

Stillwater Comprehensive Plan

Saratoga County, New York

Adopted by Town Board July 6, 2006

A complete copy of the Plan
can be found on the Town's website:
www.StillwaterNY.org

Prepared for:

The Town of Stillwater
The Village of Stillwater
The Stillwater Central School District

Stillwater Comprehensive Plan

Saratoga County, New York

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1.0 INTRODUCTION

1.1 What is a Comprehensive Plan?

A comprehensive plan is a policy guide that articulates a community's path for the future. A comprehensive plan captures the community's image of itself and identifies specific goals, objectives, and strategies to preserve those aspects worthy of protection and promote change where change is desired.

A comprehensive plan typically includes a statement of goals, followed by a discussion of how to achieve those goals (i.e. implementation). Goals are the broadest expression of a community's desires. Goals give direction to the plan as a whole. Goals are long-term aspirations and are used to achieve a vision of the Town in the future.

The formulation of community goals is one of the most important products resulting from the development of a comprehensive plan. In addition to giving direction to the plan and articulating the community's vision for its future, goals help define priorities and provide common ground among diverse groups.

Besides providing a policy foundation, the *Comprehensive Plan* can be used as a tool to help obtain funding for a variety of projects. The *Comprehensive Plan* can be used as a marketing tool to promote the assets of the Town. The *Comprehensive Plan* also provides the foundation for any land use regulations the Town may adopt in the future.

1.2 Context of the Plan

Stillwater is potentially on the cusp of great change. Stillwater and the Greater Capital District have experienced a robust real estate development market during the last five years. Some of this growth is a result of normal economic development activity, some the result of population increases and demographic shifts within the Capital District that reflect a migration to suburbs.

Long term regional economic development efforts have culminated in the recent approval of the Luther Forest Technology Campus (LFTC). This 1350 acre campus which is partially located within the Town's western boundaries has the stated goal of attracting four nanotechnology manufacturing facilities and two million square feet of ancillary development. If successful, this project could bring up to 10,000 professional jobs to the greater Saratoga County region. Growth is at the door.

Because of these potentially enormous changes, the Town of Stillwater, the Village of Stillwater, and the Stillwater School District are working together to ensure that the Stillwater community is prepared for the future and that growth proceeds in a way that is desirable, while protecting the rural and historic character of the town.

1.3 The Planning Process

A Comprehensive Plan Committee (The Committee) was appointed by the Stillwater Town Board in October 2004. The Committee was charged with preparing the Stillwater Comprehensive Plan. The Committee began meeting in the fall of 2004. Community input was sought through interviews with individuals and agencies involved in a broad spectrum of topics especially land use planning and development activities in Stillwater. The Committee solicited additional input through the use of the Town's website, informational mailers, and public interactions include the committee meetings. In addition a public Visioning Meeting was conducted on January 29, 2005. These efforts aided in the issues identification process. A summary of these issues is found in the appendices.

In addition to the issues identification phase, an inventory of existing land uses, population trends, building history, traffic, and historic and natural resources was conducted. The Committee formulated goals based on the issues identification process and using the inventory as a contextual guide.

Potential alternatives to address the goals were developed by The Committee upon consideration of the information gathered during the public meetings, stakeholder interviews, and inventory gathering phase. The preferred alternatives were selected and recommendations for implementation were developed.

Finally, an implementation plan was developed for achieving the desired goals. These elements were published in a draft plan, and subjected to public review and comment. The Plan was published on the Town's website and an informational open house was conducted on February 9, 2006. A joint public hearing was conducted by the Steering Committee and the Stillwater Town Board on April 4, 2006.

At the conclusion of this process, the Stillwater Comprehensive Plan was finalized and presented for adoption.

1.4 Legislative Authority

Pursuant to Section 272-a of the New York State Town Law, a town comprehensive plan is a means to regulate land use for the purpose of protecting the public health, safety and general welfare of its citizens. Pursuant to Section 7-722 of the New York State Village Law, a village comprehensive plan is a means to undertake village

comprehensive planning and to regulate land use for the purpose of protecting the public health, safety and general welfare of its citizens.

Both Town Law and Village Law cite the value of comprehensive planning as a tool to foster cooperation among governmental agencies. To that end, this particular Comprehensive Plan was developed with, for and by the Town and the Village of Stillwater, and the Stillwater Central School District, with assistance from the Saratoga County Planning office.

2.0 EXISTING CONDITIONS

2.1 Regional Setting

The Town (and Village) of Stillwater is located in east/central New York State, approximately 25 miles north of Albany. The town is bordered on the east by the Hudson River, and the towns of Saratoga on the north, Malta on the West and Halfmoon on the south. A site location map is presented as Figure 1. An area topographic map is presented as Figure 2, *Topography*.

Stillwater bears greater resemblance to the rural communities bordering the Town to the north (Saratoga) and the east across the Hudson River (Schaghticoke) than its does to the Saratoga County Communities bordering I-87 (Wilton, Malta, Clifton Park). This is displayed in its rural land use patterns, local economic influences, and demographics.

2.2 Brief Historical Context of Stillwater

Stillwater has a rich history. The first Europeans visiting the area were likely Dutchmen traveling north from Ft. Orange (present day Albany) in the pursuit of the fur trade. This placid stretch of the Hudson River was termed Stillwater.

Father Isaac Jogues was the first documented visitor to Stillwater. He and Sieur C. Bourdon passed through this area in 1646. Those traveling between Albany and Montreal used the King's Highway, built during this era. A small stockade built by Col. Peter Philip Schuyler in June of 1709 was named Ft. Ingoldsby. This lasted many years but was subsequently abandoned. A new blockhouse, Fort Winslow, was built in the summer of 1756.

In 1762, a Congregational Church society from Connecticut settled in the southern part of the town. At about the same time, Baptists from Rhode Island settled in the northern section. In 1764, approximately 200 Scotch-Irish Presbyterians were overtaken by winter on their way to Lake George and spent those harsh months in the Stillwater area.

The first known settler was Isaac Mann who came from New York in the 1750's. He built a mill along the river and later sold it to George Palmer in 1764.

During this period, the town grew from a struggling outpost into a market for the northern settlements along the river, the settlers in the lake region, and others to the east. At the outbreak of the Revolutionary War, gristmills, sawmills, a tannery, an ashery and fuller's works, a brewery and brick kilns, as well as stores and saloons, made Stillwater a thriving settlement.

General Philip Schuyler, as the Commander of the Northern Department of the Army, had his headquarters at the home of Dirck Swart. This home is still standing

in the village of Stillwater. During 1775 and 1776 General Henry Knox and his troops dragged the many cannon captured from the British by Ethan Allen and Benedict Arnold at Ticonderoga through Stillwater en route to Dorchester Heights where their presence convinced the British to evacuate Boston.

The two Battles of Saratoga, the “Turning Point of the American Revolution,” were fought in the Town of Stillwater. The first occurred on September 19, 1777 and the second on October 7, 1777; the latter battle struck a decisive American victory that is rated as one of the fifteen most important battles in military history. With the defeat of General Burgoyne’s army, prisoners were marched to the present day village of Stillwater, where they were ferried across the Hudson River on their way to Cambridge, Massachusetts.

The Saratoga National Historical Park opened in 1927 marking the sesquicentennial of the 1777 Saratoga Battles at the Freeman Farm and the Barber Wheatfield. Seventy two years later, in 1999, the original blockhouse style visitor’s center at the Battlefield was relocated to the Village of Stillwater where it now sits prominently at Blockhouse Park on the western bank of the Hudson River.

Stillwater, along with Ballston, Halfmoon, and Saratoga became official towns on March 8, 1788. The Village of Stillwater was incorporated in 1816, also known as the “*Year without a Summer.*” This was also the year that surveying began for a canal which would link Stillwater with Montreal to the north and New York to the south. The Champlain Canal opened in 1823, ushering in a “Golden Age” for Stillwater. Commerce in the form of transportation, home building, stores, inns, mills, and various other services were prevalent at this time. The community flourished because of the confluence of the Canal and the Hudson River. Many businesses such as knitting, paper, carding, fulling and hosiery were also located on or near the river. The canal was used to transport goods to Albany and to New York as well as points north.

In the post-Civil War days, the number and variety of industries increased rapidly. Transportation on the canal, or by railcar after a rail spur was built, expedited the distribution of materials to market.

In the 1880s Stillwater was called the industrial center of the county. Its mills grew in number and importance. The canal was at its peak and the docks at two lumberyards were flourishing. The dry docks and boat building stations below the dock were working full time. In the closing years of the 19th century Stillwater had knitting mills, a pulp and paper mill, a leather board and cardboard mill, a grist and flour mill, saw mills, an iron garden furniture factory, a carriage and wagon shop, and a harness shop. There were four doctors, a dentist and five churches.

From 1924 to 1964 the Ballston/Stillwater Knitting Company employed about 135 persons. From 1938 to 1950 the Stillwater Tissue Mills manufactured paper towels

and bathroom tissue. By 1974 the only industry that remained was the American Linen Company, which was supplier of linens and uniforms. It employed about seventy people at that time.

At the outset of the 21st century Stillwater was in the process of becoming a “bedroom community”, with people commuting to work in the nearby Capital District. For many years there had been and continues to be a residential and commercial building boom underway in the surrounding towns of Halfmoon, Malta and Clifton Park.

The Stillwater Historical Society (Historical Society) is actively engaged in research, preservation, and public education activities. The Historical Society has developed a number of informational materials on the Town’s history, including web site postings on the Town’s website. An inventory of Historically Significant locations and a list of Cemeteries and Burial Places is included as Appendix A.

Its many stately Victorian homes, the historic Hudson River, the many rolling hills/green pastures/picturesque farms, and the town’s role in the French and Indian and Revolutionary Wars, are just a few of the factors that make Stillwater a popular place to visit and a very satisfying place to live: it is a town with a glorious past, a promising future, a town that is not standing still.

2.3 Environmental Resources

Stillwater’s natural resources have been well-documented in previous Comprehensive Plans and Master Plans. This plan focuses on discussions of natural resources as they relate to development constraints, opportunities for recreation, and open space.

A brief discussion of each category of natural resource is provided to place the plan in context with the surrounding environment.

2.3.1 Geology & Soils

Geology

Geologists divide New York State into regions to describe the various geologic histories and the processes that led to the geology that we currently observe. Stillwater is located in the Hudson Valley and specifically the Hudson-Mohawk Lowlands physiographic region.

Bedrock Geology

Bedrock of the region generally consists of shale, siltstone, sandstone, and limestone. Bedrock underlying Stillwater had its origins in the Ordovician period of the Paleozoic era or approximately 500 million years ago and consists of shale from the Austin Glen, Mount Merino, and Canajoharie formations. Figure 3, *Bedrock*

Geology, identifies the extent of each of these formations. Much of this information is provided from the NYS Geological Survey. Shale is a fine-grained sedimentary rock, dark gray to black in color that is easily eroded. The shale formations are very thick or deep in their vertical extent and are not noted for their water-producing abilities.

Surficial Geology

Stillwater's surficial geology is expressed in its rolling topography and diversity of unconsolidated deposits. *Figure 4, Surficial Geology* identifies the various surface deposits that generally consist of fine-grained sand, silt and clay. These deposits are the result of glacial action that occurred nearly 15,000 years ago.

Stillwater was located on the fringes of Glacial Lake Albany. Streams and rivers draining into Lake Albany brought with them huge volumes of sediments. The Town of Schaghticoke, to the east, is located at the outlet and associated delta of one of those glacial rivers. Stillwater, being located on the margins of the lake, was subject to a variety of depositional environments, due to the repeated advance and retreat of the glaciers as well as the ebb and flow of the lake and its tributaries.

The dune deposits located in the western portion of the town are the result of accumulation of sands on the lake's bottom and subsequent wind action after the retreat of Lake Albany. Dune sands are generally well-sorted or clean sands, lacking fine grains. These dunes are geologically similar to the Albany Pine Barrens. Dune sands are generally suitable for agricultural and land development activities.

There are a number of other lacustrine (or lake) deposits scattered about Stillwater. These include small lacustrine delta deposits on the western perimeter, broader deposits of lacustrine sand and lacustrine silt and clay. Development suitability of these deposits varies and is further described in the section on soils.

Along Stillwater's eastern boundary, bedrock is exposed at the surface in the areas that border the Hudson River. More recent alluvial deposit can be found along the river with broader areas of alluvium noted at the northern portion of the Town.

Glacial till is observed over a large area of the northern portion of the Town in the area of NYS Rte 32 and NYS 423. Till is also present along the western boundary of the exposed bedrock areas adjacent to the Hudson. Till is a heterogeneous mix of silt, sand, clay and rock and is often formed at the front of a glacier and is the result of the glacier's gathering and grinding of material. Till can be very difficult to excavate and generally has poor qualities for farming, as well as for on-site wastewater disposal.

Soils

Information on soils is provided from the Soil Survey of Saratoga County, N.Y. a product of the USDA Natural Resources Conservation Service (NRCS). The Saratoga County Soil Survey is an “Interim Report” and has never been formally completed by the NRCS. Knowledge of soils including their properties and distribution is essential to land use planning. Soils characteristics often determine the suitability of land for development.

This section describes the soils in Stillwater and emphasizes properties which are most critical in land-use planning. Information presented on soils, within the context of this plan, is limited to development suitability and agricultural significance. The USDA NRCS has a wealth of other information that is useful for a variety of purposes. It is also important to note that the soil survey information relies to some degree on limited data gathering and a broad application of this data. There are variations in soil composition and characteristics that can exist within a given map unit. The map is accurate in its general aspects, but as a result of the mapping scale and natural variations within geological units, field checks of properties may be required, and are recommended where detailed knowledge of particular properties is critical, especially as regards land development

The soil map units for the Town are presented on *Figure 5, Soils*. A summary of the map units is presented as Table 2.3-1 and Table 2.3-2.

Table 2.3-1: Predominant Town Soils

Soil Symbol	Soil Name	Acres	Percentage
OaC	OAKVILLE LOAMY FINE SAND, ROLLING	3,487	13%
OaB	OAKVILLE LOAMY FINE SAND, UNDULATING	1,653	6%
HuD	HUDSON SILT LOAM, HILLY	1,482	6%
BnB	BERNARDSTON-MANLIUS-NASSAU COMPLEX, UNDULATING	1,444	5%
RhB	RHINEBECK SILT LOAM, 3 TO 8 PERCENT SLOPES	1,403	5%
HuB	HUDSON SILT LOAM, 3 TO 8 PERCENT SLOPES	1,293	5%
RhA	RHINEBECK SILT LOAM, 0 TO 3 PERCENT SLOPES	994	4%
WnB	WINDSOR LOAMY SAND, UNDULATING	957	4%
OaD	OAKVILLE LOAMY FINE SAND, HILLY	899	3%
Ma	MADALIN MUCKY SILTY CLAY LOAM	670	3%

Total of Predominant Town Soils: 16,564 63%
Total Town Soils: 26,394 100%

Table 2.3-2: Predominant Village Soils

Soil Symbol	Soil Name	Acres	Percentage
MnB	MANLIUS-NASSAU COMPLEX, UNDULATING, ROCKY	166	21%
BnB	BERNARDSTON-MANLIUS-NASSAU COMPLEX, UNDULATING	101	13%

Ma	MADALIN MUCKY SILTY CLAY LOAM	95	12%
Te	TEEL SILT LOAM	91	12%
Lm	LIMERICK-SACO COMPLEX	87	11%
MnC	MANLIUS-NASSAU COMPLEX, ROLLING, ROCKY	65	8%
Ra	RAYNHAM SILT LOAM	54	7%
RhA	RHINEBECK SILT LOAM, 0 TO 3 PERCENT SLOPES	31	4%
BnC	BERNARDSTON-MANLIUS-NASSAU COMPLEX, ROLLING	25	3%
Tg	TIOGA FINE SANDY LOAM	18	2%

Total of Predominant Village Soils: 734 94%
Total Village Soils: 783 100%

Agriculturally Significant Soils

The USDA Natural Resources Conservation Service recognizes two classes of agriculturally-significant soils in Saratoga County: 1) Prime Farmland Soils; and 2) Farmland of Statewide Importance. Table 2.3-3 and Table 2.3-4 provide a list of each of the soil types as classified by the USDA found in the Town and Village of Stillwater. Prime Farmland Soils are identified with a “P” and soils of Statewide importance are identified with an “S”. *Figure 5, Soils* present the aerial extent of these soils.

Prime Farmland is land that has the characteristics to produce high yield crops. These characteristics include soil quality, growing season, and moisture supply.

Table 2.3-3: Agriculturally Significant Town Soils

Soil Symbol	Soil Name	Prime Farmland	Statewide Importance	Acres	Percentage
BmC	BERNARDSTON SILT LOAM, 8 TO 15 PERCENT SLOPES	P		733.10	2.96%
BnB	BERNARDSTON-MANLIUS-NASSAU COMPLEX, UNDULATING		S	1,443.61	5.83%
BnC	BERNARDSTON-MANLIUS-NASSAU COMPLEX, ROLLING	P		1,043.13	4.22%
BvC	BROADALBIN-MANLIUS-NASSAU, COMPLEX, ROLLING	P		12.88	0.05%
ChB	CHENANGO SILT LOAM, LOAMY SUBSTRATUM, UDULATING		S	31.84	0.13%
ChC	CHENANGO SILT LOAM, LOAMY SUBSTRATUM, ROLLING	P		52.30	0.21%
ClA	CLAVERACK LOAMY FINE SAND, 0 TO 3 PERCENT SLOPES		S	76.10	0.31%
ClB	CLAVERACK LOAMY FINE SAND, 3 TO 8 PERCENT SLOPES		S	381.06	1.54%
DeB	DEERFIELD LOAMY FINE SAND, UNDULATING	P		116.37	0.47%
EIB	ELMRIDGE VERY FINE SANDY LOAM, 3 TO 8 PERCENT SLOPES		S	131.90	0.53%
HoB	HOOSIC GRAVELLY SANDY LOAM, UNDULATING	P		94.62	0.38%
HoC	HOOSIC GRAVELLY SANDY LOAM, ROLLING	P		52.42	0.21%
HuB	HUDSON SILT LOAM, 3 TO 8 PERCENT SLOPES		S	1,293.15	5.23%
HuC	HUDSON SILT LOAM, 8 TO 15 PERCENT SLOPES	P		601.79	2.43%
MnB	MANLIUS-NASSAU COMPLEX, UNDULATING, ROCKY	P		448.34	1.81%
MnC	MANLIUS-NASSAU COMPLEX, ROLLING, ROCKY	P		464.17	1.88%
MvA	MOSHERVILLE SILT LOAM, 0 TO 3 PERCENT SLOPES	P		23.95	0.10%
MvB	MOSHERVILLE SILT LOAM, 3 TO 8 PERCENT SLOPES	P		11.76	0.05%
MxB	MOSHERVILLE-HORNELL COMPLEX, UNDULATING	P		67.10	0.27%

OaA	OAKVILLE LOAMY FINE SAND, NEARLY LEVEL		S	525.69	2.12%
OaB	OAKVILLE LOAMY FINE SAND, UNDULATING		S	1,653.30	6.68%
OaC	OAKVILLE LOAMY FINE SAND, ROLLING	P		1,833.70	7.41%
PwA	PITTSTOWN SILT LOAM, 0 TO 3 PERCENT SLOPES		S	21.51	0.09%
PwB	PITTSTOWN SILT LOAM, 3 TO 8 PERCENT SLOPES		S	169.80	0.69%
SCB	SCHROON SANDY LOAM, GENTLY SLOPING, STONY		S	2.90	0.01%
SeA	SCIO SILT LOAM, 0 TO 3 PERCENT SLOPES		S	46.66	0.19%
SeB	SCIO SILT LOAM, 3 TO 8 PERCENT SLOPES		S	283.32	1.15%
Sn	SUN SILT LOAM	P		436.25	1.76%
Te	TEEL SILT LOAM		S	305.89	1.24%
Tg	TIOGA FINE SANDY LOAM		S	120.06	0.49%
UnB	UNADILLA VERY FINE SANDY LOAM, 3 TO 8 PERCENT SLOPES		S	251.83	1.02%
UnC	UNADILLA VERY FINE SANDY LOAM, 8 TO 15 PERCENT SLOPES	P		61.01	0.25%
WnA	WINDSOR LOAMY SAND, NEARLY LEVEL	P		5.37	0.02%
WnB	WINDSOR LOAMY SAND, UNDULATING	P		956.51	3.87%

Total of Agriculturally Significant Town Soils: 13,447.51 55.59%
Total Town Soils: 24,740.62 100%

Table 2.3-4: Agriculturally Significant Village Soils

Soil Symbol	Soil Name	Prime Farmland	Statewide Importance	Acres	Percentage
BnB	BERNARDSTON-MANLIUS-NASSAU COMPLEX, UNDULATING		S	100.67	12.85%
BnC	BERNARDSTON-MANLIUS-NASSAU COMPLEX, ROLLING	P		25.16	3.21%
HoB	HOOSIC GRAVELLY SANDY LOAM, UNDULATING	P		11.18	1.43%
MnB	MANLIUS-NASSAU COMPLEX, UNDULATING, ROCKY	P		166.40	21.24%
MnC	MANLIUS-NASSAU COMPLEX, ROLLING, ROCKY	P		65.01	8.30%
SeB	SCIO SILT LOAM, 3 TO 8 PERCENT SLOPES		S	12.38	1.58%
Te	TEEL SILT LOAM		S	91.18	11.64%

Total of Agriculturally Significant Village Soils: 471.98 60.26%
Total Village Soils: 783.25 100%

Development Constraints

Identifying development constraints is an important step in analyzing the natural characteristics of the Town. For planning purposes, Table 2.3-5, *Development Constraints*, identifies each category of severe environmental constraints, which include slopes over 20%, wetland areas, floodplains, as well as depth to bedrock of 0-20 inches and depth to water table of 0-2 feet in areas not served by public water or sewer. These development constraints serve as a general reference for reviewing the feasibility of future development. Typically, land development suitability is expressed in terms of severe limitations, moderate limitations, and slight limitations.

A slight to moderate rating indicates that some modification or special design consideration is usually necessary to allow development. A moderate to severe

rating indicates that it will be difficult and/or costly to develop the land and those potential impacts need to be studied in detail and mitigated. Areas with moderate to severe limitations are typically suitable for low density development if special construction techniques are employed and/or public infrastructure is installed. Ideally, development within environmentally sensitive zones should be restricted to uses that will not require major alteration of the terrain and which minimize human activity. Development in areas of severe limitations should be avoided.

Table 2.3-5: Development Constraints

Suitability for Development	Slope	Depth to Bedrock	Depth to Water Table	Wetlands	Floodplain
None to Slight Limitations	0-10%	> 40 inches	>4 feet	None	None
Slight to Moderate Limitations	10-20%	20-40 inches	2-3 feet	None	None
Moderate to Severe Limitations	>20%	0-20 inches	0-2 feet	Present	Present

Figure 6, Constraints to Development identifies those constraints that impact the physical ability of land to support development. This figure was prepared by overlaying available wetland mapping, the floodplain map, the depth to bedrock map, the depth to water table map, and the slope map over one another in order to identify lands that have none, few or many constraints to development. Note that land is considered moderately to severely constrained, with respect to development, if it has any one of the constraints listed in this table. Also note that the mapping sources from which Figure 6 was created are relatively large in scale and are designed for conceptual planning purposes. Constraints mapping may underestimate actual environmental constraints present in the field, for instance, due to changing conditions since the last round of regulatory mapping, or due to the incompleteness of regulatory mapping. Thus, site-specific investigation is always necessary before land can be developed. Nevertheless, the map does provide a broad, general sense of the overall development suitability of the Town and is therefore useful for land use planning purposes.

In addition, soils must be reviewed for suitability prior to development. Soils that have poor drainage should not be expected to accept septic system effluent, while those with loose sand and gravel or fractured rock may result in inadequate filtering of effluent prior to reaching potential ground water supplies.

Wet soils and soils with shallow bedrock are somewhat less restrictive. Wetness, which includes flooding, slow percolation, or a high water table, can result in surface or groundwater contamination. Shallow bedrock may prevent proper system installation and cause septic flows to surface without adequate filtering. Fill and or mounded systems will often allow for suitable placement of discharge systems in these instances.

Figure 7 Hydric Soils, demonstrates the potential location of these soils. Hydric soils are significant because of the potential to be regulated as wetland areas. Therefore, these soils are shown as a constraint in Figure 8. Use of these lands may be restricted by either Federal or State regulations. The use and/or development of Prime Agricultural Farmland or Farmland of Statewide Significance for other than agricultural purposes may be further restricted by Agricultural and Markets Law.

2.3.2 Water Resources

Surface Waters

The Town of Stillwater has several notable surface water resources; the Mechanicville Reservoir, Saratoga Lake, the Anthonykill, and the Hudson River are principal among them. The Old Champlain Canal is also a significant water feature.

Surface water features are assigned classifications for best uses and standards of quality and purity by the New York State Department of Environmental Conservation (NYSDEC). Classifications are based on water quality at the time of sampling, as well as recommended best usage, which is determined by natural conditions and past, current, and desired uses of the water –bordering lands. Class A and AA waters are suitable for drinking water; Class B waters are suitable for primary contact recreation, such as swimming; Class C waters are suitable for fish propagation; and Class D waters are suitable for secondary contact recreation, such as boating. A Class D designation does not necessarily imply that the water is polluted. These are waters that may not have been sampled or are small or intermittent and, therefore, unsuitable for fish propagation. The symbol (T) after any class designates that the waters are trout waters and the symbol (TS) after any class designates that the water are suitable for trout spawning.

Most of the streams and water bodies within Stillwater are designated Class C or C(T) with the exception of the Plum Brook watershed. Plum Brook and its tributaries feed the Mechanicville reservoirs and are designated as A or A(T). These resources function together to create the Plum Brook watershed and a number of secondary watersheds within Stillwater. Surface water resources also provide excellent opportunities for passive and active recreational opportunities. Figure 8, *Water Resources*, illustrates the location of Stillwater’s water resources.

Mechanicville Reservoir

The Mechanicville Reservoir is located in the southwestern portion of the Town. It is located on lands owned by the City of Mechanicville which utilizes it as its drinking water supply. The Mechanicville Reservoir has an estimated storage capacity of approximately 65 million gallons and is located at the headwaters of Plum Brook. The Mechanicville watershed is protected through municipal control

(ownership) of a limited land area immediately adjacent to the reservoir and uses within the watershed are protected by the Town with its Aquifer Overlay District.

Saratoga Lake

Saratoga Lake, located partially within the Town of Saratoga, has approximately 2.94 miles of its total 12.1 miles of shoreline located within the Town.

Saratoga Lake is approximately 4,000 acres in area and measures 4.5 miles long and an average of 1.5 miles wide (Hardt 2001). The lake depths are variable with the northeast section of the lake measuring an average of 95 feet deep and the southern section approximately 51 feet deep. The Kayaderosseras Creek is the primary inlet to the lake with several smaller inlets also providing water. Fish Creek at the northern end of the lake is the only outlet

The Saratoga Lake watershed includes 210 square miles of land area and portions of 10 Saratoga County communities including Stillwater and all of the Town of Milton, City of Saratoga Springs, and Village of Ballston Spa.

Hudson River

The Hudson River runs along the eastern edge of the Town and Village of Stillwater. There are approximately 2.84 mile of shoreline associated with the Hudson River within the Village of Stillwater and an additional 9.62 miles within the Town.

There are several streams that run through Stillwater. The total amount of streams is approximately 327,640 linear feet or 62.05 miles .

Regulation & Protection of Surface Waters

Stillwater has established local regulations to protect surface water resources through the adoption of an overlay district. The overlay district is intended to address water supply and quality issues.

Surface water features are protected by the NYSDEC through the water quality classification previously discussed. The assigned classification to the surface water is used to regulate discharges into these water bodies in accordance with the State Pollutant Discharge Elimination System (SPDES).

The U.S. Army Corps of Engineers (Corps) serves to protect aquatic resources, including wetlands. Corps permits are also necessary for any work, including construction and dredging, in navigable waters of the US, including the Hudson River. Should adverse impacts to the aquatic environment be identified by the Corps, these impacts are offset by mitigation requirements, which may include restoring, enhancing, creating and preserving aquatic functions and values.

In addition, Section 404 of the Clean Water Act regulates the quality of the discharge of dredged or fill materials into all waters of the U.S.; while Section 401 of the Clean Water Act regulates quality of the discharge regulated under Section 404.

Groundwater

Groundwater resources are limited within the Town. While there are a great deal of residents that utilize individual wells as a source of drinking water, the potential yields are a constraint to development. There are no known primary or principal source aquifers within the Town. The USEPA defines primary or sole source aquifers as “an aquifer which is needed to supply 50 percent or more of the drinking water for a given aquifer service area and for which there are no reasonably available alternative sources should the aquifer become contaminated.”

The NYSDOH regulates water supplies within New York State. The NYSDOH defines a public system as a facility that supplies “at least 5 service connections or that regularly serves an average of at least 25 people daily for at least 60 days out of the year”. Public water systems are further categorized as community and non-community. Community systems are typically operated by municipalities or private developments and include mobile home parks. Non-community systems generally are operated to serve public/private operations such as schools, hospital, factories with their own water supply.

Several community water supplies located within the Town obtain water from groundwater sources; they include:

- The Village of Stillwater;
- The Saratoga Glen Hollow Water Supply Corporation;
- The Saratoga Water Service Corporation;
- The Saratoga National Historical Park, and
- The Hillside Colony Mobile Home Park.

The Village of Stillwater utilizes shallow wells located on property adjacent to the Hudson River as a source of its municipal supplies.

The Saratoga Glen Hollow Water Supply Corporation and the Saratoga Water Service Corporation both operate wells and treatment facilities on the western perimeter of the Town in close proximity to Saratoga Lake. These private “Transportation Corporations” were established primarily to supply water to residential development within a limited geographic area. Given the limited groundwater resources in the Town these two entities have grown over time as the needs for potable water have grown.

The Saratoga National Historical Park operates its own wells to operate its facilities and supply water to visitors to the park.

Additional discussion on water resources is presented in the Town of Stillwater’s “Water Supply Master Plan” presented under separate cover.

2.3.3 Wetlands & Floodplains

Wetlands

Wetlands within the Town of Stillwater are currently regulated at the state and federal level. NYS DEC is the regulatory agency at the state level and the US Army Corp of Engineers (US ACOE) at the federal level. Each organization establishes its own set of rules for identifying or delineating a wetland and each organization has unique regulatory program.

The NYSDEC produces maps on USGS Quadrangles that identify regulated wetlands. The US ACOE does not produce maps of federally regulated wetlands. However, the U.S. Fish & Wildlife Service does produce maps under the National Wetlands Inventory (NWI) program, which are useful in evaluating the presence of federally regulated wetlands. These mapping products are for informational purposes and do not replace the need for on-site wetlands delineations.

Figure 9, *Wetlands*, presents the compilation of wetlands mapping as provided by the NYS DEC and the USF&WS NWI. There is a strong correlation (as might be expected) between the mapped wetlands and the occurrence of hydric soils (as presented in previously in Figure 8).

Floodplains

Moderate to steep slopes keep most of Stillwater well drained and free of significant flooding problems. Floodplain areas, as defined by the Federal Emergency Management Agency (FEMA) and illustrated on the Flood Insurance Rate Maps (FIRM) are shown in Figure 8, *Water Resources*. The properties in the 100-year flood zone are primarily along the Hudson River and Plum Brook. The 100-year floodplain resulting from the Hudson River extends west of U.S. Route 4 and State Route 32 to the old Champlain Canal. Much of the Village of Stillwater is located within this flood zone.

Limited areas surrounding Saratoga Lake and Anthony Kill are also located within the 100-year flood zone. Most of the properties along the Hudson River are residential properties. However, most of the properties along the Plum Brook are privately-owned and strictly protected due to the designation of the stream and use as a water supply source.

2.3.4 Locally Significant Habitat/Species

The Town and Village support a variety of mature and successional forested, meadow and wetland areas.

The NYSDEC's Division of Fish, Wildlife & Marine Resources operates the National Heritage Program in partnership with the Nature Conservancy. The National

Heritage Program maintains a database of New York State's rare, threatened, and endangered species. They have identified the following important species located within Stillwater and their status:

Birds

Northern Harrier (<i>Circus cyaneus</i>)	Threatened
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Vascular Plants

Drummond's Rock Cress (<i>Arabis drummondii</i>)	Endangered
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Green Rock-cress (<i>Arabis missouriensis</i>)	Threatened
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Dwarf Bulrush (<i>Lipocarpa micrantha</i>)	Endangered
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Hookers Orchid (<i>Plantanthera hookeri</i>)	Endangered
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Swamp Smartweed (<i>Polygonum setaceum</i> var <i>interjectum</i>)	Endangered
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2.4 Existing Land Use & Zoning

2.4.1 Land Use Trends

Land uses in Stillwater include a mixture of rural residential, agricultural, undeveloped, suburban residential, commercial, industrial, and institutional. Medium high densities occur along Saratoga Lake and within the Village of Stillwater. Existing land use is identified in Figure 10, *Land Use*, and was derived from the Saratoga County Real Property Office. The following three tables, Table 2.4-1 through 2.4-3, identify the total acreage of each land use type for the Town and Village individually and combined. During the review of this information the public noted discrepancies between actual land use and the published data. It was suggested that the land use assessment data should be corrected during the assessment process and through the use of other resource information (i.e., NRCS mapping).

Residential land comprises the largest sector of land classifications, followed closely by vacant land. Note that this table is based on assessment information, which is not always complete or accurate. For example, some vacant land may be used for agricultural purposes such as hayfields or grazing. Similarly, the Wild, Forested, Conservation Lands and Public Parks are the third largest land use category. However, this particular land use category provides information that is somewhat

misleading. Although there are over 6,000 acres of land in this category, over half of the lands are associated with the federally-owned Saratoga National Historical Park.

A review of the existing land use map reveals development patterns and trends in Stillwater. The most intensive levels of development were historically generally located along Route 4 which runs through the Town and the Village along the Hudson River.

Table 2.4-1: Land Use – Town & Village of Stillwater

Property Class	Acres	Percent Total
Agricultural	3,582.45	13.88%
Commercial	436.37	1.69%
Community Services	170.49	0.66%
Industrial	100.81	0.39%
Public Services	486.55	1.89%
Recreation and Entertainment	320.21	1.24%
Residential	7,337.59	28.44%
Vacant Land	7,245.30	28.08%
Wild, Forested, Conservation Lands And Public Parks	6,124.09	23.73%
Total:	25,803.84	100%

Table 2.4-2: Land Use – Village

Property Class	Acres	Percent Total
Agricultural	14.45	1.92%
Commercial	42.87	5.71%
Community Services	113.80	15.15%
Industrial	4.87	0.65%
Public Services	11.41	1.52%
Recreation and Entertainment	19.32	2.57%
Residential	236.03	31.42%
Vacant Land	278.08	37.02%
Wild, Forested, Conservation Lands And Public Parks	30.32	4.04%
Total:	751.14	100%

Table 2.4-3: Land Use – Town

Property Class	Acres	Percent Total
Agricultural	3,568.00	14.24%
Commercial	393.5	1.57%
Community Services	56.69	0.23%
Industrial	95.94	0.38%
Public Services	475.14	1.90%
Recreation and Entertainment	300.88	1.20%
Residential	7,101.56	28.35%
Vacant Land	6,967.21	27.81%
Wild, Forested, Conservation Lands And Public Parks	6,093.77	24.32%
Total:	25,052.70	100%

Residential

As noted above, residential land is the largest use in the Stillwater, accounting for 7,337 acres or 28% of the Town. Single-family homes are the predominant residential use in the Town. Other housing types exist such as two and three family dwellings, farm workers housing, mobile homes, and accessory apartments.

Commercial/Industrial

There are a total of 436 acres of land used for commercial purposes, comprising 1.69% of Stillwater's total land area. Approximately 43 acres of this commercial land is located in the Village of Stillwater; the remainder is located within the Town. Commercial properties are primarily located along U.S. Route 4 with some scattered along other major roads in the Town.

Industrial development is minimal in Stillwater. There are currently a total of 101 acres or less than 0.40% of the Town's total land area, used for industrial purposes.

Village Marketplace

The Village Marketplace with its distinct character, historic sites and structures, provides a unique environment. Village services include a variety of small retail stores and restaurants including pizzerias, a convenience store, a funeral home, and the post office.

Agricultural

Agriculture has played, and continues to play, an important role in Stillwater's economy. The Town's Tax Assessor identified 3,582 acres of land in agricultural use, which represents 13.88% of the Town's total land. Farming historically is concentrated in the rural areas with agriculturally compatible soils. Due to the presence of significant amounts of land containing agriculturally compatible soils, (as discussed above in Section 3.3.1) Stillwater continues to be a community with a significant amount of agricultural land in active agricultural use.

In addition to being an important component of Stillwater's economic base, agriculture is also a foundation for the community's identity and comprises a significant portion of its scenic open space. Continuing to enhance the agricultural sector will help sustain these investments, expand the economic potential of farming, and maintain the quality of life in Stillwater.

Agricultural District

Saratoga County Consolidated Agricultural District #1 is located in eastern Saratoga County and includes lands located in the Village and Town of Stillwater, as well as the Towns of Wilton, Saratoga, Northumberland and Moreau. Agricultural districts are initiated by landowners and must receive approval from

the county legislative body and the State before they are created or renewed. Districts must be comprised predominantly of viable agricultural land. On average, 73 percent of land contained within districts is actively farmed. The remaining non-farm acreage serves largely as a buffer to the cultivated acreage.

According to the Saratoga County Real Property Tax Service records, Stillwater has 1,159 parcels included in the Saratoga County Consolidated Agricultural District #1. Of these parcels, 83 are located within the Village and 1,076 parcels of land are located in the Town. This number is determined by the Town's Tax Assessor, who then reports the number to the Saratoga County Real Property Office.

New York State utilizes Agricultural Districts as one means of preserving agricultural land by providing protections to active farming operations. Agricultural districts were created to encourage the continued use of farmland for agricultural production. Agricultural districts are formed by landowners who voluntarily agree to keep this land in a district for eight-year, renewable time periods. In exchange, agriculture is designated as the primary activity in the district and landowners receive incentives to encourage them to continue farming. These include use-value assessment, exemptions from special district levies, right-to-farm provisions, and protection from eminent domain, adjacent non-agricultural development and state agency regulations that interfere with farming. Participants must pay roll-back taxes to remove themselves from a district prior to the eight year period.

At the local level there are several key provisions of the Agricultural District's Law affecting local land use decisions. The most relevant provisions are as follows:

1. Any land use project within the official Agricultural District is required to file a Notice of Intent (NOI) and identify potential impacts to farmlands.
2. Any land use project within 500 feet of a working farm, whether or not the farm is located within an Agricultural District, must file an Agricultural Data Statement (ADS). The ADS is typically completed by the Town Planning Board and filed with the County Planning Board. The County must provide feedback to the Planning Board before final determination of the land use project can be made.
3. Many communities, like Stillwater, make use of Right-to-Farm Provisions. These provisions protect farmers against private nuisance suits if a farmer is using sound farm practices. Right-to-Farm provisions limit enactment and administration of local laws that unreasonably restrict farm operation. The Right-to-Farm provisions also require government and public benefit corporations to minimize or avoid, to the extent practicable, adverse agricultural impacts associated with acquiring land or advancing public funds for the construction of residential, commercial or industrial facilities,

and water and sewer facilities, to serve non-farm structures within an agricultural district.

4. Property tax treatments for agricultural lands, including agricultural and special benefit assessments.
5. Mitigation of impacts from publicly-funded infrastructure or utility projects.

Pursuant to Article 25-AA of the Agriculture and Markets Law, a review of all New York State approved agricultural districts must be conducted every eight years. The review involves a self reported survey of all agricultural landowners or owners who rent to farmers. Figure 11, *Agricultural Lands and Restrict Land Classes*, identifies the boundaries of Agricultural District #1 in Stillwater. In the 1997 review, the total acreage of the land for the Town of Stillwater, in the agriculture district, was 3,181 acres.

The latest review, conducted in 2004 as required by NYS Agriculture and Markets, identified 34 parcels classified as active agricultural uses. These 34 parcels consist of 2,645 acres and comprise seventeen active farms. Table 2.4-4, *Active Agriculture in Stillwater*, provides the information from the self-reported landowner survey sent to all landowners in Stillwater within the Saratoga Consolidated Agricultural District #1.

Table 2.4-4: Active Agriculture in Stillwater

Farm Enterprise	Acres	Annual Gross Sales	Capital Investment
Dairy	355	>\$500,000	>\$200,000
Dairy	87	\$10,000 to \$39,999	<\$10,000
Dairy	160	\$100,000 - \$199,999	\$40,000 - \$99,999
Dairy	115	\$10,000 - \$39,999	\$10,000 - \$39,999
Horticulture	655	>\$500,000	>\$200,000
Horticulture	32	<\$10,000	\$10,000 - \$39,999
Livestock	35.14	<\$10,000	<\$10,000 - \$39,999
Livestock	433.14	\$40,000 - \$99,999	\$100,000 - \$199,999
Livestock	65	\$10,000 - \$39,999	\$40,000 - \$99,999
Livestock / Horses	10.8	-	\$10,000 - \$39,999
Livestock / Horses	18	\$100,000 - \$199,999	\$10,000 - \$39,999
Christmas Tree	3	>\$10,000	<\$10,000
Hay	97	<\$10,000	<\$10,000
Poultry	4.5	<\$10,000	<\$10,000
Grain	284	<\$10,000	<\$10,000
Vegetable / Poultry	30	<\$10,000	<\$10,000
Grain / Vegetable / Hay	260	\$40,000 – 499,999	\$40,000 - \$99,999

Source: Saratoga County Planning Board; SCPB\\Data-main\planning\plan\SCPBFarPDR04Farmfile\agdistreviewworksheetm.doc

There are discrepancies in the total acreage of land in active agricultural use between the survey results and the information provided by the Saratoga County Real Property Office. The results of the survey identify 2,645 acres of land in agricultural production. The Town's Tax Assessor identified 3,582 acres. This indicates that there are approximately 937 acres of land that appears to be agricultural land which is not in active use.

In addition to tax incentives, there are several grant programs available to those who keep land in agricultural use. Most of these programs accept proposals on a yearly schedule. The following is a partial list of the programs available through the New York State Agriculture and Markets program:

- Pride of New York, a marketing program to refine and implement a promotion and advertising program to generate a greater demand for New York produced farm products, and New York State manufactured or processed food products.

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- The Agricultural Non-point Source Abatement and Control Program funds plans, activities, and projects that will reduce and/or prevent non point-source contribution from agricultural activities.
 - Agricultural and Farmland Protection Projects which provides funding to implement agricultural and farmland protection plans.
 - Grow New York's Enterprise Program, which provides low-interest loans and grants for the development and expansion of production agriculture and agri-business enterprises, as well as a micro-enterprise development program to increase opportunities for agri-business in New York State and promote a more viable agricultural industry.

Farmers in Stillwater have had some success in obtaining Farmland Protection grants through the New York State Department of Agriculture and Markets (Ag & Markets). Active agricultural enterprises that wish to place a permanent restriction on their lands assuring the State that the lands will stay in agricultural use in perpetuity are eligible applicants. Figure 13, *Agricultural Lands and Restricted Lands Classes*, shows all agricultural lands in active use, as well as those with restricted development rights. The grants are typically prepared by a planner in the Saratoga County Planning office and submitted by the Town. If the applicant is successful, the State awards the grant to the Town and the Town then administers the grant by providing the applicant with a check. These grants include a conservation easement on farmland in perpetuity. The grant program was developed to assist in developing agricultural and farmland protection plans. The purpose of these farmland protection programs is to fund local initiatives that are intended to maintain the economic viability of the State's agricultural industry and its supporting land base and to protect the environmental and landscape preservation values associated with agriculture.

As a direct result of the Ag and Markets program, the economic viability, and the environmental and landscape preservation values of 687 acres have been preserved in perpetuity in Stillwater. In 2001, Marty and Pat Hanahan received a grant for their 135 acre farm. In 2002, the Saratoga Sod Farm received a grant for their 396 acre farm. In 2003, the Zuzick Farm received a grant for their 156 acre farm.

2.4.2 Zoning

The Village of Stillwater currently has no adopted zoning regulations.

The Town of Stillwater is divided into eight zoning districts. The Town allows land to be rezoned to Planned Development District (PDD) if a developer can demonstrate the land meets design criteria and will be beneficial to the Town. Figure 12, *Existing Zoning Districts*, illustrates the location of each of the districts within the Town.

Each district is identified in Table 2.4-5, *Zoning District*, and a summary of the permitted uses for each district follows.

Table 2.4-5: Zoning Districts – Town

District Code	District Name
RR	Rural Density Residential District
LDR	Low Density Residential District
RM	Moderate Density Residential District
RRD	Residential Resort District
B-1	Neighborhood Business District
B-2	General Business District
BP	Business Park
ID	Industrial District
PDD	Planned Development District

Rural Density Residential District (RR) – Single and two-family dwellings, farm worker housing, mobile homes, bed and breakfasts, agricultural uses, animal harboring, mobile homes, and home occupations, public and semi-public uses, small animal hospital or kennel, sand/gravel/soil removal and processing, and commercial greenhouses. Minimum lot size is 2 acres.

Low Density Residential District (LDR) – Single and two-family dwellings, farm worker housing, bed and breakfasts, commercial greenhouses, farms, animal harboring, and home occupations, boarding houses, public and semi-public uses, sand/gravel/soil removal and processing, and small animal hospital or kennel. The minimum lot size is 2 acres without public water and sewer and 1.5 acres with either public water or sewer, and 1 acre with both public water and sewer.

Moderate Density Residential District (RM) – Single family, two-family dwellings, three and four family dwellings, home occupations, boarding houses, and public and semi-public uses. Minimum lot size is one acre for 1, 2, and 3 family homes without public water and sewer, 20,000 square feet with either public water or sewer, and 10,000 square feet with both public water and sewer.

Residential Resort District (RRD) – Single family dwelling, bed and breakfasts, restaurants, taverns, seasonal dwelling, parks, private recreational areas, and places of worship. Minimum lot size is 21,750 square feet.

Neighborhood Business (B-1) – Retail stores, personal services, offices, banks, gasoline stations, shopping plazas, studios, enclosed entertainment facilities, restaurants, taverns, commercial garages, public and semi-public uses, funeral homes, and single or two-family homes. Minimum lot size is 10,000 square feet for business uses and one acre for residential uses.

General Business (B-2) – Non-residential uses permitted in B-1, movie theaters, amusement uses, motor vehicle service and sales, bed and breakfasts, commercial greenhouses, convenience stores, day care centers, farm and construction equipment

sales, commercial garages and carwashes, fast food restaurants, funeral homes, galleries, hotels and motels, social clubs and organizations, and wholesale businesses and storage. Minimum lot size is 6,000 square feet.

Business Park (BP) – Office uses, business incubation, light industrial manufacturing and processing, research and development, warehousing, and public and semi-public uses. Minimum lot size is 1 acre.

Industrial District (ID) – Auto body shops, asphalt plants, bulk storage, freight or trucking terminals, heavy and light industrial manufacturing or processing, research and development, sand/gravel/soil removal and processing, warehousing, bulk fuel storage, adult uses, contractors yards, and junkyards. Uses that exceed environmental contamination thresholds established in the performance standards are prohibited. Minimum lot size is 1 acre.

Planned Development District (PDD) – This district requires rezoning by the Town Board and enables land use to be more flexible and permits a greater mix of uses, primarily to enable a higher density of structures on the property in order to provide larger green space in the remaining portions of the property. However, uses may include residential, commercial and industrial; design requirements are intended to provide a unique and beneficial development community.

2.5 Utilities and Infrastructure

2.5.1 Transportation Systems

The Town of Stillwater has limited modes of transportation available. The vast majority of transportation needs are met by the use of motor vehicles on the existing roadway network. Figure 13, *Roads*, identifies local, County, State, and U.S. roads located in Stillwater. Traffic patterns and transportation needs within Stillwater vary and are evaluated in the following subsections.

Roadways

The Town of Stillwater has a strong network of local, County, State, and U.S. roadways. Major arterial roads include U.S. Route 4, NYS Route 32, and NYS Route 67; major collector roads include NYS Route 9P and NYS Route 423. County routes include CR 70, CR 75, and CR 76. Interstate I-87 and NYS Route 9 are two major arterial roads in the region and are located just west of Stillwater in the Town of Malta. Both NYS Route 9P and NYS Route 67 provide easy access to these major arterials from Stillwater. In addition, the Town is supplemented by an extensive network of local Town roads.

Waterways

The location of the Hudson River and the Champlain Canal System on the eastern boundary of Stillwater provides regional waterway connections. The Hudson River has served as a transportation corridor for hundreds of years and continues to provide this function today.

2.5.2 Water Supply

The Town of Stillwater obtains water through contractual relationships with four (4) different water suppliers. The Village of Stillwater and the City of Mechanicville operate municipal treatment and distribution facilities, providing water to select districts and water consumers in the Town. The Town does not itself operate any treatment facilities. Additionally, two (2) private transportation corporations: The Saratoga Glen Hollow Water Supply Corporation and the Saratoga Water Services Corporation supply select geographic areas with water.

There are a number of additional isolated/private operators which the NSYDOH classifies as public water supplies; these are operated to supply water to mobile home parks. Figure 14, *Existing Water Districts and Water Supply*, illustrates the location of each of the two water districts and the two private districts. The following sections describe each of Town's four suppliers including a description of the water source, method of treatment, and storage and distribution facilities.

Water District #1

The Village of Stillwater provides water to residents within the Village boundaries as well as users located in Town of Stillwater Water District #1. According to the 2003 Annual Drinking Water Quality Report, the Village maintains 1,500 service connections supplying over 4000 individuals, including Village residents, with municipal water.

Water District #3

The City of Mechanicville operates a surface water treatment plant supplying the residents of Mechanicville, Schaghticoke, Halfmoon, and Stillwater. Water service is provided via 1,350 residential services to a population of approximately 8,000 persons and at least one industrial customer in the Town of Halfmoon. The City of Mechanicville is a supplier of water to Town Water District #3 and is the proposed source for Town Water District #4.

Saratoga Glen Hollow Water Supply Corporation

The Saratoga Glen Hollow Water Supply Corporation is a contract supplier. Water is delivered to the Town-owned distribution facilities at select locations through this private corporation.

Saratoga Water Services Corporation

The Saratoga Water Services Corporation is also a contract supplier in the Town of Stillwater. Water is delivered to the Town-owned distribution facilities at select locations through this private corporation.

2.5.3 Wastewater

There are no wastewater treatment facilities operated by the Town of Stillwater. The majority of landowners within the Town utilize individual on site septic systems.

Small portions of the Town have sewer service provided by Saratoga County Sewer District #1. These areas include Saratoga Ridge, Route 9P (Saratoga Lake), Riverside, Turning Point, and areas adjacent to the Village Boundary. Areas with sewer service are shown in Figure 15, *Sewer Districts*. There are also a number of additional isolated/private operators providing public sewer to mobile home parks in Stillwater. These private districts are not shown on the Figure.

The Village of Stillwater has a wastewater treatment facility to service the entire Village area. The Village wastewater treatment facility also treats the adjacent Castlecliff mobile home park in the Town. All wastewater in Stillwater is collected at the County wastewater treatment facility located in the City of Mechanicville and then discharged to the Hudson River.

Future development will be constrained by the ability of Stillwater to provide municipal sewer service. Soil survey information suggests that many soils in Stillwater may not be suitable for septic systems.

2.5.4 Private Utilities

The Town and Village are supplied electricity by New York State Electric and Gas (NYSEG), limited areas of Stillwater have natural gas service.

2.6 Community Services & Facilities

2.6.1 Law Enforcement Services

There are presently four police agencies providing the full range of law enforcement services within the Town of Stillwater. These agencies represent the local, county, state and federal levels of government and include the Stillwater (Town) Police Department, the Saratoga County Sheriff's Office (County Sheriff), the New York State Police (NYSP), and Park Rangers at the Saratoga National Historical Park. Brief description of each agency follows.

Stillwater Police Department

The Stillwater Town Police Department (Town Police) was established in 1975 and its headquarters are located in the Village of Stillwater. It is a part time operation with officers routinely on patrol during the day and evening shifts.

The Town Police Department is currently staffed by 10 officers who are periodically supplemented by alternate police officers who provide coverage during vacations, special events, and sick leave. There is also one vacant position on the day shift. The ranks include one Chief, 2 Sergeants, and 7 officers. All officers, both regular and alternate, are fully certified by the NYS Bureau for Municipal Police. There is one part time civilian position which provides administrative support. The Town Police Department operates two patrol vehicles and it also has two (2) four wheeled drive (4WD) vehicles which it uses for both patrol and specialized operations.

Coverage by Town Police patrols is routinely provided from Monday – Thursday to town residents during days and evenings (from Midnight – 7AM coverage is provided by the NYSP/County Sherrif). On Friday - Saturday Town Police coverage ends from 2AM – 3AM until the start of the day shift during which time the other departments in the town provide coverage. On Sunday the Town Police Department focuses on specialized patrols e.g. seat belt enforcement, DWI road checks, and speed enforcement.

Calls for service placed via the 911 system are answered on an alternating basis by the NY State Police at Wilton and the Sheriff's Office in Ballston Spa. The calls are assigned to a Town Police car if one is on the road. Otherwise the call, if it is of a priority nature, will be assigned to the NY State Police/County Sheriff's Patrol, whichever is the nearest available unit. If the call is of a minor, low priority nature, it will be held until a Town Police car is available. If the caller uses the Town Police Department's 7 digit phone number to reach the agency then the call will be answered by the State Police at Wilton for dispatching purposes.

The Town Police Department's annual budget is approximately \$177,000 with personal services accounting for the largest share of the budget. Funding is derived from Town property taxes, State/Federal grants, and Saratoga County under the provisions of the STOP DWI program.

The Town Police work jointly with other police agencies providing services in the town, as well as the Mechanicville Police Department. Members of the Town Police Department do make presentations to students attending the Stillwater Central School District in response to specific requests. However, there is not a member of the Town Police routinely on the premises.

Saratoga County Sheriff's Office

The Saratoga County Sheriff's Office (County Sheriff) maintains a Resident Deputy Station at Village Hall in the Village of Stillwater. This facility is used by Deputies

to check in and out of service in the Town at the start/end of their shifts. Also, defendants are processed at the station, and vehicles/other police equipment are stored there. There are 3 Deputies assigned to the Town of Stillwater by the County Sheriff. In effect, a deputy is on duty in Stillwater each shift, every day of the year. However, the Deputy's patrol areas does encompass more than just the Town of Stillwater i.e. deputies patrol in adjoining towns as well as in Stillwater.

On the outside wall of the Resident Deputy Station is a call box which the public can use to request assistance. It rings directly into the Sheriff's Communications Center. Calls for police service placed via landline 911 are alternately dispatched by the State Police/Sheriff's Office as noted above in the description of the Stillwater Police Department. 911 calls placed via cell phones are routed to either the State Police or Sheriff's Office depending on the location from where the call was placed. Both the NYSP and the SO dispatch wireless 911 police calls. However, the State Police does not dispatch fire/EMS calls placed via wireless 911. A significant change is imminent with respect to this process i.e. the SO will become responsible for dispatching all calls placed via wireless 911.

The County Sheriff has a variety of specialized services which it does employ in Stillwater. These can take the form of a Sheriff's Office only initiative, or it can be a cooperative undertaking with other departments. Some of these services include K9, navigation patrol, criminal investigation, accident reconstruction, and commercial vehicle enforcement.

Finally, the County Sheriff is an active member of the Northern Drug Task Force, a multi-agency initiative that focuses on the trafficking in illegal narcotics. The jurisdiction of the Task Force includes Saratoga County.

New York State Police

Coverage of Stillwater is provided by the New York State Police (NYSP) from its station located on State Route 9 in Malta. Stillwater falls within State Police Patrol Post #718 which includes adjoining towns as well. The post is covered 24 hours a day 7 days a week. The service area for this post can extend 50 miles from one end to the other based on staffing, with response times lengthening as the post's size increases.

Dispatching of NYSP patrols is as described above in the sections describing Town Police and County Sheriff operations.

The NYSP operates a Bureau of Criminal Investigation at the Malta Station whose members can be called upon in cases of serious crimes or other incidents. The investigative, support/technical and patrol resources are available in the event these are needed in Stillwater. These resources are available from Division Headquarters in Albany, and from Troop Headquarters in Loudonville.

National Park Service Rangers

In the very northeast corner of Stillwater is the Saratoga National Historical Park which is operated by the National Park Service of the United States Department of the Interior. The Park is located on approximately 3000 acres that are designated as federal land. Policing of this property in the town is the responsibility of Park Rangers.

There are currently 3 full time Park Rangers assigned to policing the Park; they are typically on duty 12 hours per day, although that can increase depending on local circumstances and events scheduled at the Park. On occasion there will be 1-5 part time officers assigned to the Park for special events. The Rangers are on duty throughout the year.

The Rangers provide a variety of services to protect its more than 100,000 visitors and Park resources. These take the form of daily patrols, investigating violations, providing education about preserving lands and archeological matters, assisting lost/injured visitors, and maintaining safety through traffic monitoring and foot patrols, and traffic control at the many special events held each year at the Park.

2.6.2 Fire and Emergency Services

The Town of Stillwater is served by 2 volunteer fire departments and 1 rescue squad. In addition, under certain conditions, fire/EMS services are provided through mutual aid agreements with agencies in neighboring towns in Saratoga County as well as other nearby counties.

Newland Wood Fire Company

The Newland Wood Fire Company is referred to as the Stillwater Fire Company. It is located at Village Hall on School Street in the Village of Stillwater. Its primary jurisdiction is the village itself; however, under Mutual Aid it can respond to incidents throughout the town and in fact across the Hudson River in both Washington and Rensselaer counties.

There are presently 35 volunteer members of the Department. New member recruitment is basically limited to a 2 mile radius from the School Street facility so that timely responses to incidents can be assured. In addition, there is a Junior Program for persons 16-17 years of age. Junior members have limited responsibilities until they reach their 18th birthday at which time they can become full fledged members. Typical response time to incidents during the evenings and nights is in the vicinity of 3 minutes. During days the response times are between 3-5 minutes on average. The Department has 3 fire trucks and a 75 HP motor boat which is used primarily on the Hudson River. Depending on the nature of the incident 1, 2 or all 3 trucks will respond. For example, in cases involving structure fires all 3 fire trucks respond. The Sheriff's Office dispatches all fire and EMS calls.

Both fire and EMS respond to structure fires and motor vehicle accidents. Responses to other types of incidents are determined on a case-by-case basis. Member training is conducted at the Ballston Spa Sheriff's Depot where there are burn pits and burn buildings.

The Department's annual budget is approximately \$20,000-\$30,000 with additional funding from the Legislature/Governor's Office. This latter funding is used primarily for equipment acquisition.

Arvin Hart Fire Company

The Arvin Hart Fire Company provides response throughout the Town from one of its four strategically located stations. These 4 stations are as follows:

Station 1 – Considered the Central Station, this station is now under construction on Campbell Road on the outskirts of the Village of Stillwater. As a temporary measure a fire truck is assigned to the Town Garage across the street from the site of the new Central Station.

Station 2 – Located on George Thompson Road on the western edge of the Town

Station 3 – This station is located on Route 423 in the mid-section of the town.

Station 4 – This station is located in the Riverside section of town, in the southeast area which is close to the Mechanicville city line.

Presently there are 55 active members between the ages of 18-88, all of whom are unpaid volunteers. The Department, similar to Newland Wood, has a Junior Program. The department has five (5) engines, one rescue truck, a 4WD vehicle, two (2) utility vehicles and an air boat. Mutual aid agreements ensure coverage in those incidents requiring supplemental resources.

Primary dispatch is through the Sheriff's Communications Center. In the event of a power outage at the Saratoga Sheriff's Office the Arvin Hart Company can itself perform dispatch functions. The new station on Campbell Road will provide for improved communications capability.

The Company responds to motor vehicle accidents where the Rescue Squad is likewise responding and to other incidents as circumstances dictate and as so advised by dispatch personnel. Typical response time is approximately two (2) minutes (i.e., from the time the call is received to the time of arrival at the scene). Response times tend to increase corresponding to increased distance from the squad's station.

In a typical year Arvin Hart handles between 150-200 calls of all types.

Stillwater Rescue Squad

The Stillwater Ambulance Fund, Inc., is commonly known as the Stillwater Rescue Squad. The Stillwater Rescue Squad station is located on North Hudson Ave. (Route 4) in the village of Stillwater. The Squad's jurisdiction encompasses the second largest township in Saratoga County in terms of square mileage.

The Squad is staffed by two paid, full time EMTs who are on duty at the station from 6:00 AM – 6:00 PM, Monday-Friday. From 6:00 PM – 6:00 AM (Monday-Friday) the squad relies upon volunteers. Volunteers are also exclusively used on weekends. At the present time there are 15 volunteers in the Squad who responded to 550-600 incidents per year during each of the past several years. There are two vehicles for incident response purposes.

Calls from the public for rescue services are processed through the Sheriff's 911 Center. It contacts the Rescue Squad with the specifics about the incident and within 5 minutes a unit responds to the scene. Routinely both Fire and Rescue respond to calls involving structure fires/motor vehicle accidents, regardless of which agency initially receives the alert from the 911 Center.

The 911 Center will know if a Mutual Aid situation exists as it closely monitors the status of Stillwater Rescue Squad mobile units. If such a condition does exist, the 911 Center will contact an "outside agency" to handle the incident when Stillwater's units are already committed to other calls. For example, Mechanicville's John Ahearn unit would be activated if the incident requiring a response happens to be in the Village of Stillwater. If it happened to be on Route 9P near Saratoga Lake, then Malta would be activated.

Stillwater Rescue personnel are certified EMTs; they do not have paramedic level training/certification/equipment. The 911 Center will know if a situation requires the presence of a paramedic. If so, a paramedic from a neighboring agency will be contacted and will respond to the scene in his/her own vehicle, or the paramedic will be picked up by Stillwater Rescue.

In order to recoup some of the cost of operating the Stillwater Rescue Squad, those receiving services can be billed by the Squad. In many cases one's insurance carrier will cover the cost of medical services provided; however, the recipient may pay some of the cost if there is a gap between the cost of the service and the portion covered by insurance.

Saratoga County EMS

Saratoga County EMS Council provides coordinated mutual aid benefits to each Corps in Saratoga County. Saratoga County EMS Council is charged with coordinating Emergency Medical Services in Saratoga County. Every ambulance service provider in the County holds membership in the EMS Council.

The Saratoga County EMS Mutual Aid ensures that emergency service is dispatched if a request for assistance is not met by the local EMS Corps. The design of the plan prevents geographic depletion of resources by mapping multiple alternative ambulance preferences.

2.6.3 School Districts

Stillwater is serviced by four school districts: the Stillwater Central School District, the Mechanicville City School District, the Shenendehowa Central School District, and the Schuylerville Central School District. The Stillwater Central School District is the primary school district for the Town and the entire Village. Figure 16, *School Districts*, illustrates the location of each of the districts within Stillwater. The following subsections provide information regarding each of these four districts.

Stillwater Central School District

Public education in Stillwater is provided primarily by the Stillwater Central School District. The Stillwater Central School District also serves portions of the Towns of Saratoga and Easton. There are three schools in the Stillwater Central School District: Stillwater Elementary School, Stillwater Middle School, and Stillwater High School. The school district enrolls about 1275 students in grades K-12. The district's comprehensive educational program includes an award-winning Character Education Program, a variety of athletic and co-curricular activities, and offers a Distance Learning Program through Hudson Valley Community College in which senior students may earn 23 college credits. The district operates with an approximate \$16 million budget and employs over 225 people.

Mechanicville City School District

The southeastern corner of Stillwater is within the Mechanicville Central School District. There are three schools in the Mechanicville Central School District: Mechanicville Elementary School, Mechanicville Middle School, and Mechanicville High School.

The Elementary School has a total enrollment of approximately 620 students. Kindergarten classes are conducted in full-day sessions. The Middle School includes grades 6, 7, and 8 with an enrollment of approximately 360 students. Mechanicville High School has approximately 400 students enrolled and offers a comprehensive instructional program to all students in grades 9 through 12. In addition to the instructional program, the District offers a wide range of extracurricular activities.

Shenendehowa Central School District

The southwest corner of Stillwater is within the Shenendehowa Central School District. There are eleven schools in the District: Tesago Elementary School, Skano

Elementary School, Orenda Elementary School, Okte Elementary School, Karlgon Elementary School, Chango Elementary School, Arongen Elementary School, Koda Middle School, Gowana Middle School, Acadla Middle School, and Shenendohowa High School.

Shenendehowa Central School District has adopted a long range plan with strategic goals on a yearly basis. Implementation of these goals began in the Spring of 2004. Goals focus on instructional programs, human resource development, facilities, resources, and operations.

Schuylerville Central School District

The northeast corner of Stillwater is within the Schuylerville Central School District. There are two schools in the District: Schuylerville Elementary School and the Schuylerville Junior-Senior High School.

In 1946, the Schuylerville Central School District was formed. The community supported the building of a Jr./Sr. High School in 1955, the Elementary School in 1966, and a series of additions, renovations and upgrades in the subsequent years.

The Schuylerville Jr./Sr. High School is a community of students, staff members, parents, residents and business partners working together. The school serves a large student body of approximately 770 students.

2.6.4 Library Services

The Town of Stillwater is provided with library services from the Stillwater Free Library on Hudson Avenue in the Village of Stillwater and the Media/Library Center on the campus of the Stillwater School Complex. The Saratoga National Historical Park maintains a library on the park site. Additional library services are available in adjacent communities. Brief descriptions of each of the facilities and their programs is presented below.

Stillwater Free Library

In 1959 St. John's Episcopal Chapel, built in 1874, became the home of the Stillwater Free Library (an Association Library serving the Town and Village of Stillwater).

The Stillwater Free Library, under the guidance of its Director and its Board of Trustees, is a community resource for reference services, young adult books, preschool story times, book clubs for the youth and adults, video tapes, newspapers and magazines, Internet access, books on tape, community bulletin board, large type books, summer reading program, bestsellers, poetry, and more. The Stillwater Free Library participates in an inter-loan library program allowing users access to a much broader range of resources.

During 2004 the Stillwater Free Library circulated 11,497 of its various holding to the public. Total inventory at the end of the year included 10,380 printed materials for young adults/adults, 6864 juvenile printed materials, 905 non-print/AV holdings, and 729 “other” holdings for a total inventory in excess of 18,000 items of all types. The library was visited by 5,684 persons in 2004. A total of 17 special programs were offered that year with program attendance being 543 individuals.

Currently the library has approximately 1000 registered borrowers. The library was staffed by 2 FTEs and 4 volunteers who periodically provide assistance.

The key issue confronting the library is lack of space. The resources, demands and expectations of the Free Library are growing but the facility in which it is housed does not offer room for expansion.

*Stillwater Central School
Middle/High School Library-Media Center*

The Stillwater Middle/High School Library-Media Center is located on the second floor at the school complex on Routes 4 and 32.

While technically “open to the public” the library is in fact a library primarily for the almost 1300 students at the school. A one year pilot project, during which the library was open to the public during extended hours of operation, was operated a several years ago. The results of that pilot project revealed that there was very little in the way of general public usage of the facility. Accordingly, it was decided to end the pilot project and the library now is open almost exclusively during those days/hours when school is in session. Today the library is a resource for students, faculty and administrators.

Staffing at the Library-Media Center includes 2 full time librarians and 2 full time aides. Its annual budget is approximately \$239,000 (exclusive of fringe benefits) with funding provided through the school tax and some state aid. There are more than 60 personal computers (PCs) in the computer labs and another 10 PCs in the general floor area. There are almost 30,000 books in the library as well as periodicals, data bases and audio visual assets.

In addition to traditional library services, the library offers programs such as Pre-School Reading, skills development in preparing for the job market, data base training for staff and teachers, adult education classes, resource sharing with the Stillwater Free Library, book fairs and others. The library is a member of a five county regional organization which serves 31 school districts and which is run by BOCES.

The Stillwater Middle/High School Library-Media Center will meet the needs of its customers (i.e., its student body) for the foreseeable future.

2.7 Parks & Recreation

2.7.1 Facilities

The Town currently has limited improved recreational facilities. Although there are 2,434 acres of lands classified as “Park Lands” within the Town, all but 0.05 acres of the park lands are owned by the Federal Government and are mostly park lands associated with the National Historical Park.

The following information was compiled from reports by the Town’s Highway Department and the Town’s Building and Code Enforcement Department.

Blockhouse Park

The Blockhouse is located at the intersection of Route 4 and Route 32. The site is approximately 0.77 acres and is used as the Blockhouse Museum. The facility is reportedly in excellent condition. Blockhouse Park is the centerpiece of historic preservation activities of the local historian’s office. Located on the banks of the Hudson River, the Blockhouse originally served as the Saratoga National Historical Park Visitor’s Center. The Blockhouse was moved to its present location in 1999 and opened to the public the following year.

The Blockhouse is a replica of a typical 18th century blockhouse and is host to a wide variety of programs and visitors from across the country. The Blockhouse grounds are maintained by the Village in cooperation with the Town.

Gurba North

The site is located at Gurba Drive North and is approximately 4.06 acres in area. Site amenities include a basketball court. The site is noted to be in poor condition.

Gurba South

This site is currently vacant with an existing retention pond. It is located on Gurba Drive South and is approximately 1.11 acres in area. The site experiences regular flooding and has limited options for meeting the recreational needs of Stillwater.

Lilac Park

The site is located at Saratoga Glen Hollow and is approximately 6 acres in area. Greenspace and trails are proposed for the site. The site needs general regular maintenance, including mowing.

Mullah Hill

Located on East Street on a 6.62 acre parcel. This site is currently vacant.

Riverfront Park

The Town recently purchased 18 acres of land in the northern part of Town. The goal for this property is to create the Stillwater Riverfront Park. An application is pending with the NYS Office of Parks, Recreation and Historic Resources.

Riverside Veterans Park

This playground is located on East Street in the Town of Stillwater. The park is approximately 2.56 acres. The park consists of a playground area, multi-use fields, and a Veterans monument. The playground includes children's play equipment, benches, and a picnic table.

The Town has taken "temporary incidence of ownership" of 1.23 acres of lands know as the "Boiler House" located directly east of Riverside Veteran's Park. The Town has received funds from the New York State Environmental Restoration Program (Brownfields) and is currently performing site clean-up activities. The Town desires to convert the site to a park to support activities on the Riverside Veteran's Park site.

Stillwater Area Community Center

The Community Center is located on Palmer Street on a 2.52 acre parcel. The Center is home to many community based organizations and activities including after school sports, scouting, healthcare clinics, pre-school to name a few. The Center is housed in the former Stillwater Elementary building and is operated by a independent not-for-profit organization.

Turning Point Park

This site consists of 6 acres of unimproved land located on Abele Road. The proposed amenities include a playground, courts, pavilion, and tables.

2.7.2 Park and Recreational Guidelines

Parks and recreational facility planning continues to evolve. The current philosophy focuses on utilizing national guidelines and establishing local need based on a community's particulars wants and desires. The following information is presented for reference.

The National Recreation and Park Association (NRPA) and the American Academy for Parks and Recreation Administration publish the "*Parks, Recreation, Open Space and Greenway Guidelines*" (Guidelines). This document provides three types of Planning Guidelines:

1. Level of Service (LOS) Guideline – a ratio of park area per unit population;
2. Park Recreation Open Space & Greenway Classifications; and

3. Facility Space Guidelines - The land area requirements for specific facilities

The New York State Office of Parks Recreation and Historic Preservation (OPRHP) periodically develops the Statewide Comprehensive Outdoor Recreation Plan (SCORP). The SCORP provides direction in establishing policy for New York State as well as assist in prioritizing state investment parks, recreation and open space. During the development of the SCORP, the OPRHP utilizes the aforementioned references to help define and refine state and regional recreation needs.

The following guidelines are extracted from the SCORP and are presented as a reference for discussing Stillwater’s future recreational needs.

Table 2.7-1: Town Recreational Facility Guidelines

Facility Type	Critical Minimum Population density	Approximate Size (acres)	Standard per 1000 Population (acres)	Max Travel Time (min.)	Stillwater Calculated Standard (acres)
Play Lot	2500/sq.mi.	1-2	2	10	14.4
Pocket Park	2500/sq.mi.	0.25-0.50	0.25	10	1.8
Neighborhood Park	2500/sq.mi.	4-7	1	20	7.2
District Park	500/sq.mi.	20-100	2	30	14.4
City Park	NA	50-100	5	30	NA
Large Regional Park	NA	40+	15	1-2 hrs.	NA
Metro	10,000 sq.mi.	25	0.124	30	NA

Note that Stillwater’s population density falls below the referenced densities. Stillwater’s population density is approximately 188 people/sq. mi. (Population 7522 ÷ Area ~40 sq. miles.). Therefore the calculated standard overstates the theoretical need/demand.

Table 2.7-2 Facility Development Standards

Facility Type	Instant Maximum Users Density	Standard Per 1000 Population	Stillwater Calculated Demand (1)
Skating Areas (natural)	500 user/acre	1 site/2500	3
Camping	20 users/acre	NA	NA

Picnicking	35 users/acre	NA	NA
Boating	6-8 acres/boat	NA	NA
Skiing	30 users /acre of developed slope	NA	NA
Swimming Pool	1 user/25 sq. ft.	750 sq. ft./1000	5625
Tennis Courts	4 users/court	1 court/2000	4
Basketball Courts	16 users/court	1 court/1999	4

1. 2000 Population 7522

The National Recreation and Park Association (NRPA) created standards for determining the amount of park and recreation space needed to support a community based on its population.

3.0 DEMOGRAPHICS

The following section identifies demographic data for population, income, poverty, family and household size, median age, and educational attainment. Demographics are the characteristics of human populations and population segments. The U.S. Census is the primary source for demographic data. The Capital District Regional Planning Commission (CDRPC) is a local regional source for demographic data. The CDRPC receives its raw data from the U.S. Census, various New York State agencies, the towns, villages, cities and counties of the Capital District Region, and utilizes this information to assist local communities in interpreting the data.

Demographic data is provided for both the Town and the Village of Stillwater, but in all cases, unless specifically stated otherwise, data for the Town includes data for the Village. According to the U.S. Census, in New York,¹ all incorporated villages are dependent on the towns in which they are located.

3.1 Population

Total Population

Table 3.2-1, *Population 1990 & 2000 Census Data*, identifies the number of people living in the Town and Village of Stillwater. Table 3.2-1 also identifies comparable figures for New York State, Saratoga County as well as the Town of Malta for contrast and comparison. This data is from the 1990 and 2000 U.S. Census.

The population of the Town of Stillwater was 7,522 people in 2000. This includes 1,644 people in the Village of Stillwater. The population increased by 4% in the Town of Stillwater between 1990 and 2000, and the population of the Village increased by approximately 7% during the same decade. The population of Stillwater grew at a slower rate than Malta, Saratoga County, and New York State as a whole during that same time period.

Table 3.2-1: Population 1990 & 2000 Census Data

Census Year	Stillwater, Town	Stillwater, Village	Saratoga County	Malta	New York
1990	7,233	1,531	181,276	11,709	17,990,455
2000	7,522	1,644	200,635	13,005	18,976,457
Percent Change:	4.00%	7.40%	10.70%	11.00%	5.50%

Source: U.S. Census Bureau, Census 1990 and 2000

¹

<http://www.census.gov/geo/www/GARM/Ch8GARM.pdf>

Families and Households

Table 3.2-2, *Total Families 1990 & 2000 Census Data*, identifies the number of families in Stillwater and the other geographic units in 1990 and 2000 according to the U.S. Census. The U.S. Census defines a family as a group of two or more people who reside together and who are related by birth, marriage, or adoption. Households are defined as all the people who occupy a housing unit as their usual place of residence, regardless of their relationship to each other.

Table 3.2-2: Total Families 1990 & 2000 Census Data

Census Year	Stillwater, Town	Stillwater, Village	Saratoga County	Malta	New York
1990	2,008	424	48,363	3,363	4,489,312
2000	2,110	451	53,738	3,538	4,639,387
Percent Change:	5.30%	6.90%	10.10%	5.20%	2.40%

Source: U.S. Census Bureau, Census 1990 and 2000

According to the census figures as identified in Table 3.2-2 and Table 3.2-3, the number of households in Stillwater increased at a faster rate than the number of families in Stillwater. We interpret the increase to be related to a national trend in the number of unrelated persons who lived together in 2000 without the formal relationship of “family” as defined by the U.S. Census.

Table 3.2-3: Total Households 1990 & 2000 Census Data

Geographic Area	Stillwater, Town	Stillwater, Village	Saratoga County	Malta	New York
1990	2,539	584	66,425	4,613	6,639,322
2000	2,786	616	78,165	5,295	7,056,860
Percent Change:	9.70%	5.50%	17.70%	14.80%	6.90%

Source: U.S. Census Bureau, Census 1990 and 2000

The number of households increased by approximately 10% in the 1990s in the Town of Stillwater, which was a smaller increase than experienced in Saratoga County or the adjacent community of Malta. The number of households increased by only 5.5% in the Village of Stillwater during the 1990s which was less than the increase experienced in New York State and quite a bit less than that noted in Saratoga County or Malta.

Average Household Size

Average household size identifies the average number of people living in all housing units. Table 3.2-4, *Average Household Size*, indicates that the average household size in both the Town and the Village of Stillwater is slightly larger than any of the geographic entities to which it is compared.

Table 3.2-4: Average Household Size

Stillwater, Town	Stillwater, Village	Saratoga County	Malta	New York
2.70	2.67	2.51	2.45	2.61

Source: U.S. Census Bureau, Census 1990 and 2000

Age

The 1990 U.S. Census indicates that in all of the geographic locations under study as part of the Stillwater Comprehensive Plan, the population is aging. In the Town of Stillwater, as seen in Table 3.2-5, *Median Age 2000*, the median age in 2000 was approximately four and a half years older than it was in 1990. In Saratoga County, the median age in 2000 was almost five years older than it was in 1990.

Table 3.2-5: Median Age 2000

	Stillwater, Town	Stillwater, Village	Saratoga County	Malta
1990	32.5	32.8	32.8	30.4
2000	37.1	36.2	37.7	35.6

Source: U.S. Census Bureau, Census 1990 and 2000

Table 3.2-6, *Age Distribution in the Village and Town of Stillwater*, identifies four age cohorts: Pre-School aged children; School-Aged Children; Adults and Senior Citizens. A review of this data shows negligible change in the number of school age children or minors.

Table 3.2-6: Age Distribution in the Village and Town of Stillwater

Age Distribution	Town of Stillwater			Village of Stillwater		
	1990	2000	Percent Change	1990	2000	Percent Change
Pre-School (Under 5 years of age)	544	490	-9.93%	103	125	21.36%
School Aged Children (5 – 19 years of age)	1719	1706	-0.76%	366	389	6.28%
Adult (20 – 64 years of age)	4205	4520	7.49%	855	923	7.95%
Seniors (65 years of age and older)	765	806	5.36%	207	207	0.00%
Total:	7233	7522	+4.00%	1531	1644	+7.38%

Source: U.S. Census Bureau, Census 1990 and 2000

3.2. Income and Poverty

Income

The two most commonly-used indicators to measure income are Median Household Income and Median Family Income statistics. Table 3.2-7, *Median Household Income*, provides census data from the 1990 and 2000 Census for household income. In both the Town and the Village of Stillwater, Median Household income in 1999 as reported in the 2000 U.S. Census, was slightly higher than in the rest the State and slightly lower than in the rest of Saratoga County. Median Household Income in the Town of Stillwater was \$47,579.00 and in the Village was \$43,516.00, as compared to \$43,292 in the State and \$49,460 in the County.

Table 3.2-7: Median Household Income

Median Household Income	Stillwater, Town	Stillwater, Village	Saratoga County	New York
In 1989	\$35,789	\$30,529	\$36,635	\$32,965
In 1999	\$47,579	\$43,516	\$49,460	\$43,393
Percent Change	+43%	+43%	+35%	+32%

Source: U.S. Census Bureau, Census 1990 and 2000

Table 3.2-8, *Median Family Income*, which presents income data from 1999, identifies the median income for families at \$53,023 in the Town of Stillwater and \$50,577 in the Village. The Median Family Income in 2000 for the Town of Stillwater was slightly higher than in the state and slightly lower than in the County. Median Family Income in the Village was lower than in the Town, the County or the State.

Table 3.2-8: Median Family Income

Median Family Income	Stillwater, Town	Stillwater, Village	Saratoga County	New York
In 1989	\$39,411	\$37,826	\$41,936	\$39,741
In 1999	\$53,023	\$50,577	\$58,213	\$51,691
Percent Change	+35%	+34%	+39%	+30%

Source: U.S. Census Bureau, Census 1990 and 2000

Poverty

The official measure of poverty is established by the Federal Office of Management and Budget (OMB). The U.S. Census Bureau uses the guidelines established by the OMB and then sets income thresholds that vary by family size and composition to identify persons and families in poverty. If the total income for a family or unrelated individual falls below the relevant poverty threshold, then the family or unrelated individual is classified as being "below the poverty level." Table 3.2-9, *2003 Poverty Guidelines* identifies income thresholds by family unit size.

Table 3.2-9: 2003 Poverty Guidelines

Size of Family Unit	Poverty Thresholds (48 Contiguous States and D.C.)
1	\$8,980
2	\$12,120
3	\$15,260
4	\$18,400
5	\$21,540
6	\$24,680
7	\$27,820
For each additional person add:	\$3,140

Source: U.S. Census Bureau, Census 2000

Table 3.2-10, *Persons in Poverty 2000* identifies the number of people living in poverty. In the Town of Stillwater, according to the 2000 U.S. Census, 500 people,

or 7% of the Town’s population, live below the poverty level. The highest concentration of people within the Town living below the poverty level is found in the Village, where 177 people or 11% of the Village’s population live below the poverty level. These 177 people comprise 2.36% of the Town’s total population. Approximately half of Stillwater’s “poor” are between 18 and 64 years of age.

Table 3.2-10: Persons in Poverty in 2000

	Stillwater, Town	Stillwater, Village	Saratoga County	New York
Total:	7,493	1,637	196,387	18,449,899
Income for Persons in 1999 below poverty level:	500	177	11,238	2,692,202
Percent of the population living below poverty level	7.0%	11.0%	6.0%	15.0%

Source: U.S. Census Bureau, Census 1990 and 2000

According to the 1990 and 2000 U.S. Census figures, as presented in Table 3.2-11, *Persons in Poverty 1990 and 2000*, the number of people living in poverty fell in New York State, in Saratoga County and in the Town of Stillwater. However, the number of people living in poverty in the Village of Stillwater rose by 42 people or 31%. This indicates that while there are fewer people living in poverty within the Town as a whole, poverty in the Village is growing.

Table 3.2-11: Persons in Poverty 1990 and 2000

	Stillwater, Town	Stillwater, Village	Saratoga County	New York
Total 1990	7,233	1,531	181,276	17,990,455
Income in 1989 below poverty level:	701	135	16,229	3,489,198
Total 2000	7,493	1,637	196,387	18,449,899
Income in 1999 below poverty level:	500	177	11,238	2,692,202
Percent Change in the number of people living below the poverty level between 1990 and 2000	-28.7	+31.1%	-30.8%	-22.8%

U.S. Bureau of the Census, 1990 and 2000 Census of Population and Housing

3.3 Educational Attainment

Table 3.2-12, *Educational Attainment for Individuals 25 Years & Older*, identifies the highest educational degree or the highest level of schooling completed by an individual 25 years of age and older, for the Town and Village and contrasts those figures with Saratoga County as a whole. According to the 2000 U.S. Census, a higher percent of the population attained a Bachelor’s degree or higher in the county as a whole than in the Town or the Village of Stillwater. In Saratoga County, 20.87% of the population earned a Bachelor’s degree or higher. In the Town of Stillwater, 16.59% of the population earned a Bachelor’s degree or higher. In the Village of Stillwater, only 12.41% earned a Bachelor’s degree or higher.

Table 3.2-12: Educational Attainment for Individuals 25 Years & Older

	Stillwater, Town		Stillwater, Village		Saratoga County	
	Number of People	Percent of Total	Number of People	Percent of Total	Number of People	Percent of Total
No schooling completed	28	0.56%	11	1.04%	599	0.44%
Some education but no high school diploma	901	18.13%	161	15.25%	15330	11.36%
High school graduate (includes equivalency)	1,806	36.35%	472	44.70%	39,112	28.97%
Some college, less than 1 year	315	6.34%	79	7.48%	8,753	6.48%
Some college, 1 or more years, no degree	543	10.93%	114	10.80%	15,611	11.56%
Associate degree	551	11.09%	88	8.33%	13,932	10.32%
Bachelor's degree	502	10.10%	91	8.62%	24,989	18.51%
Master's degree	214	4.31%	31	2.94%	12,374	9.16%
Professional school degree	54	1.09%	5	0.47%	2,428	1.80%
Doctorate degree	54	1.09%	4	0.38%	1,887	1.40%
Total	4,968	100%	1056	100%	135,015	100%

Source: U.S. Census Bureau, Census 1990 and 2000

3.4 Housing & Development Data

Table 3.2-13, *Number of Housing Units*, identifies the number of housing units in Stillwater in 1990 and 2000. According to the U.S. Census there were 3,054 housing units in the Town of Stillwater in 2000. Of these, 3,054 housing units, 669 were located within the Village of Stillwater.

There was a greater increase in the number of housing units in the Village, than in the Town as a whole. There were 59 additional homes built in the Village between 1990 and 2000. In the Town there were 172 additional homes built during the same decade. In addition, Table 3.2-13 identifies both the number of additional homes and the percentage increase.

Table 3.2-13: Number of Housing Units

	Stillwater, Town	Stillwater, Village	Saratoga County	New York
1990	2,882	610	75,105	7,226,891
2000	3,054	669	86,701	7,679,307
	6%	9.70%	15.40%	6.30%

Source: U.S. Census Bureau, Census 1990 and 2000. Town totals include the housing units located in the Village.

Table 3.2-14, *Types of Housing Units*, identifies the types of housing units found in Stillwater, Saratoga County and New York State. Housing in Stillwater primarily consists of single-family homes. There are 2008 single family homes in the Town, which includes both homes with attached and detached garages. Single family homes comprise almost 66% of the total housing stock. The second most commonly

found housing in Stillwater is a mobile home, with 594 mobile homes providing housing to Stillwater residents. Two-family residential units comprise 9.2% of the housing stock. Apartment houses, ranging from three units to more than 20 units per building account for the remaining 171 units of housing or 5.6% of the housing in the Town.

Although all housing in the Village is included in the housing counts for the Town, it is possible to look at the housing numbers for the Village alone. There are 391 single-family housing units in the Village accounting for 58.45% of the Village's housing stock. There are 106 two-family homes in the Village, accounting for 15.84% of the total housing units in the Village. Apartment housing, in 3 to 20 or more units per building, accounts for 131 housing units, which is 19.58% of the total. There are also 41 mobile homes in the Village.

Table 3.2-14: Types of Housing Units

	Town of Stillwater		Village of Stillwater	
	Number	Percentage	Number	Percentage
Single Family Housing	2008	65.75%	391	58.45%
2 Units	281	9.20%	106	15.84%
3 or 4 units	106	3.47%	74	11.06%
5 to 9 units	51	1.67%	51	7.62%
10 to 19 units	8	0.26%	0	0.00%
20 or more units	6	0.20%	6	0.90%
Mobile Home	594	19.45%	41	6.13%
Total number of Housing Units:	3054	100%	669	100%

Source: U.S. Census Bureau, Census 2000

As is the case in much of New York State and throughout Saratoga County, most housing units are occupied in both the Village and the Town of Stillwater. Table 3.2-15, *Owner and Renter Occupied Housing 2000*, identifies the number of housing units and other information about housing including owner and renter status and vacancy status. In New York State, approximately 92% of all housing units are occupied. The Town of Stillwater was comparable with approximately 91% of all housing units occupied.

Although total occupancy status in the Town and Village are comparable to the occupancy status of the State, the statistics for owner-occupied housing tell a different story. According to the 2000 U.S. Census, there is a considerably higher degree of owner occupied housing in the Town of Stillwater than in rest of New York State. In New York State, in 2000, approximately 52% of all housing units were owner-occupied. In the Town of Stillwater, approximately 83% of all housing units were occupied in 2000. The Village has a higher degree of renter occupancy, as indicated by the fact that 33% of the housing in the Village is renter-occupied,

whereas only 17% of the Town's housing is renter-occupied. There was also a higher degree of owner-occupied housing in the Town of Stillwater than in the adjacent community of Malta, where 67% of all housing units were owner-occupied in 2000.

Table 3.2-15: Owner and Renter Occupied Housing 2000

	Stillwater, Town	Stillwater, Village	Saratoga County	Malta	New York
Total Number of Housing Units	3,054	669	86,701	5,754	7,679,307
Owner Occupied	2,318	413	56,317	3,538	3,739,247
Renter Occupied	468	203	21,848	1,757	3,317,613
Number of Occupied Units	2,786	616	78,165	5,295	7,056,860
Percent Occupied	91.22%	92.08%	90.15%	92.02%	91.89%
Percent Owner Occupied of all Units	76%	62%	65%	61%	49%
Percent of Renter Occupied of Occupied Units	15%	30%	25%	31%	43%
Total Vacant	268	53	8,536	459	622,447
Percent Vacant	8.78%	7.92%	9.85%	7.98%	8.11%

Source: U.S. Census Bureau, Census 2000

In addition to the relatively high percentage of occupied units in Stillwater, there was also a high degree of owner-occupied units. Table 3.2-15 further shows a comparatively low percentage of housing in Stillwater is rental housing, with rental housing comprising only 17% of all occupied housing. For comparison, within New York State, in 2000, almost half, 49%, of all occupied housing units was rental housing. In the county 25% of all occupied housing was rental housing and in Malta 31% of all occupied housing was rental housing.

The preponderance of the Town's rental housing is in the Village, with 33% of all occupied housing in the Village comprised of rental housing in 2000. This figure compares favorably with the percent of rental housing in Malta and Saratoga County.

Table 3.2-16, *Owner and Renter Occupied Housing in 1990*, provides an analysis of the 1990 census data in comparison with the 2000 figures and shows that there was essentially no change in the statistics for owner and renter occupation. This indicates that housing markets and home ownership rates are relatively stable in Stillwater.

Table 3.2-16: Owner and Renter Occupied Housing 1990

	Stillwater Town	Stillwater Village	Saratoga County	Malta Town	New York
Total Number of Housing Units	2,882	610	75,105	5,053	7,226,891
Owner occupied	2,098	389	48,042	3,069	3,466,277
Renter occupied	441	195	18,383	1,544	3,173,045
Number of Occupied Units	2539	584	66425	4613	6639322
Percent Occupied	88.10%	95.74%	88.44%	91.29%	91.87%
Percent Owner Occupied of all Units	72.80%	63.77%	63.97%	60.74%	47.96%
Percent of Renter Occupied of Occupied Units	17.37%	33.39%	27.67%	33.47%	47.79%
Total Vacant	343.00	26.00	8,680.00	440.00	587,569.00
Percent Vacant	11.90%	4.26%	11.56%	8.71%	8.13%
Source: U.S. Census Bureau, Census 1990					

Development Data

Table 3.2-17, *New Single Family Residential Units* identifies the number of building permits issued for new single family residential construction from 1990 to 2003. According to this data, compiled by the Capital District Regional Planning Commission, there were a total of 94 permits for new single family residential housing in the Village of Stillwater, and 526 permits issued in the Town of Stillwater, during the last fourteen years. The average number of building permits issued per year in the Town of Stillwater, exclusive of the Village, was 38 permits per year, which represents approximately a 1.3% rate of growth per year. This is a fairly low rate of growth as measured by building permit activity.

Table 3.2-17: New Single Family Residential Units

Year	Stillwater, Town	Stillwater, Village	Saratoga County	Town of Malta
1990	44	no data available	779	67
1991	59	9	947	125
1992	17	6	900	53
1993	44	12	1019	58
1994	64	15	884	43
1995	33	18	671	42
1996	19	7	708	58
1997	21	5	793	29
1998	49	5	1031	33
1999	27	3	929	70
2000	40	2	993	64
2001	35	2	1108	57
2002	38	4	1254	87
2003	36	6	1255	69
Total	526	94	13271	855
Average number of Permits per Year	38	7	948	61

Source: Capital District Regional Planning Commission

3.5 Local Economy

3.5.1 Local Employment

The 2000 U.S. Census reports that there are 3,980 workers 16 years of age and older living in Stillwater. Table 3.3-1, *Employed Population 16 Years & Older*, identifies the number of workers in each of six principal occupations and in each of thirteen industries.

Occupation describes the kind of work the person does on the job. For those who worked at two or more jobs, the data refer to the job at which the person worked the greatest number of hours. Some examples of occupational groups shown in this category include managerial occupations; business and financial specialists; scientists and technicians; entertainment; healthcare; food service; personal services; sales; office and administrative support; farming; maintenance and repair; and production workers.

Information on industry relates to the kind of business conducted by a person's employer. For employed people, the data refer to the person's job during the reference week. For those who worked at two or more jobs, the data refer to the job

at which the person worked the greatest number of hours. Some examples of industrial groups include agriculture, forestry, and fisheries; construction; manufacturing; wholesale or retail trade; transportation and communication; personal, professional and entertainment services; and public administration.

There is information on 3,980 people, all of whom work outside the home. The largest percentage of workers in any one employment sector is found in Educational, Health & Social Services. This is consistent with the fact that one of the largest employers in the Town is the School District, followed by Town Government.

Table 3.3-1: Employed Population 16 Years & Over

OCCUPATION	Number of Workers	Percentage of Workforce
Management, professional, and related occupations	1,122	28.2
Service occupations	489	12.3
Sales and office occupations	1,313	33
Farming, fishing, and forestry occupations	24	0.6
Construction, extraction, and maintenance occupations	450	11.3
Production, transportation, and material moving occupations	582	14.6
Total:	3,980	100
INDUSTRY	Number of Workers	Percentage of Workforce
Agriculture, forestry, fishing and hunting, and mining	20	0.5
Construction	378	9.5
Manufacturing	486	12.2
Wholesale trade	197	4.9
Retail trade	605	15.2
Transportation and warehousing, and utilities	147	3.7
Information	86	2.2
Finance, insurance, real estate, and rental and leasing	283	7.1
Professional, scientific, management, administrative, and waste management services	207	5.2
Educational, health and social services	834	21
Arts, entertainment, recreation, accommodation and food services	227	5.7
Other services (except public administration)	129	3.2
Public administration	381	9.6
Total:	3,980	100
Source: U.S. Census Bureau, Census 2000		

In addition to the 3,980 people employed in the various occupations and industries noted above in Table 3.3-1, the 2000 U.S. Census identified 12 people employed in the Armed Forces. Table 3.3-2, *Employment Status for the Stillwater Population 16*

Years of Age & Older, identifies 95 people who are actively looking for employment, and another 1,624 people who were not in the labor force.

Table 3.3-2: Employment Status for Stillwater Population 16 Years & Older

	Number of People	Percent of Population 16 Years of Age and Older
In labor force	4,087	71.6
Civilian labor force	4,075	71.4
Employed	3,980	69.7
Unemployed	95	1.7
Armed Forces	12	0.2
Not in labor force	1,624	28.4
Total:	5,711	100.0
Source: U.S. Census Bureau, Census 2000		

Table 3.3-3: Employment by Industry for Stillwater Population 16 years & Older

Industry Sector	Number of People	Percentage of Workforce, 16 years of age and older
Management, professional, and related occupations	1,122	28.2
Service occupations	489	12.3
Sales and office occupations	1,313	33.0
Farming, fishing, and forestry occupations	24	0.6
Construction, extraction, and maintenance occupations	450	11.3
Production, transportation, and material moving occupations	582	14.6
Agriculture, Forestry, Fishing, Hunting & Mining	20	0.50%
Construction	378	9.50%
Manufacturing	486	12.21%
Wholesale Trade	197	4.95%
Retail Trade	605	15.20%
Transportation and Warehousing, & Utilities	147	3.69%
Information Services	86	2.16%
Finance, Insurance, Real Estate & Rental and Leasing	283	7.11%
Professional, Scientific, Management Administrative, & Waste Management Services	207	5.20%
Educational, Health, and Social Services	834	20.95%
Arts, Entertainment, Recreation, Accommodation, and Food Service	227	5.70%
Other Services (except Public Administration)	129	3.24%
Public Administration	381	9.57%
Total:	3,980	100.00%
Source: U.S. Census Bureau, Census 2000		

Table 3.3-4, Largest Local Employers, identifies the major employers in Town.

Table 3.3-4: Major Employers in Town

Employer	Industrial Sector	Number of Employees		Years in Business
		Full Time	Part Time	
Stillwater School District	Education	173	56	---
Stillwater Town Government	Public Administration	22	30	216
Stillwater Village Government	Public Administration	5	10	188
De Crescente Distribution	Warehousing and Distribution	270	15 seasonal	55 years
Price Chopper Shopping Plaza	Retail (9 stores)	154 full and part time employees		15 years
DA Collins	Construction	21	1	50 years
PolySet	Manufacturer	24	3	17
Stillwater Golf Course	Recreation	7	3	4
Saratoga National Historical Park	Public Administration	15	8	--
Patenaude & Sons	Painting Contractor	40	60 + seasonal	75

Source: Town of Stillwater Town Clerk, Personal Communications

3.5.2 Travel Time

Table 3.3-5, *Travel Time for Workers*, presents U.S. Census data from 1990 and 2000 relative to the amount of time workers aged 16 years of age and older spend traveling to work.

There are several significant findings from this data. Within Saratoga County, there was a considerable increase between 1990 and 2000, in the number of workers who traveled more than 90 minutes between work and home. Many more workers living in the Town of Stillwater spent more than 35 minutes traveling to work in 2000 than they did in 1990. And the number of workers who worked at home almost doubled. In 1990 there were 83 people working at home and in 2000 there were 161 people working at home. In the Village of Stillwater, the number of people working at home more than doubled between 1990 and 2000. In 1990, there were 12 people working at home and in 2000 there were 28 people working at home.

For the most part, workers living in the Village were not traveling as far in 2000 as they did in 1990. The one statistical anomaly that is contrary to this finding is the increase in the number of workers living in the Village of Stillwater who spent more than 90 minutes traveling to work. In 1990 there was only one Village resident who

traveled more than 90 minutes. In 2000, there were eight Village residents who traveled more than 90 minutes.

Table 3.3-5: Travel Time for Workers 16 Years of Age and Older

	Saratoga County			Stillwater, Town			Stillwater, Village		
	1990	2000	Percent Change	1990	2000	Percent Change	1990	2000	Percent Change
Did not work at home:	88,038	98,268	11.62%	3285	3,768	14.70%	698	736	5.44%
Less than 5 minutes	3,128	3,410	9.02%	71	83	16.90%	24	35	45.83%
5 to 9 minutes	9,661	9,379	-2.92%	179	237	32.40%	58	70	20.69%
10 to 14 minutes	11,823	13,685	15.75%	319	327	2.51%	74	80	8.11%
15 to 19 minutes	12,951	13,155	1.58%	434	358	-17.51%	54	77	42.59%
20 to 24 minutes	13,727	15,545	13.24%	456	557	22.15%	131	105	-19.85%
25 to 29 minutes	7,008	7,862	12.19%	155	310	100.00%	42	55	30.95%
30 to 34 minutes	13,215	14,697	11.21%	628	641	2.07%	114	113	-0.88%
35 to 39 minutes	3,432	3,502	2.04%	128	259	102.34%	38	30	-21.05%
40 to 44 minutes	3,954	4,760	20.38%	257	347	35.02%	71	55	-22.54%
45 to 59 minutes	6,131	7,831	27.73%	489	527	7.77%	73	92	26.03%
60 to 89 minutes	2,346	2,793	19.05%	133	74	-44.36%	18	16	-11.11%
90 or more minutes	662	1,649	149.09%	36	48	33.33%	1	8	700.00%
Worked at home	2,526	3,682	45.76%	83	161	93.98%	12	28	133.33%
Total:	90564	101,950	12.57%	3368	3,929	16.66%	710	764	7.61%

Source: U.S. Census Bureau, Census 1990 and 2000

4.0 FORECAST FOR GROWTH

4.1 Luther Forest Technology Campus

The Luther Forest Technology Campus (LFTC) Planned Development District (PDD) is located on the Malta-Stillwater Town Line, one-half mile southeast of Dunning Street and Route 9 in the Town of Malta, and west of Cold Springs Road in the Town of Stillwater. The project site contains approximately 1,350 acres of land. The LFTC is a long-range plan to construct nanotechnology manufacturing and support facilities to host up to four "Chip Fab" plants on the campus.

The Saratoga Economic Development Corporation (SEDC), acting as applicant, obtained approvals for the PDD and conceptual site plan approvals for the campus. The project was analyzed in a Generic Environmental Impact Statement (GEIS) prepared for the LFTC. The Final GEIS was accepted on October 16, 2003 and the PDD was subsequently approved by the Town of Stillwater. Additional details of the project are contained within those documents.

The LFTC is proposed to contain a mixture of industrial, commercial, and residential uses, including up to four silicon computer chip manufacturing facilities, 2-million square feet of support uses such as a hotel/conference center, support businesses/offices, and up to 50 residential homes. Development of the LFTC is planned to occur in five phases over a fifteen to twenty-five year build-out period.

4.2 GIS Buildout Analysis

In order to understand the potential impacts of future development, it is useful to calculate the total theoretical development allowed under the Town's current zoning, given existing development patterns and natural resource constraints.

4.2.1 Methodology

This analysis was completed using a Geographic Information System (GIS) and data supplied by the Town, Saratoga County as well as data available through the NYS GIS Clearinghouse. It should be understood that the data available for this analysis is not detailed enough to allow an accurate prediction of the total development potential on every specific parcel. Furthermore, the assumptions made, (for example with respect to the impact of natural resource constraints) will affect the results. In general, studies of this type tend to overstate development potential because very few landowners develop their property to the maximum extent allowed by zoning. Nevertheless, the analysis does provide an order of

magnitude estimate of total potential future development in the Town. A completed description of the methodology is included in Appendix A.

4.2.2 Results

Figures 6 identifies the environmental constraints utilized for the analysis. Figure 18 conceptually illustrates the results of the analysis. The results of the Town-wide residential analysis are summarized in Table 4.2-1.

Table 4.2-1 Buildout Results

Zoning Symbol	Zoning District	Land Area (Acres)			Calculated Residential Dwelling Units
		Minimum Lot Size	Buildable & Underutilized	Constrained	
B-1	Neighborhood Business District	0.22956	78.09	33.49	191.28
B-2	General Business District	0.137736	246.88	110.38	980
ID	Industrial District	1	349.63	173.88	174.75
LDR	Low Density Residential / No Water + No Sewer	2	6,245.60	2,110.60	2,027.50
LDR	Low Density Residential / Water Or Sewer	1.5	285.18	86.31	131.45
RM	Moderate Density Residential / No Water + No Sewer	1	22.55	14.45	8.1
RM W or S	Moderate Density Residential / Water Or Sewer	0.45912	78.69	44.54	72.39
R-R	Rural Residential District	2	8,175.23	3,417.74	2,362.75
RRD	Residential Resort District	0.499293	39.62	33.13	12.99
Total			15521.47	6024.52	5961.21

The results show the potential for 5961 additional dwelling units in the Town. These new dwelling units are depicted as dots on Figure 18

Converting dwelling units to population by multiplying the number of dwelling units by the average household size (2.70) in Stillwater, results in a theoretical future additional population of 16,094.

4.3 Population Projections

Population projections are used to estimate the number of people, households and families that are likely to live in a particular location in the future. Within the

Capital District, the Capital District Regional Planning Commission (CDRPC) is charged with preparing these projections on a regular basis. As the Economic Development District for the four-county Region, CDRPC requires population and household projections to fulfill its demographic and economic planning functions.

The value of the projections is that these numbers assist in identifying future needs. Practical uses might include developing economic strategies, designing service delivery programs, evaluating future housing needs, and preparing marketing and business plans.

Table 4.3-1, Household and Projections, identifies the number of people and the number of households anticipated by the CDRPC in the next four decades. The Population Projection Model involved two distinct stages: a quantitative first stage using a log-linear regression projection model on historic Census data and U.S. Census Bureau estimates; and a qualitative second stage using non-quantitative judgments of the likelihood and extent of future population change within particular jurisdictions. According to these estimates, the population of Stillwater is expected to grow between nine and six percent a year. It is anticipated that there will be approximately 1500 additional people in 2040 than there were in 2000. This growth, if it occurs as predicted, is a moderate growth rate.

Table 4.3-1: Households and Projections

	1990	2000		2010		2020		2030		2040	
	Number of People	Percent Growth	Number of People								
Saratoga County	66,425	15.02%	78,165	11.40%	88,221	8.20%	96,103	6.91%	103,232	5.76%	109,547
Town of Malta	4,613	12.88%	5,295	10.18%	5,895	9.10%	6,485	8.27%	7,070	7.58%	7,650
Town of Stillwater	2,539	8.87%	2,786	8.54%	3,046	7.56%	3,295	6.79%	3,535	6.11%	3,765

Source: Capital District Regional Planning Commission

Household size is expected to shrink over time according to the CDRPC. *Table 4.3-2, Persons per Household*, identifies the number of people per household expected over the next four decades. These numbers indicate that as the population grows, household size will decline. This will create additional pressure for the development of new housing.

Table 4.3-2: Persons Per Household

Census Data and Projections							
Towns Include Villages	1980	1990	2000	2010	2020	2030	2040
Saratoga County	2.90	2.67	2.51	2.43	2.38	2.34	2.31
Town of Malta	2.90	2.53	2.45	2.40	2.36	2.33	2.30
Town of Stillwater	3.04	2.85	2.70	2.60	2.52	2.45	2.39
Village of Stillwater	2.94	2.62	2.67	2.60	2.53	2.46	2.40
Capital District	2.68	2.51	2.40	2.35	2.31	2.27	2.25

Source: Capital District Regional Planning Commission

Table 4.3-3: Population Projections 1980 - 2040

Towns Include Villages	1980	1990	2000	2010	2020	2030	2040
Saratoga County	153,759	181,276	200,635	219,391	233,633	246,647	258,305
Town of Malta	6,968	11,709	13,005	14,183	15,345	16,518	17,645
Town of Stillwater	6,316	7,233	7,522	7,920	8,303	8,661	8,998
Town <i>without</i> Village	4,744	5,702	5,878	6,279	6,666	7,032	7,378
Village of Stillwater	1,572	1,531	1,644	1,641	1,637	1,629	1,620
Capital District	741,580	777,783	794,293	826,094	848,107	867,000	884,831

Source: Capital District Regional Planning Commission

5.0 VISION, ISSUES AND GOALS

5.1 Vision Statement

A vision statement identifies the broad characteristics and values that the community seeks to maintain and enhance as it looks toward the future. The vision statement is directional, establishing a target toward which the community will continue to work. Summarizing the views expressed by the community and its leaders:

Stillwater aspires to retain and strengthen its rural character, open space resources and agricultural traditions. It seeks to manage growth and change in a manner that protects and enhances the community's historic and aesthetic attributes, improves community quality of life, stimulates economic activity, and supports social and civic institutions for this and future generations of Stillwater residents.

5.2 Issues Identification

The Comprehensive Plan Committee conducted several outreach efforts at the onset of the planning process to gain input on the topics that should be addressed in the development of this Comprehensive Plan update. Initially the Comprehensive Plan Steering Committee identified a working list of issues for discussion. Subsequently a series of interviews were conducted, questionnaires were distributed via committee members, and the Town's website was utilized to solicit the input of the general public.

Representatives of the community were asked four (4) questions in order to gain input on what issues the Comprehensive Plan should address. Identical questions were asked of the steering committee, 30 phone call interviews (stakeholders), and responses solicited from the public during an Open House/Visioning Meeting conducted on January 29, 2005. The same questions were posted on the Town's website at www.stillwaterny.org. Media releases and handouts were distributed to inform the public of the web questionnaire. The following 4 questions were asked:

- What do you like about Stillwater?
- What don't you like about Stillwater?
- What would you like Stillwater to become in 20 years?
- What don't you want Stillwater to become?

Many of the responses related to preserving the “Quality of Life” that is Stillwater. The prevalent issues are presented below:

What do you like about Stillwater?	What don't you like about Stillwater
Small Home Town Feel Rural & Historical Character Nice People Quality of School Systems	Village & Town Government are separate Vacant/Rundown Structures
What would you like Stillwater to become in 20 years?	What don't you want Stillwater to become?
Manage growth, preserve agricultural and open space lands Expanded recreational facilities & trails Improved access to River Expanded stores & services in Village	Suburban Community with sprawling subdivisions, big box stores and haphazard development

A complete summary of the responses is included in Appendix B.

The Steering Committee charged with the drafting of this plan utilized the issues list in the development of the Vision Statement (above) as well as in establishing the goals and recommendation that follow. Additional details on the issues identified during the process are incorporated as an introduction to the Recommendations presented in Section 6.0.

5.3 Agriculture Panel Discussion

Several of the issues discussed during the initial Steering Committee meetings related to the working landscape of the agricultural community. Members of the agricultural community (landowners, working farmers) attended the Committee meetings as guests. The Committee developed a better appreciation of the issues affecting the agricultural community through dialogue with these individuals. Protection of private property rights, rising property taxes, infrastructure costs, and growing regulatory burdens were several of the noted issues. As a result of the growing interest of the agricultural community in the plan process and the importance of the issues, the Committee organized a panel discussion to expand the dialogue.

The Farm Bureau assisted in preparing a mailing list to all farm owner/operators. The panel included Dean Casey of the NY Farm Bureau, Jaime O'Neill of the Saratoga County Planning Department and David Haight, Executive Director of the NY State Chapter of the American Farmland Trust (AFT). The meeting was well attended with over 60 invitees and guests attending

The Bureau provided an overview of the status of farming in New York State and Saratoga County. Ms. O'Neil discussed Saratoga County's farmland protection initiatives including the NYS Purchase of Development Rights (PDR) program. Mr. Haight presented an overview of the AFT programs and tools communities can use to preserve and enhance agriculture.

Attendees shared their opinions, issues and ideas with the panel members. Many of the comments reaffirmed issues that had been identified previously. These included the concern of increased property taxes, the infringement on private property rights, and the negative impacts of the expansion of infrastructure. Many in attendance expressed a concern and frustration that development rights are undervalued as a component of the PDR process. The issues identified during the meeting were incorporated into the master issues list included in Appendix B

5.4 Goals

Beneath this broad statement of vision, the community has identified more specific goals. These goals will serve as the basis for policies, projects, and programs that are recommended in this plan, and for future actions undertaken as a result of this plan. In no particular order of importance, Stillwater's goals are to:

- Preserve and enhance the rural, historic character and small hometown feel of Stillwater. This character and feel is defined by its large areas of open and agricultural lands, its compact Village and crossroads hamlets, the Saratoga Battlefield and Hudson River, and the beauty and quality of the natural environment.
- Sustain a balanced tax base. From a fiscal standpoint, residential development below a certain value does not tend to pay for the services that it consumes. It must therefore be balanced with appropriate commercial development and farmland and open space conservation.



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- Promote further opportunities for agricultural economic development. Though farmland protection is a component of this, the continuation of agriculture must be viewed as an economic issue as well. Agricultural diversification, direct marketing, and value added production are some of the strategies that should be considered.
 - Expand opportunities for local employment and economic activity. In addition to agriculture and the region's tech valley initiative, Stillwater should continue to participate in regional efforts to grow the heritage tourism industry along the Hudson River and Champlain Canal. The community should also facilitate the establishment of home-based businesses and the growth of local small businesses as important engines of rural economic activity.
 - Expand both active and passive recreational opportunities to meet the varied and changing demands for these resources.
 - Allow for a diversity of housing sizes and types to meet the changing needs of an aging population and smaller households; and to provide more options for affordable workforce housing.
 - Ensure that the transportation system meets the needs of the traveling public in a cost effective manner. Take proactive measures to address current and future demands for safe and attractive travel options for pedestrians, bicyclists, and motorized vehicles.
 - Protect sensitive natural features such as wetlands, stream corridors, steep slopes and floodplains.
 - Improve public access to the Hudson River, and consider opportunities to enhance access to Saratoga Lake.
 - Focus well-designed and appropriately scaled mixed-use development in the Village, and in the hamlets and other compact development nodes identified in this plan.
 - Promote efficient, flexible, and compact development design that protects environmentally sensitive areas, conserves open space, respects historic resources, and which uses infrastructure more cost-effectively than conventional development patterns.

-
- Invest in the expansion and long-term maintenance of public water and sewer infrastructure in areas of the community where growth is desired, and limit such investment in areas where development is not desired.
 - Work with neighboring communities, the county, and the region to address issues that transcend municipal boundaries and to explore the possibilities for shared community services when appropriate.

6.0 RECOMMENDATIONS

Recommendations form the basis for future actions by the community. The recommendations were developed to address issues identified during the public participation process and to achieve the Vision and Goals established for the future of Stillwater.

The recommendations in this plan are organized around specific geographic areas and topics as well as more universal community wide recommendations. They include:

- **Route 4/Hudson River Corridor**

Including the Saratoga National Historical Park, and the Village (North/South)

- **Agriculture/Rural Development/Open Space**

- **Communitywide Recommendations**

Including Infrastructure & Utilities, Local Economy, Historic Preservation, Housing and Community Services.

For each of the focus areas, a brief summary of issues and opportunities is provided followed by a series of recommendations. Expanded discussion of certain concepts is meant to provide a better understanding or further illustrate tools and techniques that are available to the community.

A. Route 4 and the Hudson River Corridor

Route 4 and the Hudson River form the eastern boundary of Stillwater. It's difficult to separate the two when discussing recommendations for this important north-south corridor. Route 4 and the Hudson River are the Gateway to Stillwater: the primary corridors of transportation, commerce, and community activity. The scenic byway along Route 4 and state and national initiatives involving the Champlain Canal recognize that these are also historically significant passageways through Stillwater.



Issues:

- Route 4 functions as “Main Street” for the Town and Village of Stillwater. However, Route 4 is also an important regional transportation route with posted speeds of 55 mph. There are conflicts between the competing functions of the roadway. Travel speed, physical condition, and width are attributes that negatively impact the roadway’s role as a Main Street.
- Route 4 is the Gateway to the Village, the Town, and Saratoga National Historical Park. There are several nodes of activity on the Corridor; they include the Park, the Village North (area around the School), the Village South (Business District), and Riverside. With minor exception, there is no “sense of arrival” upon entering these activity nodes. Additionally, there is no common visual theme providing a linkage between the activity nodes (i.e., between the School and Business District).
- The Saratoga National Historical Park, because of its location, is physically disconnected from the community. The Park is a tourist destination and receives over 100,000 visitors on an annual basis. It is a resource with many functions: it is a center of tourism, a park/ open space, and a historic landmark.
- The Hudson River and portions of the Old Champlain Canal run parallel to Route 4. With the exception of Blockhouse Park in the Village, there are limited opportunities for public access to the River. As a result, the river is disconnected from the community.

Recommendations

Overall

1. The Town should initiate the development of a Corridor Plan for Route 4 to comprehensively address issues and opportunities on the corridor. The Corridor Plan should address bicycle/pedestrian safety, sidewalks, visual/aesthetic treatments, improved linkages from activity nodes to the Hudson River, the Village, and the Saratoga National Historical Park.

Design guidelines should be developed for each of the activity nodes (where appropriate). For instance, the area surrounding the Park, design guidelines for residential and commercial development that are protective of the historic landscape of the park are recommended. The Village Center is another area where design guidelines may be appropriate.

Design guidelines could be implemented through several means; most commonly an overlay district is established.

2. Identify areas of existing and potential public waterfront access, particularly along the Hudson River, and improve these areas, as applicable, taking into consideration the *NYS Canal Recreationway Plan* and the *Eastern Gateway Canal Regional Plan*.

B. Saratoga National Historical Park

The Saratoga National Historical Park (Park) was noted as the jewel of Stillwater by the Town Supervisor. For many visitors it is their only exposure to, or image of Stillwater. The Park's General Management Plan (GMP) adopted in 2004 identifies a number of recommendations that invite a cooperative approach to promoting and enhancing the Park.



1. Partner with the National Park Service (NPS) to promote Saratoga National Historical Park (Park). Build a program of events that can be co-promoted and create stronger ties between the Town/Village and the Park. Consider establishing a task force comprised of Park officials, elected officials, and local and state tourism and economic development officials to forge the partnership and develop ideas that are mutually beneficial. Shared advertising and co-programming of events is just one means to this end.
2. Build on the regional efforts to improve heritage-based tourism. The Hudson River Valley National Heritage Corridor, The Erie Canalway National Heritage Corridor and the Lakes to Locks Passage All-American Road

(National Scenic Byway) are examples of regional efforts to build tourism infrastructure, marketing and revitalization of local communities. Stillwater and the NPS should actively engage in these efforts.

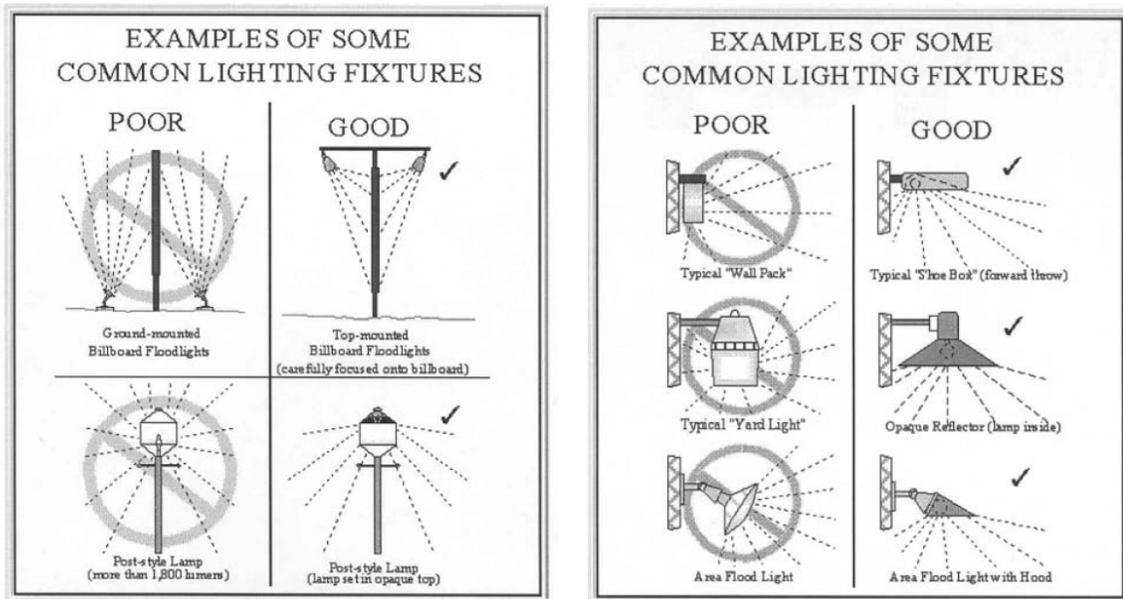
3. Work with the Park and other interested parties to develop land use regulations and design guidelines that are consistent with the Park GMP and the community's objective to preserve the historic visual (rural) landscape in the vicinity of the Park.

For example, light pollution is often noted as one of the indicators that a community has lost its rural character. According to the GMP the Park is also concerned with the impact light pollution has on the historic landscape of the battleground. The International Dark Skies Association (IDSA) promotes the use of Dark Skies Legislation. Lighting ordinances or design guidelines are tools more and more communities are turning to address this issue. Dark skies legislation can assist the Town and the Park in preserving the rural character of Stillwater.

Promote “good lighting” that does its intended job well with minimum adverse impact on the environment. Outdoor lighting is used to illuminate roadways, parking lots, yards, sidewalks, public meeting areas, signs, work sites, and buildings. It provides for better visibility and a sense of security. But if outdoor lighting is not well-designed and properly installed, it can be costly, inefficient, glary, and harmful to the nighttime environment. “Good lighting”, as described by the New England Light Pollution Advisory Group and the International Dark-Sky Association, has four distinct characteristics:

1. It provides adequate light for the intended task, but never over-lights.
2. It uses “fully-shielded” lighting fixtures, fixtures that control the light output in order to keep the light in the intended area.
3. It has the lighting fixtures carefully installed to maximize their effectiveness on the targeted property, and to minimize the area and/or point of illumination's adverse effects on neighboring properties.
4. It uses fixtures with high-efficiency lamps, while still considering the color and quality as essential design criteria.

Promoting these “good lighting” characteristics in the rural areas and throughout the Town of Stillwater would minimize the adverse visual impact of current and future development. Sensitive areas such as the hillsides along Saratoga National Historical Park, and less sensitive areas that nonetheless help define the character of the community (such as the Route 4 Corridor), would benefit from attention to lighting issues. This can be accomplished through the provision of information to property owners, and through the Site Plan Review process for new development.



Consider adopting special design guidelines that are protective of the historic character of the Park and its surroundings. Design guidelines should address setbacks from Route 4, clearing of trees, outdoor lighting, structure height, signage, etc., to preserve the visual quality of the area surrounding the park.

- Expand and improve physical links between the Town/Village and the Saratoga National Historical Park. The Park’s GMP identifies improved access to the Park under several headings. Enhanced alternate (non-motorized) means of travel to and within the Park is identified as a goal of the NPS. Partnering with the NPS to request improvements to both on-road (Route 4) and off-road facilities (i.e., canal trail) for non-motorized travel can have significant benefits.

The Park should be a partner in the development of the Route 4 Corridor Plan discussed above.

The Champlain Canal Trail Concept Plan prepared for the Canalway Trail Partnership and the New York Parks & Conservation Association identified the “Stillwater/Saratoga Battlefield Trail” as a priority project. The Concept Plan calls for the construction of a trail on former canal lands now owned by Saratoga County.



5. Improve access from the Hudson River to the Saratoga National Historical Park as a means of supporting tourism. Both the NPS and the Town control land located along the Hudson River. Partnering with the NPS, Stillwater should develop facilities on the Hudson River to provide public access to the River and complementary improvements.

C. Village North

Stillwater Central School District forms the focal point for this node. The recent construction of several residential developments has increased the population calling this area home.

1. Request the establishment of a “School Zone” on NYS Rte 4 in the area of the Stillwater Central School complex. Establishment of a school zone requires that both the Town and the School District make a request to NYSDOT via the County Department of Public Works. In addition to establishment of a school zone, the Route 4 Corridor Plan (recommended above) should consider traffic calming measures to improve pedestrian safety, and aesthetic treatments to help create a sense of arrival.

Establish improved safety measures for pedestrians, including sidewalks and crosswalks. A plan to extend sidewalks from the south should also be considered in the Route 4 Corridor Plan.

D. The Village Business District

1. Examine the development of a Village Center Business Association. The association would provide a forum to address issues facing the downtown and a forum to discuss revitalization and attraction of new businesses.

The Association could also consider the development of a Business Improvement District (BID). A BID provides a mechanism, through a self-imposed tax upon the landowners, to raise funds for street and sidewalk maintenance, beautification, marketing, and business recruitment.



2. The first objective of the business association should be to expand the range of services for local residents. The Village will need to actively seek out those businesses and services that are currently lacking in the area. By offering and marketing tax incentives, like those available through the Empire Zone programs, the Village could work to attract expanded range of services.

3. Expand the Village Center revitalization efforts to include façade, signage, streetscape and architectural improvements. The Village has been successful in preserving key elements of its historic past. Additional investments in revitalization will assist in attracting a customer base and new business.
4. The Village should consider the development of Main Street Design Guidelines. Design Guidelines can be voluntary or mandatory. Design guidelines should apply to both renovation of existing structures and the construction of new facilities.
5. Design guidelines should address architecture, building location & placement, parking placement, landscaping, and consistency with existing historical architectural details.
6. Explore the development of a publicly controlled marina on the Hudson River. The Admiral Marina is currently for sale. The Town/Village should ask the State to explore acquisition of a marina and explore alternative funding sources.



E. Agriculture, Open Space Conservation & Rural Development

Stillwater residents overwhelmingly voiced their appreciation for the Town's rural landscape. This landscape remains rural principally because of agriculture.



Issues:

- Stillwater is home to a variety of farms and agricultural uses. In addition to state, national and global pressures on the agricultural industry, the booming residential land development market creates pressure on landowners to sell their valuable land.
- Residential development adjacent to active farmland can cause conflicts between farm operations and new residents who are unfamiliar with the smells and noises associated with common farming practices.
- Stillwater is a Right to Farm Community and has an established Agricultural District designation. There is some concern that not all aspects of the Ag District rules are fully implemented.
- Not all farm owners are taking advantage of the Agricultural Assessment and other tax abatement programs.
- Expansion of water service to the rural areas has spurred additional residential development. Special district assessments create an additional tax burden to farm owners.
- Historic Crossroad Hamlet developments are threatened by the recent conventional subdivisions. There are very limited areas for retail and service uses in the rural areas.
- Conventional subdivision design methods consume large areas of land and open space. Alternatives such as clustered subdivisions or conservation based design are not utilized widely.

Recommendations

Preservation of farming, farmlands, and the rural landscape at the local level requires a multi-faceted approach; strategies include reducing the tax burden, providing a supportive business environment, active conservation programs, and promoting local laws and ordinances (zoning) that are supportive of agriculture and the environment.

1. Develop a local public information program on the benefits of farming and agricultural land uses. One method to illustrate the benefit of agriculture to

local property tax rates is the use of Cost of Community Services studies. Dozens of these studies conducted across New York State and the nation demonstrate that typical agriculturally assessed property requires approximately \$0.50 in services for every \$1.00 in revenue it generates. Residentially assessed property typically consumes \$1.40 in services for every dollar it generates in tax revenue. The magnitude of the disparity between revenue and expenditure varies from community to community, but the conclusion remains the same. More expensive homes with high assessed values can close the gap and be fiscally neutral or even positive for the municipality. However, there is a limited market for such homes and they are not likely to be affordable for most Stillwater residents. When the community understands the fiscal costs associated with residential development, it is easier to consider programs that are supportive of conserving agricultural uses.

2. In cooperation with the Saratoga County office of Cornell Cooperative Extension and the County Agriculture and Farmland Protection Board, explore the development of an expanded outreach program to inform the agricultural community of the variety of existing programs available to reduce local property taxes. Consider including an informational mailer about these programs with the tax bills as a means of delivering this information. The following is a summary of existing programs and suggested strategies.

- a. *Agricultural Assessment.* This strategy provides for a “use value” assessment for eligible agricultural land. This allows farmland to be taxed for its agricultural value, not for the value it would bring if sold for residential development.

Generally, farms of 7 acres or more, actively used for agricultural purposes over the preceding 2 years and grossing in excess of \$10,000 in sales annually are eligible for this assessment. Based on feedback received during the public outreach sessions, there are a number of properties that are not correctly assessed.

- b. *Farmers’ Protection and Farm Preservation Act.* This act includes a Farmers' School Tax Credit which provides farmers a significant state personal income and business tax credit for school property taxes paid on farmland and buildings. In essence, the tax credit exempts the first 250 acres of farmland from school property taxes, by providing a tax credit of up to 100 percent of the annual cost of their school property tax.

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- c. *NY State School Tax Relief Program.* This program allows property owners to receive a partial exemption on the assessment of their houses. Most farmers are probably making use of this exemption, but the Town should make sure that all eligible farmers are aware of the program.
 - d. *Farm building exemptions.* There are several provisions in the Real Property Tax law exempting farm buildings or structures from property taxes.
 3. Consider an Assessor Education Program. Such programs make sure that Town Assessors have ongoing training to ensure that they are able to properly assess the real value of agricultural buildings and farmland. The Town can urge local assessors to apply consistent principles in the assessment of farmland and farm structures and “current use” standards to vacant farmland; and to utilize agricultural assessment values when taxing farmland for service districts such as fire and ambulance.

Additionally, a number of landowners communicated that the land use maps presented during the public information sessions did not accurately depict the extent of lands actively utilized for agriculture. The Assessor may want to consult with the Saratoga County Soil & Water Conservation Service and the Local Farm Bureau for assistance in correcting this matter.

4. Promote expanded support services for agriculture. Consider expanding the list of allowed uses in rural areas – especially to promote the establishment of businesses that support agricultural activity (farm supply businesses, farm stands and markets, etc.). Explore a creative means to establish a local large animal veterinarian. There appears to be almost a critical mass of farms in Stillwater that are part of the county’s growing equine industry. Breeding and boarding of show horses, hobby horses, and more is becoming a significant component of the agricultural mix.
 5. Explore the development of a local farm/agriculture awareness event. Programs like the County Farm Breakfast, Agricultural Heritage Days, Farm Tours (e.g. Washington County Fiber Tour), Antique Tractor Shows, and others all serve to create awareness of the importance and diversity of agriculture in the community. Consider an event sponsored in cooperation with the Saratoga National Historical Park celebrating Stillwater’s Heritage. A Stillwater Stone Soup day or a Stillwater Horse Roundup are two ideas that come to mind.

6. Establish the Stillwater Agriculture Forum. A regular meeting of farmers, landowners, elected representatives (local and county), NPS representatives, and citizens to discuss issues facing the agricultural community. It could be initiated as a stand alone event or a semiannual special meeting of the Town Board. The forum could be a great way to improve communication and receive first notice on issues regarding assessments, infrastructure, land use conflicts, highway safety, and flooding.
7. Consider requesting clustered subdivisions and/or use of the conservation design principles on large lots. This change would not reduce permissible densities. This could be implemented townwide or just within the Rural Area or within a certain distance of the Park. Currently, the zoning ordinance allows a developer to request a clustered subdivision. However, conventional subdivisions remain the standard and the developer must do more work to receive approval for a cluster proposal. The Planning Board should require developers to submit clustered subdivision plans as a design alternative to allow a comparison to conventional subdivision plans.
8. Explore the development of an Incentive Zoning Regulation for the preservation of Farmland and Open Space. Incentive Zoning provides developers with a zoning incentive in exchange for a recognizable community benefit. In this case developers could be provided an incentive to preserve agricultural lands. Incentives can vary and could include density bonuses in exchange for conservation easements or fees-in-lieu of the required benefit. The precise incentives and acceptable benefits must be carefully outlined in the incentive zoning law. If fees-in-lieu are included in an incentive zoning program, they should be placed in a dedicated fund for other conservation programs.
9. Create buffers to protect agricultural lands from infringing development. Require that any new residential development adjacent to agricultural lands incorporate a minimum setback and a landscaped strip (or cut restricted area) along lands abutting agricultural lands.
10. Work with the farm community to plan municipal infrastructure. Stillwater should consult with landowners well in advance of any planned expansion of infrastructure. Infrastructure expansions should be widely publicized and

the subject of community dialogue. The extension of water and/or sewer facilities allows for an increase in development density and creates opportunity (and pressure) for residential development. Such infrastructure, therefore, should not be extended to areas where extensive growth is not desired. The Town should examine its infrastructure (special district) taxing policies to avoid unduly burdening owners of large lots and agricultural lands. The Town should consider allowing these landowners to opt out of district extensions.

11. Partner with Saratoga County to expand use of its Farmland/Open Space Preservation Program and the New York State Farmland Protection Program administered by the NYS Department of Agriculture and Markets. Typically, the Saratoga County program has been used to leverage state funds. Saratoga County, the local municipality where the project will occur, and/or the landowner provides the 25% match required under the state program. These funding programs were recently utilized in Stillwater for preservation of the Saratoga Sod Farm and the Zuzik Farm.

Unfortunately, the NYS Farmland Protection program is regularly underfunded. The Town and the County need to lobby State representatives to increase funding support for this program. The County program has been very successful in its first few years, but it too receives more requests for funds than it has available. The County has recently initiated an Open Space Planning process. Among other things, this county planning initiative could result in more funds being set aside on an annual basis or perhaps a dedicated revenue stream for farmland and open space conservation.

12. Stillwater should examine enhancing the state and county conservation programs with tools of its own. Several communities in Saratoga and Washington County have implemented or are considering the use of additional conservation techniques such as Transfer of Development Rights (TDR), Purchase of Development Rights (PDR), Term Easement Tax Abatement programs, or Mitigation Fees under SEQRA. These tools are further described below.
 - a. *Transfer of Development Rights (TDR)*. Transfer of Development Rights works by establishing “sending” and “receiving” zones in a community. Sending zones are locations that the community desires to conserve – these could be areas with significant farmland, special natural features, or some other attribute that makes development there undesirable. Receiving zones are locations where the community wants to encourage growth. These areas must be capable of sustaining more intensive development. TDR works as a market mechanism – a

developer seeking to build at maximum density in the receiving zone must accumulate development rights (at a cost that reflects the value of these rights) from landowners in the sending zone. The development rights are then transferred from the sending zone to the receiving zone. To ensure that the development rights are permanently extinguished from the land in the sending zone, a conservation easement is placed on that land. The original landowner of the land in the sending zone continues to own the land and may utilize it for acceptable conservation uses (agriculture, silviculture, etc.). The developer of property in the receiving zone uses the acquired development rights to maximize the development potential for their property in the receiving zone. This program requires careful planning, evaluation of environmental impacts, and an administrative mechanism. Successful programs have been established on Long Island and in other parts of the country, but none currently exists in the Capital Region. This may change in coming years due to increased interest from several municipalities, and the possibility of technical and financial assistance for one or more demonstration projects from a regional not-for-profit organization.

- b. *Purchase of Development Rights (PDR)*. Under this strategy, the Town would purchase the development value of specific parcels of land from willing landowners. The cost of doing this depends on the specific parcel. It is calculated by determining the current appraised value of the property, and its appraised value as open or agricultural land without development potential (development rights extinguished). The difference between these two numbers is the value (or cost) of the development rights to be purchased. Conservation easements are utilized to ensure that once the development rights have been purchased and therefore extinguished, the land remains undeveloped in the future. The landowner, however, continues to own the land and can utilize it for acceptable conservation uses (as defined in the easement). The landowner benefits through reduced taxes and by realizing part of the development value of their land.

PDR programs have been established at the state level (NYS Department of Agriculture and Markets Farmland Protection Program), by some counties (including Saratoga County), and by numerous municipalities in New York State. It of course requires substantial funding. Real estate transfer taxes are sometimes used to fund such programs. In other cases, local governments have used bond initiatives to fund acquisition programs. Several communities in

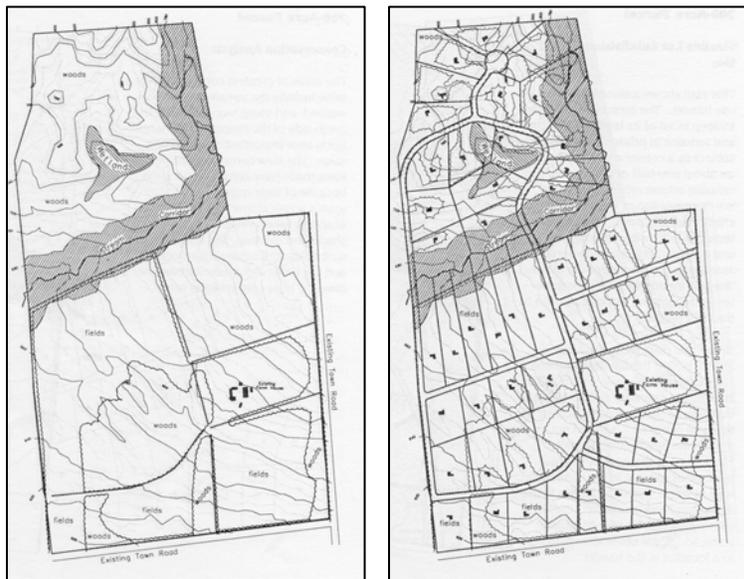
upstate New York, including Saratoga Springs where voters approved a \$5 million bond for open space conservation in 2001, have utilized this mechanism. Key to the high percentage of success of such initiatives has been educating voters about the actual cost per household on an annual basis for these programs.

In addition to Purchase of Development Rights, outright acquisition from willing landowners can be utilized in specific cases where the land has value as parkland or some other recreational purpose. Another variation on this technique would be for the community to work with a land conservation organization (such as Saratoga PLAN) to develop educational programs for landowners who may be interested in donation of land or easements for conservation.

- c. *Term Easement/Tax Abatement Program.* Term easements are voluntary agreements between the municipality and a landowner. As the term implies, these agreements last for a period of years (a term). Under such programs, the municipality provides a tax abatement to landowners who agree to keep their land undeveloped for a specified period of years. The value of the abatement is based on the term of the conservation easement (usually established as a sliding scale from 5 to 20 years or more). The longer the term, the larger the abatement. These programs are effective at keeping open land undeveloped on a temporary basis, but they are not permanent solutions. Clifton Park is the closest municipality to Stillwater that has an established Term Easement / Tax Abatement Program.
- d. *Mitigation fees under SEQR.* Unlike some other states, New York does not provide statutory authority to municipalities for the establishment of impact fees for development. However, utilizing the State Environmental Quality Review Act (SEQR), it could be possible to establish mitigation fees for open space conservation through development of a Generic Environmental Impact Statement (GEIS) for all or a portion of a community. Mitigation fees established through a number of area-specific GEISs have been used by the Town of Colonie for several years to offset the cost of transportation and other infrastructure improvements made necessary by development in these areas. For the purposes of farmland and open space conservation, a GEIS would need to identify the impact on open space resources from development, and translate this into a fee charged to developers that would be used to mitigate this impact. Mitigation would likely include using the funds generated from these fees to acquire land or

conservation easements from land with significant open space value elsewhere in the community. Utilizing a GEIS in this way would require significant upfront investment in planning (which could be charged back to developers later). The Town of Malta is currently engaged in the lengthy process of developing a town-wide GEIS for this purpose, and it would be worth monitoring their success with this over the next few years.

13. Increase the use of low impact, flexible subdivision design methods. The conventional zoning approach - where density is defined by “minimum lot size” - requires that all of the landscape be subdivided into residential housing lots as a condition of the development process. Consider the cumulative impact of this form of development over many years – what will happen to the character that has made Stillwater a desirable place?



As an alternative approach, Stillwater should separate the notion of “lot size” from its desire to regulate density in rural areas. This is essentially what clustering accomplishes.

Conventional development patterns consume open space rather than protect it

Instead of requiring that in a specific zoning district each home must have a minimum lot size of say 2 acres, require instead that the density for the zoning district is 1 home per 2 acres of land. The lot size per home could vary as conditions demand and the market desires. This simple separation of lot size and density creates the flexibility needed to design subdivisions in a manner that reflects the unique characteristics of the land.

The preferred approach to clustering in Stillwater should be Conservation Subdivision Design. The conservation subdivision design approach begins with the identification of open space resources present on the site to be developed (environmentally constrained land, agricultural land, historic or scenic views, significant woodlots, etc.). A town-wide map of open space and

agricultural resources can be a useful guide for starting this identification process (see Open Space Map recommendation below). This resource identification will form the basis for designating conservation lands in the new subdivision. Once conservation lands are identified and designated, areas where development would be most appropriate are identified. Homes (the number based on allowable density for the zoning district) are then designed into the development areas of the site in a creative fashion. Flexible lot sizes and area and bulk standards facilitate this creativity. Identifying road alignments and lot lines are the final steps in the conservation subdivision design process.

The advantages of this approach are:

1. Farmland and open space conservation, recreational development and natural resource protection guide the subdivision design process. Because the area and bulk regulations used for conventional subdivisions are not applicable, the design process is creative and not driven strictly by arbitrary minimum lot size requirements.
2. Significant networks of open land are created through the development process – the value of homes within these subdivisions are enhanced as are the value of surrounding neighborhoods, and the quality of life of all community residents is improved.
3. Developers can provide different types of housing on a variety of lot sizes in response to market demand. This allows for a more diversified housing stock to meet the needs of our changing society. Developers can also save money on infrastructure costs by clustering homes, a savings that can be passed on to home buyers.
4. This approach is density neutral. As a result it is generally viewed as fair to landowners and developers.

The Conservation Subdivision Design approach could be required or incentive based. If it is required in areas of Stillwater, an exemption or variance process could be established to allow conventional subdivision in rare instances when a conservation subdivision is not possible or would be of no value. However, the burden of proof for such an exemption should be high, and the preference for conservation subdivision should be clear in the zoning and subdivision regulations.

Road frontage development - much of the development that has occurred so far has consumed road frontage only. This is the easiest form of development, and it does not create much concern until there is a lot of it. Beyond a certain threshold, this form of development creates access management problems on rural highways. It also makes an area that is

largely undeveloped appear highly developed – changing the rural character of the community. And finally, frontage development also makes future development of interior lands more difficult due to a growing NIMBY sentiment from the new homeowners along the road who are reluctant to part with the undeveloped land in their backyards.

Conservation subdivision design - this approach is density neutral. It simply addresses the form of development. Stillwater can allow flexible lot-sizes while maintaining currently permitted density. Flexible lot sizes allow for creative subdivision design in harmony with the landscape. In addition to the environmental and viewshed benefits of allowing homes to be sited in a creative way, a network of conserved open lands can be created in the process (wildlife corridors and, perhaps, public hiking trails). The approach could be required or incentive based.

14. The Town should consider preparing a local Agricultural Protection Plan/Open Space Plan to establish local priorities for the protection of farmland and open space. The Plan should include an inventory of the agricultural, environmental and open space assets; a ranking of the community's priorities, identification of the threats/development pressures and a list of actions. The Plan could be used as a guide for the Farmland and Open Space Conservation Program, and to assist the Planning Board, developers, and the public in identifying conservation lands as part of conservation subdivisions.

A local Open Space Plan should be developed in conjunction with the Saratoga County "Green Infrastructure Plan." Development of a local Open Space Plan is an important element in achieving the Comprehensive Plan's vision of maintaining the rural character of Stillwater. Furthermore, development of an open space plan is important given that New York State has pending legislation entitled "Community Preservation Act" which may provide significant benefits, tools, and resources for open space preservation to local communities which have adopted open space plans.

F. Parks & Recreation

Issues:

- Stillwater's population is growing and the demographics of its residents are changing. Stillwater is geographically large and needs to expand and plan for the changing recreational needs of its residents.
- Stillwater is fortunate to have the Saratoga National Historical Park as a major recreational, historic, and open space resource.

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- The anticipated potential growth will both consume open space and create additional demands for recreation.

Library/Stillwater Area Community Center

- The Stillwater Library is housed in an older structure lacking adequate space and room to grow.
- The Stillwater Area Community Center (SACC) is located in the old Stillwater Elementary Building. The facility has been successful in serving a wide variety of needs to a wide variety of services. The building requires improvements to its engineering (HVAC) systems.

Recommendations:

1. Develop a Parks and Recreation Master Plan. The Plan should explore the need for conventional facilities (indoor/outdoor) as well as passive recreation needs. The plan should address how the Town can meet the needs for motorized non-motorized recreational activities such as bike, hiking, horse, and cross-country ski trail, access to local waterfronts, and neighborhood based recreational opportunities. Additionally, the plan should assess whether the existing network of snowmobile trails is adequate for those recreational users.

The Town should examine the need for providing parks/facilities at locations that are convenient to the various geographic areas and serve the Town's complete needs ranging from neighborhood (pocket parks) to larger regional facilities. The Plan should encourage the Luther Forest Technology Campus (LFTC) Economic Development Corporation to establish multi-use trails on the LFTC.

2. The Town should examine the establishment of a Town Recreation Commission/committee to oversee/explore the recreational needs of the community. Such a Commission should include representative(s) of the School District and could formalize sharing of facilities and coordination of services.
3. As a component of the Recreation Plan, or an early action, item the Town should develop an equestrian route/trail. The trail could follow a portion of the old Champlain Canal and could be a shared route with the snow mobile trail system. The trail could provide an enhanced link to the Saratoga National Historical Park.
4. The Community Center and the Library each should develop a strategic plan to address current and anticipated needs. The plan should identify financial and operational goals as well as physical plant needs (space, facilities, and infrastructure).
5. The Community Center/Library may want to consider establishing a planning committee to lead the strategic plan process and address current issues such as the need to increase volunteerism, improve communications, and shared programming of facilities. The SACC and Library should evaluate sharing a common facility.

G. The Hamlets

Issues:

1. Examine the development of Hamlet Zones and Hamlet Design Guidelines. Small hamlet designations are suggested for a number of historic crossroads within the community that contain a mix of residential and small scale commercial lands.



The Hamlet designation is intended to promote the historic character and scale of these areas while allowing a limited range of residential, commercial and public uses, along with design standards to protect the unique character of these areas. The intent of this designation is not to introduce major new commercial development within residential areas; rather, the emphasis is on reuse of existing structures (particularly with historic value) for limited retail, residential and commercial uses and for limited infill development with compatible land uses, scale and architectural styles in close proximity to existing residential neighborhoods. Design guidance contained in the *Greenway Connections* guide and Randall Arendt's *Crossroads, Hamlet, Village, Town* emphasize the importance of human scale, historic preservation, greenway connections and pedestrian accessibility in planning successful hamlets.

COMMUNITY WIDE RECOMMENDATIONS

Utilities & Infrastructure

Expansion of infrastructure will shape the land development patterns of Stillwater. Careful examination of utility extensions is critical to controlling costs, planning for growth and managing the impacts of development on Stillwater's landscape. An open policy on infrastructure planning will ensure that the community's overall concerns and goals are addressed.

H. Water/Sewer/Stormwater/Gas

Issues:

- Stillwater's water and sewer district service areas are limited in area. Saratoga County's plans to provide service to the Luther Forest Technology Campus (LFTC), and potential upgrades or expansion to current municipally operated facilities will impact Stillwater's development.

- The expansion of privately operated facilities will also foster additional growth. There are several operational issues with current facilities that need to be addressed.
- Special District Assessments can increase the tax burden to agricultural lands

Recommendations

1. Stillwater should develop a multi-year Capital Improvement Plan (CIP) to provide a long-term plan for infrastructure improvements. General Municipal Law 99-g authorizes communities to develop multi-year capital programs and outlines the requirements for the development of a plan.

A CIP is a multi-year (3-5 years) plan identifying capital projects (usually projects with tangible assets exceeding \$10,000 in cost). It identifies projects by cost, schedule, funding source and function. It establishes project evaluation criteria, community goals and objectives, financing methods, and budgetary impacts. A CIP is means for the Town to link a community policy (Comprehensive Plan, Strategic Plan) with fiscal planning and the budget process.

Projects are identified through a process typically involving department heads (or equivalent). Projects are subject to evaluation by a committee and scored with respect to established criteria. Criteria may include: health and safety benefit, life of improvement, population benefited, consistency with a written plan (i.e., Comprehensive Plan), feasibility, critical need, community support and other factors.

Priority projects are established and a capital budget is then established. A CIP is typically adopted annually or bi-annually and published for public comment. A public hearing process allows for community input. The benefits of a CIP include:

- Allows for long term financial planning and identification of financing needs.
- Improves a community's ability to obtain outside funding (i.e., aid, grants)
- Improves a community's credit rating
- Provides a tool for communication and coordination between departments and municipal jurisdictions (i.e., State, County).
- Communicates infrastructure plans to public and private entities that may be impacted by projects.
- Allows an opportunity to evaluate the impact of capital projects on operational budgets and to plan for those needs.

The New York State Office of the State Comptroller publishes the Local Government Management Guide which includes a module on multi-year capital plans and multi-year budgeting.

2. Use the CIP process as a vehicle to link the policy for expansion of municipal infrastructure with the Town's plan for growth (or growth control).
3. Develop an effective method to notify the public in a timely fashion, of infrastructure problems that are of a health or safety nature, and advise the public in a timely fashion when the problem no longer exists.
4. Conduct an Intermunicipal Cooperation Roundtable to promote intermunicipal coordination and communication among the county, town and village. Invite the various elected officials and department representatives to have an open discussion on shared services, subcontracting for services, consolidation and other means to improve the overall cost effectiveness of public services. Again, the Office of the NYS Comptroller provides guidance on intermunicipal cooperation initiatives and may provide additional technical support. .

I. Transportation

Issues:

- Stillwater's transportation system generally meets the current demands for conventional (automobile) modes of transportation. There is a need to improve facilities to provide safe and adequate non-motorized travel.
- Population growth, expanded residential growth, and the Luther Forest Technology Campus will all place an increasing demand on the local highways and the transportation system in general.

Recommendations

1. Work with the Capital District Regional Transportation Council and the Saratoga County Department of Public Works to identify and analyze factors contributing to unsafe driving conditions. A regular program to monitor traffic patterns, volumes, and motor vehicle crash histories is required in order to plan for highway improvements, to remediate unsafe conditions or congestion. Bicycle and pedestrian safety issues and needs should be addressed as a component of the analysis.
2. Identify key locations for traffic calming improvements. The Village Center, the School, other higher density residential development areas, and other community facilities are candidate areas. Many residents of the newer subdivisions routinely request traffic calming measures to address safety issues.

3. Identify areas in Town for pedestrian improvements. Areas that deserve special attention include the areas surrounding the School, NYS Rte 9P, the Village, and Viall Avenue
4. Provide for the installation and maintenance of streetlights and sidewalks in those areas where a demonstrated need exists or where those facilities are desired.
5. Develop a strategy with State Officials to eliminate property damage that results from commercial boats (river traffic) traveling in excess of posted speeds. The river was recently posted as 45mph.
6. Examine re-establishment of mass transit and use of “Park and Ride” lots to relieve traffic congestion. Encourage/explore improving linkages to NYS Bike Route 9 (NYS Rte 4).
7. Coordinate with local/state/federal transportation officials to plan for the traffic impact as a result of the LFTC. Explore additional means for access to and egress from the planned Luther Forest Technology Campus (LFTC) to the Town and Village.



J. Local Economy

Issues:

- Stillwater’s local economy is largely driven by the Greater Capital District economy. The local economy relies on several important local employers and services, agriculture, recreation and tourism.
- Agriculture and tourism associated with the Saratoga National Historical Park are important, often overlooked assets.
- A full range of local services are not conveniently located within the Town/Village.

Recommendations:

1. Work with the Saratoga Economic Development Corporation (SEDC), the Mechanicville/Stillwater IDA, and local businesses to strengthen the economy of Stillwater, encourage a growing and broad economic base while retaining its rural character by:
 - Recognizing and retaining existing businesses,
 - Encouraging growth of new businesses

- Discouraging “big box” style development
- Preserving a small scale business climate
- Encouraging additional service locations within Town boundaries

The Community needs to clearly define what type of industry it desires in order to plan for the needs of the desired industry.

2. Continue to build the working partnership with Saratoga National Historical Park. Work to improve the marketing of the Park as a component of regional heritage tourism efforts. Examine ways to increase tourism by expanding off-park historical presentations.
3. Recognize the economic value of recreational infrastructure (snowmobiles trails, canal/boaters, equestrian trails) and make investments in that infrastructure.
4. Explore the development of a Micro-Enterprise Program for Agriculture spin-off businesses. The Grow NY Enterprise Program recently announced by the New York State Governors Office provides financial assistance for the development of new agriculture related businesses. This funding program is a component of the Grow NY Program.

K. Historic Preservation

Issues:

- Stillwater is rich in history. The preservation and promotion of local historic assets will have a positive impact on the local economy and community character.
- Although many historic buildings have survived through preservation and reconstruction, many others have not.

Recommendations:

1. There are several sources of funds and strategies for preserving and restoring historic resources. One option for Stillwater to consider is to seek designation as a Certified Local Government (CLG) from the NYS Office of Parks, Recreation, and Historic Preservation (OPRHP). CLG status would make Stillwater eligible for competitive grants to support activities such as: historic resources surveys; planning; public education projects; repair and restoration of properties listed in the Historic Register; and administering and training the local historic preservation commission; etc. To become a CLG, the



Town/Village must enact local preservation legislation, establish a qualified citizen body to administer the law, and enter into a formal partnership with the State Historic Preservation Office.

2. The establishment of a CLG has its costs and benefits. There are other means of highlighting the importance of preserving the community's historic resources and encouraging historic preservation. The Town Historian has an inventory of historic sites, features, and structures. The Town should publish (including use of the Town's website) a map/inventory as a means of informing the public.
3. Consider establishing local historic districts and a local landmark preservation ordinance to protect structures, sites and other landmarks. A local landmark law should establish a process and criteria for the designation of local historic landmarks. Alternatively the Town could adopt a historic area overlay district. Special design guidelines or review criteria could be developed to guide the Planning Board when reviewing projects in the overlay district.
4. Retain and protect historic features in new projects, as well as in rehabilitation and redevelopment projects. Consider developing a screening mechanism as part of the issuance of demolition permits to identify and record a structure's historic value. Consider providing incentives for developers to preserve historic resources.
5. Expand public education efforts concerning the benefits of historic preservation.
6. Consider development of a local scenic road program that enhances the existing Route 4 Scenic Byway designation. A local scenic road program should focus on the protection of local scenic elements (i.e., stone walls, tree lines road, open meadows) that create the visual 'feel' of rural Stillwater.
7. Complete the development/creation of pocket parks at historic locations in the Town. Such parks should include appropriate signage, parking, and other amenities as circumstance warrant.

L. Housing

Issues:

- The Saratoga Capital District Region housing market has seen significant growth in sales and housing prices. Many individuals and households cannot afford to purchase homes within the community. In some instances the cost for housing exceeds thirty percent of household income, a common threshold of affordability.
- Household sizes are decreasing, the local and national population is aging, and housing needs are changing as a result.
- Stillwater has a number of residential housing projects in the approval pipeline and there is concern the development is occurring at a rapid rate.

- Availability of housing that is affordable is a benefit to new and existing residents, an asset to attracting a workforce and provides opportunities for young people to “stay in the community”.

Recommendations:

1. Become engaged in the Regional effort to address housing affordability. Housing is a regional issue that crosses municipal boundaries. There are a number of groups and agencies that are active in the Saratoga/Capital Region. The Workforce Housing Partnership of Saratoga County is a coalition of individuals and organizations concerned about workforce housing. The group was organized by the Saratoga Economic Opportunity Council and has developed a strategic plan to address housing in Saratoga County. Stillwater should become engaged in the dialogue and identify its role in this regional issue.
2. There are a variety of ways to incorporate workforce housing into communities. Contemporary affordable housing, or workforce housing, is designed in conjunction with market rate housing and is increasingly being designed to fit in with community character.

Inclusionary zoning rules typically require that a certain percentage of new housing be constructed in a price range that is affordable to a target market. The Town of Malta and the City of Saratoga Springs are examining Inclusionary zoning rules.

For example an inclusionary zoning local law could be written to require that ten percent (10%) of the units of new projects proposed for development be made available to people of moderate income. Moderate income is general defined as 80% of the median. Suggested language usually includes provisions that the “affordable units” be constructed at the same level of quality as other homes within a development.

3. Modify the current Planned Development District (PDD) legislation to require the inclusion of workforce/ affordable housing units within a PDD as one criterion in evaluating PDD approval/density. Currently the PDD application process does not have such criteria.
4. Create incentives to construct workforce/niche housing by allowing flexibility in design and density in exchange for development that meets a defined community need. Multi-family and higher density housing may be acceptable and desired in areas improved by municipal services. Use these incentives to promote a diversity of housing types and styles to serve the income levels of the local population.

5. Examines Mixed Use/Neo Traditional/Hamlet style development in select locations. Housing constructed at higher densities consistent with historical details and context can be an asset to the hamlets.

M. Land Use

1. Perform a comprehensive review and evaluation of Stillwater's planning and zoning regulations. The evaluation should include the recommendations contained in this comprehensive plan. Specific attention to historic preservation, agricultural and rural development, design guidelines, and context sensitive/low impact design methods is required. Context sensitive design, conservation subdivision design, and clustering are preferred development strategies. No change to the permitted densities is proposed as a part of these recommendations. The evaluation should consider:
 - a. The establishment of Buffer Zones between land uses to mitigate the conflicts between residential and non-residential uses.
 - b. Improve the land use regulations for the protection of sensitive environmental and historic resources including floodplain, watershed, stream corridors, wetlands and viewsheds.
 - c. Evaluate additional sites for industrial use.
 - d. Provide a balance of land use types (residential, commercial, industrial) in order to improve and stabilize the local property tax base.
 - e. Examine modifications to the Town's Subdivision Regulations and Standards to:
 - Discourage the construction of cul-de-sacs/dead end streets.
 - Require sidewalks or bike/pedestrian facilities
 - Require the use of traffic calming measures for new developments
 - f. Examination the issues associated with the negative impacts that "Big Box" development may have on the rural character of the Town.
2. Examine expansion of the Village business district within and adjacent to the Village. Explore additional bike/pedestrian improvements as a component of any/all transportation improvements.
3. Examine the impact of development on infrastructure & services. When appropriate, the Planning Board should evaluate the potential impacts of new land development proposal on infrastructure. (Is development placing an undue burden on local infrastructure and services?)

4. Create street tree planting requirements in commercial districts to assist in preserving the rural character of the community. Consider adopting a tree preservation ordinance.

COMMUNITY SERVICES

Community Services includes fire protection, law enforcement, health care, emergency/medical services, library programs/services, and the Stillwater Area Community Center. The issues and needs of the community service organizations are diverse. Developing recommendations to address each of the community service providers is a broad task. The following recommendations are not meant to be an exhaustive list.

N. Fire/Law Enforcements/EMS

Issues:

- Growth will create additional demands on staffing, capital facilities, and operations.
- Volunteerism is declining across the country. Fire and EMS participation is down.
- Cost of services in rural communities such as Stillwater requires cooperative partnerships and cost sharing.

Recommendations

1. Establish a Stillwater Public Safety Planning committee to oversee planning and coordination of services across service disciplines and municipal boundaries. The committee should work to address issues affecting all of the public safety services. The committee should examine the most effective methods to deliver quality services to Stillwater. This may include an examination of paid/volunteer service providers, regional versus local delivery of services, and expansion of services.
2. The Public Safety Committee should conduct Needs Assessment for each of the service providers. A needs assessment is a method to examine the adequacy of public services. Typically, an inventory of current programs/services (including training), budgets, equipment and capital facilities is completed. Benchmarks for each of the categories inventoried are identified from similar (local, regional) service providers, industry accepted standards and community preferences are also evaluated. The inventory is then compared to the benchmarks considering local demographics, population projections and other influences. Finally, assessments are made as to adequacy of services, equipment, etc. and a list of recommendations is developed.

A needs assessment for each of the service provider is a first step in planning future improvements for each of the service providers.

3. Examine innovative programs and incentives to support the recruitment and retention of volunteers. Consider expanding the Service Awards program for volunteers. Currently participants are awarded points based on an established baseline of service hours. Points are converted toward retirement benefits in the public (NYS) retirement system. There is a cost to the municipality for this service. Some communities are providing reductions to local property tax assessments as an incentive to volunteer for local emergency services.
4. Use the Town's web site to provide the public with information regarding the Fire/Police/EMS such as officers, services, annual report, accomplishment, etc. Use the web site as a resource for recruiting new volunteers.

Fire Protection

1. Work with local officials and developers in establishing a network of dry hydrants locations throughout the Town to improve access to water for fire fighting.
2. Work with the State, County, and local service providers to expand the delivery fire safety/prevention programs to schools and other organizations indicating an interest in such presentations.

Law Enforcement

1. Expand joint operations with the Sheriff's Office, State Police, NPS Rangers and Mechanicville Police to maximize results. Work closely with the associated law enforcement agencies and the community to identify specific issues of concern. Currently the issues of drug manufacturing (Methamphetamine labs), sexual predators, homeland security, and school/community/law enforcement liaisons are of concern.
2. Establish a police/citizen committee to develop programs whereby the public can participate with law enforcement (i.e. "Neighborhood Watch") to identify possible criminal activity and non-criminal concerns that need to be addressed.
3. Utilize the Needs Assessment process to investigate the costs/benefits of having the Stillwater Town PD pursue accreditation under the provisions of the New York State Law Enforcement Accreditation Program, administered by the Division of Criminal Justice Services.

4. Examine the training needs of the police department and provide educational opportunities to meet the changing demands of policing.

Emergency Services

1. Evaluate the costs/benefits of having the Rescue Squad staffed with its own paramedic.

Web Based Municipal Services

Issue: More than any previous generation, today's young people are online with a world of communication and information at their fingertips. This is one indication of just how far the Internet has come and how its existence is taken for granted by a generation of young Americans who have not known life without it. As time and innovations move ahead many of today's young people, tomorrow's leaders, only see the Internet becoming much more vital. The Town of Stillwater has joined the growing list of municipal governments that have a presence on the World Wide Web. While the current site is meeting the informational needs of town residents, it will need to be upgraded in the future to meet the changing demands of the public. Future users will expect the delivery of services over the web, payment of tax and water/sewer bills, and the free exchange of information in real time.

Recommendation:

1. The Town should examine expanding its website and explore services that may be suitable for delivery over the internet. This assessment should consider the site management needs and cost to deliver such services.

O. Health Care

Issues:

- The Town lacks an urgent care facility.
- The health care needs of local residents are changing

Recommendation:

Work with a local hospital in the region to evaluate the local health care needs and define a strategy to address the issues.

The evaluation should include:

- An evaluation of the need for and Urgent or Critical Care facility.

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- An analysis of demographics to determine the range of medical disciplines/specialties (pediatrics, geriatrics, etc) needs within the community
 - The need for an additional pharmacy.

The Hudson Headwater Hudson Headwaters Health Network of the lower Adirondacks is a model method of delivering health care to rural communities. Dr. John Rugge is the founder and operator of the network and may be a valuable resource in this planning effort.

7.0 IMPLEMENTING THE PLAN

This section discusses the specific actions needed to implement the plan. For each recommendation in the preceding chapter, the committee established a time frame in which a recommendation could be implemented: Short Term 1-2 Years, Intermediate Term 3-5 Years, and Long Term 5 + Years. Additionally, a responsible lead agency, project partner and potential funding sources(s) have been identified. A description of select funding sources is provided in Appendix C.

Recommendation		Priority: Short Term Intermediate Long Term	Lead (listed first) Partners	Potential Funding Source
A. Route 4/Hudson River Corridor				
1.	Develop the Route 4 Corridor Plan to comprehensively address non-motorized travel, aesthetics, and activity node/gateway treatments.	Short Term	Town/ Village Board National Park Service (NPS) School District	Capital District Regional Transportation Council (CDTC) – (Funding Secured) NYSDOT
2.	Establish Design Guidelines for Saratoga National Historical Park and Village	Short Term	Town Board Planning Board	NYSDOS Quality Communities Program NPS

Recommendation		Priority: Short Term Intermediate Long Term	Lead (listed first) Partners	Potential Funding Source
3.	Identify areas of existing and potential public waterfront access, particularly along the Hudson River, and improve these areas, as applicable, taking into consideration the <i>NYS Canal Recreationway Plan</i> and the <i>Eastern Gateway Canal Regional Plan</i>	Intermediate	Town/Village Board	NYS DEC LWRP
B. Saratoga National Historical Park				
1.	Partner with the National Park Service (NPS) to promote Saratoga National Historical Park (Park). Consider establishing a task force to build collaboration.	Intermediate	Town/Village Board & NPS	NYS Tourism NPS
2.	Build on the regional efforts to improve heritage-based tourism.	Intermediate	Town/Village Board	
3.	Develop land use regulations and design guidelines that are consistent with the Park's GMP to preserve the historic visual (rural) landscape in the vicinity of the Park	Short Term	Town Board/NPS Planning Board	NYSDOS Quality Comments
4.	Expand and improve physical links between the Town/Village and the Saratoga National Historical Park. Enhance alternate (non-motorized) means of travel to and within the park. Consider the "Stillwater/Saratoga Battlefield Trail"	Intermediate	NPS/Town Board	NYS Parks & Recreation NYSDOT NPS
5	Improve access from the Hudson River to the Saratoga National Historic Park as a means for supporting tourism.	Long Term	NPS	NYS Parks & Recreation NYSDOT NPS

C. Village North				
1.	Request the establishment of a "School Zone" on NYS Rte 4	Short Term	School District/Town Board	NYSDOT Saratoga County DPW
2.	Consider traffic calming measures to improve pedestrian safety, and aesthetic treatments to help create a sense of arrival	Intermediate	Town/Village Board	NYSDOT CDRTC
3.	Establish improved safety measures for pedestrians, including sidewalks and crosswalks	Short Term	Town/Village Board NYSDOT	NYSDOT
D. Village Business District				
1.	Establish a Village Business Association. Consider the development of Business Improvement District (BID)	Intermediate	Town/Village Board and Downtown Business Association	Saratoga Economic Development Corporation (SEDC) Mechanicville/Stillwater IDA
2.	Develop a Strategic Plan to Expand the range of services, build base.	Intermediate	Town/Village Board and Downtown Business Association	Small Business Administration (SBA), SEDC
3.	Expand the Village Center revitalization efforts to include façade, signage, streetscape and architectural improvements	Intermediate	Town/Village Board, Downtown Business Association, Saratoga County Local Economic Development Corporation	NYS Small Cities, Community Development Block Grants (CDBG), SEDC
4.	Consider the development of Main Street Design Guidelines	Short Term	Village Board Business Association	NYS Quality Communities Program
5.	Explore the development of a publicly controlled marina on the Hudson River	Long Term	Town/Village Board NYSDEC NY State Canal Corporation	NYSDEC - EBA

E. Agriculture/Rural Development				
1.	Develop a local public information program on the benefits of farming and agricultural land uses	Short Term	NYS Farm Bureau NYS/Saratoga Cooperative Extension Saratoga County Planning American Farmland Trust	Saratoga County Farm Bureau
2.	Explore the development of an expanded outreach program to inform the agricultural community of the variety of existing programs available to reduce local property taxes	Short Term	Town Board NYS Farm Bureau NYS/Saratoga Cooperative Extension Saratoga County Planning American Farmland Trust	Town Tax Bill
3.	Consider an Assessor Education Program to ensure that they are able to properly assess the real value of agricultural buildings and farmland	Short Term	Stillwater Assessor	NYSORP
4.	Consult with the Saratoga County Soil & Water Conservation Service and the Local Farm Bureau for assistance in correcting land use maps.	Short Term	Town Assessor Saratoga County SWCD Farm Bureau	SCSWCD Minimal Funding Impact
5.	Promote expanded support services for agriculture.	Intermediate	Town Board Local Agricultural Coalition Farm Bureau	NYS Grow NY Enterprise Programs
6.	Explore the development of a local farm/agriculture awareness event. Consider an event sponsored in cooperation with the Saratoga National Historical Park	Intermediate	Stillwater NPS Business Association Farm Bureau	NYS Grow NY Enterprise Programs
7.	Establish the Stillwater Agriculture Forum	Intermediate	Town Board Farm Bureau Local Agricultural Coalition	Minimal Funding Impact

8.	Consider requesting clustered subdivisions and/or use of the conservation design principles on large lots	Short Term	Town Board Planning Board	NYSDOS Quality Communities Program
9.	Explore the development of an Incentive Zoning Regulation for the preservation of Farmland and Open Space.	Short Term	Town Board Planning Board Farm Bureau	NYSDOS Quality Communities Program
10.	Create buffers to protect agricultural lands from infringing development.	Intermediate	Town Board	NYSDOS Quality Communities Program
11.	Work with the farm community to plan municipal infrastructure. Examine modifying infrastructure taxing policies that unduly burden owners of lard lots and agricultural lands.	Intermediate	Town Board Farm Bureau	Minimal Funding Impact
12.	Partner with Saratoga County to expand use of its Farmland/Open Space Preservation Program and the New York State Farmland Protection Program administered by the NYS Department of Agriculture and Markets	Short Term	Town Board Saratoga Planning Board Farm Bureau	NYS Ag & Markets
13.	Stillwater should examine enhancing the state and county conservation programs with additional conservation techniques (TDR, PDR, Term Easement/Tax Abatement, SEQR Mitigation Fees)	Intermediate	Town Board	Town Assessment NYS Real Property Transfer Tax Mitigation Fees
14.	Increase the use of low impact, flexible subdivision design methods.	Short Term	Town Board Planning Board	Minimal Funding Impact

15.	The Town should consider preparing a local Agricultural Protection Plan/Open Space Plan to establish local priorities for the protection of farmland and open space	Short Term	Town Board Planning Board Saratoga County	NYS Ag & Market NYSDOS Quality Communities Program
F. Parks & Recreation				
1.	Develop a Parks and Recreation Master Plan	Intermediate	Town Board Saratoga County Planning Board NPS	NYS Office Parks & Recreation NYSDOS Quality Communities Program
2.	The Town should examine the establishment of a Town Recreation Commission	Short Term	Town Board	Minimal Funding Impact
3.	The Town should develop an equestrian trail/route as an early action item.	Short Term	Town Board	NYSDEC - EBA
4.	The Community Center and the Library should develop a strategic plan to address current and anticipated needs	Intermediate	Stillwater Community Center Stillwater Library Town/Village Board	Undetermined
5.	The Community Center/Library may want to consider establishing a planning committee.	Intermediate	Stillwater Community Center Stillwater Library Town/Village Board	Minimal funding impact
6.	The SACC and Library should evaluate sharing a common facility	Intermediate	Stillwater Community Center Stillwater Library Town/Village Board	Minimal funding impact

G. The Hamlets				
1.	Develop a Hamlet Overlay Zone and/or Hamlet Design Guidelines	Intermediate	Town Board	Town Budget
Community Wide				
H. Water/Sewer/Stormwater/Gas				
1.	Stillwater should develop a multi-year Capital Improvement Plan (CIP) to provide a long-term plan for infrastructure improvements	Short Term	Town/Village Board NYS Comptroller	Town Budget
2.	Use the CIP process as a vehicle to link the policy for expansion of municipal infrastructure with the Town's policy for growth (or growth control)	Intermediate	Town Board	Minimal Funding Impact
3.	Develop an effective method to notify the public in a timely fashion, of infrastructure problems	Short Term	Town Board County Public Safety	Minimal Funding Impact
4.	Conduct an Intermunicipal Cooperation Roundtable to promote intermunicipal coordination and communication	Short Term	All local/regional municipalities	Saratoga County SEDC
I. Transportation				
1.	Work with the Capital District Regional Transportation Council and the Saratoga County Department of Public Works to identify and analyze factors contributing to unsafe driving conditions	Intermediate	CDRTC Saratoga County DPW	Saratoga County CDRTC
2.	Identify key locations for traffic calming improvements	Short Term	CDRTC Saratoga County DPW	CDRTC

3.	Identify areas in Town for pedestrian improvements	Short Term	CDRTC Town Board NYSDOT	NYSDOT Saratoga County
4.	Provide for the installation and maintenance of streetlights and sidewalks	Intermediate	Town/Village Board	Town Budget
5.	Develop a strategy with State Officials to eliminate property damage that results from commercial boats (river traffic) traveling in excess of posted speeds	Intermediate	NYSDEC NYS Canal Corporation	Minimal Funding Impact
6.	Examine re-establishment of mass transit and use of "Park and Ride"	Intermediate	NYSDOT CDRTC	NYSDOT FHWA
7.	Coordinate with local/state/federal transportation officials to plan for the traffic impact as a result of the LFTC	Intermediate	NYSDOT CDRTC Saratoga County Planning	Unknown
J. Local Economy				
1.	Work with the Saratoga Economic Development Corporation (SEDC), the Mechanicville/Stillwater IDA, local businesses to strengthen the economy of Stillwater and encourage a growing and broad economic base	Short Term	Village Business Association Town/Village Board SEDC NYS IDA	SEDC NYS IDA NYS Small Cities CDBC
2.	Work with Saratoga National Historical Park (SNHP) to improve the marketing of the Park as a component of regional heritage tourism efforts.	Intermediate	SNHP Town/Village Board NYS Tourism	NYS Tourism
3.	Explore the development of a Micro-Enterprise Program for Agriculture spin-off businesses	Intermediate	NYS Small Cities	NYS Grow NY Enterprise Programs

K. Historic Preservation				
1.	Explore designation as a Certified Local Government (CLG) from the NYS Office of Parks, Recreation, and Historic Preservation (OPRHP)	Intermediate	Town Historian Town Board NYS OPRHP	Town Budget
2.	Consider establishing local historic districts, historic area overlay, or local landmark preservation ordinance.	Intermediate	Town Board Town Historian Stillwater Historical Society	Town Budget
3.	Consider developing a screening mechanism as part of the issuance of demolition permits to retain and protect historic features in new projects.	Short Term	Stillwater Building Department	Minimal Funding Impact
4.	Expand public education efforts concerning the benefits of historic preservation.	Intermediate	Town Historian	Town Budget
5.	Consider development of a local scenic road program	Intermediate	Town Board Saratoga County Planning Board CDRTC	Saratoga County Planning NYSDOT CDRTC
6	Develop a series of pocket parks focusing on local history.	Intermediate	Town Board Stillwater Historical Society	Town Budget Developer Exactions
L. Housing				
1.	Become engaged in the Regional effort to address housing affordability	Intermediate	Town/Village Board, Planning Board Saratoga Housing Coalition	Town Budget
2.	Consider development of Inclusionary Zoning measures.	Short Term	Town Board	Town Budget

3.	Modify the current Planned Development District (PDD) legislation to require the inclusion of workforce/ affordable housing units within a PDD	Short Term	Town Board	Town Budget NYS DOS Quality Communities Program
4.	Create incentives to construct workforce/niche housing by allowing flexibility in design and density in exchange for development that meets a defined community need	Intermediate	Town Board	Town Budget
5.	Examine Mixed Use/Neo Traditional/Hamlet style development in select locations	Intermediate	Town Board	NA
M. Land Use				
1.	Perform a comprehensive review and evaluation of Stillwater's planning and zoning regulations	Short Term	Town Board – committee	NYSDOS Quality Communities Program
2.	Examine expansion of the Village business district	Intermediate	Village Board	Village Budget
3.	Examine the impact of development on infrastructure & services	Short Term	Planning Board	Minimal Funding Impact

4.	Create street tree planting requirements in commercial districts. Consider adopting a tree preservation ordinance	Intermediate	Town/Village Board	NYSDEC Urban Forestry Program
N. Fire/Law Enforcements/EMS				
1.	Establish a Stillwater Public Safety Planning committee	Short Term	Town/Village Board Local Service Providers County/State agencies NPS	Minimal Funding Impact
2.	Conduct Needs Assessment for each of the community service providers	Intermediate	Town Board	Town Budget
3.	Consider the adoption of a Service Awards program for volunteers. Examine innovative programs and incentives to support the recruitment and retention of volunteers	Intermediate	Town/Village Board	Town Budget
4.	Use the Town's web site to better inform the public regarding the Fire/Police/EMS services	Short Term	Town Board	Town Budget
5.	Work with local officials and developers in establishing a network of dry hydrants	Intermediate	Town Board/ Volunteer Service Organizations	Town Budget VSDA SCSWCO

6.	Work with the State, County, and local service providers to expand the delivery fire safety/prevention programs	Intermediate	Public Safety Committee Saratoga County EMS Coordinator	Various Minimal Funding Impact
7.	Expand joint operations with the Sheriff's Office, State Police and Mechanicville Police to maximize results	Short Term	Public Safety Committee Public/Community Service Providers	Various Minimal funding Impact
8.	Establish a police/citizen committee to develop programs (i.e. "Neighborhood Watch") to identify possible criminal activity	Intermediate	Stillwater Police Department	Minimal Funding Impact
9.	Investigate the costs/benefits of having the Stillwater Town PD pursue accreditation under the provisions of the New York State Law Enforcement Accreditation Program,	Intermediate	Town/Village Board Stillwater Police Department	Town/Village Budget
10.	Evaluate the costs/benefits of having the Rescue Squad staffed with its own paramedic	Short Term	Town Board Stillwater Rescue Squad	Town Budget Fee for Service
11.	Examine examine Town website for delivery of services	Short Term	Town Board Citizens	Town Budget Fee for service

O. Health Care

1.	Work with a local hospital in the region to evaluate the local health care needs and define a strategy to address the issues	Intermediate	Town/Village Board Saratoga Hospital	Minimal Impact
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Suggested Priority Projects

- Route 4 Corridor Plan
- Open Space/Farmland Protection Plan
- Zoning Regulation Update/Design Guidelines

Quick Hits

- Agricultural Forum
- Agricultural Outreach Program
- Public Safety Planning Committee
- Adopt a Highway Program

Short Term 1-2 Years

Intermediate Term 3-5 Years

Long Term 5 + Years

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FIGURES

Appendix A: Historically Significant Locations

**Town and Village of Stillwater
Historically Significant Locations
April 2006**

Site	Significance	Location	Ownership	Condition	Signage
Saratoga National Historical Park	Rev. War Battlefields	North east border	Federal	Excellent	yes
American Earthworks	Rev. War Patriot encampment- 1777	Routes 4 & 32 & Barbolt Court	Private & ROW	developed	NYS marker
Titonville	Built in 1700's Gov. Morris' brother's home	Routes 4 & 32	Private	Residential - excellent	no
Dirk Swart House	Gen. Schuyler's Headquarters	Routes 4 & 32	Private	Recently remodeled	NYS marker
Ephraim Newland Home	Industrial Rev. Mill Owner	Routes 4 & 32 Across from BH	Private	Restored, unusual, ornate	no
Octagon House	Theodore Baker's home	Routes 4 & 32	Private	Restored, unusual, ornate	no
Wright's Ferry	Rev War ferry spot to cross river	Ferry Lane	Public	Road/ ROW	NYS Marker
Knox Trail	Historic path of Henry Knox during Rev. War	Routes 4 & 32	Public	2 granite & bronze monuments	
Hewitt House and Tavern	Meeting place for patriots, vacation destination	Routes 4 & 32	Private	Demolished & currently Post Office	no
Bemis Tavern	Meeting place for patriots	Route 32	Private	Foundation only	no
Samuel Eddy Home	1890's factory owner's mansion	Routes 4 & 32	Private	restored	no
Stillwater Blockhouse Museum & Visitors Center	Relocated from SNHP former Visitors Center	Routes 4 & 32	Public	excellent	yes
Fort Ingoldsby	French & Indian / Rev. War	Routes 4 & 32	Private	Location only	yes

Site	Significance	Location	Ownership	Condition	Signage
	stockade				
Duncan Paper Mill	Industrial Rev. era factory that utilized canal	Routes 4 & 32	Private	Location only	no
Stillwater Academy	Built in 1847 former private school for wealthy	Routes 4 & 32	Private	Site only	NYS Marker
Montgomery Lodge	1800 era, school & Masons Lodge	Major Dickinson Ave.	Private	residence	NYS Marker
Rensselear Schuyler Home	Home of Gen. Schuyler's son	Routes 4 & 32	Private	residence	NYS marker
Mancius House	Wealthy landowner's mansion	Routes 4 & 32	Private	residence	no
Livingston Hill	Palatial estate era 1800's	Routes 4 & 32	Private	residence	no
Ezekiel Ensign Home	Built in 1773 Rev. War used by British	Ensign Lane	private	Site only	no
Wright's Ferry	Historic crossing in operation before Rev. War	Wright's Loop	private	Site only	no
Cannon Park	WW1 Monument, clock, cannon, Knox Trail marker	Routes 4 & 32	public	excellent	no
Bolton Manor	Village doctor's mansion	Lake Street & Palmer Street	private	Restored, unusual, ornate	no
Seymour Home	1800 era Milton Carter mansion	County Rd 76	private	residence	no
Donnelly Home	Former doctor's residence	Ketchum's Corners	private	residence	yes
Wood Residence	Former Willow Glen stage coach stop	NY Route 67	private	residence	no
Radar Base	Era 1950's Federal Radar Base	Radar Road	private	abandoned	no
Benedict House	1800's mansion	Putnam Road	private	restored	no

Site	Significance	Location	Ownership	Condition	Signage
White Sulphur Springs Hotel	Resort hotel late 1800s	Luther Road & NYS 9P	private	Site only	no
Brook's Station	Only remaining one-room school house, former fire station	McDermott Road	private	Currently garage	no
Abigail Power's Birthplace	Wife of 13 th Pres. Millard Fillmore's birthplace	Munger Hill Road	public	Foundation only	NYS Marker
Brown's Beach	1900's resort & public beach	NY Route 9P	private	Site only	no
Little Falls	Spring fed water falls, popular picnic & watering hole in 1900's	South of Hillside Colony, north of Gurba Estates	private	Site only	no

**Cemeteries & Burial Places
Town of Stillwater**

Name	Location	Ownership	Accessible to Public
Union Cemetery	NY Routes 4 & 32	Corporation	yes
St. Peter's Cemetery	NY Routes 4 & 32	Parish Maintained	yes
Salisbury Cemetery	Cold Springs Rd. & Joyce Rd.	Town Owned	yes
First Baptist – West Church (Taylor-Ferris)	Route 423	Ferris	yes
Yellow Meeting House Cemetery	Van Ness Rd. & Cty. Rd. 75	unknown	yes
Dunham Cemetery	Luther Rd. & Brightman Rd.	Zappone	?
First Baptist Church Cemetery	Route 423	First Baptist Church (dissolved)	yes
Munger Cemetery	Gronczniak Road	Belfield	yes
Ketchum Cemetery	County Route 70	Wells	yes
Ostrander Cemetery	NY Route 67	Sweeney	?
Myers Cemetery	County Route 70	Wayville Cemetery	yes
Baker Cemetery	County Route 75	Baker	private
Old Presbyterian Cemetery	Colonial Rd.	Presbyterian Church	yes
John Hart Cemetery	Putnam Rd.		private
Ensign Cemetery	NY Route 4		private
Smith Cemetery	NY Route 4		private
Montgomery Cemetery	Meehan Rd.		private
Smith Cemetery	Lake Rd. & Dunn Rd.	Thomas Dryer Farm	private

Appendix B: Buildout Analysis Methodology

GIS Buildout Methodology

The analysis was completed as follows:

1. GIS data coverages were assembled including: 2004 tax parcels with associated real property data, residential and commercial building databases, school district boundaries, zoning, soils, slope, floodplains, municipal boundaries, streets, subdivision boundaries, water districts, sewer districts, waterbodies and NYSDEC, and NWI wetlands. These datasets were combined to create a single GIS dataset.

2. Parcels with certain property class values are excluded from examination in this study because their property classification is considered to preclude development. Cemeteries, landfills, public parks, federally owned land as examples were excluded. 3. GIS datasets were queried to determine those lands that were potentially buildable, considering natural resource constraints, and that contained the potential for additional development, based on real property data. The classifications for natural resources constraints were as follows.

- Areas with slopes greater than 15% were considered severely constrained because the Department of Health generally prohibits construction of individual sanitary sewage disposal systems on such slopes; and
- NYSDEC and NWI wetlands; and
- All hydric and organic soil associations were considered severely constrained. Note that it is possible to construct houses on such soils; however, it is often difficult or undesirable to do so. For example, very wet soils often prohibit the construction of basements because of wetness, and wetness also causes a number of long-term maintenance problems. It is recognized that almost any soil type can be made buildable with sufficient improvements. However, for purposes of this analysis, lands with significant natural resource constraints were considered to be severely constrained because they are much less likely to be built upon, or are likely to be built upon at significantly lower densities than lands without such constraints.
- Areas outside of existing sewer districts where depth to bedrock is ≤ 18 inches.

4. Parcels were categorized as Buildable vs. Unbuildable parcels. A parcel is considered buildable if the unconstrained area is greater than or equal to $\frac{1}{2}$ the minimum required lot size; otherwise, the parcel is considered unbuildable. For non-vacant residential parcels (property class = 200's), the minimum lot size is subtracted from the unconstrained acreage *before* determining if the area is buildable or unbuildable. For commercial parcels, the acreage of any existing buildings is subtracted from the unconstrained acreage *before* determining if the area is buildable or unbuildable. Some parcels consist of more than one polygon; for those parcels that consist of more than one polygon, each polygon is examined separately.

5. Residentially zoned parcels were categorized as utilized vs. underutilized. A parcel is considered underutilized for *residential* purposes if the unconstrained area of a developed parcel, meaning one that currently has at least one existing dwelling unit, is more than 5 times the required minimum lot size. For parcels with property class values in the 200's (Residential); the minimum lot size is subtracted from the unconstrained acreage *before* determining if the area is utilized or underutilized. This subtraction is applied only to non-vacant residential parcels. Vacant residential parcels are automatically considered underutilized.

6. Commercially zoned parcel were examined and categorized as: Utilized vs. Underutilized. A parcel is considered underutilized for *commercial* purposes if the total unconstrained area was more than 2.5 times the built square footage reported on the tax roll. The acreage of the footprint of any existing buildings on the site is subtracted from the unconstrained acreage before determining if the parcel is utilized or underutilized. For commercially-zoned parcels it is necessary to lump the individual parcel-polygon & zoning district units because the buildings footprint areas are reported by parcel id and there is no convenient way to determine on which parcel-polygon the buildings are located. If there are no building on the site, then the parcel is considered underutilized.

7. Some parcels are split by zoning district boundaries in such a way that part of the parcel had residential zoning, and the other part had commercial zoning. For the purposes of calculating potential commercial square feet, we considered the total parcel area to be only the sum of the commercially-zoned part.

Note that this method does not take into account the peculiarities of individual parcel configurations (e.g. land locked parcels) which may therefore tend to overstate development potential.

8. Zoning regulations were applied to the buildable area for each parcel as defined above. The application of zoning regulations resulted in a calculation of the amount of development that could potentially occur if all available land were built upon in accordance with zoning regulations. Approved Planned Unit Development (PUD) districts (LFTC) and recently approved developments were not added to these calculations.

Appendix C: Issues Summary

**Stillwater Comprehensive Plan
Summary of Issues
March 1, 2005**

What Do You Like About Stillwater Today?	What Don't You Like About Stillwater Today?	What Do You Want to See In Stillwater In the Future?	What Don't You Want to See In Stillwater In the Future?
Small/Hometown/Rural Character(32)	Lack of senior services (1)	Locally funded PDR for agricultural preservation (1)	Shopping Malls (2)
Proximity to the Hudson River (3)	Need for one to be automobile dependent (1)	Address the pressures around the Lake (1)	Environment Similar to Clifton Park (7)
Fair Taxes (1)	Limited access to shopping (1)	Identification of growth centers including Luther Forest Tech Campus, Cold Spring Road, the Lake, the Village (3)	Big Box stores (5)
Nice People (10)	Not enough recreational opportunities (2)	Embracing change (2)	Excessive Number of homes (2)
Low Crime Rate (1)	Village and Town are separate entities. (6)	Extend the sewer system (2)	Nuclear power plant (1)
Absence of a Significant Drug problem in the school (1)	Water contamination (3)	Public transportation, particularly for the elderly to provide access to shopping, medical centers, recreation and entertainment. (3)	Uncontrolled growth and haphazard development (5)
Quality of water and sewer service (1)	Attitude of some Village employees(2)	Larger and more responsive library offering cultural and educational opportunities (3)	Professional fire force (1)
Quality of police service (1)	No expansion capacity to the main thoroughfare, Route 4 (1)	Preservation of the small town, rural character (3)	Stagnation (1)
Quality of Town's garbage service (1)	Negative impact of parades on downtown business (1)	More recreational opportunities including hiking trails, especially along the Old Champlain Canal; bike paths; more parks; expansion of the Blockhouse park (21)	Suburbanization (6)
Efforts to clean up the brownfields (1)	Crime, especially murders (1)	More access to the river (5)	Loss of agricultural lands and community (3)
The current government representative (6)	Bickering among people, particularly political bickering (4)	Coffee shop near Turning Point (1)	Neglected properties (1)
Historical character, sense of	Negative energy around LFTC (1)	Continued commitment to the	Neglected infrastructure (1)

**Stillwater Comprehensive Plan
Summary of Issues
March 1, 2005**

What Do You Like About Stillwater Today?	What Don't You Like About Stillwater Today?	What Do You Want to See In Stillwater In the Future?	What Don't You Want to See In Stillwater In the Future?
history, historic preservation (8)		business community (2)	
Block House (6)	Not enough respect for the Town Historian (1)	Low tax rate and larger tax base (1)	Loss of the small town rural character (5)
Open spaces (2)	Not enough traffic to support business (1)	Better access to the Northway (1)	Loss of feeling of safety (1)
Views (2)	Not enough commercial businesses contributing to the tax base (3)	Mitigation fees from increased development (2)	Lack of respect for private property, i.e. Hiking trails all over private properties (1)
Battlefield Park (2)	Run down buildings and abandoned properties, particularly in the Village (6)	Revitalized downtown that maintains its historic qualities (3)	No open space or recreational opportunities (2)
Positive attitude (1)	Lack of understanding of the cost of doing business and creating development (3)	No more murders (1)	Industry all over town (1)
Community Center (3)	Lack of support for the development of affordable housing (3)	Protection of historic resources and views (3)	Large lot zoning making affordable housing impossible (1)
Quality of the school system with elementary, middle, and high schools all on one campus (5)	Too many competing restrictions from the State. Local, and Federal authorities (2)	Protection of green infrastructure (1)	Less commercial business than today (1)
Large lot zoning	Requiring streetlights and sidewalks (1)	Restoration of gray infrastructures (1)	More trailer parks (1)
Approval of the LFTC (4)	Not taking advantage of more grant opportunities (1)	Watershed protection (2)	Higher taxes (1)
Good business and development climate (3)	Lack of zoning in the Village (3)	Managed growth (6)	No changes to the zoning map relative to Cold Spring Road (1)
Good library (1)	Police department is not practicing community policing and is not full time, they are not professional (2)	Public transportation (2)	Emotionally based decision making (1)
Banks (1)	Taxes	Town and Village acting as one entity (11)	

**Stillwater Comprehensive Plan
Summary of Issues
March 1, 2005**

What Do You Like About Stillwater Today?	What Don't You Like About Stillwater Today?	What Do You Want to See In Stillwater In the Future?	What Don't You Want to See In Stillwater In the Future?
Commitment to long range planning (1)	Sewer system (1)	Better internal communication within the Town and Village (1)	
Requirement of streetlights and sidewalks (1)	Appointed boards are not coordinating their efforts(1)	Municipalities making better use of the internet to communicate with residents (1)	
Saratoga Lake (3)	Mobile home park (3)	Commercial development (1)	
Saratoga County (1)	Department heads are not under control (1)	Preservation of agricultural lands and open space using zoning tools like cluster development when sewer and water service is available (7)	
Recent growth (2)	Highway Department is ineffective (1)	Preservation of agricultural lands (4)	
Diversity of blue and white collar (1)	Road network can't handle predicted growth, no expansion capacity (1)	Protection of private property interests (2)	
Proximity to the Northway and therefore easy access to everywhere in upstate New York (2)	Resistance to change (2)	No more trailer parks (3)	
Proximity to everything you need (2)		Large and expensive homes on the hill (2)	
Parades (1)		Additional business districts (6)	
Cohesive sense of identity (1)		More restaurants (1)	
Agricultural community (2)		Setting up lighting and sidewalk districts rather than requiring developers to include at the time of construction (1)	
Ongoing effort to clean up the Village (1)		Better development climate (1)	
		More sidewalks	

**Stillwater Comprehensive Plan
Summary of Issues
March 1, 2005**

What Do You Like About Stillwater Today?	What Don't You Like About Stillwater Today?	What Do You Want to See In Stillwater In the Future?	What Don't You Want to See In Stillwater In the Future?
		More mixed use development (2)	
		Business expansion especially banking, grocery, small businesses (3)	
		Improved traffic patterns (1)	
		Upscale businesses (1)	
		More cultural opportunities	
		Zoning in the Village (6)	
		Eliminate local Police in favor of County Sheriff(1)	
		Improvements to the school district including another school, possibly out by the Lake (2)	
		Affordable housing (2)	
		More and different services in the Community Center (2)	
		Better balance between private property rights and community rights (1)	
		Quality developments (1)	
		More services for Seniors (1)	
		More local employment (3)	
		Rezoning of Cold Spring Road to allow for growth compatible with LFTC (1)	
		Changes in the make up of the appointed boards and staff (1)	

This list was compiled from:18 Steering Committee responses, 33 stakeholder interviews, 12 responses from the online web questionnaire, January 27, 2004 Informational Meeting (60+ attendees), the Agriculture Panel Discussion Comments and 4 letter responses
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