Map) in the Town of Bolton, Warren County. The requested map amendment area is an approximately 0.7-acre portion of a 9.07-acre parcel that the applicant proposes to be reclassified from Low Intensity Use to Hamlet. Figure 1 shows the area requested for a map amendment with the current land classification.

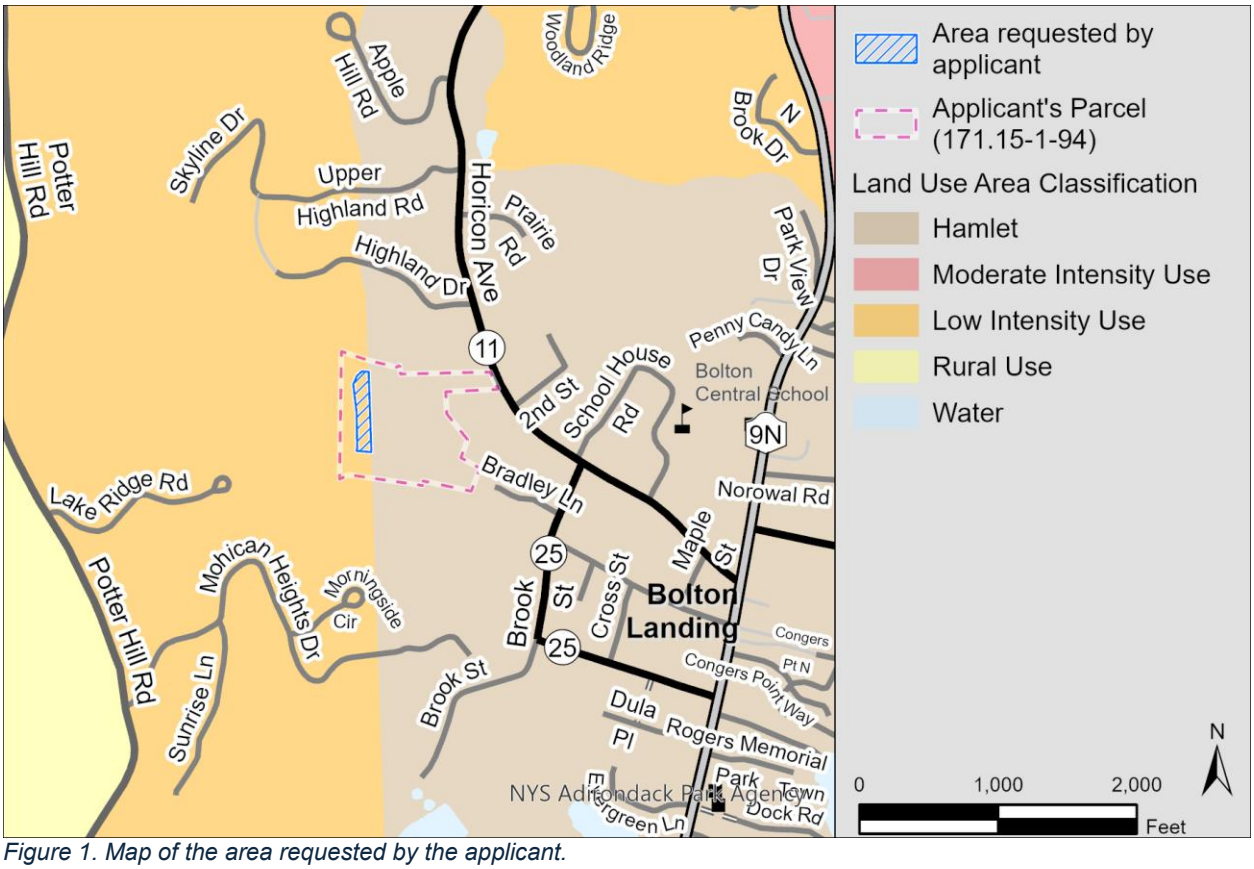


Figure 1. Map of the area requested by the applicant.

The Adirondack Park Agency (APA or Agency) is obligated to consider the completed application for this map amendment request pursuant to Section 805(2)(c)(1) of the APA Act and Agency Regulations at 9 NYCRR Part 583. On its own initiative, pursuant to Section 805(2)(c)(2) of the APA Act, the Agency has expanded the applicant's request to include an additional contiguous area containing lands of similar character in order to be consistent with the regional nature of the Plan Map as required by APA Act 805(2)(c)(5). *See* Final Generic Environmental Impact Statement for the Process of Amending the Adirondack Park Private Land Use and Development Plan Map (FGEIS) at 18.

PURPOSE, PUBLIC NEED AND BENEFITS

Part of the applicant's submission for the map amendment request included a justification for the requests. *See* Appendix A.

The applicant states that their request is consistent with local zoning changes proposed in the Town of Bolton's comprehensive plan and will enable the Town to meet goals including advancing housing action, regulating hillside development, and implementing priority zoning updates. The applicant notes that the requested map amendment area exists below nearby ridgelines and is flat, easily accessible, and protected by vegetative buffers. The applicant also indicates that the parcel they own contains lands classified as Low Intensity Use and Hamlet, and they wish to extend the Hamlet boundary to a contiguous area that was cleared prior to 1973.

The Adirondack Park Agency has received a complete application for a proposed map amendment request and is obligated to consider the application pursuant to APA Act § 805(2) and Agency Rules and Regulations at 9 NYCRR Part 583.

The statutory and regulatory criteria that the Agency must follow in its consideration of a map amendment request helps fulfill the basic purpose of the APA Act, which is to insure optimum overall conservation, protection, preservation, development and use of the unique scenic, aesthetic, wildlife, recreational, open space, historic, ecological and natural resources of the Adirondack Park. *See* APA Act § 801.

APPLICABLE PROCEDURES AND STANDARDS OF REVIEW

State Environmental Quality Review Act (SEQRA)

This Draft Supplemental Environmental Impact Statement (DSEIS) analyzes the potential environmental impacts, pursuant to the SEQRA (Environmental Conservation Law, Article 8), which may result from Agency approval of the proposed map amendment. This DSEIS is a supplement to the Final Generic Environmental Impact Statement for the Process of Amending the Adirondack Park Private Land Use and Development Plan Map (FGEIS).

Pursuant to SEQRA, its implementing regulations at 6 NYCRR Part 617, and Agency regulations at 9 NYCRR Part 586, the Agency prepared this DSEIS and will hold a public hearing and accept public comments on the proposed map amendments and the DSEIS. The Agency will then prepare a Final Supplemental Environmental Impact

Statement (FSEIS) that will include any revisions to the DSEIS, copies or a summary of the substantive comments received, and the Agency's response to all substantive comments. The Agency will then decide whether to accept the FSEIS and whether to approve the map amendment request, deny the request, or approve an alternative.

Pursuant to SEQRA, the Agency compares the relative impacts of potential land use and development based on the existing land use classification with those of the proposed land use classification and considers the most intensive uses allowable under the proposed change to judge potential impacts.[1] The Agency will also evaluate whether the proposed action is consistent with the Town of Bolton's Local Waterfront Revitalization Program (LWRP).[2]

Standards for Agency Decision

The Plan Map, identified in Section 805(2)(a) of the APA Act, implements the Adirondack Park Land Use and Development Plan, which guides land use planning and development of private land in the Adirondack Park.

APA Act Sections 805(2)(c)(1) and 805(2)(c)(2), Part 583 and Appendix Q-8 provide the standards for Agency decision.

Section 805(2)(c) of the APA Act provides in pertinent part:

The Agency may make the following amendments to the map in the following manner:

> *(1) Any amendment to reclassify land from any land use area to any other land use area or areas, if the land involved is less than twenty-five hundred acres, after public hearing thereon and upon an affirmation vote of two-thirds of its members, at the request of any owner of record of the land involved or at the request of the legislative body of a local government.*
>
> *(2) Any amendment to reclassify land from any land use area to any other land use area or areas for which a greater intensity of development is allowed under the overall intensity guidelines if the land involved is less than twenty-five hundred acres, after public hearing thereon and upon an affirmative vote of two-thirds of its members, on its own initiative.*
>
> *(5) Before making any plan map amendment...the Agency must find that the reclassification would accurately reflect the legislative findings and purposes of section eight hundred-one of this article and would be consistent with the land use and development plan, including the character description and purposes, policies and objectives of the land use area to which reclassification is proposed, taking into account such existing natural, resource, open space, public, economic and other land use factors and any*

[1] *See* NYS Department of Environmental Conservation SEQR Handbook (4th edition 2020) at 177, available at: https://www.dec.ny.gov/docs/permits_ej_operations_pdf/seqrhandbook.pdf.
[2] *See* 6 NYCRR § 617.9(b)(5)(vi).

> *comprehensive master plans adopted pursuant to the town or village law, as may reflect the relative development, amenability, and limitations of the land in question. The Agency's determination shall be consistent with and reflect the regional nature of the land use and development plan and the regional scale and approach used in its preparation.*

APA Regulations 9 NYCRR Section 583.2 outlines additional criteria:

> a) *In considering map amendment requests, the agency will refer to the land use area classification determinants set out as Appendix Q-8 of these regulations and augmented by field inspection.*
> b) *The agency will not consider as relevant to its determination any private land development proposals or any enacted or proposed local land use controls.*[3]

The land use area classification determinants set forth in Appendix Q-8 of APA Regulations define and lay out land use implications for elements such as natural resource characteristics, existing development characteristics, and public considerations.[4]

The purposes, policies and objectives, and character descriptions for each land use area are set forth in Section 805 of the APA Act and reflected on the Plan Map.[5] Considerations for the land use areas relevant here are summarized below.

Hamlet areas (brown on the Plan Map) range from large, varied communities that contain sizeable permanent, seasonal, and transient populations with a great diversity of residential, commercial, tourist, and industrial development and a high level of public services and facilities, to smaller, less varied communities with a lesser degree and diversity of development and a generally lower level of public services and facilities. Hamlet areas will serve as the service and growth centers in the Park. They are intended to accommodate a large portion of the necessary and natural expansion of the Park's housing, commercial, and industrial activities. In these areas, a wide variety of housing, commercial, recreational, social, and professional needs of the Park's permanent, seasonal, and transient populations will be met. The building intensities that may occur in such areas will allow a high and desirable level of public and institutional services to be economically feasible. Because a Hamlet is concentrated in character and located in areas where existing development patterns indicate the demand for and viability of service and growth centers, these areas will discourage the haphazard location and dispersion of intense building development in the Park's open space areas. These areas will continue to provide services to Park residents and visitors and, in

[3] The FGEIS supports these criteria, stating: "Since the map is based upon intrinsic land characteristics, and no provisions for conditional amendments exist, proposed development plans or intentions have no bearing upon a map amendment request. Likewise, local land use plans or controls are not considered to be a factor, again because of their lack of relationship to intrinsic land characteristics." FGEIS at 16.
[4] *See* Appendix C.
[5] *See* Appendix B.

conjunction with other land use areas and activities on both private and public land, will provide a diversity of land uses that will satisfy the needs of a wide variety of people. The delineation of Hamlet areas on the Plan Map is designed to provide reasonable expansion areas for the existing Hamlets, where the surrounding resources permit such expansion. Local government should take the initiative in suggesting appropriate expansions of the presently delineated Hamlet boundaries, both prior to and at the time of enactment of local land use programs. There are no overall intensity guidelines for Hamlet Areas.

Moderate Intensity Use areas (red on the Plan Map) are areas where the capability of natural resources and anticipated need for future development indicate that relatively intense development is possible, desirable, and suitable. These areas are located near or adjacent to Hamlets to provide for reasonable expansion and along highways and accessible shorelines where existing development has established the character of the area. Moderate Intensity Use areas where relatively intense development does not exist are characterized by deep soils on moderate slopes and readily accessible to Hamlets. The overall intensity guideline for Moderate Intensity Use is 500 principal buildings per square mile, or 1.3 acres per principal building.

Low Intensity Use areas (orange on the Plan Map) are areas that are readily accessible and in reasonable proximity to Hamlet. These areas are generally characterized by deep soils and moderate slopes, with no large acreages of critical biological importance. Where these areas are located near or adjacent to Hamlet, clustering development on the most developable portions of these areas makes possible a relatively high level of residential development and local services. It is anticipated that these areas will provide an orderly growth of housing development opportunities in the Park at an intensity level that will protect physical and biological resources. The overall intensity guideline for Low Intensity Use is 200 principal buildings per square mile, or 3.2 acres per principal building.

Rural Use areas (yellow on the Plan Map) are characterized by substantial acreages of one or more of the following: fairly shallow soils, relatively severe slopes, significant ecotones, critical wildlife habitats, proximity to scenic vistas, or key public lands. These areas are frequently remote from existing hamlet areas or are not readily accessible. Consequently, these areas are characterized by a low level of development that are generally compatible with the protection of the relatively intolerant natural resources and the preservation of open space. These areas and the Resource Management areas provide the essential open space atmosphere that characterizes the Park. Residential and related development and uses should occur on large lots or in relatively small clusters on carefully selected and well-designed sites. The overall intensity guideline for Rural Use is 75 principal buildings per square mile, or 8.5 acres per principal building.

Resource Management areas (green on the Plan Map) are those lands where the need to protect, manage, and enhance forest, agricultural, recreational, and open space resources is of paramount importance because of overriding natural resource and public

considerations. Open space uses, including forest management, agriculture, and recreational activities, are found throughout these areas. Many resource management areas are characterized by substantial acreages of one or more of the following: shallow soils, severe slopes, elevations of over twenty-five hundred feet, flood plains, proximity to designated or proposed wild or scenic rivers, wetlands, critical wildlife habitats, or habitats of rare and endangered plant and animal species. Resource Management areas will allow for residential development on substantial acreages or in small clusters on carefully selected and well-designed sites. The overall intensity guideline for Resource Management is 15 principal buildings per square mile, or 42.7 acres per principal building.

ENVIRONMENTAL SETTING

Potential Map Amendment

Section 805(2)(c)(5) of the APA Act and the FGEIS require that a map amendment be regional in scale and follow “regionally identifiable boundaries” such as roads, streams, municipal boundaries, Great Lot boundaries or standard setbacks from these boundaries. FGEIS at 18. Following regional boundaries applies uniform boundaries, rather than individual property lines that are more likely to be adjusted or contested, in order to avoid piecemeal carve-outs inconsistent with the regional nature of the Plan Map.

The requested map amendment area is a flat area that was previously a gravel pit, which is not defined by boundaries that conform to the Agency’s regional boundary criteria. Therefore, the proposed map amendment area was expanded by Agency staff to include adjacent Low Intensity Use lands of similar character.

The current Hamlet boundary was established by the Agency after a map amendment request by the Town of Bolton in 1980. This segment of the Hamlet boundary begins at a point at the intersection of a one-tenth mile setback west of Horicon Avenue and a one-tenth mile setback north of the road to the former gravel pit, then following a straight light in a southerly direction to a point on the centerline of Mohican Road, two-tenths of a mile from the centerline of NYS Route 9N. The expanded area, which is referred to in this document as the “proposed map amendment area,” is approximately 3.3 acres and uses regional boundaries to be reviewed for potential reclassification from Low Intensity Use to Hamlet.

Figure 2 is a map showing how the area requested by the applicant was expanded to use regional boundaries. Figure 3 is a map of the proposed map amendment area and the current classification.

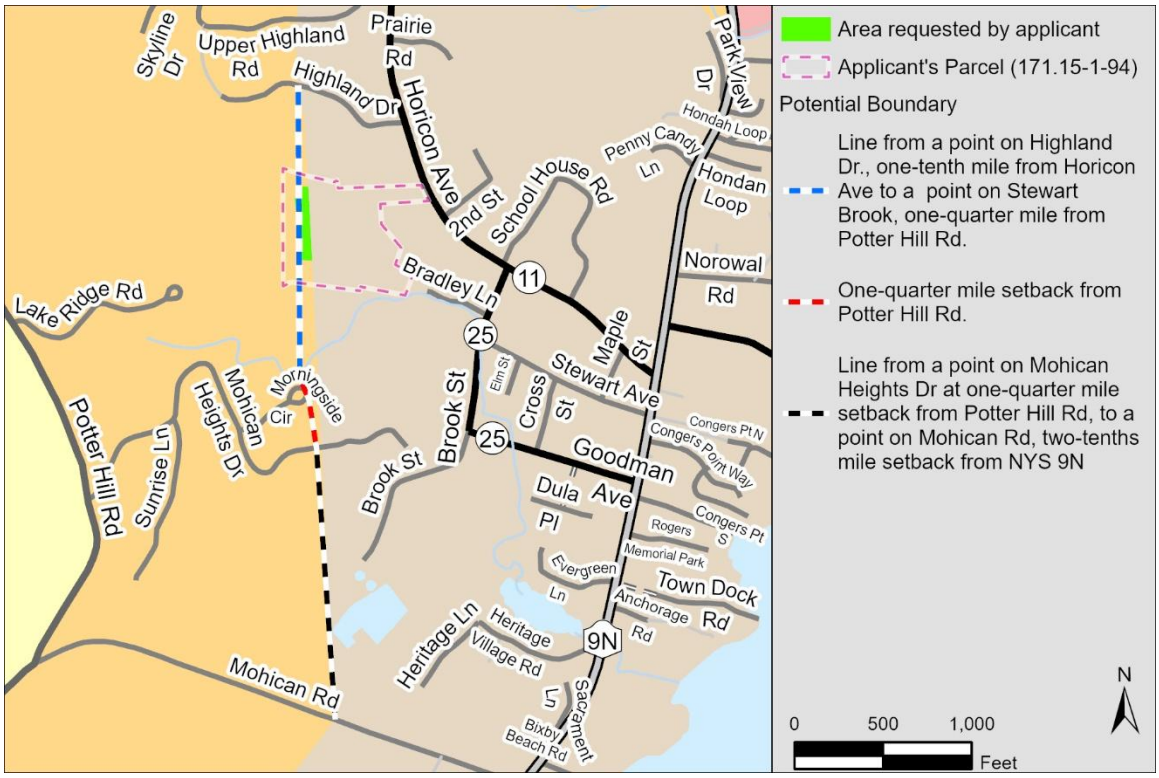


Figure 2. Map showing how the area requested by the applicant was expanded to use regional boundaries.

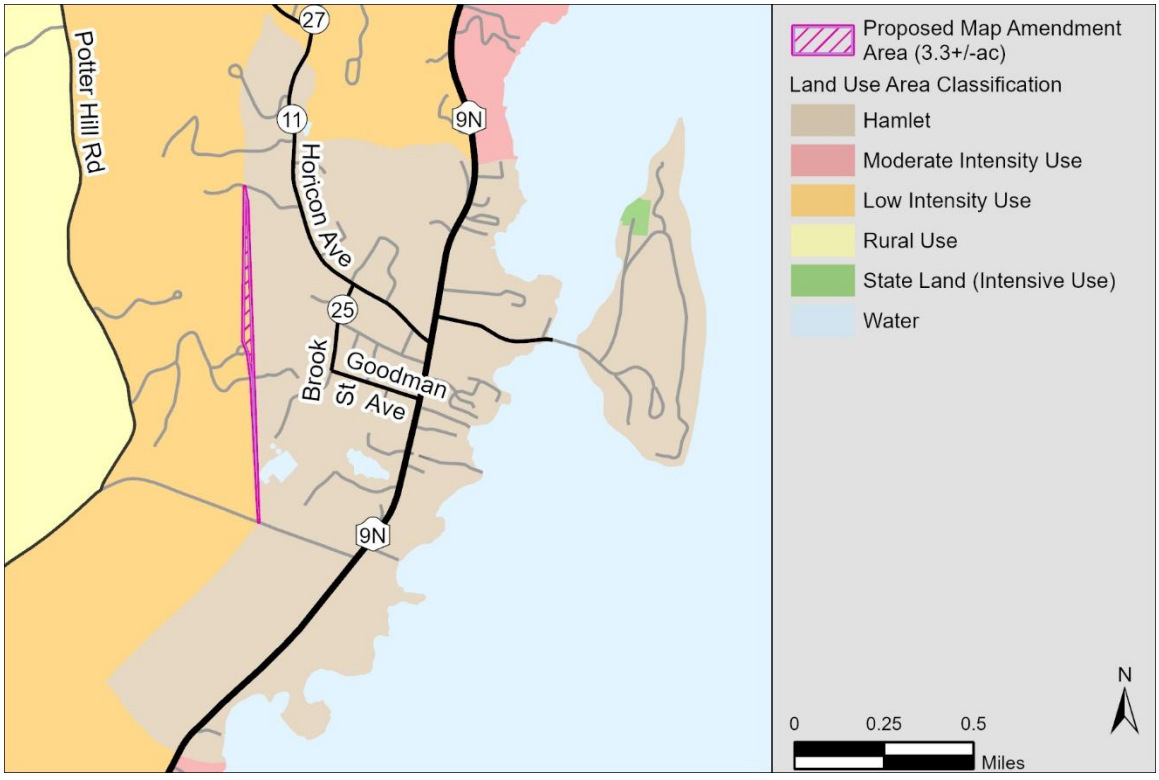


Figure 3. Map of the proposed map amendment area and the current Plan Map classifications.

Location

The proposed map amendment area is located in the southeastern portion of the Adirondack Park, in the Town of Bolton, Warren County. Figure 4 is a map showing the general location of the area under consideration for this action.

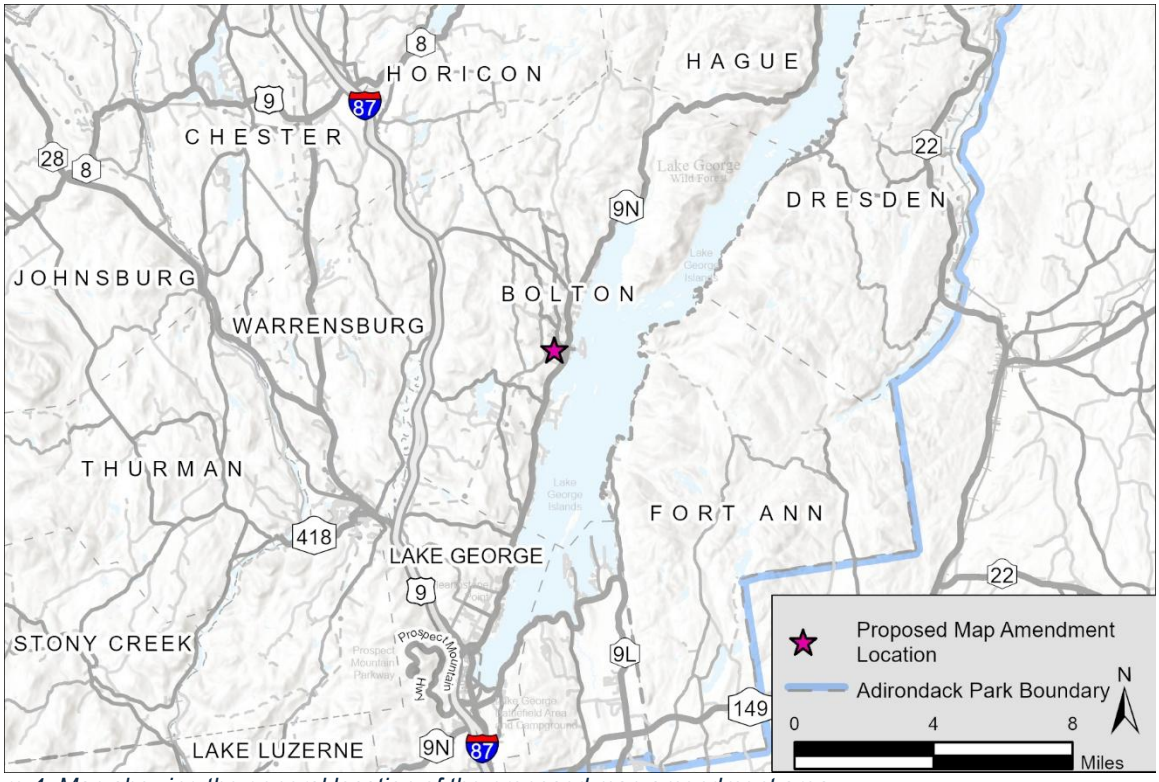


Figure 4. Map showing the general location of the proposed map amendment area.

Adirondack Park Land Use and Development Plan Map

The Town of Bolton is approximately 58,325 acres, including water bodies. Table 1 shows how the land is currently classified pursuant to the Adirondack Park Land Use and Development Plan Map.

Land Classification	Acreage
Hamlet	551
Moderate Intensity Use	903
Low Intensity	7,716
Rural Use	10,645
Resource Management	6,579
State Land	14,467

Table 1. Approximate acreage of land use classifications in the Town of Bolton. Approximately 917 acres of private lands in the Town of Bolton are under New York State conservation easements. These easements involve lands classified as Resource Management, Rural Use, Low Intensity Use and Hamlet.

The proposed map amendment area is approximately 3.3 acres and is part of an approximately 7,716-acre Low Intensity Use land use area that extends throughout the Town of Bolton. The proposed map amendment area is bound by Hamlet on the east, also in the Town of Bolton. This Hamlet is approximately 551 acres and stretches from the eastern boundary of the proposed map amendment area to Lake George. To the west, the proposed map amendment area is bound by Low Intensity Use lands. Figure 5 is a map showing the existing land classifications around the proposed map amendment.

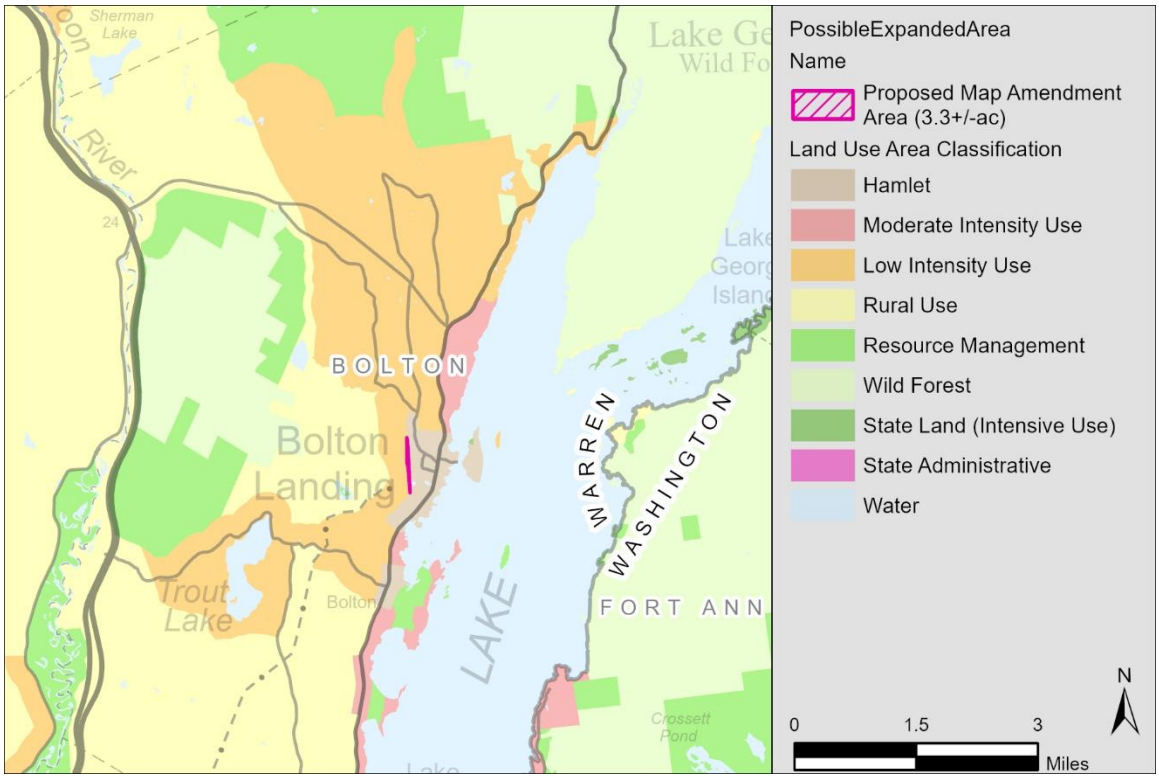


Figure 5. Map showing the existing land classifications at a small scale.

Existing Land Use and Development

The proposed map amendment area's northern and southern extent are points on Highland Drive and Mohican Road. Highland Drive is a paved one-lane residential drive. Mohican Road is a paved two-lane road that connects to Potter Hill Road and NYS Route 9N. There is approximately 30 feet of road frontage along both sides of Mohican Heights Drive, a paved residential drive which cuts across the area. These roadways are largely surrounded by residential uses, with some agricultural, community service, and public uses. Figure 6 shows the existing land uses in and around the proposed map amendment area. According to data obtained from Warren County and New York State Office of Real Property Tax Services (ORPS), the proposed map amendment area consists of all or a portion of one vacant parcel, nine residential parcels, and two parcels associated with the town's municipal sewage treatment facility. Table 2 contains a list of parcels within the proposed map amendment area, the acreage affected by the

proposal, and existing use according to County tax parcel data. Figure 7 shows the proposed map amendment area and nearby roads.

The Town of Bolton's sewer district includes a portion of the proposed map amendment area as well as most of the applicant's parcel that is outside of the proposed map amendment area. The northern portion and southernmost end of proposed map amendment area are outside the sewer district. Figure 8 shows the existing public sewer district and sewer mains within the proposed map amendment area. The Town of Bolton's existing sewer system was designed and permitted for 0.3 million gallons per day (mgd) averaged over the month and receives between 0.08-0.200 mgd over the course of a month.

The Town of Bolton has a surface water filtration plant from Edgecomb Pond that serves about 1,800 people with 795 service connections. It is capable of processing a total of one million mgd. In 2023, the average daily demand was 161,642 gallons. Municipal water lines follow Horicon Avenue, Brook Street, and the eastern half of Mohican Road, as shown in the application materials (*see* Appendix A). Figure 9 shows existing public water district and water mains within the proposed map amendment area.

Electrical and communication lines run the length of Horicon Avenue, Brook Street, and Mohican Road.

The proposed map amendment area is adjacent to the Hamlet of Bolton Landing, an existing APA-designated Hamlet area, which contains a variety of uses in a highly developed downtown setting, including commercial uses, tourist accommodations, public and community services, and recreation and entertainment services.

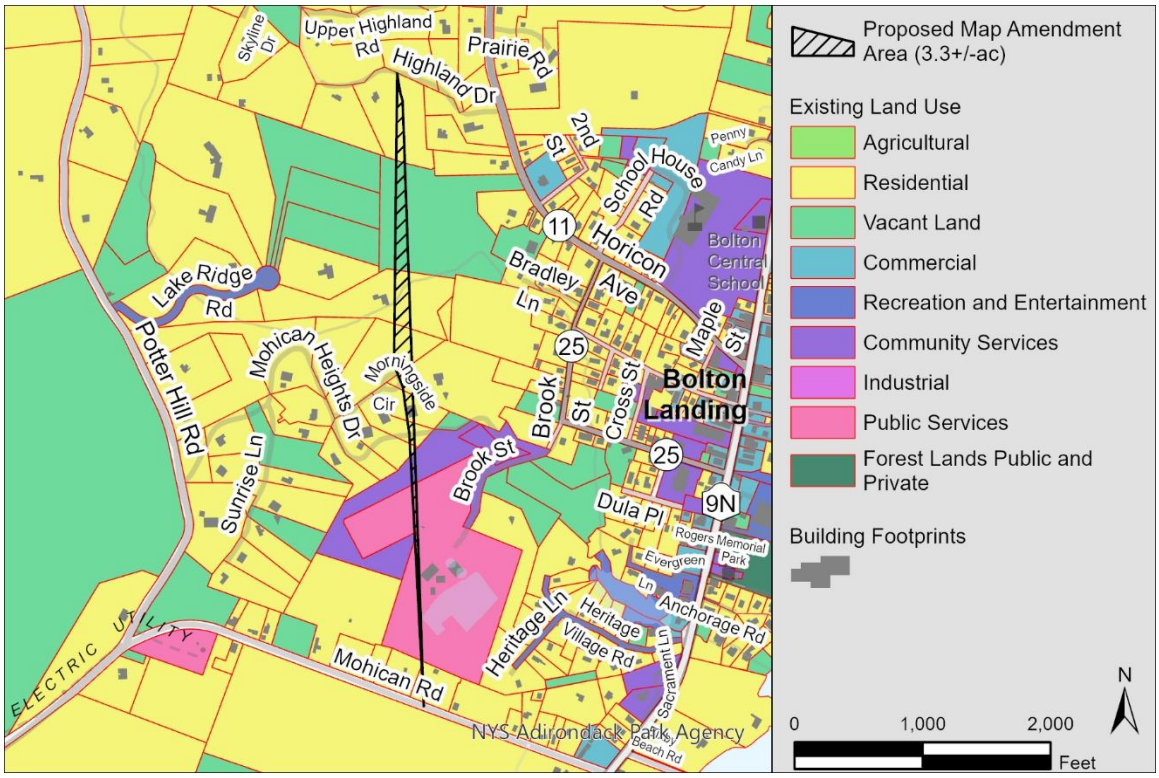


Figure 4. Map of the existing land use in and around the proposed map amendment area according to Warren County Office of Real Property Tax Services.

Tax Map Number	Total Acres in MA Area	Current Acres in Hamlet	Current Acres in Low Intensity Use	Existing Land Use Category
171.19-1-3	0.1	2.9	3.0	Community Services (Town of Bolton Sewer District)
171.19-1-7	<0.1	<0.1	1.0	Multiple Residences
171.15-1-35	0.4	1.5	2.2	One Family Year-Round Residence
171.14-1-5.4	0.6	1.6	3.7	One Family Year-Round Residence
171.15-1-13	0.5	0.4	3.1	One Family Year-Round Residence
171.15-1-9	0.2	4.6	0.3	One Family Year-Round Residence
171.15-1-10	0.2	0.5	0.7	One Family Year-Round Residence
171.15-1-11	0.1	0.2	0.9	One Family Year-Round Residence
171.15-1-12	<0.1	<0.1	1.3	One Family Year-Round Residence
171.19-1-8	<0.1	0.2	0.9	One Family Year-Round Residence
171.15-1-94	0.9	6.8	2.2	Residential Vacant Land
171.19-1-5	0.3	11.2	2.5	Sewage Treatment and Water Pollution Control

Table 2. List of parcels within the proposed map amendment area, the acreage affected by the proposal, the total acres of each parcel, and existing use according to Warren County Office of Real Property Tax Services.

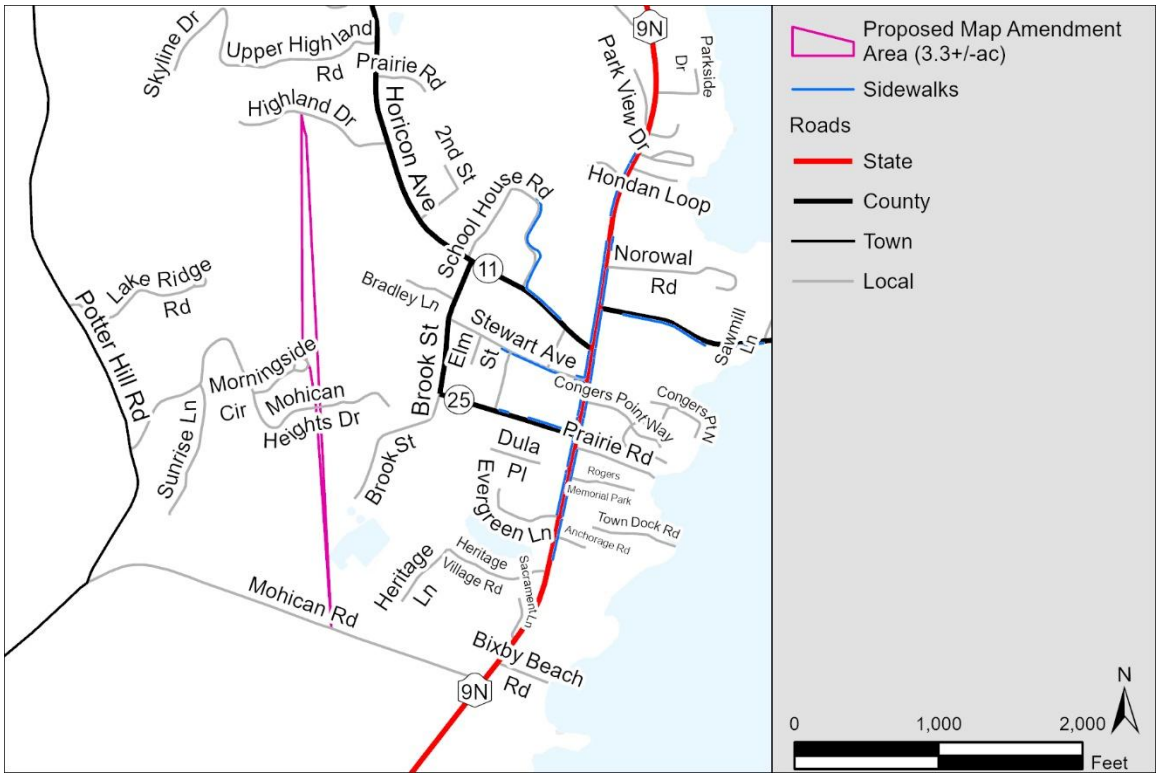


Figure 5. Map showing the proposed map amendment area and nearby roads and sidewalks.

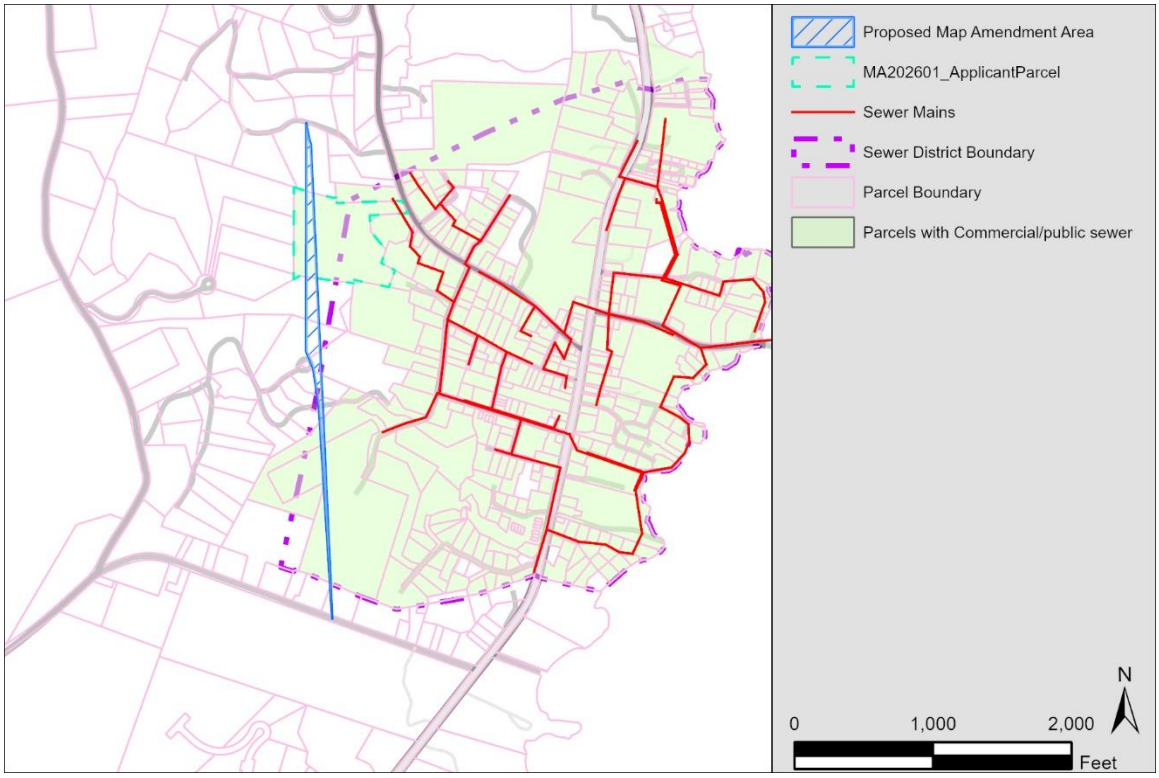


Figure 8. Map showing existing public sewer district and mains within the proposed map amendment area. The map displays parcels identified by the local assessor where a sanitary sewer system is provided and is connected or readily available to the site.

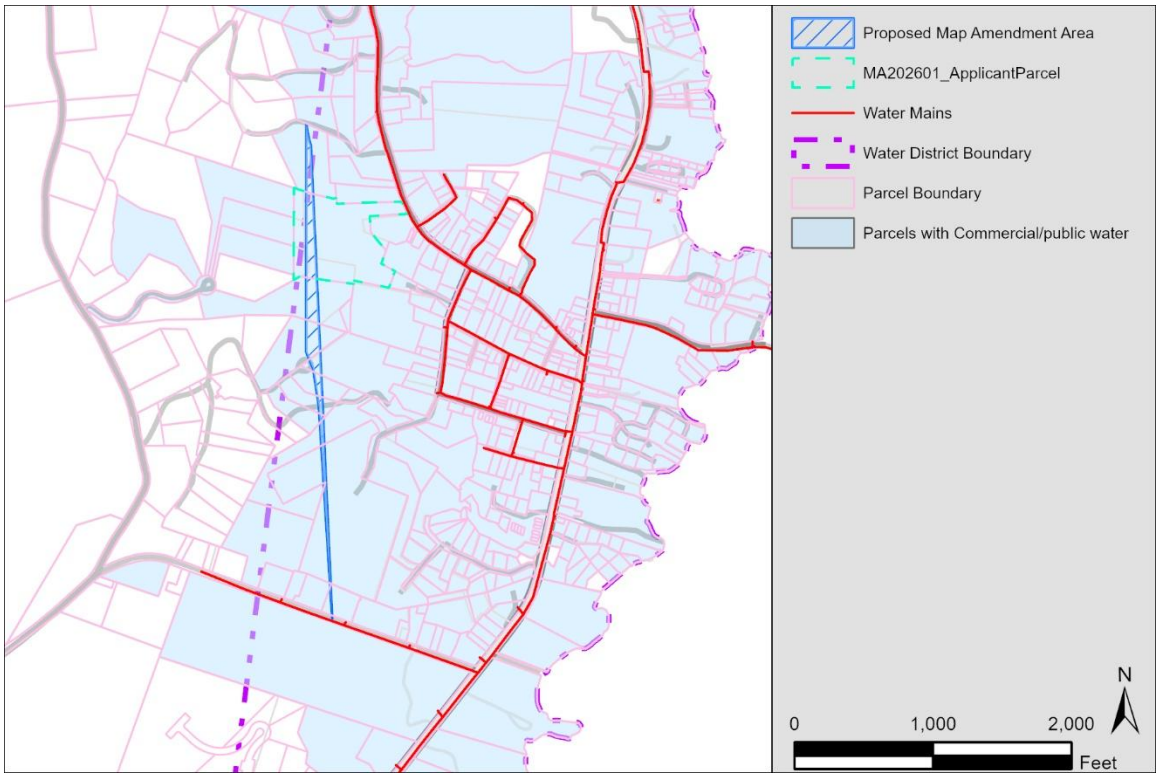


Figure 9. Map showing existing public water district and mains within the proposed map amendment area. The map displays parcels identified by the local assessor where a water supply is connected or readily available to the site.

Soils

The types and depths of soils and their ability to accommodate construction and effectively treat on-site wastewater is one of the most important natural characteristics in determining the potential for development of land. The United States Department of Agriculture Natural Resource Conservation Service (NRCS), in its Soil Survey for Warren County, identified eight soil map units within the proposed map amendment area. The slopes associated with each soil map unit represent the entire unit, including areas beyond the boundary of the proposed map amendment area. A detailed discussion regarding the topography of the proposed map amendment area can be found in the next section. These soil map units are predominately comprised of Stowe, Hinckley, Plainfield, and Woodstock series, which together make up 73% of the proposed map amendment area. Figure 10 is a map showing the soil map data for the proposed map amendment area from the Soil Survey. Table 3 is a list of the soil map units in the proposed map amendment areas, the acreage and percentages of each and their expected suitability for on-site wastewater treatment systems. There is no significant acreage of soils within the proposed map amendment area classified as prime farmland.

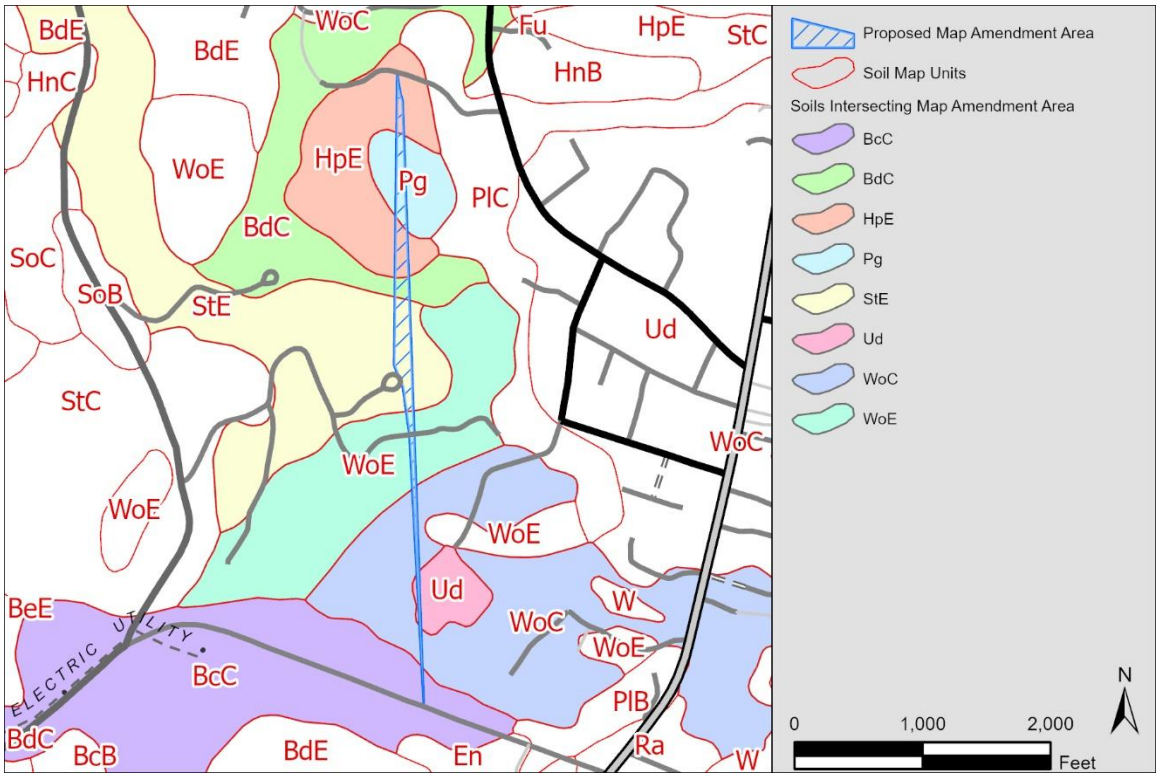


Figure 6. Map showing the soil map data for the proposed map amendment area from the Soil Survey of Warren County, New York.

Stowe series makes up approximately 36% of the area. This soil series consists of very bouldery, fine sandy loam formed in compact, loamy glacial till on glaciated uplands derived mainly from granite and schistose rocks. These soils are well drained. There is a restrictive layer at a depth of 16 to 33 inches. Water movement in the most restrictive layer is moderately low to moderately high. This soil type is not frequently flooded or ponded and does not meet hydric criteria. The average slope associated with the soil map unit is 25% to 35%. These soils are considered unsuitable for on-site wastewater treatment systems due to the steep slopes. However, in areas where the slopes are less than 15%, these soils may support on-site wastewater treatment, but suitability could be limited due to the presence of the restrictive layer.

Hinckley-Plainfield complex makes up 21% of the area. This soil series consists of sandy and gravelly glaciofluvial deposits derived principally from granite, gneiss, and schist. The depth to the restrictive layer is more than 80 inches. These soils are excessively drained. Water movement in the most restrictive layer is moderately high to high. This soil unit is not frequently flooded or ponded and does not meet hydric criteria. The average slope associated with the soil map unit is 25% to 35%. These soils are considered unsuitable for on-site wastewater treatment systems due to the steep slopes. However, in areas where the slopes are less than 15%, these soils may support on-site wastewater treatment, but suitability could be somewhat limited due to excessive drainage.

Woodstock series makes up approximately 15% of the area. The area is comprised of two soil phases: rock outcrop complex, sloping (7% of the area), and rock outcrop complex, steep (8% of the area). The Woodstock series consists of fine sandy loam derived mainly from crystalline rock. The depth to the restrictive layer is 10- to 20-inches to lithic bedrock. The soils are well drained. Water movement in the most restrictive layer is low to very low. The soil is not frequently flooded or ponded and does not meet hydric criteria. The average slope associated with the soil map unit is 25% to 35%. These soils are expected to be unsuitable for on-site wastewater treatment systems due to shallow depth to bedrock.

Bice series makes up approximately 7% of the area and includes two soil phases: very bouldery fine sandy loam, sloping (6.7% of the area) and fine sandy loam, 8 to 15% slopes (0.3% of the area). The Bice series is comprised of fine sandy loam derived from granite and gneiss with variable components of sandstone and shale. The depth to the restrictive layer is more than 80 inches. These soils are well drained. Water movement in the most restrictive layer is moderately high to high. This soil is not frequently flooded or ponded and doesn't meet hydric soil criteria. The Bice very bouldery fine sandy loam, sloping is not prime farmland. The Bice fine sandy loam, 8 to 15% slopes soil, which is present in approximately 0.01 acres, or 0.3% of the proposed map amendment area, is classified as farmland of statewide importance. The average slope associated with these soil map units are 8% to 15%. These soils are expected to be suitable for on-site wastewater treatment systems.

Soil units titled "pits, sand and gravel" and "udorthents, smoothed" are present in the map amendment area. They consist of soils altered by development, therefore their suitability for onsite wastewater treatment is unknown. Pits, sand and gravel make up approximately 19% of the area. This series consists of areas that have been excavated for sand or gravel and is found in the portion of the proposed map amendment area that was historically used for sand and gravel mining. The udorthents unit makes up approximately 2% of the map amendment area. It is primarily loam or gravelly loam. The Town of Bolton's Sewage Treatment Plant is located on these soil units.

MAP UNIT SYMBOL	SOIL MAP UNIT NAME	EXPECTED LIMITATIONS FOR ON-SITE WASTEWATER TREATMENT (REASON)	ACRES OF AREA	% OF AREA
StE	Stowe very bouldery fine sandy loam, steep	Severe (slope, restrictive layer)	1.17	35.68%
HpE	Hinckley-Plainfield complex, steep	Severe (slope)	0.70	21.39%
Pg	Pits, sand and gravel	Unknown	0.62	18.86%
WoE	Woodstock-Rock outcrop complex, steep	Severe (slope and depth to bedrock)	0.27	8.43%
WoC	Woodstock-Rock outcrop complex, sloping	Severe (slope and depth to bedrock)	0.23	7.02%
BdC	Bice very bouldery fine sandy loam, sloping	Few	0.22	6.74%
Ud	Udorthents, smoothed	Unknown	0.07	2.31%
BcC	Bice fine sandy loam, 8 to 15 percent slopes	Few	0.01	0.31%

Table 3. A list of the soil map units in the proposed map amendment area, the acreage and percentages of each and their expected suitability for on-site wastewater treatment systems.

Topography

The topography of the proposed map amendment area consists of slopes ranging from 0% to 40%, with 84% of the area consisting of slopes under 15%. Generally, slopes in this range can support relatively intense levels of development.

Steep slopes (ranging from 16-25%) comprise 15% of the proposed map amendment area. Severe slopes (ranging from 25-40%) account for 1% of the map amendment area. Development on steep and severe slopes presents potentially serious environmental problems. Erosion rates may be greatly accelerated, which may increase siltation of surface water resources. Septic systems may not function properly on steep and severe slopes. Development costs are likely to be high because of the special engineering techniques that must be employed to avoid problems such as slipping and sliding. Proper grades for streets are difficult to attain and often can only be accomplished by large road cuts. Figure 11 is a map showing the slopes in the proposed map amendment areas. Table 4 shows the acreage and percentages of each slope category with a description of the limitations posed by each slope category and implications for land use and development.

Elevation in the proposed map amendment area ranges from 407 feet to 560 feet above sea level, a gain of 153 feet in elevation. There are no unique physical features or high

elevations within the proposed map amendment area. Figure 12 is a map showing the topography, wetlands and water resources in the proposed map amendment area.

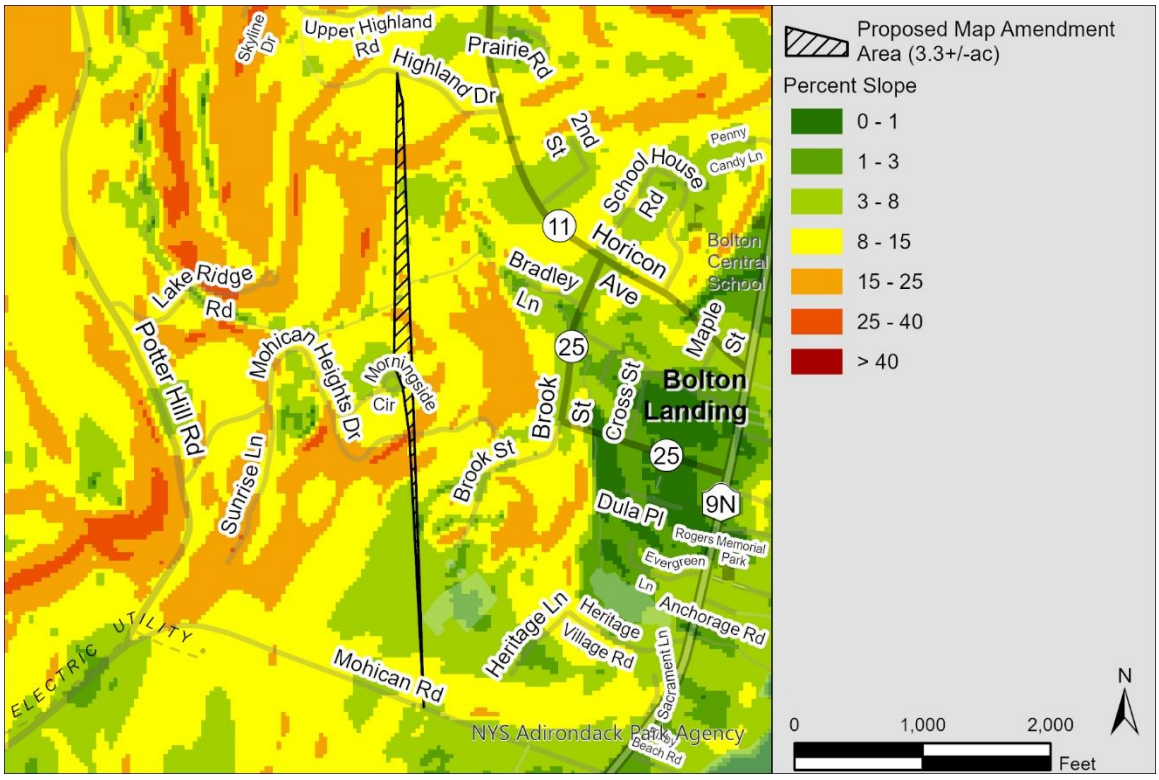


Figure 11. A map showing the slopes in and adjacent to the proposed map amendment area.

Slope Range	Land Use Implications	% of Area
Low/Moderate Slopes (0-15%)	These slopes can be developed at a relatively intense level, so long as careful attention is given to the wide slope variability in this range. Construction or engineering practices that minimize erosion and siltation problems must be utilized on the steeper slopes in this range.	84%
Steep Slopes (16-25%)	These slopes present substantially the same environmental hazards relating to erosion, sewage disposal, siltation and construction problems as are found on severe slopes. However, if rigid standards are followed, some low intensity development can take place.	15%
Severe Slopes (25%+)	These slopes should not be developed. Development on these slopes presents serious environmental problems. Erosion rates are greatly accelerated. Accelerated erosion increases siltation. Septic systems will not function properly on these slopes. Development costs are likely to be massive because of the special engineering techniques that must be employed to ward off problems such as slipping and sliding. Proper grades for streets are difficult to attain and often can only be accomplished by large road cuts.	1%

Table 4. Slopes in the proposed map amendment area and their suitability for development.

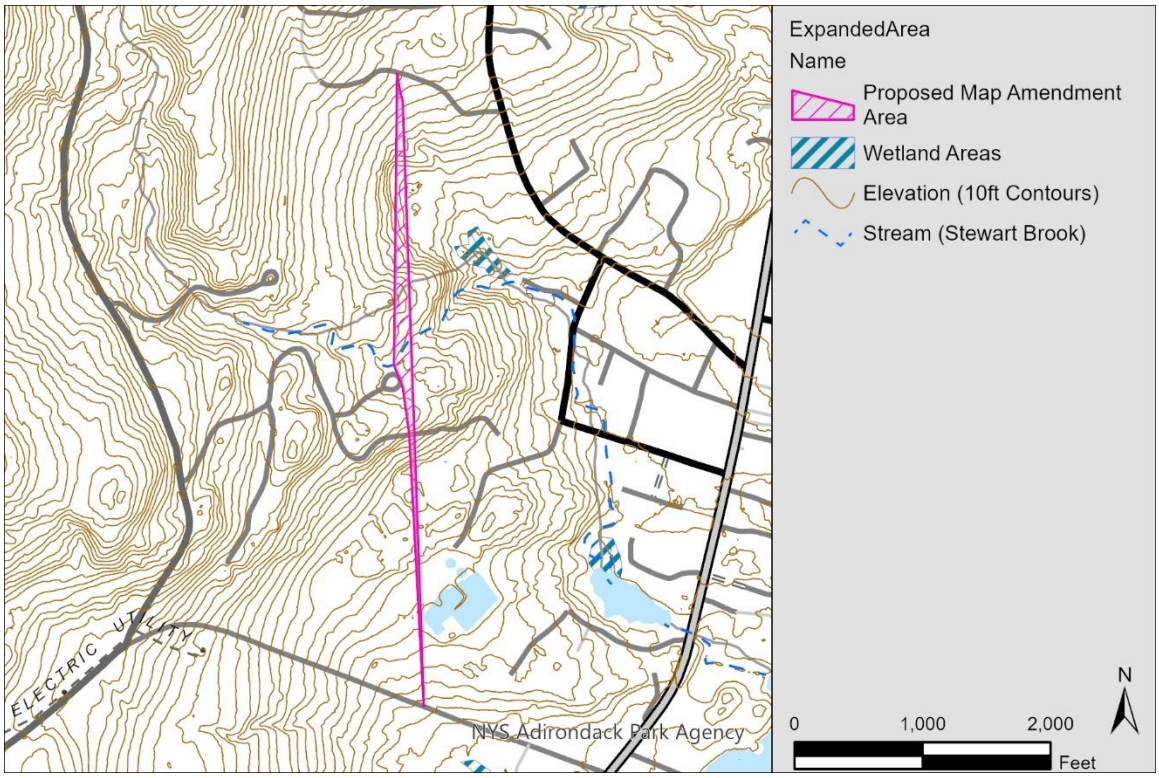


Figure 7. Topography, wetlands and water resources in the proposed map amendment area.

Critical Environmental Areas

Critical Environmental Areas (CEAs) are sensitive areas of the Park's natural environment within which the APA Act requires a permit for land use and development. For Low Intensity Use areas these include wetlands lands at elevations of 2,500 feet or more; lands within a quarter-mile of navigable rivers designated to be studied as wild, scenic, or recreational; and lands within an eighth mile of Forest Preserve lands classified as Wilderness, Primitive or Canoe.[6] For Hamlet areas, these include wetlands.[7] No CEAs are found within or in the immediate vicinity of the proposed map amendment area.

Wetlands

Interpretation of recent aerial imagery indicates that there are no jurisdictional wetland areas in the proposed map amendment area.

Water Resources

The primary hydrological feature in the proposed map amendment areas is Stewart Brook, which flows through the proposed map amendment area. Stewart Brook is classified as an AA-S(TS) stream by the DEC which indicates that its best use is for a source of drinking water, swimming and other recreation, and fishing. The TS designation means it is suitable for trout spawning. This stream flows under Brook

[6] APA Act § 810(c)(1); 9 NYCRR § 570.3(g)(2).
[7] APA Act § 810(a)(1); 9 NYCRR § 570.3(g)(1).

Street and Goodman Avenue via culverts and then ultimately into Lake George. Lake George is 28,451 acres with a maximum depth of 187 feet. Lake George is classified as AA-Special which indicates that its best uses are a source of water supply for drinking, culinary or food processing purposes; primary and secondary contact recreation; and fishing.

Biological Resources

The proposed map amendment area is within a mapped potential community of Green Rock Cress (*Borodinia missouriensis*) by the New York Natural Heritage Program. Green Rock Cress is a vascular plant in the mustard family listed as threatened by New York State. The potential community area is listed as low precision and the last date the species was observed in the area was 1946. There are no other known occurrences of rare, threatened, or endangered species of flora or fauna within the proposed map amendment area.

The existing land cover and relative percentages, according to the U.S. Geological Survey (USGS) National Land Cover Database (NLCD) is listed in Table 5. Figure 13 is a map of the land cover categories according to the NLCD. Approximately 69% of the area contain land cover categories that indicate the land is undeveloped.

ID No	Land Cover Type	Description of Cover Type	% of Area
21	Developed, Open Space	Areas with a mixture of some constructed materials, but mostly vegetation in the form of lawn grasses. Impervious surfaces account for less than 20% of total cover. These areas most commonly include large-lot single-family housing units, parks, golf courses, and vegetation planted in developed settings for recreation, erosion control, or aesthetic purposes.	22.5%
22	Developed, Low Intensity	Includes areas with a mixture of constructed materials and vegetation. Impervious surfaces account for 20-49 percent of total cover. These areas most commonly include single-family housing units.	7.6%
23	Developed, Medium Intensity	Areas with a mixture of constructed materials and vegetation. Impervious surfaces account for 50% to 79% of the total cover. These areas most commonly include single-family housing units.	0.8%
41	Deciduous Forest	Areas dominated by trees generally greater than 5 meters tall, and greater than 20% of total vegetation cover. More than 75 percent of the tree species shed foliage simultaneously in response to seasonal change.	21.7%
42	Evergreen Forest	Areas dominated by trees generally greater than 5 meters tall, and greater than 20% of total vegetation cover. More than 75 percent of the tree species maintain their leaves all year. Canopy is never without green foliage.	11.7%
43	Mixed Forest	Areas dominated by trees generally greater than 5 meters tall, and greater than 20% of total vegetation cover. Neither deciduous nor evergreen species are greater than 75 percent of total tree cover.	29.0%

71	Grasslands/Herbaceous	Areas dominated by graminoid or herbaceous vegetation, generally greater than 80% of total vegetation. These areas are not subject to intensive management such as tilling, but can be utilized for grazing.	3.4%
81	Pasture/Hay	Areas of grasses, legumes, or grass-legume mixtures planted for livestock grazing or the production of seed or hay crops, typically on a perennial cycle. Pasture/hay vegetation accounts for greater than 20% of total vegetation.	3.6%

Table 5. Existing land cover in the vicinity of the proposed map amendment area according to the 2025 National Land Cover Database.

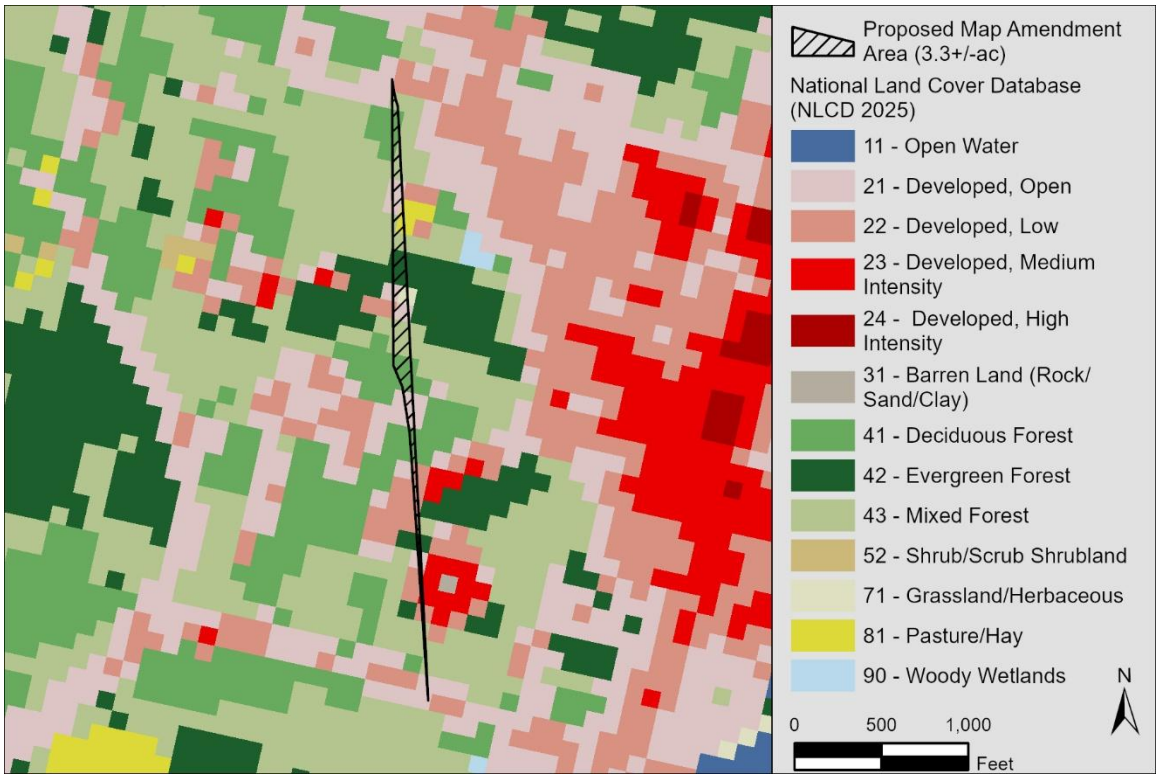


Figure 13. Map showing the existing land cover in the proposed map amendment area according to the National Land Cover Database.

Population Trends

According to 2020 United States Census data, the population of the Town of Bolton was 2,012 in 2020, a decrease of 13.5% since 2010. Table 6 compares the population growth of the Town of Bolton to the five surrounding towns, in order of rate of growth.

	POPULATION BY YEAR		CHANGE OVER TIME (2010 TO 2020)	
TOWN	**2010**	**2020**	**In Population**	**Percent Change**
TOWN OF HORICON	1,389	1,471	82	5.90%
TOWN OF QUEENSBURY	27,901	29,169	1,268	4.54%
TOWN OF LAKE GEORGE	3,515	3,502	-13	-0.37%
TOWN OF WARRENSBURG	4,094	3,959	-135	-3.30%
TOWN OF HAGUE	699	633	-66	-9.44%
TOWN OF BOLTON	**2,326**	**2,012**	**-314**	**-13.50%**

Table 6. Population trends for Bolton and surrounding towns, ranked by rate of growth (Source: U.S. Census Bureau, 2010, 2020 Census).

Disadvantaged Communities

Disadvantaged communities are defined as “communities that bear burdens of negative public health effects, environmental pollution, impacts of climate change, and possess certain socioeconomic criteria, or comprise high-concentrations of low- and moderate-income households” and are identified as such by the statewide Climate Justice Working Group.[8] Based on the interactive mapping tool maintained by DEC that identifies areas throughout the State that meet the disadvantaged community criteria, the proposed map amendment area is not located in, nor will have an effect on, a disadvantaged community.

POTENTIAL IMPACTS OF THE ACTION

When evaluating proposed map amendments, Agency regulations prevent the consideration of any specific private land development proposals or any enacted or proposed local land use controls.[9] Therefore, the Agency compares the impacts of potential land use and development in the existing land use classification with the impacts of the most intensive land uses and development allowable under the proposed classification.[10] As such, in the review of this proposed map amendment, the Agency must assume the potential impacts from the maximum intensity of development allowed under the proposed classification.

Table 7 identifies the maximum intensity of development allowable in the proposed 3.3-acre map amendment area under different land use classifications of the Adirondack Park Land Use and Development Plan, expressed as principal buildings (PBs), square footage (SF) of commercial uses, and tourist accommodation units.

[8] *See* Environmental Conservation Law (ECL) §§ 75-0101, 75-0111.
[9] 9 NYCRR § 583.2(b).
[10] *See* NYS Department of Environmental Conservation SEQR Handbook (4th edition 2020) at 177, available at: https://www.dec.ny.gov/docs/permits_ej_operations_pdf/seqrhandbook.pdf.

Classification	Overall Intensity Guidelines (acres per PB)	Principal Buildings (PBs)	Commercial Uses (SF)	Tourist Accommodation Units
Low Intensity Use	3.2	1	11,000	10
Moderate Intensity Use	1.3	3	33,000	30
Hamlet	No Restrictions Applicable	No Restrictions Applicable	No Restrictions Applicable	No Restrictions Applicable

Table 7. Maximum allowable density for the proposed 3.3-acre map amendment area under different APLUDP classifications. In addition, certain projects require a permit from the Agency, which is outlined in the chart in Appendix D.

Adverse Environmental Impacts that Cannot be Avoided

Reclassification to a new land use area alone does not create environmental impacts. However, Plan Map amendments that allow for a higher intensity of development may lead to environmental impacts, as outlined below. Resource tolerance and sensitivity were considered in establishing the criteria for each land use classification under the APA Act. Resources of critical concern, such as steep slopes, key wildlife habitats and visually sensitive areas, were given higher levels of regulatory control so that they will receive greater protection. Therefore, the tolerance and value of resources determine the significance of these impacts.

Growth-Inducing Aspects and Impacts on Open Space Resources

The proposed map amendment area is presently classified Low Intensity Use on the Plan Map, and is proposed by the applicant to be reclassified to Hamlet. The statutory overall intensity guideline for Low Intensity Use allows one principal building for every 3.2 acres. However, there are no overall intensity guidelines applicable to Hamlet areas. Therefore, if approved, the proposed map amendment would remove the development limits imposed overall intensity guidelines, and therefore, increase the potential for additional development within the proposed map amendment area.

Development would also depend on whether an Agency permit is required pursuant to Section 810 of the Act, the number of lawfully pre-existing lots and structures and development privileges for such pre-existing lots based on Section 811 of the Act, and constraints resulting from environmental factors. The APA Act provides that all land use and development are considered compatible in Hamlet areas and therefore do not require a permit since they are intended to be service and growth centers, including housing, commercial, industrial, and professional needs.

The Plan Map generally follows a growth center approach. By restricting new land uses in sensitive areas (such as wetlands, steep slopes, and rare habitats), development is

encouraged to take place in areas of tolerant resources and in locations with higher levels of existing use and the public infrastructure to support that use. “Channeling growth in this way minimizes the burden on community facilities and services, promotes greater efficiency of energy use, and eases the pressure on the more fragile resources of the Park.” FGEIS at 2.

Positive environmental impacts are also possible as a result of the proposed map amendment action. “Increased residential development in an area that can support it, for example, could increase the amount of clearing of woodlands, which would then favor a wildlife species characteristically found in open fields or woodland edges.” FGEIS at 1.

If the proposed map amendment is approved, the change in land use classification would affect statutory and regulatory thresholds related to the overall intensity guidelines and compatible uses set forth in Section 805 of the APA Act.

Impacts on Physical Resources

Impacts to physical resources include impacts to land, geological features, surface water and ground water. The proposed map amendment, if approved, would allow for a higher density of development that may result in impacts to these resources.

The majority of the proposed map amendment area (84%) consists of slopes under 15%, which can be developed at a relatively intense level, so long as careful attention is given to the wide slope variability in the range. Construction and engineering practices that minimize erosion and siltation impacts must be utilized on the steeper slopes in this range.

As discussed above, the Town of Bolton’s existing sewer system infrastructure runs through the portion of the applicant’s parcel that is currently classified as Hamlet. A portion of the proposed map amendment area is outside the existing sewer district; however, these lands are located generally upslope from existing sewer mains. The type and intensity of any proposed future development would inform whether the area would be best served by connecting to the municipal sewer system or developing on-site wastewater treatment systems.

The types and depths of soils and their ability to accommodate construction and effectively treat on-site wastewater is one of the most important natural characteristics in determining the potential for development of land without access to municipal sewer treatment facilities. Under the correct conditions, dry and well-drained soils, such as sand deposits, on appropriate slopes typically result in properly functioning septic systems. Soils with shallow depth to the water table or bedrock do not have adequate depth to effectively treat septic effluent and can cause pollution to groundwater and/or nearby surface water. Septic discharge as well as stormwater may introduce substances into groundwater that increase nutrient levels and potentially contaminate adjacent waters. Excessive nutrients cause physical and biological change in waters which affect aquatic life. Soil survey mapping shows that approximately 28% of the map

amendment area contains Hinckley-Plainfield or Bice soils, which are expected to have adequate depth to water table and bedrock for on-site wastewater treatment. Approximately 37% of the area contains Stowe soils, which are expected to have adequate depth to bedrock but may pose moderate limitations for on-site wastewater treatment due to a dense substratum. While there does not appear to be any significant areas where shallow depth to groundwater or flooding is expected, approximately 15% of the area contains Woodstock-Rock outcrop soils, which do not have adequate depth to bedrock for on-site wastewater treatment. The remaining 21% of the area contains pits or udorthents soils which have been altered and their suitability is not known.

However, the portion of the map amendment area not within the sewer district is in close proximity to pits and udorthents. The Town of Bolton's existing sewer district is currently operating below its designed and permitted capacity, so it may be possible for potential future development to connect to the existing system.

The proposed map amendment could lead to impacts to surface water. As explained above, the area includes Stewart Brook, a stream that flows into Lake George. An increase in development may create water turbidity from erosion or runoff, and may affect the water quality of Stewart Brook, which in turn may affect the water quality of Lake George. Surface water resources could be affected by activities which tend to disturb and remove stabilizing vegetation, such as the placement of impervious surfaces that may result in increased runoff, soil erosion, and stream sedimentation. Stormwater discharge may introduce substances into groundwater and potentially contaminate adjacent waters. Erosion and sedimentation may have a deleterious impact on aquatic life, affect any spawning areas, and increase flooding potential. These impacts are more likely in portions of the proposed map amendment area with steep slopes, which are present in 15% of the area; shallow depth to bedrock, which is also present in 15% of the area; or in areas with shallow depth to groundwater or in flood prone areas, which do not appear to be present in the area. These impacts can be more significant in areas with important environmental characteristics such as the presence of Stewart Brook.

The map amendment area does not include the shorelines of any lakes, ponds, or navigable rivers or streams and therefore no setbacks would be affected by this action.

Impacts on Biological Resources

The proposal to reclassify 3.3 acres to a less restrictive land use classification could lead to adverse impacts upon flora and fauna due to the potential increase in development which can lead to the degradation of habitat, introduction and spread of invasive species, and disruption of wildlife movement patterns. As noted above under "Impacts to Physical Resources," potential pollution of surface waters may also degrade aquatic habitat.

The proposed map amendment area is within a mapped potential community of Green Rock Cress (*Borodinia missouriensis*) by the NYNHP. Green Rock Cress is a vascular plant in the mustard family listed as threatened by New York State. The potential

community area is listed as low precision and the last date the species was observed in the area was 1946. There are 12 known populations in New York. Since there appears to be plenty of suitable habitat, the causes of this plant's rarity are not well understood. There are about 12 additional historical records, and potential habitat still to be checked across the state.[11]

There are no other known occurrences of rare, threatened, or endangered species of flora or fauna within the proposed map amendment area.

There are no mapped invasive species within the proposed map amendment area. There is, however, a mapped population of invasive knotweed (genus *Reynourtria*, species unknown) proximate to Brook Street[12], where the Stewart Brook flows underneath the road through a culvert. This knotweed population is downstream from the map amendment area. Future potential development in the map amendment area may drive the spread of invasive species through the use of contaminated fill material, improper disinfection of construction equipment, and soil disturbance related to building activities.

The requested reclassification may also have the potential to result in a loss of existing open space and natural vegetation, with associated adverse impacts upon wildlife common to the area. Approximately 69% of the proposed map amendment area (roughly 2.3 acres) contain land cover categories that indicate the land is undeveloped. The area also involves residential areas, as well as lands currently used for community and public services. See Figures 6 and 13.

Impacts on Community and Area Character

The character of an area is determined by the types and intensity of use, and physical setting. A map amendment from Low Intensity Use to Hamlet can change the character of an area by altering the applicable overall intensity guidelines and the compatible uses lists. Impacts may be beneficial when changes in land use occur that better reflect the character of an area. Impacts may be undesirable when a change in land use allows development that is not consistent with the existing character of an area. In this case, each parcel included in the proposed map amendment area straddles the APA land use classification boundary between Low Intensity Use and Hamlet.

The proposed action could potentially create a minor increase in demand for additional community services (e.g., schools, police and fire) by allowing for increased residential density and commercial or industrial development. It is not anticipated that this demand would be significant because of the area’s proximity to existing services, but demand

[11] New York Natural Heritage Program. 2026. Online Conservation Guide for *Borodinia missouriensis*. Available from: https://guides.nynhp.org/green-rock-cress/. Accessed October 28, 2026.
[12] New York iMap Invasives Database. Confirmed element occurrence, 2014. https://imapinvasives.natureserve.org/imap/services/page/Presence/1120116.html. Accessed November 10, 2026.

would depend on the specifics of any future proposed development. Eleven of the twelve parcels within the 3.3-acre map amendment area contain existing development.

Impacts on Transportation
The proposed action may result in a change to existing transportation systems. The proposed map amendment, if approved, would reclassify lands Low Intensity Use to Hamlet, removing the limits on density and compatible uses. This change in allowable development could impact transportation in a beneficial manner by reducing vehicle traffic from new potential development by allowing for alternative forms of transportation, including pedestrian access, to be more feasible. See Figure 6 for a map of existing land uses and Figure 7 for a map of existing roads and sidewalks, both within the vicinity of the map amendment area.

New York State's Climate Action Council Scoping Plan states that "smart growth land use patterns reduce transportation-based greenhouse gas (GHG) emissions by reducing automobile use and enhancing accessibility and effectiveness of public transit and pedestrian traffic, thus reducing vehicle miles traveled."[13] The central point of the map amendment area is within a half mile of existing services, including Bolton Central School, the post office, fire department, grocery store, restaurants, and other amenities in the commercial business district.

In a white paper produced by Jonathan Rose Companies and funded by the United States EPA Smart Growth Program entitled "Location Efficiency and Housing Type,"[14] it is noted that housing that is located in walkable neighborhoods near public transit, employment centers, schools, and other amenities allows residents to drive less and thereby reduces transportation costs. The paper also discusses how residents in multifamily and single family attached homes in higher density neighborhoods usually use less electricity per unit and drive less than residents of low-density areas.

A June 2026 paper published by the Victoria Transport Policy Institute indicates that compared with the 20% most sprawled communities, residents in the 20% smartest growth communities typically drive 30-70% less, save 10-60% on transport costs, and spend 30-60% less time traveling. They also enjoy great community cohesion and social integration, and are more physically active, living 2-4 years longer.[15]

Therefore, it is anticipated that any impacts on transportation caused by the proposed action would be minimal.

Impacts on Scenic Resources
The proposed map amendment area may be visible from publicly accessible vantage points and could result in a diminishment of the public enjoyment and appreciation of the scenic and aesthetic resources present. For instance, many visitors to the area

[13] NYS Climate Action Council Scoping Plan at 364.
[14] *See* https://www.epa.gov/sites/default/files/2014-03/documents/location_efficiency_btu.pdf.
[15] *See* https://www.vtpi.org/sg_save.pdf.

travel and recreate on and around Lake George. While the proposed map amendment only includes about 30 feet of road frontage on a residential drive, potential unscreened development in the presently undeveloped area could be detrimental if visible from nearby roads or Lake George.

“Changes in the permitted density at buildout may increase the visibility of buildings or associated uses in areas of scenic quality, including areas near vistas, travel corridors, or points of intensive public visitation. In addition to the impacts from an increased level of development, sensitive visual resources may be adversely impacted by changes in the shoreline restrictions, project review thresholds, and compatible uses list.

In any event the significance of the environmental impacts depend on the scenic resource's qualities and the degree to which the qualities are reduced or diminished by development. Unusual scenic resources are among the most sensitive and are of high importance to the economic base which is supported by tourism.” FGEIS at 23.

The Agency would retain jurisdiction over new structures exceeding 40 feet in height if the map amendment were to be approved. Through its project review and permitting process, the Agency seeks to minimize visual impacts resulting from development projects. However, the proposed reclassification could allow more development without requiring a permit than its current reclassification, and therefore visual impacts may not be evaluated as part of new development.

The magnitude of these impacts will depend on future development that could result from approval of the proposed action.

Impacts on Adjacent Properties – Noise, Odor and Light
If the proposed map amendment is approved, the change in land use classification would affect statutory and regulatory thresholds related to the overall intensity guidelines and compatible uses set forth in Section 805 of the APA Act. Development would also depend on whether an Agency permit is required pursuant to Sections 809 and 810 of the APA Act, the number of lawfully pre-existing lots, structures and development privileges for such pre-existing lots based on Section 811 of the APA Act, and constraints resulting from environmental factors.

The requested action may result in additional noise from higher intensity uses. The predominant low levels of noise from existing undeveloped or residential areas could change dramatically if the action leads to an increase in newly allowable commercial or industrial uses in these areas.

The change in classification could result in development producing routine odors. Sources of odors and air pollution could come from commercial or industrial uses, or residential uses if wood is used as a heating source.

The requested map amendment could also result in an increase of light shining onto adjoining properties and an increase in sky-glow brighter than existing area conditions.

If the requested map amendment is approved and the area is developed to the maximum allowable intensity, the requested map amendments may result in an increase in noise, odors, or outdoor lighting affecting adjacent properties.

Impacts on Open Space and Recreation

The proposed action may have an impact on open space resources, which may be related to visibility, especially as seen from vistas or travel corridors (roads, streams, lakes, or hiking trails). Natural area open space values are of greater importance when associated with special features such as free-flowing streams or diverse wildlife habitats. These special features add to the unique character of an area, enhancing the contribution of that particular open space to the character of the Park. FGEIS at 26.

Large open space areas are essential for the preservation of large wildlife species (including deer, bear, or currently extirpated species). These species require a large range area to survive without assistance by humans. High quality water resources are critical for the survival of trout and related species. Increased development within watersheds that results in greater human occupancy and activity may pose a threat to such resources.

“The concept of open space as a resource characteristic worthy of protection is inherent in the scheme of channeling development away from Resource Management and Rural Use areas. In these areas, open space resources are protected by limiting the level of permitted development and, where development is allowed, by encouraging clustering of buildings to protect more sensitive areas.” FGEIS at 26.

If the maximum potential development was pursued under the proposed classification of Hamlet, it could result in significant changes to open space and natural functions, or “ecosystem services,” provided by an undeveloped area, including but not limited to stormwater storage, nutrient cycling, and wildlife habitat. Development could also result in the loss or diminution of future recreational resources.

Reclassifying the current Low Intensity Use area to Hamlet as proposed could impact open space resources. Approximately 69% of the proposed map amendment area (roughly 2.3 acres) contain land cover categories that indicate the land is undeveloped.

The proposed map amendment area is adjacent to the Town of Bolton’s existing hamlet area. Public facilities to support Park residents (health, education, fire, police, retail; sewer, power, road maintenance) are found mainly in villages or hamlets. “These hamlets, by providing the services and facilities necessary for human use of the Adirondacks, are the counterpoint to the open space areas.” FGEIS at 9. Figure 14 below depicts the development objectives associated with each land classification.

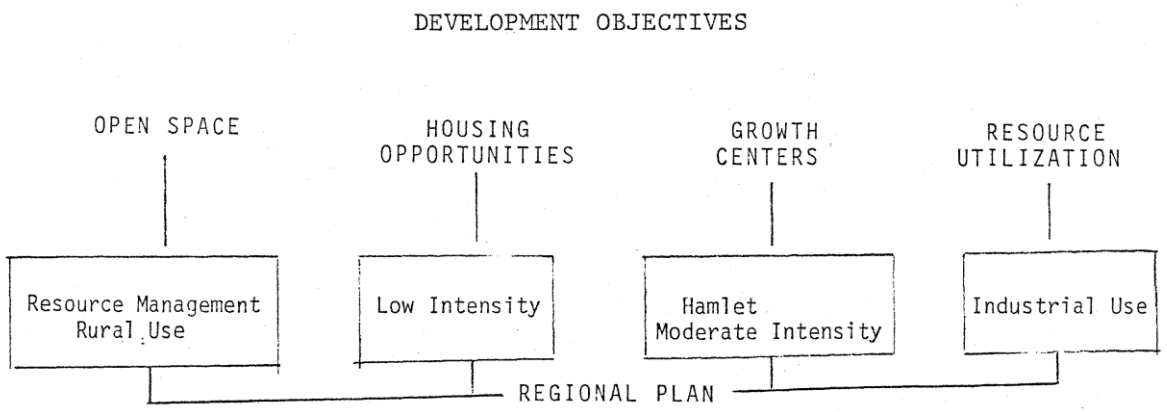


Figure 14. Development objectives associated with the APLUDP classifications. FGEIS at 14.

Impacts on the Use and Conservation of Energy

The action, if approved, would increase the number of allowable principal buildings in the proposed map amendment area, which currently is characterized by a low level of development. As a result, increased energy use in proportion to the number, type, and energy efficiency of principal buildings would likely occur. At the same time, new development adjacent to the Town of Bolton's existing hamlet may minimize distances required for transportation (see section above) and encourage more efficient and orderly controlled growth, which in turn could increase energy efficiency. "Development in physically amenable locations conserves construction materials and resources and thus conserves energy." FGEIS at 27.

It is anticipated that the impacts on the use and conservation of energy caused by the proposed action would be minimal.

Impacts on Climate Change

The proposed map amendment alone would not contribute to climate change or result in adverse impacts due to climate change. However, the proposed map amendment, if approved, could encourage new development in what is currently a minimally developed, partially forested area. Approximately 62% of the proposed map amendment area is forested, including deciduous forest, evergreen forest, and mixed forest types. Forests provide essential benefits, including carbon sequestration and storage, wildlife habitat, forest products, flood mitigation, recreational opportunities, mental health benefits, and protection of air and water quality. However, forestlands are increasingly threatened by development and land conversion, which reduces the amount of greenhouse gases absorbed each year. Maintaining forests is critical for sustaining and enhancing carbon sequestration and storage and preventing emissions, as forests capture and store far more carbon than any other land use in New York.

New York State's Climate Action Council Scoping Plan notes that "strategic open space conservation can help contain sprawl, direct development into more appropriate areas, and maintain large, vegetated natural lands that contribute to carbon sequestration and

storage, while providing an array of additional benefits including wildlife habitat, agricultural production, flood protection, clean water, wood products, and recreation."

The Scoping Plan also states that "smart growth land use patterns reduce transportation-based GHG emissions by reducing automobile use and enhancing accessibility and effectiveness of public transit and pedestrian traffic, thus reducing vehicle miles traveled."[16]

Impacts on Solid Waste Management
An increase in the number of principal buildings (*see* "Growth-Inducing Aspects and Impacts to Open Space Resources" above) could lead to an increase in the amount of solid waste generated in the proposed map amendment area. Solid waste reduction/reuse/recycling programs could lessen disposal impacts.

Impacts on Historic Resources
There are no listed archaeological or historic resources identified in the proposed map amendment area. It is not anticipated that the proposed map amendment will have an impact to historic and cultural resources.

Impacts on Economic Resources
One economic foundation of the Plan Map is that "properly directed growth and development is less costly than inefficient and scattered growth." FGEIS at 24.

The proposed map amendment area is adjacent to an existing Hamlet area and is readily accessible to the existing community, including the commercial business district and public services. If the proposed map amendment area is reclassified to Hamlet, a less restrictive land use classification than its existing classification of Low Intensity Use, additional development opportunities may occur and lead to an increased tax base for the local economy.

Irreversible and Irretrievable Commitments of Environmental Resources
Subdivision of land into smaller lots and the creation of individual building sites is a commitment of land resources that may occur as a result of this map amendment action. A Plan Map amendment that results in a less restrictive land use classification may facilitate a further commitment of such resources over what is currently allowable. The extent and density of development that may occur as a result of a map amendment informs the magnitude of the potential adverse environmental impacts, which are summarized as follows:

1. Increase in potential for growth-inducing aspects of development with no intensity guidelines;
2. Impacts on physical resources and water resources;

[16] NYS Climate Action Council Scoping Plan at 364.

3. Impacts on biological resources and potential introduction/spread of invasive species;
4. Impacts on open space and recreation;
5. Impacts on scenic resources;
6. Impacts on community and area character;
7. Impacts on noise, odor, and light;
8. Impacts on climate change and forest resources;
9. Impacts on solid waste management.

Cumulative Impacts

Cumulative impacts refer to the combination of potential environmental impacts that may occur over time because of a proposed action. Here, as described above and throughout this DSEIS, impacts resulting from an approval of the proposed map amendment would depend on the magnitude and scale of specific development proposals that may follow a change to the Plan Map. Because the nature of future development is unknown and cannot be considered in the context of this action, APA has drafted the DSEIS to assume the maximum potential development under the proposed land use classification of Hamlet.

The Agency previously amended the Plan Map in 1980 to expand the Hamlet of Bolton Landing by relocating the western boundary of the Hamlet. This map amendment order reclassified approximately 50 acres of lands to Hamlet that were previously classified as Low Intensity Use.

In the future, the Agency may be obligated to act on map amendment applications proximate to the existing map amendment area at the request of any landowner or local government. The Agency may also seek to amend the Plan Map of its own initiative.

MEASURES TO MITIGATE POTENTIAL ADVERSE ENVIRONMENTAL EFFECTS

The Potential Impacts of the Action section of this document evaluates in detail the potential consequences of the proposal as they relate to the APA Act and Agency regulations. The land use area classification determinants enumerated in 9 NYCRR Appendix Q-8 note important site characteristics that determine the classification of land.

“Environmental effects of potential map amendments are best mitigated by adhering to and applying the statutory and regulatory criteria for evaluating such map amendments. These criteria balance the various physical, biological and public resource considerations and only allow increased development opportunities in areas with tolerant resources, thereby protecting the public interest.” FGEIS at 24. Sensitive or intolerant natural or public resources are generally found in the more restrictive land use areas including Resource Management and Rural Use. There they are protected by

lower permitted densities, a greater possibility of projects being reviewed by the Agency, and more rigorous shoreline setback and lot width standards.

Development opportunities are provided in and around Hamlet areas where existing services are found and natural resource characteristics are more economically conducive to development. In these areas, lower development costs, higher permitted densities, and less restrictive standards promote development. Another means of mitigating impacts is the exclusion of locations where the physical resources are less suitable for development. The discussion of alternatives in this DSEIS evaluates these factors and discusses mitigation.

There are also mitigative considerations beyond the jurisdiction of the APA. Although the Agency may not consider local land use controls in making a determination regarding a proposed map amendment, the Town's Agency Approved Local Land Use Program imposes limitations on what and where certain types of development can occur through implementation of local zoning.

Further, the map amendment area is within the Lake George basin. The Lake George Park Commission (LGPC or the Commission) has separate statutory and regulatory authority over various development activities within the basin. *See* Environmental Conservation Law (ECL), Article 43.

The Commission's wastewater management regulations ensure compliance with design and maintenance standards for wastewater treatment systems, provide consistent review of such systems, and optimize the efficacy of these systems to prevent degradation of Lake George from wastewater pollution. *See* 6 NYCRR §§ 646-3.1 through 646-3-10.

The Commission's stormwater management regulations are designed to prevent any increase in stormwater runoff from any development in order to reduce flooding, siltation and streambank erosion. They are also designed to prevent any increase in pollution caused by stormwater runoff from development which would otherwise degrade the quality of water in Lake George and its tributaries and render it unfit for human consumption, interfere with water-based recreation or adversely affect aquatic life. *See* 6 NYCRR §§ 646-4.2 through 646-4.19.

The Commission has also established permit requirements and standards for the protection of stream corridors within the Lake George Park to preserve the water quality of Lake George and its tributaries, protect the riparian and aquatic ecosystems of streams within the Lake George Park, and provide for the environmentally sound use of the Lake George Park's land resources. *See* 6 NYCRR §§ 646-5.1 through 646-5.10. For instance, these regulations establish stream corridors along permanent, DEC-protected AA-Special streams that are tributaries to Lake George, which includes Stewart Brook, for the purpose of protecting the water quality and environmental characteristics of those tributaries and the Lake. *See* 6 NYCRR § 646-5.7

These examples are not an exhaustive list of mitigative measures that may be set forth by other local and state entities.

ALTERNATIVE ACTIONS

There are three categories of alternative actions that can be considered for potential map amendments: no action, alternative regional boundaries, and alternative classifications.

A. No Action

The “No Action” alternative maintains the current land use area classifications of the Plan Map and represents a denial of the proposed Plan Map amendment. Under this alternative, the Agency determines that the proposed reclassification to Hamlet is inappropriate for the proposed map amendment area. The No Action alternative preserves the present statutory and regulatory requirements for overall intensity guidelines, compatible uses, and other land use controls, thereby limiting reasonably foreseeably adverse impacts to the subject land use areas.

B. Alternative Regional Boundaries

The “Alternative Regional Boundaries” alternative entails a redefinition of the proposed map amendment area along regional boundaries different than the ones the Agency has established here. The area initially requested by the applicant could not be approved as requested because it did not meet the Agency’s criteria for regional boundaries. Therefore, the Agency expanded the requested area to use regional boundaries. However, it is possible that the area could have been expanded in other ways, using alternative regional boundaries. For example, the expanded area included all of the requested area, but not all the applicant’s property that is currently classified as Low Intensity Use. There is another potential regional boundary, a one-quarter mile setback from a great lot line, that could have been used which would have created an 8.2-acre area that included all the applicant’s property with additional adjacent Low Intensity Use lands. The boundaries used in delineating the 3.3-acre proposed map amendment area were chosen because they included all the requested area while attempting to minimize the inclusion of additional lands, especially lands that pose physical limitations, such as steep slopes.

C. Alternative Classifications

The proposed map amendment area is currently classified as Low Intensity Use and the request seeks to reclassify the area as Hamlet. Moderate Intensity Use is an alternative intermediate classification that could be considered for the proposed map amendment area. However, there is no Moderate Intensity Use land use area adjacent to the proposed map amendment area. Therefore, reclassification of only the proposed map amendment area to Moderate Intensity Use would create a long,

narrow 3.3-acre land use area, which would not be consistent with the regional scale and approach that is required.

CONSISTENCY WITH LOCAL WATERFRONT REVITALIZATION PROGRAM

The Town of Bolton has a Local Waterfront Revitalization Program (LWRP) that was approved in 2018 pursuant to applicable law.[17] The upland boundary of the Waterfront Revitalization Area (WRA) includes the entire land area within the Town of Bolton boundaries, including all of the proposed map amendment area.[18]

In order to approve the proposed map amendment, the Agency must find that the action is consistent with the Town's LWRP policies. The LWRP's thirteen policies are listed below, along with a discussion of the proposed action's consistency with each policy. The FSEIS will include a preferred alternative and a discussion on the action's consistency with the LWRP.

Developed Waterfront Policies

Policy 1 - Foster a pattern of development in the waterfront area that enhances community character, preserves open space, makes efficient use of infrastructure, makes beneficial use of a waterfront location, and minimizes adverse effects of development.

The requested classification, Hamlet, is intended for the service and growth centers of the Park. The concentrated character of Hamlet areas allow for public services and infrastructure to be economically feasible while discouraging dispersed development in the Park's open space areas.

Policy 2 - Preserve historic resources of the waterfront area.

The Agency consulted with OPRHP, which determined that the proposed action would not have an adverse impact on historic resources.

Policy 3 - Enhance visual quality and protect scenic resources throughout the waterfront area**.**

As discussed above in Impacts on Scenic Resources, the proposed map amendment area may be visible from publicly accessible vantage points and could result in a diminishment of the public enjoyment and appreciation of the scenic and aesthetic resources present. Potential unscreened development in the presently undeveloped area of the proposed map amendment could be detrimental to the character of the area. While the proposed map amendment only includes about 30 feet of road frontage on a

[17] *See* Waterfront Revitalization of Coastal Areas and Inland Waterways Act (Executive Law, Article 42) and implementing regulations (19 NYCRR Parts 600 and 601).
[18] *See* Appendix E, Town of Bolton LWRP.

residential drive, there are potential scenic resource impacts associated with increased development as viewed from Lake George.

Natural Waterfront Policies

Policy 4 - Minimize loss of life, structures, and natural resources from flooding and erosion

As discussed above in the Topography section of Environmental Setting, the proposed map amendment area predominantly consists of gentle to moderate slopes and soils that can withstand development without risk of flooding and erosion.

Policy 5 - Protect and improve water quality in the waterfront area.

A map amendment does not directly authorize any specific land development activities but changes the maximum density and regulations that guide future development in the area. As discussed above in Impact on Physical Resources, the proposed action could result in increased development that could lead to increased erosion from physical disturbance or vegetation removal.

Policy 6 - Protect and restore the quality and function of the ecosystem.

The Agency uses natural resource-related land use area classification determinants in its evaluation of map amendment requests. These natural resource determinants, including but not limited to soils, slopes, water and biological resources, identify areas that are most capable of sustaining development without significant adverse impact on the environment. Therefore, adhering to these land use area classification determinants will minimize impacts of the action on the quality and function of ecosystems. See Appendix C for the list of Land Use Area Classification Determinants.

Policy 7 - Protect and improve air quality in the waterfront area.

A map amendment does not directly authorize any specific land use or development activities. However, as discussed in the Impact on Adjacent Properties – Noise, Odor and Light section above, the proposed action could result in development that produces routine odors from commercial, industrial uses, or residential uses. However, encouraging new development in an area of the WRA that is adjacent to the existing Hamlet may reduce vehicle traffic from new development by allowing for alternative forms of transportation to be more feasible.

Policy 8 - Minimize environmental degradation in the waterfront area from solid waste and hazardous substances and waste.

An increase in development could lead to an increase in the amount of waste generated in the proposed map amendment area. The types of and amounts of solid and hazardous waste are unknown at this time. The proposed map amendment will not impact the ability for the community to achieve the goals of this policy since the Town of Bolton could implement mitigation for major projects that generate waste, and modify

current hazardous substance and waste programs to address any increase caused by any specific development.

Public Waterfront Policies

Policy 9 - Provide for public access to and recreational use of the waterway, public lands and public resources of the waterfront area.

The proposed action will not affect the public access to and recreational use of the waterway, public lands and public resources.

Policy 10 - Protect water-dependent uses and promote siting of new water-dependent uses in suitable locations.

The proposed action would not affect water-dependent uses.

Policy 11 - Promote sustainable use of living lacustrine resources.

The proposed action will not affect use of living lacustrine resources.

Policy 12 - Protect agricultural lands.

The proposed action will not affect agricultural lands.

Policy 13 - Promote appropriate use and development of energy and mineral resources.

A map amendment does not directly authorize any specific land use or development activities but does change the maximum principal building density allowed in the area. As discussed in the section entitled “Impacts of the Proposed Action on the Use and Conservation of Energy,” the proposed action could result in increased energy use in proportion to the number, type, and energy efficiency of future principal buildings that result from the action. At the same time, new development adjacent to the existing Hamlet area may minimize distances required for transportation and make alternative modes of transportation more feasible.

STUDIES, REPORTS AND OTHER DATA SOURCES

- Air Photo Inventory, Adirondack Park Agency.
- Annual Drinking Water Quality Report for Bolton Water District (2023).
- Final Generic Environmental Impact Statement – The Process of Amending the Adirondack Park Private Land Use and Development Plan Map.
- Geographic Information Systems Data, Adirondack Park Agency.
- “Location Efficiency and Housing Type.” Jonathan Rose Companies. March 2011.
- New York iMap Invasives Database.
- New York Natural Heritage Program Database.
- New York State Climate Action Council Scoping Plan.
- New York State Environmental Conservation Law, Articles 8, 43.

- New York State Department of Environmental Conservation Environmental Mapper.
- New York State Department of Environmental Conservation SEQR Handbook, 4th edition.
- New York State Executive Law, Articles 27, 42.
- New York State Historic Preservation Office.
- New York State Office of Real Property Services.
- Soil Survey for Warren County.
- Thriving Hamlets, Warren County Department of Planning and Community Development, 2026.
- Town of Bolton Comprehensive Plan.
- Town of Bolton Local Waterfront Revitalization Program.
- United States Census Bureau.
- “Understanding Smart Growth Savings – Evaluating the Savings and Benefits of Compact Development.” Todd Litman, Victoria Policy Institute. November 2026.

APPENDICES

Appendix A- Application

Appendix B- Land Use Area Description, Setback, and Compatible Use List

Appendix C- Land Use Area Classification Determinants

Appendix D- Adirondack Park Agency Jurisdictional Chart

Appendix E- Town of Bolton Local Waterfront Revitalization Program

Appendix F- Town of Bolton Comprehensive Plan

Appendix G- Public Hearing Notice

Appendix H- DSEIS File List