

Stillwater Comprehensive Plan ACTION PLAN

Saratoga County, New York

Adopted by Town Board July 6, 2006

For Final Publication Purposes

The Plan was divided into 2 Documents:

Inventory & Analysis consisting of Sections 1 through 4
& the Action Plan consisting of Sections 5 through 7

The Appendices are included with the Inventory & Analysis document

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

ACTION PLAN
Section 5 through Section 7

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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.

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- 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.

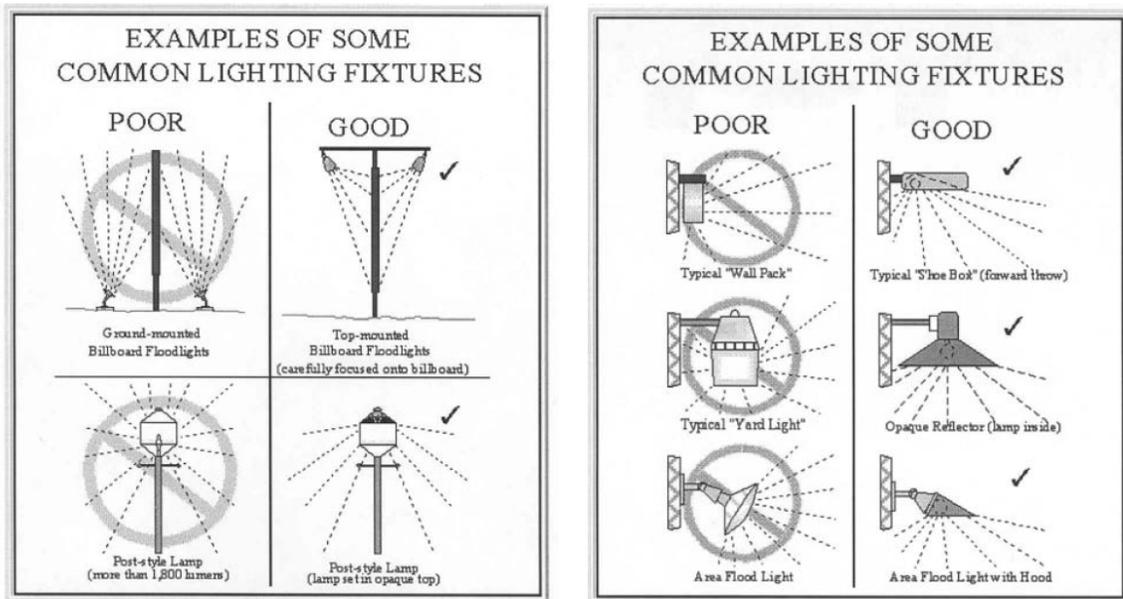
3. Work with the Park and other interested parties to develop land use regulations and design guidelines that are consistent with the Park GMP and the community's objective to preserve the historic visual (rural) landscape in the vicinity of the Park.

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

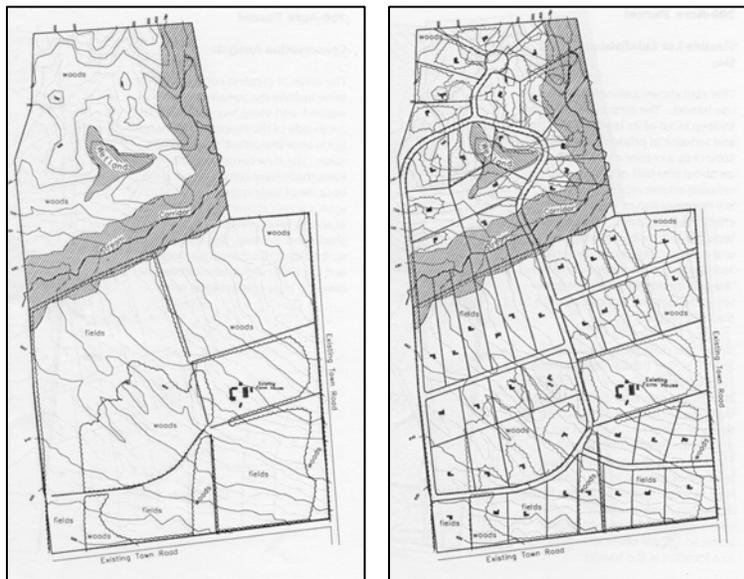
upstate New York, including Saratoga Springs where voters approved a \$5 million bond for open space conservation in 2001, have utilized this mechanism. Key to the high percentage of success of such initiatives has been educating voters about the actual cost per household on an annual basis for these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