

December 2016

Village of Stillwater

Comprehensive Plan Update



*This document was prepared for the New York State
Department of State with the funds provided under
Title 11 of the Environmental Protection Fund*

Table of Contents

Part I: Introduction.....1

Part II: Focus on the Future of Stillwater.....5

Part III: The Story of the Village of Stillwater, NY.....9

Part IV: Planning for the Future.....13

Part V: Implementation: The Path Forward.....51

Part VI: Appendices.....59

Plan prepared by:





Fast Fact

This Plan update was completed in conjunction
with the Town and Village of Stillwater
Hudson River Waterfront Revitalization Plan

Part I: Introduction

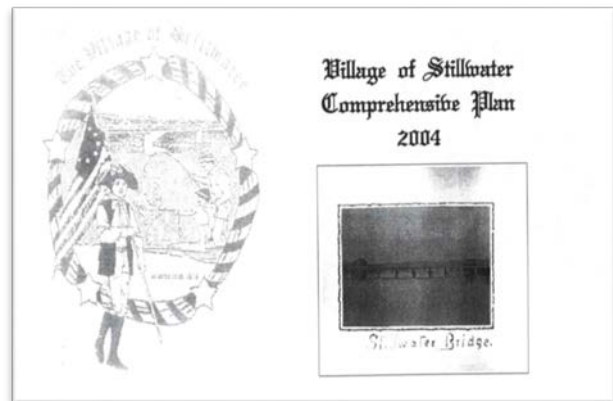


In 2012, the Town and Village of Stillwater, NY, wishing to have a clear and unified revitalization plan or strategy for the Hudson River waterfront and historic Champlain Canal corridors, joined together to submit a joint Consolidated Funding Application (CFA) for development of a Stillwater Hudson River Revitalization Strategy. The application specifically requested funds under the NYS Department of State's Local Waterfront Revitalization Program (LWRP) to create the first multi-municipal strategic plan for the Hudson River waterfront and historic Champlain Canal corridors in this area. With funding secured in 2015, the Town and Village embarked on

the joint Town and Village of Stillwater Hudson River Waterfront Revitalization Plan and separate Village-only Comprehensive Plan Update.

The Hudson River Waterfront Revitalization Plan (WRP) and process focused on identifying recommendations and actions which should be taken to reinforce and accelerate economic development and quality-of-life improvement efforts in the Route 4/Hudson Ave. riverfront

corridor. Since the existing Village of Stillwater Comprehensive Plan was last officially adopted in 2004, with subsequent updates created by a Village Committee over the last several years, the document was in need of updating and was included as part of the overall 2015 planning effort.



This planning project would not have been possible without the support of the Village Trustees, ongoing support and cooperation of the Town of Stillwater who administered the grant used to fund this project, the New York State Department of State, the Capital Region Regional Economic Development Council, and the volunteers on the Comprehensive Plan Committee who helped direct development of this Plan including:

Mayor Rick Nelson
Village Trustee Timothy Campbell
Village Resident Chris D'Ambro
(Former V. Trustee) Ellen Vomacka
Village Trustee Judy Wood-Shaw





*“A large percentage
of our business
district overlooks
the scenic Hudson
River and makes
visiting a true
pleasure.”*



4
1502
30 25





Part II: Focus on the Future of Stillwater

A comprehensive plan is a vital document necessary to help guide redevelopment and the direction of the Village and provide for public input on the desired vision of the future. The Village and Waterfront Revitalization Plan Study Area (Town & Village) are at a vital crossroads period where the overall economy has improved from 2008, but residents and others are becoming increasingly concerned about issues such as abandoned properties and empty commercial spaces while at the same time interested in reinvigorating the Village through redevelopment. The public has remarked about the general lack of entertainment-type establishments, but at the same time new opportunities and interest in investing in/around the Hudson Avenue corridor is increasing. Additionally, this plan and the continued collaborative efforts between the

Village and Town is further proof that both are serious about developing a mutually beneficial approach to improving the quality of life in the Hudson Avenue Corridor.

This plan is based on the 2004 Comprehensive Plan document and much of the intent and focus of the previous goals and objectives/recommendations are retained herein. However, through discussions and input in the planning process newly identified improvements to increase the quality-of-life and attractiveness of the Village are included. This Plan is consistent with, and complementary to, the parallel 2015 Waterfront Revitalization Plan effort and provides a Village-focused phased approach to implementation of projects, policies, and opportunities.



In the State of New York, a Comprehensive Plan does not need to be formally adopted by the municipality. Chapter 209 of the Laws of 1993 provide the definition of a Comprehensive Plan and the optional process required if the Plan is to be adopted. That process requires certain specific steps be followed in order for it to be a legally adopted document.

Regardless of whether or not the Comprehensive Plan is adopted, “courts have required the municipal governing body to zone in accordance with a land use policy which is in the interest of the overall community”¹. The governing body must show that it has given “some thought to the community’s land use problems and, implicitly, must have fashioned its zoning as a regulatory means to address these problems. Should the plan be formally adopted, all land use regulations must be in accordance with it (NYSDOS Zoning and the Comprehensive Plan, Revised 2015).

This plan was developed through a systematic approach that included a committee of Village representatives and engagement in discussion of Village needs through the parallel Hudson River Waterfront Revitalization Plan project. It was adopted by the Village Board of Trustees on December 20, 2016.

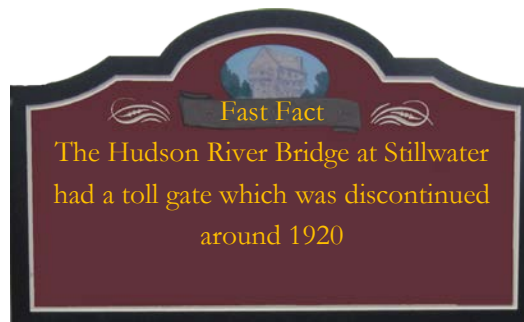


¹ NYSDOS Zoning and the Comprehensive Plan, Revised 2015



BLOCKHOUSE
REPLICA OF AN 18TH CENTURY
BLOCKHOUSE, BUILT IN 1902.
ORIGINAL VISITOR CENTER AT
SHAROTON BROOKFIELD.
MOVED TO THIS SITE IN 1996.
BY JAMES HARRISON JR.

*“We have much to offer
our residents and
visitors...including a long
marked history from the
Revolutionary War”*



Part III: The Story of the Village of Stillwater, NY

The Village of Stillwater is located in Saratoga County, NY along the picturesque and historic banks of the Hudson River. It has a deep, rich history easily evident by viewing the numerous historic markers, historic homes, and numerous commercial/



Basemap: U.S. Census

mixed-use buildings along Hudson Avenue. These include the Dirck Swart House; the Stillwater Wood & Iron and Fiber Mill buildings, the Village Hall/Fire House, and historic locations such as Ferry Street and the Blockhouse.

Like many communities throughout the Hudson and Mohawk Valleys, the rivers were the driving force in their development, commerce and transportation, and importance throughout history. While the importance of the river to the community has waned from a commerce and transportation perspective, it is still a vital piece of the fabric of the Village, an asset only a handful of communities in the State have, and increasingly a positive influence and draw for development and redevelopment.

Though outside the Village, the direct tie between the Saratoga National Historical Park, the Saratoga National Cemetery, and the Village is well-known and well-established. The Saratoga National Historical Park – a 3,400 acre park located just to the north of the Village, draws over 100,000 visitors annually. The Saratoga National Cemetery is New York State's sixth national veteran's cemetery and the 116th in the National Cemetery Administration.

The Village website provides a succinct history of major events in Village. It notes that the Village is located at the confluence of the Hoosac and Hudson Rivers – often times river confluences like this were one of the major reasons for originally settling areas like Stillwater. The Battles of Saratoga in 1777, which led to the defeat of the British during the Revolutionary War, took place just to the north in the Town of Stillwater. On March 7, 1788 Stillwater became a Town, with the Village incorporating in 1816. In the 19th Century, the opening of the canal system along the Hudson River spurred economic growth and industry in the community (something the community is hoping to once again leverage to spur economic growth in this Century). However, by the 20th Century, mobility options were increasing and more and more employment opportunities were found outside the Village, leading to the Village being considered a primarily bedroom community today. More information on the demographics of the Village can be found in Part IV, Section IV.1 below.



Hudson River looking south from the southern Village Gateway. The freight rail crossing of the Hudson can be seen in the distance.

From its start, the Village's ties to the Hudson River has helped shape and focus the way of life in the community. Water, especially rivers, have played a prominent and defining role in the development of much of the Hudson and Mohawk Valleys, initially being used for transport of both people and cargo. Still today, the Hudson River has and holds a prominent place in the character and focus of the Village.

Today, this small Village with approximately 2.5 linear miles of frontage on the Hudson River, is looking to its past to help improve quality-of-life and improve the overall well-being and character of the Village, those who reside in it, and those who visit.

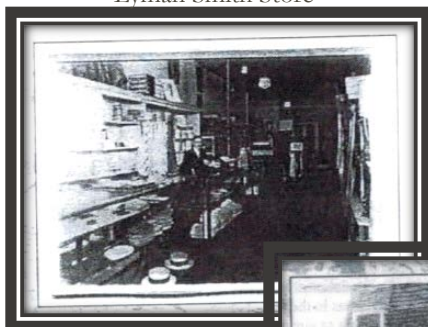
Figure 1

	Overall Area	Land Area	Water Area	River Frontage
Village of Stillwater	1.5 sq. mi	1.3 sq. mi	0.2 sq. mi	2.5 linear miles
Saratoga County	843.8 sq. mi	810.0 sq. mi	33.8 sq. mi	34.5 linear miles

Source: Saratoga County Planning Department, GIS Data

Select historic pictures from the 2004 Comprehensive Plan

Lyman Smith Store



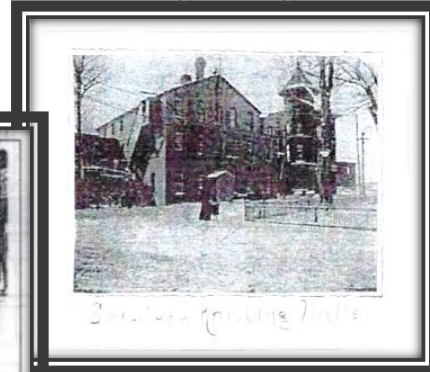
Boland's Cafe



Trolley on Main Street



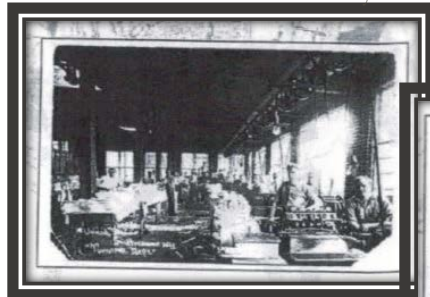
Saratoga Knitting Mills



1883 Twin House



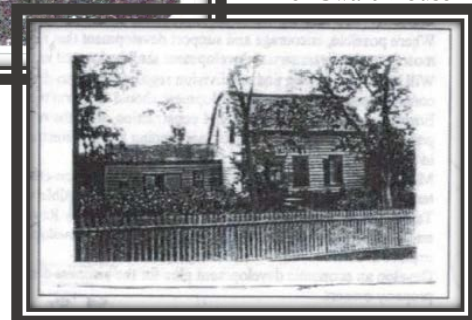
United Shirt & Collar Factory



Schuyler House

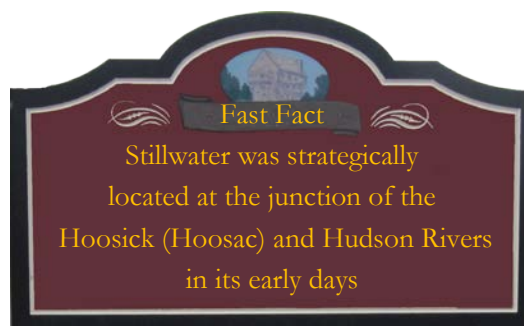


Dirck Swart House



*"Stillwater Central
Schools are highly
ranked, and we are a
short drive to premier
shopping, Saratoga
Lake, Luther Forest
Technology Campus,
Saratoga Thoroughbred
Race Track, and more
than a dozen colleges
and universities."*

STILLWATER CENTRAL SCHOOL



Part IV: Planning for the Future

A Comprehensive Plan is about the future direction of a place. The Village of Stillwater, through the direction of the Comprehensive Plan Committee, has developed a plan that is based on the past by working to preserve the historic and unique riverfront village character that has existed for generations. It lays out in detail a phased, multi-faceted approach to improving the Village for residents, visitors, and tourists alike. Altogether, it is an ambitious plan, which if implemented in full,

will see a revitalized Village - that is a more attractive and desirable place to live, work, and play. It will provide never-before available access to the waterfront, be a destination for people by car and boat, and solidify its uniqueness within the Capital District.

The following chapter consists of six focus areas and seven goal areas. The goals/focus areas include:

Goal 1: Enhance Quality of Life

Goal 2: Increase Economic Stability & Vitality, Revitalization & Tourism

Goal 3: Refocus on Waterfront Revitalization & Reinvestment

Goal 4: Update Land Use & Zoning Policies & Ensure Development Consistency

Goal 5: Ensure Housing Stability, Diversity & Property Upkeep

Goal 6: Improve & Expand Transportation & Infrastructure Systems

Goal 7: Preserve, Protect & Promote Recreation, Historic/Cultural/Natural & Open Space Resources

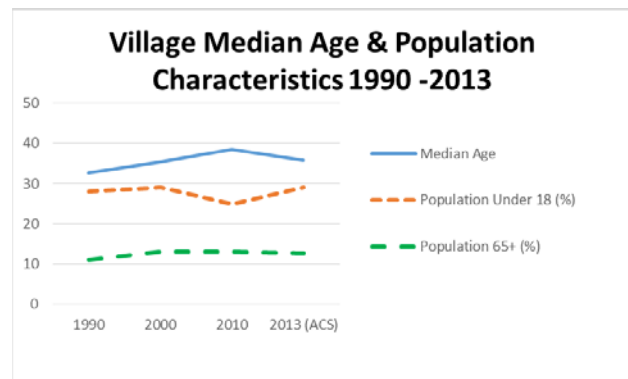


Section IV.1: Enhance Quality of Life

The Village of Stillwater is located in Saratoga County within the Albany-Schenectady-Troy (MSA).² Figure 2 shows the population of the Village, County, and MSA and while the population of the Village did not increase between 1990 and 2010 at the same level as Saratoga County as a whole – which has experienced significant growth for an Upstate area – it is consistent with the growth level of the MSA. The 2013 U.S. Census American Community Survey (ACS) estimates that the population of the Village was 1,962, an increase of nearly 13% (224 persons) from the 2010 U.S. Census – a significant increase in a short period of time (it is important to note that the 2013 population numbers are an estimate so some caution must be taken with these numbers).

According to the U.S. Census and shown in Figure 3, the median age of residents in the Village increased from 35.4 in 2000 to 38.4 by 2010. This trend is generally consistent with Upstate New York communities which are seeing the aging of the baby boomer generation (those people born between 1946 and 1964). As can be seen from the population pyramid (Figure 4), the baby-boomer generation makes up the largest population cohort in the Village. However, the ACS estimate details a significant dip in the median age in the Village and a corresponding increase in the population under 18.

Figure 2



Source: U.S. Census, Decennial Census 1990, 2000, 2010, 5-Year Estimates 2009-2013 ACS

The ACS estimates the median age dropped to 35.8 years in 2013. Based on other U.S. Census data reviewed, this decrease is associated with the increasing population of younger people either moving to or being born and living in the Village in recent years. However, this reduction in median age should also be taken with a bit of caution as it too is an estimate and a relatively new phenomenon – having occurred since the 2010 U.S. Census count.

From 1990 through 2010, U.S. Census statistics show that the population was aging, a trend consistent with most Upstate New York communities. If the ACS estimate is correct about the increase in younger people living in the Village and this trend continues into the future, it could create a somewhat unique situation where the aging of the baby-boomers is being

Figure 3

	1990	2000	2010	2000 - 2010		ACS Estimated 2013 Population
				# Change	% Change	
Village of Stillwater	1,531	1,644	1,738	94	5.4%	1,962
Saratoga County	181,276	200,635	219,607	18,972	9.5%	221,169
Albany-Schenectady-Troy MSA	861,424	825,875	870,716	44,841	5.4%	877,905

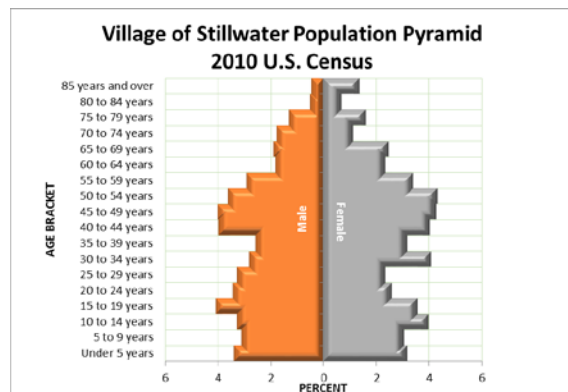
Source: U.S. Census, Decennial Census 1990, 2000, 2010, 5-Year Estimates 2009-2013 ACS

² U.S. Census Bureau defines an MSA as a geographic entity delineated by the Office of Management and Budget (OMB) for use by Federal statistical agencies in collecting, tabulating, and publishing federal statistics. A Metro area contains a core urban area of 50,000 or more

population and consists of one or more counties. The Albany-Schenectady-Troy MSA includes the counties of Saratoga, Schenectady, Schoharie, Albany and Rensselaer.

met by an increase in the numbers of younger population and as such the overall median age may not be driven higher each and every year. That said, there is a significant percentage of the population that is in the baby boomer generation.

Figure 4



Source: U.S. Census, Decennial Census 2010

This is an important consideration because currently many of the baby boomer generation have reached retirement age or are likely to retire within the next several years. This generation will increasingly need services and assistance such as medical and health care, and transportation assistance. Services such as Elder Care Transportation (currently provided by the Stillwater Area Community Center), will likely be increasingly in demand. This particular service will pick-up residents in the Village and Town of Stillwater and City of Mechanicville for medical appointments; and for residents in the Town and Village of Stillwater only, for shopping if drivers are available. Though there are no public transit routes in the Village of Stillwater, CDTA provides complimentary ADA paratransit service for people living outside the service area for travel within the service area.

Institutional Resources: Institutional resources generally consist of educational facilities, certain public property, and emergency services type uses. The following resources are found within the Village or utilized by Village residents:

Schools: Children in the Town and Village of Stillwater attend four school districts including: the Stillwater Central School District, the Mechanicville City School District, the Shenendehowa Central School District, and the Schuylerville Central School District. Children in the Village attend the Stillwater Central School District.

Libraries: The Stillwater Free Library is located at 662 Hudson Avenue in the Village of Stillwater and is part of the Southern Adirondack Library System. This system serves public libraries within Hamilton, Saratoga, Washington, and Warren Counties.

Emergency Services: Emergency services are provided by the Stillwater Police Department, the Saratoga County Sheriff's Office (County Sheriff), the New York State Police (NYSP), Park Rangers at the Saratoga National Historical Park, two volunteer fire departments, and one rescue squad. Mutual aid agreements with fire and EMS services including Saratoga County EMS provide additional assistance when needed.

The Newland-Wood Fire Company serves the Village of Stillwater. This volunteer fire department was formed in 1865. The apparatus that they use is as follows:

- E-59-3 1987 American Eagle carries 500 gallons of water with a 1500 GPM pump
- ETA-59-4 1997 International Engine Tanker 1000 gpm pump 1500 gal tank w/quick dump and 2000 gal portable tank
- F-59-5 Ford 4x4 2005 wild fire apparatus mfg.
- F-59-2 Ford 4 x 4 crew cab pickup

Malta-Stillwater EMS provides emergency medical services in addition to aid which comes through the Saratoga County EMS.

The Village of Stillwater enjoys a high quality of life. The Village will maintain and enhance its quality of life through ethical leadership, increased citizen involvement (particularly youth involvement, outreach to the community and engagement with individuals whom have a direct or indirect relationship with the Village), continued collaboration with the Town, and overall promotion of the values of the Community.



Sidewalks, attractions & parks enhance quality of life.



Park improvements are essential to quality of life.

Goal 1: Enhance Quality of Life

Continuously improve the quality of life to create a better future for residents, businesses, and visitors to the Village.

Objectives & Recommendations:

On-Going:

- a. **Support and encourage community associations and related groups** who can help identify collective concerns and opportunities and assist in better organizing community engagement and involvement. *See WRP page 39 – Comm. Enhancements & Quality of Life Goal 1.*
- b. **Encourage and invest in leadership training** of Village officials with a focus on meeting management, negotiation, and collaborative problem solving.
- c. **Retain and enhance the cooperative and collaborative relationship between the Village and the Town** to protect, maintain, and improve the area and region.
- d. **Ensure protection of the existing qualities that make the Village a unique and desirable location** by supporting the enforcement and revision of existing local laws and adherence to SEQRA and other environmental protection efforts.
- e. **Support and expand outreach programs** including adult and continuing education programs, community functions, and the needs of our children and future generations by working with the Town of Stillwater and School Board officials to ensure education remains a top priority in region.
- f. **Form a joint Village/Town committee to identify mutually beneficial opportunities.**
 1. Consider consolidation of services between the Town & Village, Mechanicville, Saratoga County, and other potential regional partners.
 2. Identify, plan, and promote recreation needs and opportunities for for all age groups. Continue to advocate for multi-modal trail improvements. *See WRP page 40 – Comm. Enhancements & Quality of Life Goal 2.*
- g. **Ensure the priorities of the Village are evaluated in detail no less than every 5 years** by reviewing this document and any implementation activities and assessing/reassessing any potential necessary changes.
 1. Conduct surveys and/or resident forums to discuss current planning issues.
 2. Develop/reinstitute a joint committee of Village and Town officials/staff and residents to lead the review process and make recommendations to elected officials.

Section IV.2: Economic Stability

The economy and economic well-being of the Village is directly tied to housing, employment, income, land use and tourism within the Village and Region. These are not only vital to the Village and create a direct impact on activities taking place within the Village's borders, but are vital to the adjacent municipalities, the county and the entire Capital District.

Employment: According to the ACS, there were 1,484 people in the Village of Stillwater age 16 and over. Of those, 1,035 were considered to be in the labor force (the remaining 449 were not considered to be in the labor force). All 1,035 people in the labor force were in the Civilian labor force, there was no one recorded as being in the Armed Forces. A total of 91.1% (943 people) in the Civilian labor force were employed with 8.9% (92 people) unemployed. This is down slightly from the 968 employed persons in the 2012 ACS but up significantly from the 790 employed persons in the 2000 U.S. Census.

The most common occupation for Village residents according to the ACS was sales and office occupations (33.6%) followed by management, business, science, and arts occupations (26.2%). The breakdown of civilian employed population 16 years of age and over for the years 2000 and 2013 is shown in Figure 5.

Figure 5

Village of Stillwater	2000	%	2013	%
Civilian employed population 16 years of age and over	790	-	943	-
Management, business, science, and arts occupations	171	21.6%	247	26.2%
Service occupations	104	13.2%	134	14.2%
Sales and office occupations	261	33.0%	317	33.6%
Natural resources, construction, and maintenance occupations	111	14.1%	100	10.6%
Production, transportation, and material moving occupations	143	18.1%	145	15.4%

Source: U.S. Census, 5-Year Estimates 2009-2013 ACS

As would be expected, the ACS shows most of the labor force works outside the home, though 3.9% were estimated to work at home in the Village. For labor force workers living in the Village, a significant 18.3% also work in the Village according to the ACS. Nearly 70% of workers worked in Saratoga County and nearly all worked in New York State.

Figure 6 details selected means of transportation to work and travel times. In summary, most of the labor force drives to work (94.2%) with a somewhat surprisingly high 18.1% carpooling, compared to the Town of Stillwater and Saratoga County as a whole. The majority of the labor force travels more than 20 minutes to reach work with the mean travel time to work coming in at 25.1 minutes.

Income: Income includes wages, salary, commissions, bonuses, tips, self-employment income, interest, dividends, net rental income, royalty income, income from estates and trusts, public assistance or welfare payments, retirement, survivor, or disability pensions, other income such as VA payments, unemployment, child support or alimony. It counts income of the householder and all other individuals age 15 and older in a household, whether related or not.

Earnings are a component of income (wages, salaries and self-employment income)

Source: U.S. Census 2012 ACS

Figure 6

	Village	Town	Saratoga County
Selected Means of Transportation to Work			
Car, Truck, Van	94.2%	93.1%	91.1%
<i>Carpooled</i>	18.1%	9.4%	7.9%
Public Transportation	0.0%	0.3%	0.9%
Walked	1.9%	0.8%	2.1%
Worked at Home	3.9%	5.4%	5.0%
Travel Times			
Less than 10 minutes	6.7%	6.7%	11.8%
10-19 minutes	28.1%	19.0%	27.7%
20+ minutes	65.2%	74.3%	60.5%
Mean Travel Time to Work	25.1 min	28.7 min	24.5 min

Source: U.S. Census 5-Year Estimates 2009-2013 ACS

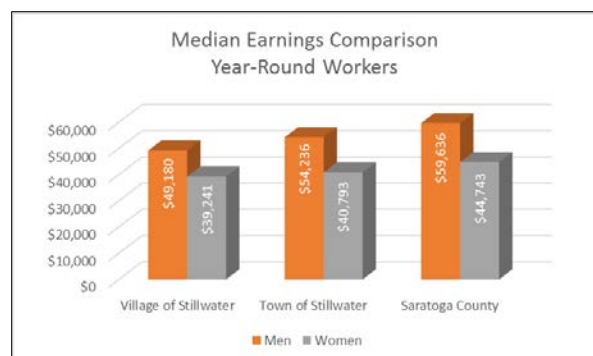
Income: According to the ACS, the estimated median household income (in the past 12 months) for all 668 households in the Village of Stillwater was \$60,476. The median household income for Saratoga County according to the ACS was \$69,826, meaning that the Village of Stillwater had a household income that is approximately 15% lower than the County as a whole.

In the Village, 172 nonfamily households had the lowest estimated median income at \$39,375. There were an estimated 496 family household types which had a higher income of \$67,143. Within this household type, there were an estimated 341 married-couple families household types who had the highest income at \$73,125.

For all 668 households, approximately 82.2% (549) had earnings, approximately 30.8% (206) had social security, and approximately 24.7% (165) had retirement income. These percentages closely mirror those of Saratoga County which recorded approximately 79.6% of residents county-wide with earnings, approximately 29.5% with social security, and 21.8% with retirement income.

Median earnings for full-time, year-round workers in the Village are estimated by the ACS to be lower than those of Saratoga County. The earnings estimates by gender (the only available median earnings data for full-time year-round workers) are shown in Figure 7. In summary, they show that men are statistically making more than women and that residents of the Town are making more than those living in the Village.

Figure 7



Source: U.S. Census 5-Year Estimates 2009-2013 ACS

Section IV.3: Tourism

Figure 8

Traveler Spending Breakdown					
Food & Beverage	Transport	Lodging	Retail & Service Stations	Second Homes	Recreation
28%	22%	22%	18%	6%	4%

Source: Saratoga Convention and Visitors Bureau tourism analysis presentation, 2014

The Saratoga Convention and Visitors Bureau provided some detailed information on tourism statewide and in for each region across the state. According to their tourism analysis presentation for 2014, New York State's tourism economy saw a 5.4% growth in traveler spending in 2014. Direct tourism employment grew 3.2% reaching a new high in 2014, room demand increased by 4.3%, and room rates increased 2.6%. Traveler spending reached a new high of \$62.5 billion, surpassing the pre-recession peak set in 2008. Of course, it is important to note that New York City is a major factor in these statewide numbers, accounting for 66% of state visitor spending in 2014.

For the Capital-Saratoga Region, which Stillwater is within, the traveler spending capture was approximately 3% of the \$62.5 billion statewide total. This is the same as the capture for Central New York (3%) and above that of the Adirondacks (2%), Thousand Islands (1%), Catskills (1%), and the Chautauqua-Allegheny Region, but less than that of the Hudson Valley (5%), Finger Lakes (5%), and Niagara Region (4%). Again, New York City had the largest tourism spending at 66% and followed by Long Island at 8%.

In 2014, traveler spending in the Capital-Saratoga Region was just over \$1.8 billion, up 5.7% from 2013 (2013 increased approximately 1.9% from 2012). Traveler spending resulted in the employment of 32,244 people (nearly 8% of the regional employment in that year) and a local tax total of \$124,757,000 in 2014.

Looking at Saratoga County specifically, the analysis showed that Saratoga County represents 25% of the region's tourism sales, second behind Albany County (53%), and well above Schenectady County which follows with 11%. Saratoga County saw total traveler spending of \$462,075,000 resulting in the employment of 8,601 people and a local tax total of \$29,756,000. Within the Region, Saratoga County was shown in the analysis to be by far the most dependent on tourism with 15.8% of all labor income being generated by tourism. All other counties were below 5% dependency on tourism for labor income.

Traveler spending in 2014 was broken-down into six categories in the Bureau's tourism analysis. The largest share went to Food and Beverage (28%) followed by Lodging and Transport (tied with 22% each) categories.

Saratoga National Historical Park (SNHP): The largest and most significant tourism asset located within the WRP Study Area is the SNHP, though an argument could be made that the Hudson River is the largest tourism asset. The SNHP is a highly visited resource, bringing in 58,772 total recreation visits in 2014. The site includes the Schuyler House, Saratoga Monument, and Victory Woods. Prior to becoming a National Park Service site, the area was a New York State historical preserve (from 1927-1938). The NPS calculates total visitor spending and spending by non-local visitors. The table below shows the total visitor spending statistics for 2014.

Figure 9

Contribution of all Visitor Spending					
Saratoga National Historical Park	Total Visitor Spending	Jobs	Labor Income	Value Added	Output
	\$32,961,000	50	13,975,000	\$25,386,000	\$41,683,000

Source: 2014 National Park Visitor Spending Effects: Economic Contributions to Local Communities, States, and the Nation. Final Table 3 – Visits, spending and economic contributions to local economies of NPS visitor spending – 2014

While total recreation visits were nearly 59,000 in 2014, this number has been trending down over the last 5 years.

Broken down further, NPS calculated a total of 49,368 total non-local recreation visits (and thus 9,404 local recreation visits), meaning that 49,368 visits by non-locals by definition, brought-in money from elsewhere – boosting sales in the region. Statistics in the table below show the impact of non-local visitor spending.

Within the SNHP, there is a 10-mile self-guided paved Tour Road. Bicycling is encouraged and promoted in the spring, summer, and autumn months, though there is no bicycle rental facility in the park. Hiking is also promoted as a great way to explore the SNHP with trails open for cross-country and snowshoeing in the winter. Horseback riding is permitted on a ~5-mile (round trip) horse trail. Entry for all users is subject to an entrance fee or a pass from May 1 – October 31. Costs in 2015 were \$5 for a non-commercial vehicle and \$3 per adult (age 16 and up) for bicycles, motorcycles, hiking, and horseback riding.

Gerald B.H. Solomon Saratoga National Cemetery: The Cemetery is located just a short distance north of the SNHP on Duell Road. It is one of only six national veteran's cemeteries in New York State and one of 116 in the National Cemetery Administration. It is open weekdays from dawn until dusk. The Cemetery is a major visitor destination with more than 225,000 veterans residing in the Albany/Saratoga area and 1.4 million living across New York State³

Lodging Statistics: Though there are no hotels within the WRP Study Area, there is one bed and breakfast – the River's Edge Bed & Breakfast located along Route 4 near the Saratoga National Historical Park. Just outside the study area is a second bed and breakfast - the Maple Shade Bed & Breakfast - located near the intersection of Wilbur Road and Route 32.

Figure 10

Impact of Non-Local Visitor Spending					
Saratoga National Historical Park	Non-Local Visitor Spending	Jobs	Labor Income	Value Added	Output
	\$3,150,000	47	\$13,388,000	\$24,420,000	\$40,048,000

Source: 2014 National Park Visitor Spending Effects: Economic Contributions to Local Communities, States, and the Nation. Table 4 – Visits, spending and economic contributions to local economies of NPS non-local visitor spending – 2014

³ Source: <http://www.cem.va.gov/cems/nchp/geraldbhsolomonsaratoga.asp>

Lodging has a significant positive economic impact within Saratoga County particularly as it relates to tourism and conferences. From 2013-2014, the County realized a 6.9% increase in hotel occupancy from 65.3% to 69.8%. Average daily rates also increased from \$137.72 to \$141.83, a 3.0% increase⁴.

Similarly, from 2013 to 2014, the number of groups/events leads (potentials) increased from 333 to 407. Room night leads also increased from 114,593 to 124,383. Subsequently the number of contracted groups/events increased from 298 to 367, room nights from 73,877 to 79,842, and the contracted economic impact increased from \$31,557,151 to \$34,954,827. From 2013 to 2014 the number of conventions/events held increased from 255 to 326. The number of room nights increased from 61,332 to 66,018 with the economic impact increasing from \$24,909,455 to \$27,859,596.

All of these increases are consistent with the general trend over the last 4 years of increasing numbers of conventions/events held, room nights and overall economic impact. These numbers show the enormous economic impact conferences/lodging-based tourism has within the county.

While these numbers therefore generally have an indirect impact on the Town and Village (except for anyone employed in the hotel industry), the industry provides jobs to residents throughout the County and the County as a whole benefits.



Lock C4 upstream lock gate

Hudson River Canal Traffic: With the presence of the Hudson River along the entire eastern side of the study area, water-related economic development potential and tourism-based opportunities are significant. Throughout the canal system, there are numerous communities such as Illion, Newark, and Fairport which had similar situations to the current situation in the Village of Stillwater. These communities also had a significant waterfront presence but have had private ownership along the waterfront and limited focus/accessibility to the waterfront. In recent years each has dedicated significant time and energy on capitalizing on the potential of the canal system to become a destination for both boaters and non-boaters alike. These communities would be a good case study of what has worked as Stillwater seeks to capitalize on its waterfront.

The NYS Canal Corporation manages and runs the two locks which generally book-end the Study Area – C4 Stillwater and C5 Northumberland. In 2014, there were approximately 1,000 boats “locking-through” Lock C4 during the 2014 season – seemingly high numbers but not actually high when compared to average lock-through numbers on the canal as a whole. Overall, recorded traffic on the canals has been some of the lowest numbers on record over the last several years. Many factors can be attributed to this including the slowdown in the economy starting in 2008, weather-related issues which have forced closures of the canal system for extended periods, the expense of owning a boat, and the generally well known but undocumented element that many people are running smaller pleasure craft between locks and not locking through on longer trips – thus they are not counted as traffic on the canal system.

⁴ Source: Saratoga Convention & Tourism Bureau – 2014 Annual Report

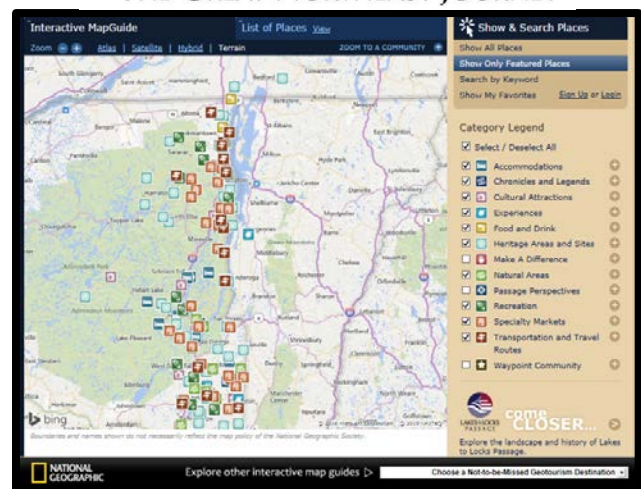
Lakes to Locks Passage: The Great Northeast Journey: The Lakes to Locks Passage is a byway that follows the interconnected waterway(s) including the Upper Hudson River, Champlain Canal, Lake George, Lake Champlain, Richelieu River, and Chambly Canal through six counties in New York State and into Quebec, Canada including Stillwater.

The byway is managed by the 501(c)(3) non-profit Lakes to Locks Passage, Inc. organization located in Crown Point, NY and is made up of a board, officers, and two staffers. The mission of the organization is to "...further the appreciation, recognition, stewardship and revitalization of the natural, cultural, recreational, and historic assets of the communities along the interconnected waterway of the upper Hudson River/Champlain Canal, Lake George, Lake Champlain, Chambly Canal, and Richelieu River.

The Lakes to Locks Passage website provides an unparalleled single resource for discovering the unique and diverse places located within the byway corridor. From accommodations and restaurants to cultural, recreational and natural areas, transportation routes to heritage sites and unique experiences, the website provides detailed information for locals and travelers alike on an interactive map-based platform. It provides local input and anyone who creates an account can add information to the map. The website also includes a calendar of upcoming events, facts about the byway, and information about related organizations and opportunities. Stillwater could utilize this website to alert the public about its events and important sites.



THE GREAT NORTHEAST JOURNEY



Source: <http://www.lakestolocks.org/>

The Village has a unique opportunity unavailable to most other communities - significant frontage on a major, navigable waterbody. Using the Hudson River waterfront as a focus of the Village's economic redevelopment plan, the potential for businesses to be successful should greatly improve. Both existing and new businesses could prosper by integrating this natural amenity into the focus of the Village's economic redevelopment plan. Enabling access into the Village byway of the River to further promote spending from outside visitors would supplement today's trend of primarily local spending at downtown businesses.



A traditional streetscape is prevalent, but upgrades and enhancements will improve the overall look & continuity.

Goal 2: Increase Economic Stability & Vitality, Revitalization & Tourism

The Village of Stillwater will encourage a diversity of uses that are compatible with and that maintain the existing Village character, improve the quality of life for residents, and enhance tourism potential.

Objectives & Recommendations:

Near-Term:

- a. **Develop a permanent Farmers Market at the Blockhouse** to provide opportunities to buy fresh, local produce and goods, encourage town and outside residents into the Village, and further utilize the Blockhouse property with a complimentary use. Additional, year-round programming for the space to further incorporate the Blockhouse property into overall revitalization and tourism efforts is an important opportunity. *See WRP page 42 – Comm. Enhancements & Quality of Life Goal 3.*
- b. **Support existing and new business growth through revisions to existing zoning** that increase employment opportunities, benefits residents, encourages tourism, and provides new and different services and retail shopping opportunities while maintaining the character and uniqueness that will draw-in new visitors and residents. *See Goal 3 in this plan. See WRP page 23 – Ec. Dev Goal 3.*
- c. **Develop an economic development plan for the Village** in conjunction with local business leaders, the Region Economic Development Council and Saratoga County, and. *See WRP page 26 – Ec. Dev Goal 5.*
 1. Develop a marketing campaign to proactively sell the advantages of the Village to businesses looking to relocate. This effort can focus on businesses and encouraging buying or renting a home in the Village to support work/life balance. This campaign could include working with the Lakes to Locks program to utilize their efforts and programs to enhance and improve marketing of the Village.
 2. Actively inventory and market potential commercial properties, mixed-use, infill, and redevelopment sites as business opportunities. Work with property owners to proactively undertake preliminary actions to make properties “move-in” or “shovel-ready.” *See Goal 3 in this plan. See WRP page 24 – Ec. Dev. Goal 4.*
 3. Coordinate and promote initiatives such as the Lakes to Locks Passage, tourism with Saratoga National Historical Park, and other event opportunities. *See (j) below. See WRP page 20 – Ec. Dev. Goal 1.*



The traditional village setting has a lot to offer.

- d. ***Revitalize the streetscape and revitalize the “Main Street” look and feel*** by working with willing landowners and identifying public realm locations to install benches, trash receptacles, landscaping, lighting, signage, and new sidewalks (where missing or in poor condition). *See WRP page 30 – Transportation & Infrastructure Goal 2.*
 1. Utilizing the priorities identified in this Comprehensive Plan, the WRP, and existing Route 4 Corridor Plan, develop a streetscape planning document to reference when implementing upgrades.
 2. Apply for grants and low/no-interest loans identified in this Comprehensive Plan and other plans and studies to help subsidize or pay for identified improvements.
 3. Support code enforcement efforts to protect the health, safety & welfare of residents and visitors in the Village and improve the overall condition of properties.
 4. Incorporate wayfinding signage at key intersections and entrances into the Village for vehicles, at key destinations and locations for walkers/bikers, and at entrance(s) to the Village from the Riverfront. The addition of “Welcome” type signage and enhanced gateway features at specific locations, particularly for the Lake Street/Route 76/Route 4 gateway, will enhance the “sense of place” when entering the Village and pedestrian/bicycle wayfinding signage will help guide visitors into and throughout the Village. *See WRP page 44 – Comm. Enhancements & Quality of Life Goal 5.*

Medium-Term:

- e. ***Develop or expand/improve additional parks, public spaces, and similar amenities*** to provide additional opportunities for community gathering, special events, and increased tourism.
 1. Identify potential public-private (3P) partnership opportunities.



Hudson River based tourism potential is significant.



Historically important locations are found throughout the Village.



Saratoga National Historical Park access – Rt. 32.

- f. **Identify a key location(s) for construction of public restrooms/comfort stations** and amenities for recreational tourists (bicyclists, kayakers, and other boaters) and for visitors attending Village fairs, festivals, and events. Potential locations include near the Blockhouse, Admiral's Marina, the new Major Dickenson Playground, Village Hall, Library, or Post Office.
- g. **Work with existing and potential businesses to identify any infrastructure gaps/needs** to ensure they can and will locate in the Village and remain a long-term viable business.
 1. Work with National Grid to expand and extend natural gas service to the Village. Undertake a survey of tree-lined Rt. 4, Lake Ave, Stratton, Colonial, Major Dickinson, Ten Broeck, Park Ave. to understand potential impact this action could have on trees.
 2. Work with Saratoga County to pursue options for connecting to the County Sewer System.
- h. **Identify new locations of historic interest and/or new locations for historic markers/signage** and develop a plan for funding and implementing identification of and access to the sites.

On-going:

- i. **Continue collaborating with local and regional entities to promote tourism of the region and local attractions** such as the Saratoga National Historical Park, Saratoga National Cemetery, the Hudson River, and the New York State Canal System.
 1. Explore opportunities for collaboration with private businesses in the Village to promote and advocate for them as they are integral to the future vision and success of the Village.
 2. Work with business and property owners to identify potential issues/concerns such as parking, noise, traffic, etc., and work to mitigate these issues.
- j. **Promote and capitalize on existing marketing initiatives** such as National Geographic Tour Corridors, Lakes to Locks Passage, and Saratoga County tourism efforts.

The Hudson River and riverfront is a valuable and unique asset that has and will continue to play a key role as a defining asset for the Village. Redeveloping the waterfront area will benefit the community, neighboring communities, tourists and visitors by refocusing on the potential that lines the eastern border of the Village.



Admiral's Marina is a unique resource in this area.



Existing waterfront walkway – potential for expansion to adjacent areas and connections to the Hudson River.

Goal 3: Refocus on Waterfront-Revitalization & Reinvestment

In conjunction with the NYSDOS-funded WRP, improve and enhance public access to and along the Hudson River waterfront through private investment, public-private partnerships, strategic land acquisition(s), and better utilization of the access that currently exists.

Objectives & Recommendations:

Near-Term:

- a. ***Work with the State of New York to develop a plan(s) for state-owned land within the Village.***
 1. Identify development/access needs to and along the Hudson River. Specific focus on tourism-based recreation opportunities should be considered as they could provide unique economic development and quality of life opportunities that few other communities have available to them. *See WRP page 21 – Ec. Dev. Goal 2. See WRP page 40 – Comm. Enhancements & Quality of Life Goal 2.*
 2. Work with the Canal Corporation to procure any land offered/available by the Canal Corporation that would enhance waterfront access.
 - a. Create the long-desired waterfront link detailed as a medium-term priority below.
- b. ***Work with the owners of Admirals Marina to proactively identify options for waterfront-based public access, increased usage, and property enhancements*** through cooperation and coordination with the owners in an effort to expand upon the waterfront access that exists. *See the WRP for specific details and recommendations.*
 1. Identify potential public-private (P3) partnership opportunities.
 2. Identify potential funding opportunities to upgrade and improve facilities, market and expand boaters' knowledge of the marina and opportunities within the Village.

Medium-Term:

- c. ***Create a waterfront recreational link along the Hudson River*** that would include Russell Drive, Clinton Court, Stillwater Central School, the former Stanley Property, the Village Water Works property, and Ferry Lane.
 1. Prior ideas for utilization of this area includes: installation of a boat dock and other facilities that



Car-top boat access potential – Blockhouse property.

would encourage waterfront access/use by residents and visitors; a lighted walking/biking path that would double as a groomed snowshoe/cross country-ski trails in the winter, a snowshoe/ski rental facility, and an ice cream shop. Parking and links to the interior of the Village would be essential elements of the overall plan development. Additional ideas for development in this area could include a year-round full-service bike/ski and canoe/kayak shop and/or a temporary “pop-up” or trailer-based rental bike and kayak rental shop.

- d. ***Develop dedicated areas for swimming, car-top boat access(s), and boat launch(s) along the waterfront.***
- e. ***Install educational and wayfinding displays or kiosks at key locations such as water-entry locations (docks), roadway gateways, sidewalks, trails and destination locations*** detailing the history of the river and Village, business/shopping opportunities, and environmental and nature/ecological-related educational information. *See Goal 2 in this plan. See WRP page 43 – Comm. Enhancements & Quality of Life Goal 4. See WRP page 44 – Comm. Enhancements & Quality of Life Goal 5.*
- f. ***Encourage enhancing views of the Hudson River,*** particularly where Route 4 and the sidewalk are in close proximity to the River, by managing invasive species that block views. *See Goal 7 in this plan.*

Section IV.3: Land Use & Zoning

Figure 11

Land Use Code & Type	Acreage	Parcel Count
100's (Agriculture)	0.0	0
200's (Residential)	80.2	508
300's (Vacant)	267.1	135
400's (Commercial)	27.8	43
500's (Recreation & Entertainment)	17.7	3
600's (Community Services)	114.0	15
700's (Industrial)	3.6	1
800's (Public Services)	11.2	5
900's (Wild, Forested, Conservation Lands, Public Parks)	30.8	2
Total:	552.4	712

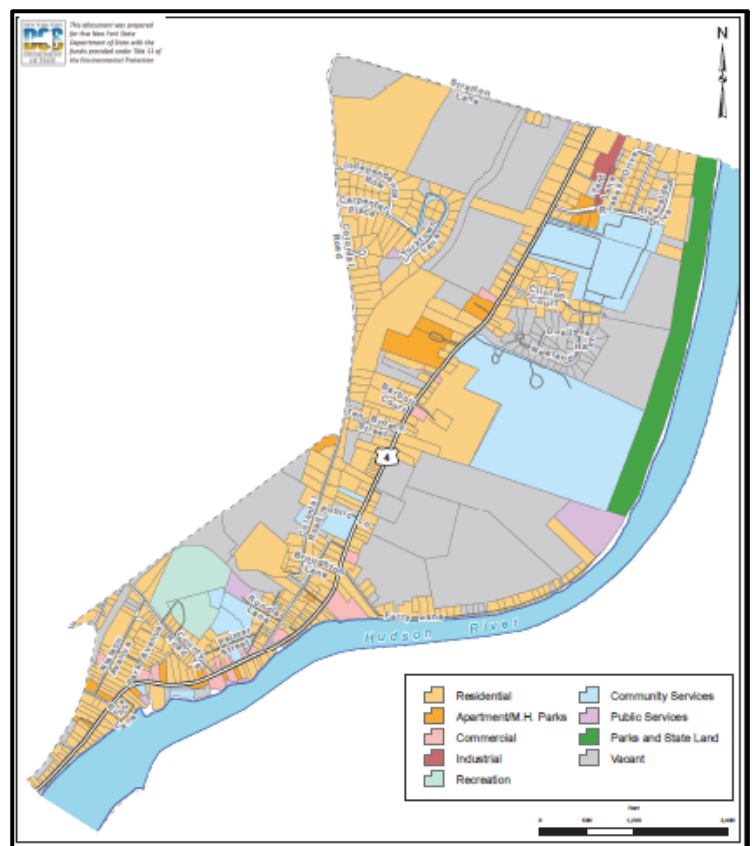
Source: Saratoga County Planning Department, GIS Data

Figure 12

Land use and zoning data help show the pattern of development and how the Village envisions future development, respectively.

A review of the land use map (Figure 12) and associated data for the Village provided by Saratoga County yielded results that would probably be expected by those who know the community best. While there were not any significant surprises, the total acreage counts and vast differences between some of the land use categories is eye opening.

Within the Village, the largest acreage by land use type is vacant land, while residential land uses has the largest number of parcels. There is just a single industrial classified parcel of just over 3.6 acres and a handful of parcels in each of the other categories. Overall, the majority of land, by acreage, in the communities is undeveloped (73.4%) with approximately 21% classified as residential. The total acreage and number of parcels by land use type is detailed in Figure 11.



Source: Saratoga County Planning Department GIS Data

Saratoga County Planning Department: The Saratoga County Planning Department reviews land development proposals, comprehensive plans, zoning ordinance or local laws, special permit applications, site plans, and use or area variances subject to the General Municipal Law Section 239 related to impacts to State and County resources.

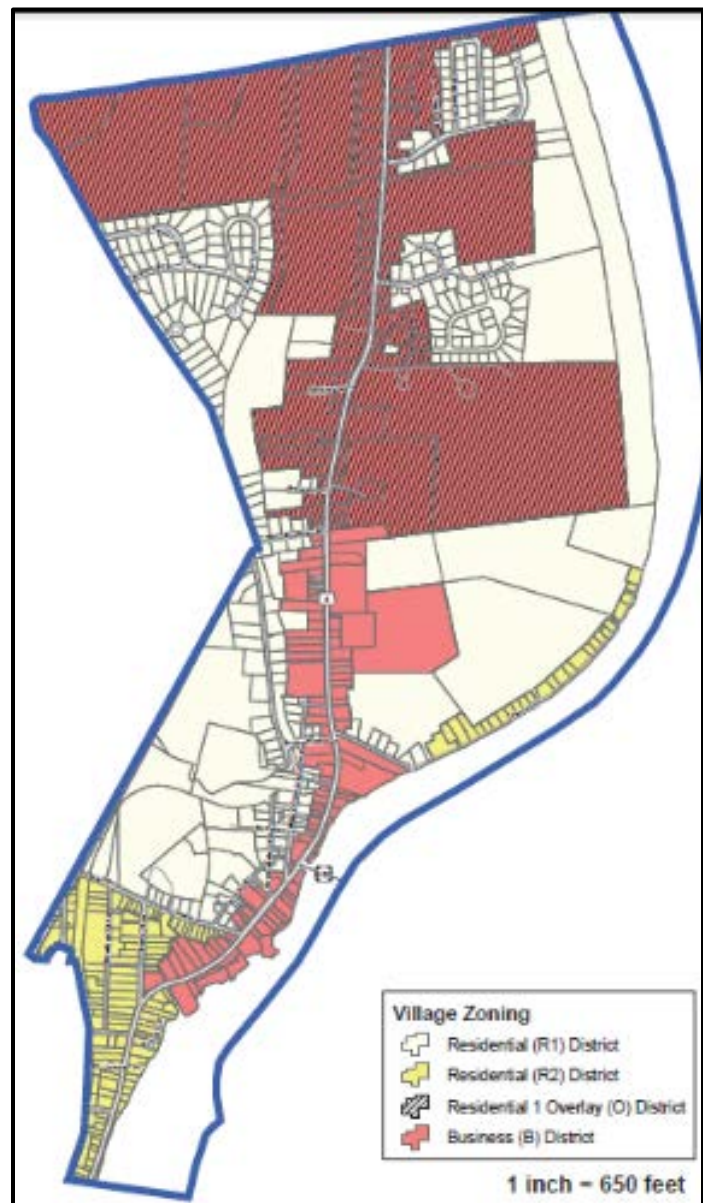
The Department also offers technical assistance and training to local governments within the County including at an annual Planning and Zoning Conference. In addition, the Department administers Saratoga County's Farmland and Open Space Program, the Snowmobile Grants Program, and also staffs the Saratoga County Industrial Development Authority.

Village of Stillwater Zoning Districts: The Village of Stillwater Board of Trustees serves as the Village's Planning Board. The Village has four zoning districts (See Figure 13 for current zoning map):

- The Residential-1 District (R1) has traditional single-family residential development. The intent of the district is to ensure that the general character of these neighborhoods is protected where possible and to encourage new structures to blend in with the residential character of the neighborhood.
- The Residential – 2 District (R2) encourages a mixture of housing types while maintaining and protecting residential and neighborhood qualities including preserving the traditional Village streetscape and enhancing pedestrian linkages to the surrounding neighborhoods and to limit conversions to non-residential uses out of scale with the neighborhood.
- The purpose of the Business District (B) is to allow for economic development through mixed use development, infill, adaptive reuse, and expansion of businesses in the Village's downtown and Hudson Avenue in keeping with the historic character and promoting pedestrian activity.

- The purpose of Residential – 1 Overlay District (O) is to allow for additional economic development consistent with the Business (B) District while accommodating traditional single-family development and retaining historic character.

Figure 13



Future Land Use & Zoning: Figure 14 shows a conceptual outline for focusing on economic development/ redevelopment within the Core Area of the Village. This concept is complementary to the Transect Concept (Future Zoning) proposal (Figure 15) developed for the WRP but includes additional destinations and locations that should be considered to build off of the existing landscape, potential underutilized opportunities and unique characteristics that already exist within the Village.

This concept was developed through analysis and consideration of existing conditions, high-level, conceptual discussions with the Committee during the planning process and comments provided by attendees at public meetings. Actual changes to land use and zoning will be considered and proposed for adoption through a follow-up effort - the Route 4 Corridor Rezoning and Design Standards project - undertaken by both the Town and Village through the CDTC Linkage Program.

Figure 14

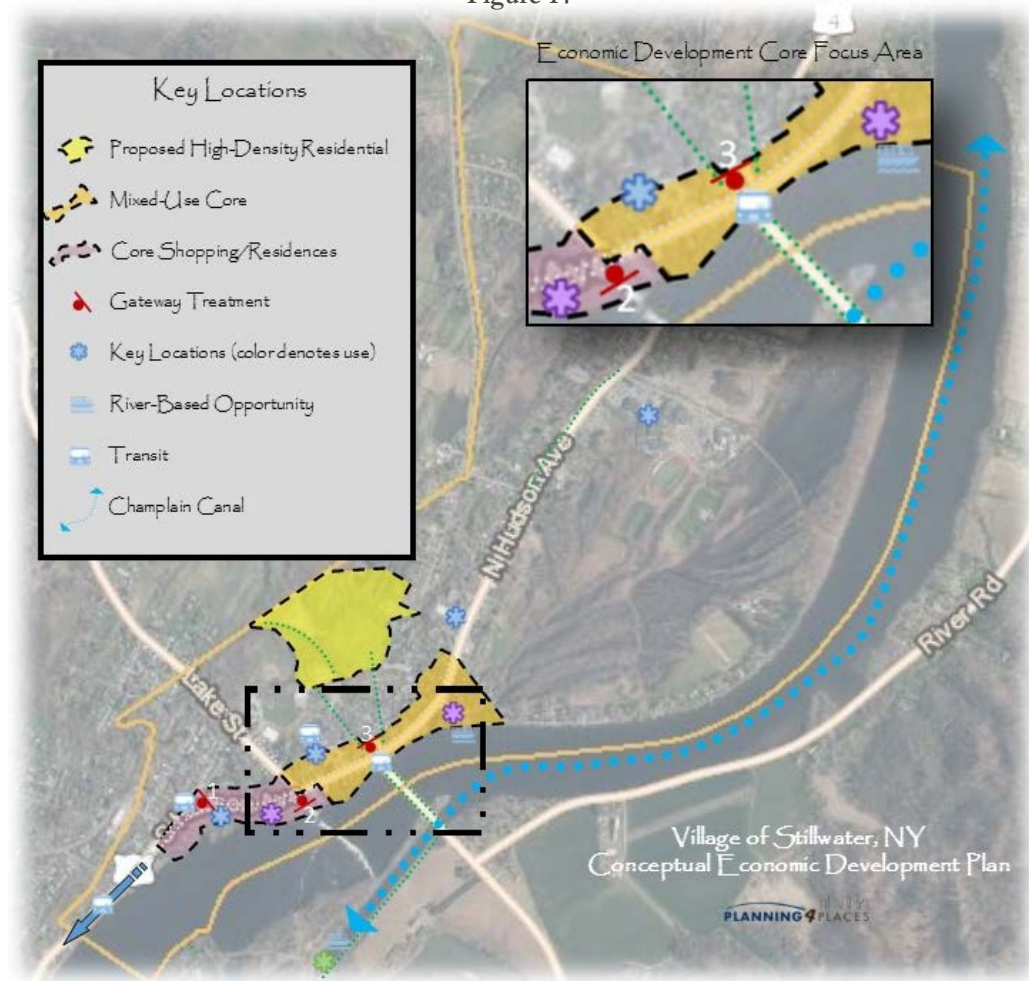
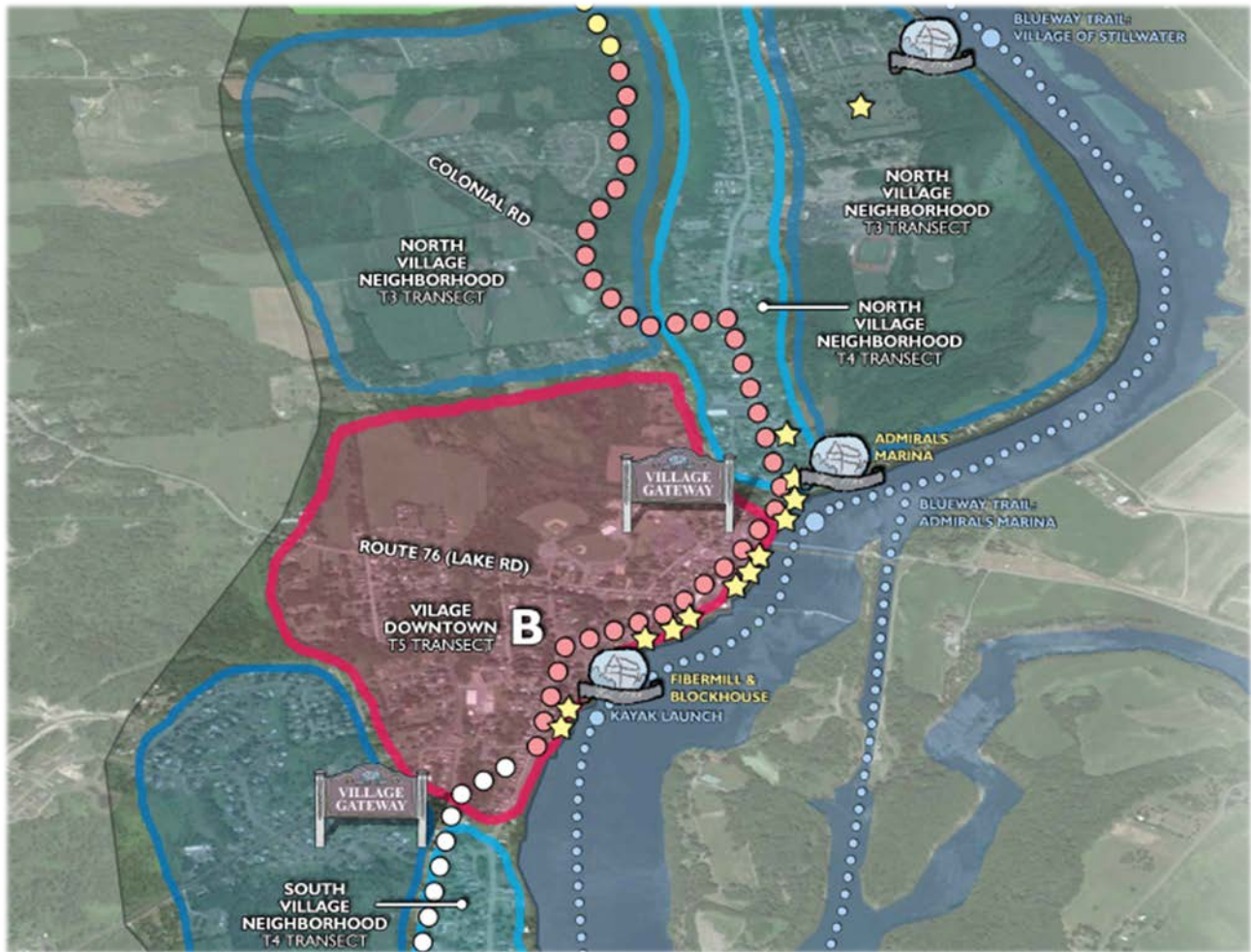


Figure 15



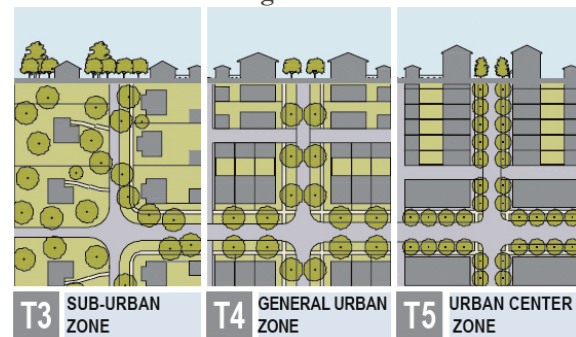
The WRP planning process that ran concurrently with this Comprehensive Plan Update created a draft zoning concept for both the Village and Town (Figure 15). The Transect Concept map details future zoning concepts that meet the goals set by Town and Village representatives for both the WRP and Village Comprehensive Plan. It will bring about a unified and comprehensively coordinated approach to rezoning for both the Village and Town.

Within the Village, the zoning changes are anticipated to result in regulations that encourage development/redevelopment that is generally consistent with the land use pattern and mixed-use Village setting that exists today.

The Transect Concept map shows three different Transect areas within the Village – a T3, T4 and

T5 (representative graphics shown below in Figure 16). Each of these generally represents different densities and land use patterns. The Transect boundaries take into account the existing land use and development patterns and integrate it with the desired future land use and rezoning outcomes identified through the planning process.

Figure 16



Source: SmartCode

The Village of Stillwater has a neo-traditional, walkable community design that other municipalities envy and try to replicate. Building from the unique and solid foundation already in place, the Village will encourage development of a more diverse housing stock with a livelier business district where residents can live, work, and play.



The library is centrally located within the Village.

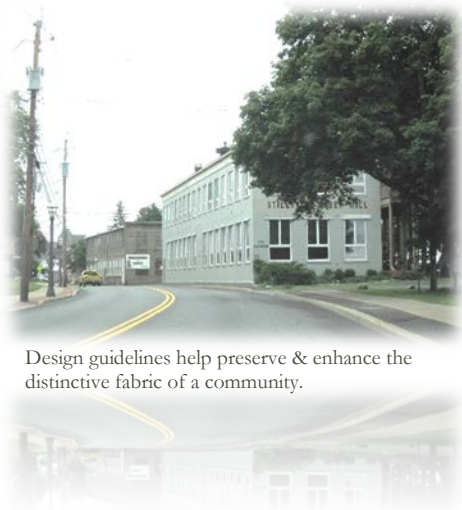
Goal 4: Update Land Use & Zoning Policies & Ensure Development Consistency

Ensure new development/redevelopment is consistent with zoning regulations, environmental concerns, and the general character of each section of the Village.

Objectives & Recommendations:

Near-Term:

- a. ***Review zoning codes to ensure permitted types and intensities are consistent with the vision of the Village***, particularly for infill housing, mixed use development, aging in place, and building rehabilitations.
 1. Revise zoning to reinforce and encourage mixed-use development in the original historic core of the Village.
 2. Promote appropriately scaled and compatible mixed use development within the Village. This may require a better understanding of market trends to determine the appropriate and desired mix of uses. *See WRP Page 11 - Land Use & Zoning Goal 1.*
 3. Develop design guidelines to help ensure development/redevelopment is consistent with existing Village character. *See also item (e:) below and Goal 3 in this Plan.*
 4. Ensure regulations effectively allow for home occupations/professional uses while ensuring neighborhood character is retained, especially in predominantly residential areas.
 5. Explore the use of density bonuses or other incentive programs to promote desired uses (i.e. commercial space, housing, recreational facilities, etc.). *See WRP – Page 19, Land Use & Zoning Goal 5.*
 6. Promote senior housing within the mixed-use development area. *See WRP – Page 18 – Land use & Zoning Goal 4. See WRP page 45 – Comm. Enhancements & Quality of Life Goal 6.*
- b. ***Identify preferred development locations***, especially those with existing infrastructure in place which can be development ready quickly and which should help entice development/ redevelopment.
- c. ***Focus business attraction efforts for non-residential and mixed-use redevelopment on the historic “Main Street” section of the Village*** (Route 4) and support development of non-residential in the defined business district.



Design guidelines help preserve & enhance the distinctive fabric of a community.

- d. ***Promote a land use pattern that protects areas of environmental concern through review and updating of regulations and guidelines as-needed.*** Such areas include but are not limited to the 100- and 500-year floodplain areas, public water supply lands, wetlands, soils, shorelines, and unique natural areas.
- e. ***Develop and adopt design guidelines*** that require new development to be compatible with the setting, scale, and design of surrounding architecture, setbacks, and landscape elements such as street trees.
 1. Encourage historically sensitive rehabilitation of historic properties, especially when being converted to a new or mixed-use.
 2. Encourage retention of existing natural features such as trees and wetlands.
 3. Require detailed landscaping plans for submission with new developments, 2 or more residential dwelling projects, and commercial/mixed-use rehabilitation projects.
 4. Coordinate zoning and land use goals between the town and village to ensure mutually beneficial outcomes, especially on the Route 4 corridor. Non-residential/tourist related business development should be directed into the core downtown area within the Village. *See WRP page 19 – Land Use & Zoning Goal 6.*
- f. ***Consider the need for solar regulations*** within the Village.
 1. Model solar regulations for NYS municipalities are being researched, developed and/or drafted by many agencies throughout the State. The Village should compile and review available model ordinances and guides to identify what is entailed in developing the regulations and what would work best for the Village.

Section IV.4: Housing

Housing in the Village of Stillwater consists of many different types, prices, and types of owners. Housing types are identified and tracked by the ACS which provides us with an estimate of the types of housing in the Village. Figure 17 shows the numbers for several different housing characteristics. Housing in the Village is primarily owner-occupied but also includes renter occupied, four season, recreational, or occasional housing unit types, and vacant housing types. There was a total of 742 units of different sizes, styles, prices, ages and occupant types in the Village.

Of the 742 total housing units (an increase of 2 units from 2010), 668 were occupied and 74 were vacant. There were 471 owner-occupied housing units and 197 renter-occupied housing units. The effective homeowner vacancy rate in the Village was 0% while the renter vacancy rate was estimated at 20.5% (Note: This is high but based on previous ACS estimates it is down from 22.4% in 2012, up from 15.5% in 2011).

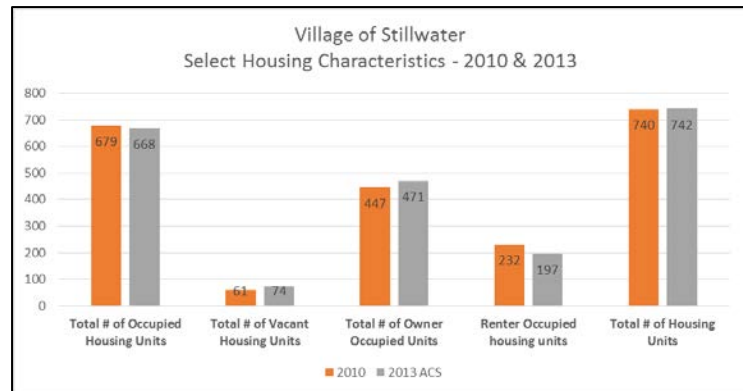
Figure 18

	2010 Housing Value Estimate	2013 Housing Value Estimate
Village of Stillwater	\$178,700	\$186,500
Town of Stillwater	\$191,700	\$210,600
Saratoga County	\$221,100	\$230,700

Source: U.S. Census 2010 Decennial Census, 5-Year Estimates 2009-2013 ACS

The ACS also provides data on housing values (see Figure 18). The median housing value for the Village of Stillwater based on the ACS estimate was \$186,500, an increase of 4.4% (\$7,800) from the 2010 ACS estimate. This increased value is less than that of the Town of Stillwater which saw a nearly 10% increase but consistent with Saratoga County as a whole which saw nearly the same 4.4% increase. The median housing value of \$186,500 was less than that of the Town of Stillwater at \$191,700 and Saratoga County at \$221,100 which makes homeownership in the Village of Stillwater

Figure 17



Source: U.S. Census 2000 Decennial Census, 5-Year Estimates 2009-2013 ACS

somewhat more affordable than that of other communities in the County.

The increase in value can be associated with many factors but likely includes an improving overall housing market locally, regionally, and nationally, increased interest in living in Saratoga County in recent years (as evidenced from the population increase in Saratoga County at 9.5% vs. the 5.4% for the Capital Region/MSA), the relatively recent introduction of high-tech jobs in the area, and the overall quality-of-life and desirable characteristics of the Village, Town, and County which is vital in supporting a healthy and robust housing market – because as the longstanding real estate phrase states, it is all about “location, location, location.”

While the U.S. Census data provides a consistent analysis with figures that can confidently be utilized and compared to one another, their estimates of the current median housing values are always a few years behind and not necessarily that which people in the market for housing will find when they look for a home in a particular community. With that, it is important to not only consider median housing values but also understand where prices stand in the current marketplace. A review of the Greater Capital Association of REALTORS listings of properties in the Village was conducted in January 2015 and showed that asking prices (which are not median housing values or necessarily what a property will be sold for) are well above the U.S. Census estimated median housing values.

To be fair, there is an issue with the comparison of U.S. Census data to real estate property listings in that a direct comparison cannot be made as they utilize different data sets and are

queried at different times, among other factors, however the real estate asking prices summarizes a more up-to-date estimate of generally what the market seems to believe prices in the area to be and thus it has value in that it provides an additional resource for assessing the status of housing within the Village.

The review of the Greater Capital Association of REALTORS online listings yielded the following statistics regarding homes and property for sale within the Village of Stillwater and the Town of Stillwater (for comparison purposes). It is important to note that the characteristics and features of homes in the Town and Village are often different and as such prices are going to be different – the Village is mostly smaller, older housing stock on smaller lots while the Town, with a much larger housing stock, generally has a more suburban and rural development pattern containing larger homes on larger lots. The median residential unit sales asking price in the Village of Stillwater based on the online review at the end of January 2015 was \$199,700, just over \$13,000 more than the ACS estimate (the most recent estimate we have to use).

By comparison, the Town of Stillwater had an average asking price of \$402,403, which is well above the housing value estimate calculated by the U.S. Census listed in the chart above.

There are many possible reasons for the difference including, but not limited to, the following: 1) The housing market seems to generally be growing in the region and the real estate information is new whereas the ACS is now several years old and uses different data for its calculation; 2) the listings show asking prices for homes, not necessarily what their actual value is, what someone might pay, or the value based on the data used by the U.S. Census; 3) in the Town in particular, there were

several high-priced properties that played a major role in the residential real estate asking price calculations being much higher; and 4) the U.S. Census number was an estimate based on a 5-year periods from 2009-2012 which includes the economic slowdown and real-estate downturn.

The information in Figure 19 provides a summary of the sales information for the communities.

Another source for information on housing is the NYS Office of Taxation and Finance which calculates several statistics regarding taxes and home sales. For the year 2013 they recorded a total of 2,679 homes sold in Saratoga County at a median sales price of \$261,000. This was significantly more than the median housing value reported by the U.S. Census and more than the median asking price for residential units in the Village found during the scan of the Greater Capital Association of REALTORS website listing.

The information above details owner-occupied housing statistics though in the Village there is a moderate amount of rental housing as well. In the Village, the ACS estimated a total of 26.5% of occupied housing units are by rented (197

Figure 19

	Number of Listings	Lowest Price	Highest Price	Median	Average
Village of Stillwater					
Residential Parcels for Sale	15	\$64,900	\$346,250	\$199,700	\$213,390
Commercial Parcels for Sale	1		-	-	
Vacant Land for Sale	3	\$40,000	\$50,000	\$124,950	
Town of Stillwater					
Residential Parcels for Sale	101	\$50,000	\$1,750,000	\$330,000	\$402,403
Commercial Parcels for Sale	4	\$139,900	\$775,000	\$199,700	\$213,390
Vacant Land for Sale	31	\$39,000	\$650,000	\$672,500	\$564,975

Source: Greater Capital Association of REALTORS website – Data reviewed 1/24/15

units). The median gross rent for these units at \$894 was nearly the same as the Town according to the ACS and most of the units – 76.8% (149 units) – ranged between \$750 and \$1,499, also similar to the Town.

All of this information is valuable in assessing the health of the housing stock, trends in housing, and comparisons across municipal borders. That said, the data can be even more useful in identifying the financial health of families and the people living in the communities. To do this, the United States Department of Housing and Urban Development (HUD) provides guidance on how to assess housing-related cost burden on residents.

HUD defines families who pay more than 30% of their income for housing (including utilities) to be cost-burdened. The U.S. Census provides an assessment of the “Selected Monthly Owner Costs” which are defined as the sum of payments for mortgages, real estate taxes, insurance, utilities, fuels, mobile home costs, and condominium fees. When looked at as a percentage of household income, it can be used as a measure of housing affordability. This is important as many people throughout the U.S. struggle to make mortgage or rent payments because their income is not high enough to afford local fair-market rent or they are in housing that is too expensive for their income.

For the Village, ACS estimates showed that 300 of the 471 owner-occupied units had a mortgage (the median mortgage was \$1,546) and of those 27.6% (83 units) had selected monthly owner costs of 30% or more. Even for the 171 housing units without a mortgage, 14.9% (25 units) had costs of 30% or more.

For renters, the numbers are significantly higher. In the Village, there were 194 occupied units paying rent and 43.8% (85 units) had a gross rent as a percentage of household income that was 30% or greater. Effectively, when you combine the owner-occupied (with and without a mortgage) and renter-occupied units together, it results in a rather substantial percentage of units within the Village that are considered to be cost-burdened. While this is not unusual, it is nonetheless a potential concern as many residents are technically living in housing that is too expensive for their income.

The Village of Stillwater has a unique and historic fabric in much of its housing stock. The Village supports planning and development policies that encourage home ownership, provide for a diverse housing stock, preserve and protect historic homes, encourage property maintenance, and allow for new development and rehabilitation of existing structures that are generally consistent with the design and form of the surrounding neighborhood. The vision of the future is one that retains the existing character while encouraging new development that enhances and stabilizes housing within the Village.



Property maintenance is key to an improved future for the Village.

Goal 5: Ensure Housing Stability, Diversity, & Property Upkeep

The Village of Stillwater will continue to provide a diversity of housing types helping to ensure housing is available for all income levels.

Objectives & Recommendations:

On-Going:

- a. **Identify current issues and needs and anticipate future potential housing demand** by examining current housing options, population projections, vacancy, and homeownership rate information from the U.S. Census to determine past trends and/or identify future housing needs.
 1. Review new housing development and rehabilitated housing opportunities to assess occupancy and vacancy rates.
 2. Ensure adequate mixes of housing are available to provide for the varied incomes and housing needs of the population residing in, and wishing to reside in the Village of Stillwater, as well as seniors wishing to age in place.
- b. **Ensure housing is properly maintained** and any potential public safety and security issues are resolved quickly.
 1. Develop a renter registry which requires a code department visit prior to habitation by new occupants.
 2. Ensure enforcement of health and safety codes for all properties, especially vacant structures and lots and properties where the owner does not live on-site.
 3. Develop a local ordinance requiring property upkeep and statutes defining penalties for non-compliance.

Section IV.5: Transportation & Infrastructure

Transportation: Reaching the Village today is relatively easy by automobile and with a little advanced planning it is also relatively easy to utilize other modes of transportation. Rail and airplane options are options if someone has a way to get there from the Village and with the Village being built in a traditional Village form, it is walkable and relatively easy to navigate on foot or by car.

When it comes to roadway infrastructure, there are good north/south and east/west connections. U.S. Route 4 (U.S. 4), a major north-south route generally paralleling the Hudson River, bisects the Village and runs along the easternmost portion of the Town. U.S. 4 connects the Village of Stillwater with the Town of Stillwater. It continues south to the Town of Halfmoon and Village of Waterford on the western shore of the Hudson River, where it then crosses the river into the cities of Troy and Rensselaer, eventually crosses I-90 and meets up with US 20 east of the City of Albany. To the north U.S. 4 continues to generally parallel the Hudson River and connect to the Towns of Greenwich, Fort Edward, Kingsbury, Fort Ann, and Whitehall. The Village of Stillwater also serves as an important connection to the eastern side of the Hudson River at the crossing of Route 125 into the Town of Schaghticoke.

The major roadway through the area is Interstate 87 (I-87 – Adirondack Northway) which is located just 20 minutes to the west of the Town of Stillwater. The interstate south of Exit 12 at Route 67 carries an Annual Average Daily Traffic (AADT) count of nearly 77,000 and drops down to nearly 57,000 to the north of the exit. This interstate is the backbone of north-south travel in, out and through this part of the Capital Region and north into the Adirondacks and to the Canadian border. It connects with the NYS Thruway (I-90), the City of Albany, and suburbs of Albany via an approximately 30-minute drive to the south and Glens Falls 30 minutes to the north.

Other main routes include east-west Route 67 which connects with the Town of Malta and City of Mechanicville, State Route 423 connecting State Route 9P at Saratoga Lake with State

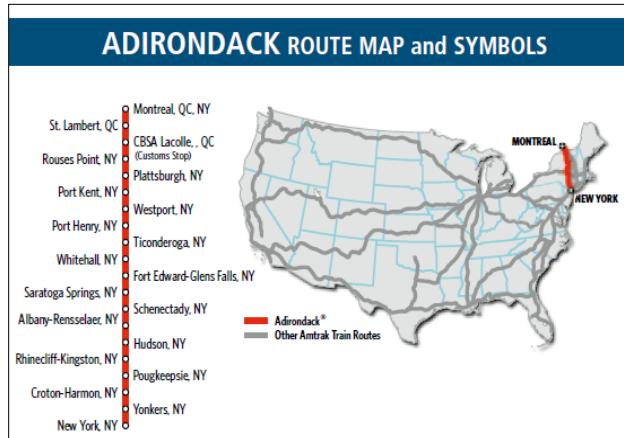
Route 32 and eventually U.S. Route 4 and Lake Road connecting State Route 9P with the Village of Stillwater. Running north-south is State Route 9P which parallels the eastern side of Saratoga Lake from the municipal line with the Town of Saratoga to the municipal line with the Town of Malta. Other routes include State Route 32, bordering the western side of the Saratoga National Historical Park from the municipal line with the Town of Saratoga to U.S. 4 north of the Village of Stillwater, County Route 75 (Meeting House Road) connecting the City of Mechanicville to the south with State Route 423, and County Route 70 connecting state Route 423 with the Town of Saratoga.

Accessibility is also available via bike/pedestrian infrastructure which, though still not an interconnected system through the communities, is very close to providing a near-complete north-south off- and on- road system generally parallel to Route 4. Though not located in the Communities, nearby by public transit, rail and plane options are available. The Communities have two relatively close connections to AMTRAK and there are three general aviation airports and two Primary Commercial Service airports in the region.

Transit Service: Public transit is not provided within the communities though it is available nearby via the Capital District Transportation Agency (CDTA) to the south and west and to the north via the Greater Glens Falls Transit (GGFT). CDTA covers the Greater Capital District including Albany, Rensselaer, Schenectady, and Saratoga Counties while the GGFT provides service to of Warren, Washington and Saratoga County.

AMTRAK runs nearby as well but not within the communities. The AMTRAK Adirondack Line travels daily (2 trips per day – 1 northbound and 1 southbound) between New York City, Albany, and Montreal, Canada (Figure 20). The two closest station stops are Fort Edward/Glens Falls but the closest to the Communities that provides the fastest access is in Saratoga Springs. The largest passenger rail station in the region and one of the busiest on the east coast is located in Rensselaer, NY (just across the Hudson River from Albany, NY) and is the junction for trains running north, south, east and west.

Figure 20



Source: AMTRAK website

Approximate Stations Distance & Drive Times

Saratoga AMTRAK Station –
Approximately 15 miles or 25 minute drive

Source: Google Maps

Aviation: There are three general aviation airports in the region including Floyd Bennett Memorial, Argyle, and Saratoga County, and two Primary Commercial Service airports including Albany International and Adirondack Regional.⁵ Each airport has various carriers and routes with connections throughout the Northeast and beyond.

In addition, though it is several hours away by vehicle or train, JFK airport in New York City provides travelers with routes to just about anywhere in the U.S. and world, with many destinations having a direct connection to/from JFK. This is a resource and option available only to a handful of regions throughout the United States and is a very unique situation available to residents of the Northeast.

Bicycle & Pedestrian Trails: State Bike Route 9 runs along State Route 4 connecting the Village with the Towns of Stillwater, Halfmoon and Saratoga. Riders utilizing State Bicycle Route 9 are connected to the Glens Falls area to the north where there are many on- and off-road trails including the Saratoga County Heritage Trail, Feeder Canal Park Heritage Trail, Old Champlain Canal Towpath, and several other smaller trail/path segments which can be

accessed via direct connections or on-street connections.

To the south, State Bicycle Route 9 can connect riders with the Old Champlain Canal Trail to the Towns of Halfmoon and Waterford, Waterford's Old Champlain Canal Trail, the Uncle Sam Bikeway in the City of Troy and the Mohawk-Hudson Bike-Hike Trail running parallel to the Mohawk and Hudson Rivers. From the Bike-Hike Trail cyclists and long-distance hikers can head west to Buffalo and South to New York City, among other locations.

The Saratoga National Historical Park not only permits but encourages cycling on the roads throughout the site. The Park contains approximately 3,400 acres of land which includes open fields, paths and trails. It also includes the Wilkinson National Recreation Trail – an approximately 4-mile long trail through the northern section of the Park. In addition, a 2-mile off-road trail runs along the old rail alignment and connects with State Bike Route 9 (State Route 4) near West Street to the south and in the Village of Stillwater on Railroad Avenue to the north. A portion of the Old Champlain Canal towpath is located near the Route 4 entrance but is only open to pedestrians. As detailed, there are many bicycle and pedestrian facilities within the study area.

Sidewalks: The Village is generally a very walkable community. The topography is relatively flat with hills generally being a gentle grade. Sidewalks (shown in yellow on Figure 21) run along most of Route 4 and all of Lake Street, with segments along several other roads. Some gaps exist and linkages along roads may be difficult to provide due to the existing development pattern.

Figure 21



Source: Field Work and
aerial mapping review

⁵ NYSDOT Aviation Bureau, Public Use Airport Map – 2013, www.dot.ny.gov

Snowmobile Trails: Official off-road snowmobile trails are found throughout Saratoga County but only a few are located near the Village and are actually within the Town of Stillwater. There is one main generally north-south route and several branch trails that run from it. These do not run within the Study area. The Country Trailblazers Snowmobile Club, based in Stillwater, oversees snowmobiling on the trails located generally south and east of Saratoga Lake. The main branch connects with a trail overseen by the Charlton Snowmobile Club just south of Route 67 and the east side of Round Lake. This trail heads east around the south end of Round Lake, onto the Zim Smith Trail, and into Ballston, continuing west toward Glenville/Galway.

Infrastructure: The sewer and water systems in the communities provide centralized sewer and water connections to homes and businesses. Details of the systems and upgrades are provided below.

Sewer Infrastructure: The Village of Stillwater has a wastewater treatment facility that services nearly the entire Village and the Castle Cliff residential neighborhood in the Town of Stillwater (Town Sewer District No. 1). The exception to this is the area around Ferry Lane which is currently serviced by on-site wastewater disposal systems. The Village recently completed improvements to a portion of its collection system and WWTP beginning in 2012. Improvements include: replacing pipeline throughout the Village and within the Castle Cliff residential neighborhood, repairs to some of the eight pump stations throughout the Village, installing some backup pumps, pipe liners, and modernizing and improving the wastewater treatment plant.⁶ At this time the Village reports that there are no known capacity issues, however many sections of the sewer system still require rehabilitation (slip lining).

Water Infrastructure: The Village of Stillwater provides water service to almost all the properties within the Village Boundary, in addition to the service areas of the Town described above. The Village recently made a connection to the Saratoga County Water Authority (SCWA) water supply system located in the eastern extreme of the Town of Stillwater, at Cordero Boulevard. The Village installed approximately 9 miles of transmission main to bring SCWA water to the Village. This new water source replaced the Village's previous well and treatment facilities. The Village of Stillwater also provides water service to portions of the Town. At this time, there are no known capacity issues within the Village, although many sections of the Villages water infrastructure is aged and in need of replacement.

- Water District No. 1 is located along NYS Route 4, between the Village of Stillwater and the City of Mechanicville. The district primarily purchases water from the Village of Stillwater, but also has a redundant/emergency-use interconnection to the City of Mechanicville. Water District No. 1 serves customers through approximately 520 service connections. According to the 2013 Water Quality Report, customers in Water District No. 1 uses 88.500 gallons per day (gpd).⁷

⁶ "Trustees approve final contracts for long-time sewer project." December 20, 2014 available at: http://villageofstillwaterny.org/VillageBdMeetings/2014Stories/12_20_14sewerplantfinalcontracts.html

⁷ Annual Drinking Water Quality Report for 2013 available at: <http://www.stillwaterny.org/departments/water-department/annual-water-quality-report/2013-water-quality-report.pdf/>

Natural Gas Infrastructure: Natural gas infrastructure doesn't service the majority of the Village of Stillwater. In discussions with both the WRP and Village Comprehensive Plan Committees the lack of natural gas service throughout the Village was raised as an economic development and quality-of-life issue.

The 2013 U.S. Census ACS data detailed home heating fuel for the 668 occupied housing structures within the Village. For these homes 3.7% had utility gas, 5.4% used "other fuels", 16.0% heated from bottled, tank, or LP gas, 26.5% used electric heat, and 48.4% used fuel oil or kerosene.

The potential for natural gas expansion into the Village has been minimal according to local accounts, however it is a utility service that is desired and additional discussions regarding the potential for expansion are desired.

Roads, rights-of-way, and streetscapes are some of the most prominent public spaces. They define the community, are the means with which residents associate and visualize their community, and are one of the most easily controlled elements that the community can utilize to drive and define the future character of the Village.



Streetscaping and sidewalks are vital in a Village setting.



Unique street signs already enhance the sense of place.

Goal 6: Improve and Expand Transportation & Infrastructure Systems

Improve the Village streetscape, minimize traffic congestion and conflicts, maintain roadway safety, and ensure that future roadway projects and priorities are consistent with the Vision of the Village.

Objectives & Recommendations:

Near-Term:

- a. ***Ensure the desired sidewalk system within the Village is fully built, connected, and in good condition.***
 1. Identify priority locations where sidewalks need to be installed or where repairs are required. Work with the School District to identify missing sidewalk segments that if constructed, would improve safety of students walking to school. *See sidewalk map for locations of existing sidewalks (Figure 21).*
 - a. Install a sidewalk connection from Barbolt Court where sidewalks terminate along the western side of Route 4 to the school property in the northern end of the Village. Work with property owners with large curb cuts along Route 4 to redesign (narrow) them and install sidewalks to improve safety for both pedestrians and vehicles.
 2. Ensure connections are made between the sidewalk system and multi-use paths, businesses, and destinations such as the riverfront and parks.
 3. Review and revise, as necessary, regulations which would require sidewalks to be installed/replaced when a development or rehabilitation is proposed.
- b. ***Improve public transit options to/from the Village of Stillwater*** as currently there are no public transit options and limited call-service options. *See WRP page 33 – Transportation & Infrastructure Goal 5.*
 1. Until CDTA bus service is feasible, the Village should work with Mechanicville to discuss extending the existing shuttle service to the Village – likely terminating at the Stillwater Community Center – to provide additional ridership for the Mechanicville system and provide a public transit option to residents, primarily the elderly, living in the Village.
 2. Promote expanded use of IPool2 and consider park and ride locations within the Village to encourage car/vanpools.



Some wayfinding signage already exists in the Village.



CDTA service may be warranted in the future when the number of businesses and residents increase.

- c. **Identify bike/pedestrian/boat and vehicular access needs to and along the Hudson River.** The Village will focus on tourism-based recreation opportunities that connect to economic development opportunities. Continue implementing Hudson River/Champlain Canal recreation/multimodal trail improvements recommended in previous studies. *See Goal 6 in this Plan. See WRP page 28-33 – Transportation & Infrastructure Goals 1, 3 & 4. See WRP page 40 – Comm. Enhancements & Quality of Life Goal 2.*
- d. **Develop a parking management plan**, including an assessment of current available spaces and current demand, future potential parking demand, potentials for shared parking, and a wayfinding signage program. Consideration of shared parking agreements over creation of new parking lots/garages are preferred. *See WRP page 35 – Transportation & Infrastructure Goal 6.*
- e. **Continue slip lining efforts within the Village.** *See WRP page 36 – Transportation & Infrastructure Goal 7.*
- f. **Continue efforts to improve pump stations in the Village.** *See WRP page 36 – Transportation & Infrastructure Goal 7.*
- g. **Continue efforts to improve water metering within the Village.** *See WRP page 36 – Transportation & Infrastructure Goal 7.*

Medium-Term:

- h. **Investigate and advocate for extension of natural gas service into the Village** in conjunction with expanded/improved sewer and water services south of and within the Village. *See WRP page 36 – Transportation & Infrastructure Goal 7.*

Long-Term:

- i. **Investigate the potential to consolidate and eventually bury utility lines underground.**
 - 1. If burying utility lines is deemed feasible, consider any other utility work that needs to be done/can be done while the groundwork is underway to save on overall cost(s) and minimize potential disruptions and roadway closures. This includes water and sewer lines and the potential to expand natural gas lines into the Village.
- j. **Keep the focus on developing a future CDTA bus service route to the Village.** Discuss the desired route/service with CDTA and revisit the issue/follow-up with the agency when a more critical mass of businesses and residents can be shown living and working in the Village.

Section IV.6: Recreation, Historic/Cultural/Natural & Open Space Resources

The Village of Stillwater, located on the Hudson River and the Old Champlain Canal, has significant resources from scenic views, to wetlands, creeks and streams. The Village and its environs encapsulate significant scenic vistas, water resources, and recreational resources including the Old Champlain Canal and the Hudson River which is utilized for boating, fishing, and is the connector for waterborne traffic headed to Lake Champlain through the Champlain Canal.

Within the Village, there are 7,387.5 linear feet of creeks and streams varying in water quality from B to C. Approximately 5.5% of the Village (30.8 acres) is categorized as wild, forested, conservation lands and public parks owned by the State of New York and the Village of Stillwater. In addition, there are 558.7 acres of wetlands discussed further below.

Conservation & Environmental Groups: A number of organizations operate in Village of Stillwater area including the Friends of the Saratoga Battlefield, the Historic Hudson & Hoosick Rivers Partnership (formerly the Historic Saratoga – Washington on the Hudson Partnership), and Saratoga PLAN. Short descriptions of each of these organizations follows below:

Friends of the Saratoga Battlefield: This group is a 501(c)(3) not-for-profit volunteer organization focused on stimulating interest in the History of the National Historical Park, advocating on behalf of the Park, and working to generate appreciation of its history and heritage. The group fundraises and collects donations to go toward improvements to the park and they are currently involved in an effort to raise \$35,000 to develop the first phase – a memorial wall and circulation paths - of a new park feature which will include a central memorial wall, interpretative displays, cannon, rail fencing, nature trails and other improvements.

Historic Hudson & Hoosick Rivers Partnership: The mission of this group is to "...preserve, enhance and develop

the historic, agricultural, scenic, natural and recreational resources and the significant waterways within the Partnership region." The Town and Village of Stillwater is an active member of this Partnership along with many of the other communities in the area.

Saratoga PLAN: This group is a 501(c)(3) not-for-profit volunteer organization whose mission is to "preserve rural character, natural habitats and scenic beauty of Saratoga County so that these irreplaceable assets are accessible to all and survive for future generations."

Wetlands: Wetlands provide important ecosystems for fish, wildlife habitats, and vegetation and enhance water quality. Wetlands are regulated by the Army Corps of Engineers, the NYS Department of Environmental Conservation (NYS DEC) as well as by local municipalities within New York State. The National Wetlands Inventory (NWI) program, maps federally regulated wetlands. Within the Village, there are 186.5 acres of NYS DEC wetlands and 372.3 acres of NWI wetlands. A more detailed breakdown is found in Figure 22.

Figure 22

Study Area	Acreage
NWI Wetlands	
Freshwater Emergent Wetland	33.8
Freshwater Forested/Shrub Wetland	194.0
Freshwater Pond	9.3
Lake	131.0
Riverine	4.2
DEC Wetlands	186.5

Source: Saratoga County Planning Department, GIS Data

Water Resources: The Village's water resources include the Hudson River, Schuyler Creek, and the Old Champlain Canal. These water bodies are part of the Upper Hudson River Watershed which starts in the Adirondack Mountains and flows south to where it meets the Mohawk River at the Troy Dam.

The Upper Hudson River Watershed accounts for nearly 1/3 of the larger Hudson River Basin.⁸

While this section of the Hudson River is used quite actively for recreation and some waterborne commerce, there are water quality concerns for the overall watershed related to the historic PCB discharges into the Hudson River, acid rain, and mercury deposition.⁹

Regarding water quality, rivers, creeks, and streams are classified by their overall water quality into the following stream classifications: AA, AA-S, B, and C. The stream classifications are defined as follows:

- AA or A: waters that are a source of drinking water (also considered a “protected stream”)
- B: used for swimming and contact recreation but not for drinking water (also considered a “protected stream”)
- C: waters that support fisheries and are suitable for non-contact activities (also considered a “protected stream”)
- D: the lowest classification
- A, B, and C, with (T): indicates supporting a Trout population
- A, B, and C, with (TS): indicates supporting a Trout spawning population

Figure 23 shows that within the Village, the 7,387.5 linear feet of streams are classified as either B or C as follows:

Figure 23

Study Area DEC Stream Classification	Total Length (Linear feet)
B	2,351.6
C	5,035.9

Source: Saratoga County Planning Department, GIS Data

Cultural and Historic Resources: Stillwater is steeped in history with a key role in the American Revolution. Father Isaac Jogues was the first visitor to Stillwater in 1646. The King’s

Highway was used to travel between Montreal and Albany. Fort Ingoldsby, built in 1709 with a blockhouse and stockade, was built by Col. Peter Philip Schuyler. This fort was replaced by Fort Winslow in 1756. Between the 1750s and 1760s the Stillwater area began to be settled as gristmills, sawmills, and other industry developed along the Hudson River. General Philip Schuyler (Commander of the Northern Department of the Army), had his headquarters at the Dirck Swart House.

Just to the north of the Village, the Town of Stillwater was the site of the two Battles of Saratoga fought on September 19, 1777 and October 7, 1777 where the British were defeated (now home to the Saratoga National Historical Park). The Saratoga National Historical Park opened in 1927 at the Freeman Farm and the Barber Wheatfield.

The Village was incorporated in 1816 and in 1823 the Champlain Canal opened leading to increased settlement and development in Stillwater. The railroad also contributed to increased development and in the 1880s, Stillwater was the industrial hub of Saratoga County. Significant industry was established including the Ballston/Stillwater Knitting Company (1924 to 1964) and the Stillwater Tissue Mills (1938 to 1950). By 1974 the American Linen Company was the only remaining industry. Today Stillwater is more of a bedroom community for people commuting to the Capital District however it’s numerous historic sites are an important part of the Town’s history. The Saratoga National Historical Park, the Old Champlain Canal, and the Stillwater United Church located at 135 Hudson Avenue are listed on the National Register of Historic Places. The Stillwater Blockhouse Museum located on Hudson Avenue was built in 1927 as an 18th Century replica and was the original visitor’s center at the Saratoga Battlefield and until it was moved in 1999.

⁸ <http://www.dec.ny.gov/lands/48019.html>

⁹ Ibid.

Recreation and Waterfront Resources: The Village of Stillwater has a number of recreational resources and several waterfront resources along the shoreline of the Hudson River. These resources include the following:

- American Legion – Located on American Legion Road, this recreation area has a multi-use field used for football, soccer, baseball and softball.
- Blockhouse Museum and Park – A replica of an original blockhouse, this iconic Village structure is a prominent waterfront feature with sweeping views of the Hudson River, parking, open space and a footpath.
- Champlain Canal Lock 4 – This area has a picnic area, overlook, and trails.
- Stillwater Area Community Center (SACC) – This facility sits on almost 3-acres of land on Palmer Street in the former Stillwater Elementary Building. The SACC provides activities and services including preschool, elder care transportation, camps, school sports, and healthcare clinics.
- Admiral's Marina – This is a privately-owned marina.
- Major Dickinson Children's Park – This park, known formerly as Major Dickinson Park, was revamped in 2015 and new playground equipment was installed among other improvements.



Stillwater Area Community Center



Major Dickinson Children's Park

The Village of Stillwater played an important and vital role in the history of this Country. Today, evidence of the abundance of recreational, natural, cultural and open space resources are visible throughout the Village and efforts to improve these resources are detailed in this Plan. Protecting and enhancing these important amenities will contribute to the quality of life and economic stability of the Village for current and future residents and businesses.



The Blockhouse property – unique and full of potential to help realize economic development goals.

Goal 7: Preserve, Protect & Promote Recreation, Historic/Cultural/Natural & Open Space Resources

The Village will work to protect and enhance its resources and increase the viability and usability of its active and passive open spaces and parks.

Objectives & Recommendations:

Near-Term:

- a. **Encourage historically sensitive rehabilitation of historic properties**, especially when being converted to new or mixed-use. *See Goal 2 in this plan.*
- b. **Ensure new development is sensitive to the existing historic fabric and future Vision of the Village.**
- c. **Participate in the NRD action** to obtain benefit from the claim made in relation to the destruction of the water supply well field & wetlands.
- d. **Identify and protect scenic resources** including open spaces, parks, and viewsheds (particularly those of the Hudson River).
 1. Identify and prioritize enhancements to properties where the viewshed is deteriorated due to property condition(s).
- e. **Identify development/access needs to and along the Hudson River** *See Goal 6 in this plan.*
- f. **Continue to support improvements to the Blockhouse property** with the inclusion of bathroom facilities/comfort station and other amenities that are deemed necessary and desirable by the community.
- g. **Work to eliminate or minimize potential sources of surface and groundwater pollution** such as road salt, leaching dump sites, and septic tanks on Ferry Lane.
 1. Ensure development plans adequately account for storm water runoff and consider integration of best practices in storm water management.
- h. **Manage invasive species and enhance views of the Hudson River** by considering removal of invasive species. *See Goal 3 in this plan.*



This pocket part along Route 4 is a perfect example of a space that enhances existing Village character.

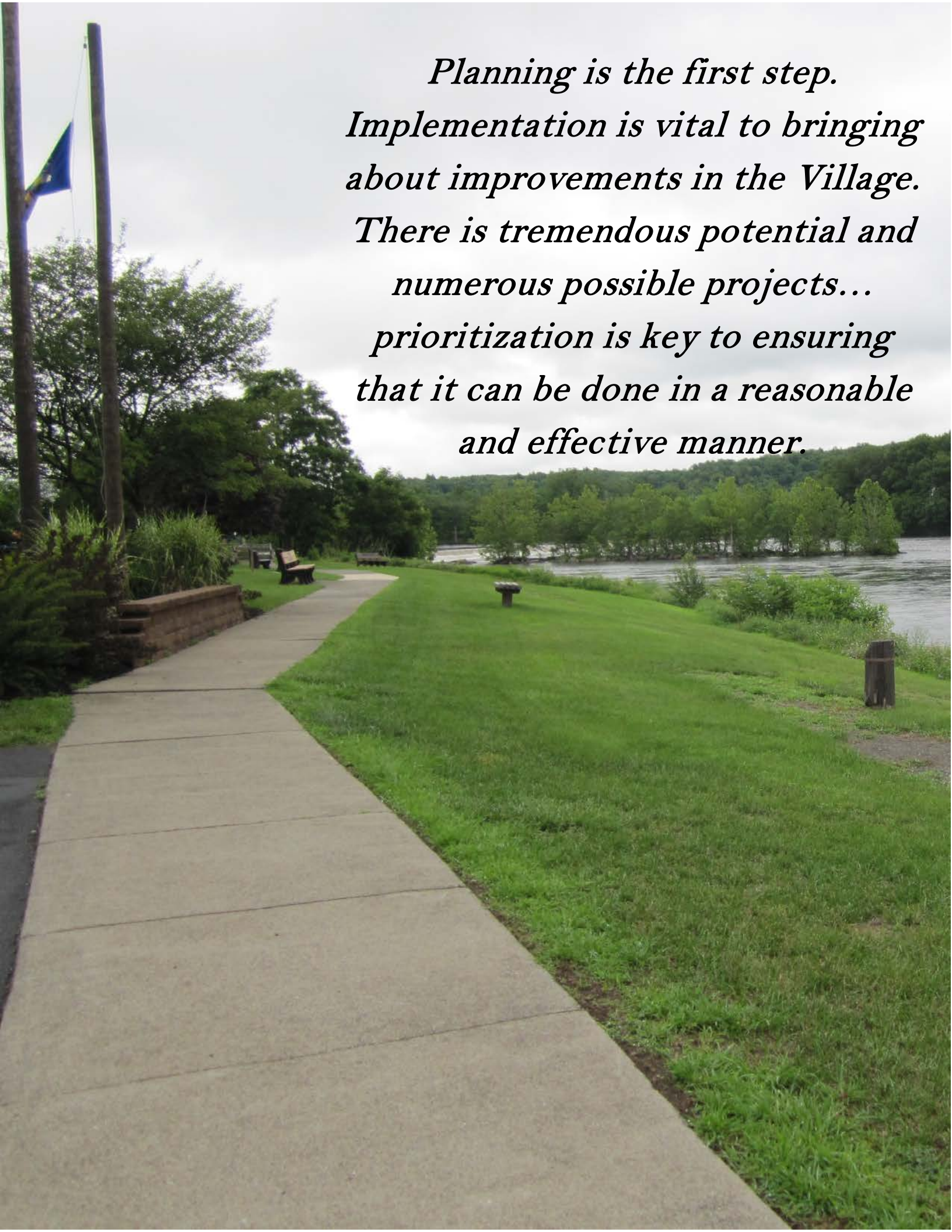
Medium-Term:

- i. ***Document and develop a historic photo log*** and associated historical background description of structures and properties within the Village.
 1. Where possible, secure historic pictures to show the “Then and Now” changes in properties. Work to keep the document up-to-date with a comprehensive reassessment every 5-10 years.
 2. Consider developing a local historic landmark law to protect irreplaceable landmarks.
- j. ***Develop pocket parks throughout the Village*** to improve the walking experience and provide new and unique places for residents and visitors to meet and congregate. *See WRP for specific recommendations.*
 1. Parks should be designed to provide shade trees, landscaping, walkways, benches and fountains/points of interest making each one unique and a desirable place to meet and gather.
 2. Involve businesses and nearby property owners in the design and placement as parks, especially newly located businesses or those upgrading their property. As a partner in development of a pocket park, it could enhance their business (i.e. sidewalk café) by providing additional unique outdoor space.
 3. Utilize historic elements of the Village and public art into each park when/where feasible.

Long-Term:

- k. ***Ensure that individual developments and the development pattern overall is consistent with the future vision of the Village.***
 1. Undertake annual reviews of development and rehabilitation projects to determine the success rate in protecting and preserving the historic character of the Village and existing adjacent properties.

*Planning is the first step.
Implementation is vital to bringing
about improvements in the Village.
There is tremendous potential and
numerous possible projects...
prioritization is key to ensuring
that it can be done in a reasonable
and effective manner.*






Part V: Implementation: The Path Forward

The following implementation matrix details the projects and priorities identified in this plan. There is duplication from the goals and objectives section(s) but that is typical as projects often directly mirror goals and objectives.

Details included in this matrix include the following:

- Recommended/Potential Project
- Project Description
- Project Timeframe (1-3, 3-5, or 5+ years)
- Implementation Partners
- Potential Funding Sources















***“IMPLEMENTATION.....
projects and actions that
will make a positive
difference in the
community!”***




Implementation Matrix Key










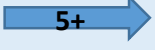
This following table details the projects proposed as part of the Comprehensive Planning Process. It includes details about each project, likely implementation partners, potential funding sources, and the timeline for implementation, measured in years (1-3 yrs, 3-5 yrs, 5 or more)






Quality of Life				
Recommendation/ Potential Project	Description	Timeframe	Implementation Partners	Potential External Funding/Assistance
Leadership Training	Identify and support participation in leadership training focused on meeting management, negotiation, and collaborative problem solving.	On-Going	Village staff & elected officials	N/A
Form a joint Village/Town Committee	Form a committee charged with meeting regularly to discuss activities in the Town & Village, identify potential opportunities to work together, seek grant funding together, and generally support improvements through a cooperative multi-municipal approach.	On-Going	Village & Town staff and elected officials	N/A
Support & expand outreach programs	Work with the Town of Stillwater and School Board officials to ensure child and adult education programs remain a top priority.	On-Going	Village, Town and School District staff and elected officials	N/A

Overall Economic Stability & Vitality, Revitalization & Tourism				
Recommendation/ Potential Project	Description	Timeframe	Implementation Partners	Potential External Funding/Assistance
Develop a permanent farmers market at the Blockhouse	Develop a permanent Farmers Market at the Blockhouse.		Village staff, elected officials, NYS Health Department	Consolidated Funding Application (CFA), NYS AG & Markets
Support business growth through zoning revisions	Revise zoning to provide new and different services and retail shopping opportunities.		CDTC, Town & Village of Stillwater, Local Business Stakeholders	CDTC Rt. 4 Corridor Zoning Project
Develop an Economic Development Plan	In conjunction with other efforts, develop an economic development plan & marketing campaign to proactively attract businesses, and market available properties.		Village, Town & County officials, private sector businesses, REDC, Chamber of Commerce	CFA, Regional Economic Development Council
Streetscaping Improvements & Enhancements	Work with willing landowners, and identify public realm locations, to install streetscaping elements; install wayfinding signage; implement the Route 4 Corridor Plan; and support code enforcement efforts to improve the Village.		Village staff and elected officials, village property owners	CFA, Erie Canalway National Heritage Area, CDTC TIP
Develop/Expand/Improve additional parks, public spaces and similar amenities	Identify potential Public-Private Partnerships for additional park & public spaces, new or expanded historic markers/signage.		Village staff and elected officials, village property owners	CFA, Erie Canalway National Heritage Area, Hudson River Valley Greenway
Construct public restrooms/comfort stations	Identify key locations to construct or "open" facilities for use by the general public.		Village staff and elected officials, village property owners	NYS Canal Corporation, Erie Canalway
Identify existing and potential future infrastructure needs	Assess infrastructure conditions and upgrade needs. Assess natural gas service expansion needs including a street tree impact survey. Work with Saratoga County to identify methods to connect to the County Sewer system.		Village staff & elected officials, Utilities, County Sewer District & DPW, NYSDOT, NYS Canal Corp.	N/A
Continue to promote tourism in the region; promote and capitalize on existing marketing initiatives	Collaborate with tourism agencies, private businesses and property owners to identify issues/concerns such as parking & traffic and possible mitigation measures. Capitalize on existing efforts like Lakes to Locks.	On-Going	Village, Town & County officials, private sector businesses, REDC, Chamber of Commerce	REDC, Saratoga County, Erie Canalway National Heritage Area, Lakes to Locks Passage, Hudson River Valley Greenway

Waterfront Revitalization & Reinvestment				
Recommendation/ Potential Project	Description	Timeframe	Implementation Partners	Potential External Funding/Assistance
Develop a plan for state-owned lands along the Hudson River	Identify development and/or access needs along the Hudson River. Specifically focus on tourism-based recreation needs. Work with the Canal Corporation to procure any available/offered land that would enhance waterfront access.	1-3 	NYS Canal Corporation	NYS Canal Corporation, Lakes to Locks Passage, Erie Canalway National Heritage Area, Hudson River Valley Greenway
Work with the owners of Admirals Marina to identify options for increased public access via the site	Work to achieve agreement on increasing public accessibility via the site. Identify the potential for Public-Private Partnerships. Identify potential funding opportunities to upgrade, improve, and market the site.	1-3 	Owners of Admirals Marina, NYS Canal Corporation, NYSDOT (highway permits)	CFA, NYS Canal Corporation
Create a waterfront recreational link along the Riverfront	Previous priorities included development of a lighted walking/biking/winter use path, boat dock and other facilities that will encourage waterfront use/visits.	3-5 	Property Owners, Town and Village of Stillwater, NYS Canal Corporation,	CFA, NYS Canal Corporation, Erie Canalway National Heritage Area, Hudson River Valley Greenway
Identify additional access locations	Identify and work to develop locations dedicated to car-top boat access, a boat launch, and swimming area(s) along the Hudson River.	3-5 	Property owners identified through this planning effort need to be contacted	CFA, NYSDEC Hudson River Estuary Resiliency, River Access & Conservation Grant, Hudson River Valley Greenway
Install educational and wayfinding signage	Install displays or kiosks at key locations to detail the history of, and currently within, the Village, signage to detail unique environmental conditions, and wayfinding signage to direct visitors to business/shopping opportunities.	3-5 	Village staff & elected officials, village property owners, Lakes to Locks Passage, NPS, NYSDOT, NYS Canal Corporation	NYSDOT, NYS Canal Corporation, Erie Canalway National Heritage Area, Hudson River Valley Greenway

Land Use & Zoning				
Recommendation/ Potential Project	Description	Timeframe	Implementation Partners	Potential External Funding/Assistance
Review zoning code	Ensure that the zoning code is consistent with the desired types and intensities. Revise as necessary to encourage appropriately scaled and compatible mixed-use development.		Village & Town staff & elected officials, CDTC, Town of Stillwater	CDTC Rt 4 Rezoning Project
Identify preferred development locations	Identify locations that are ready for development/redevelopment. Focus should be on attracting businesses and residential to the historic "Main Street" section of the Village.		Village staff & elected officials	CDTC Rt. 4 Rezoning Project
Develop & Adopt Design Guidelines	Develop design guidelines that require new development to be compatible with the setting, scale, and design of surrounding architecture, setbacks, and landscape elements. Encourage historically sensitive rehab. of historic properties.		Village staff & elected officials	CDTC Rt 4 Rezoning Project
Housing				
Recommendation/ Potential Project	Description	Timeframe	Implementation Partners	Potential External Funding/Assistance
Examine and identify current issues & needs and anticipate future potential housing demand	Examine current housing options & vacancy rates, population projections, homeowner vs. renter percentages and current zoning to ensure that the Village code allows for the likely future housing needs consistent with the vision of the Village.	On-Going	Village staff & elected officials	CDTC Rt 4 Rezoning Project
Support enhanced code enforcement efforts	Develop a renter registry requiring a code enforcement visit prior to habitation by new occupants, ensure enforcement of codes for all properties, particularly vacant structures & lots, develop a local property upkeep ordinance.	On-Going	Village staff & elected officials	N/A

Transportation & Infrastructure				
Recommendation/ Potential Project	Description	Timeframe	Implementation Partners	Potential External Funding/Assistance
Complete the sidewalk system	Identify priority locations/missing segments, particularly those that would improve safety of students walking to school. Install a sidewalk connection from Barbolt Ct. along the western side of Rt. 4 to the school. Work with property owners to narrow excessively wide curb cuts. Ensure connections are made between sidewalks, paths, and riverfront access points.		Village staff & elected officials, village property owners, NYSDOT, Town of Stillwater staff and elected officials	CFA, Erie Canalway National Heritage Area, CDTC TIP
Improve public transit options to/from the Village of Stillwater	Until CDTA bus service is feasible, consider alternatives such as working with the City of Mechanicville to extend their service. Promote use of the IPool2 online commuter/carpool/ride-matching service. Ensure future land use will help justify extension of CDTA service to the Village.	 	Village staff & elected officials, Town of Stillwater staff and elected officials, City of Mechanicville staff and elected officials	N/A
Identify bike/pedestrian/boat access needs along the Hudson River	Focus on tourism-based/economic development opportunities to maximize the potential benefits of being located along the River		Village staff & elected officials, property owners, Lakes to Locks Passage, NPS, NYS Canal Corporation	CFA, NYS Canal Corporation, Erie Canalway National Heritage Area, Hudson River Valley Greenway
Develop a parking management plan	Assess current use/demand of public parking spaces, future potential demand, & potential for shared parking. Develop a wayfinding signage plan for parking.. Consider shared parking agreements for new development, if feasible.		Village staff & elected officials	CDTC Linkage Program
Continue slip lining efforts	Continue the efforts that have been on-going in the Village.		Village staff & elected officials	N/A
Continue efforts to improve pump stations	Continue the efforts that have been on-going in the Village.		Village staff & elected officials	N/A
Continue efforts to improve water metering	Continue the efforts that have been on-going in the Village.		Village staff & elected officials	N/A
Investigate and advocate for the extension of natural gas service into the Village	This effort is focused on developing a dialogue with the utility about potential expansion into the Village.		Village staff & elected officials, natural gas provider(s)	Gas Providers, Local and Regional Elected Officials, Regional Economic Development Council
Investigate the potential to consolidate and eventually bury utility lines.	This effort is intended to begin the discussion and identification of opportunities and constraints to undertaking burying utility lines.		Village staff & elected officials, utility company	Utility Providers

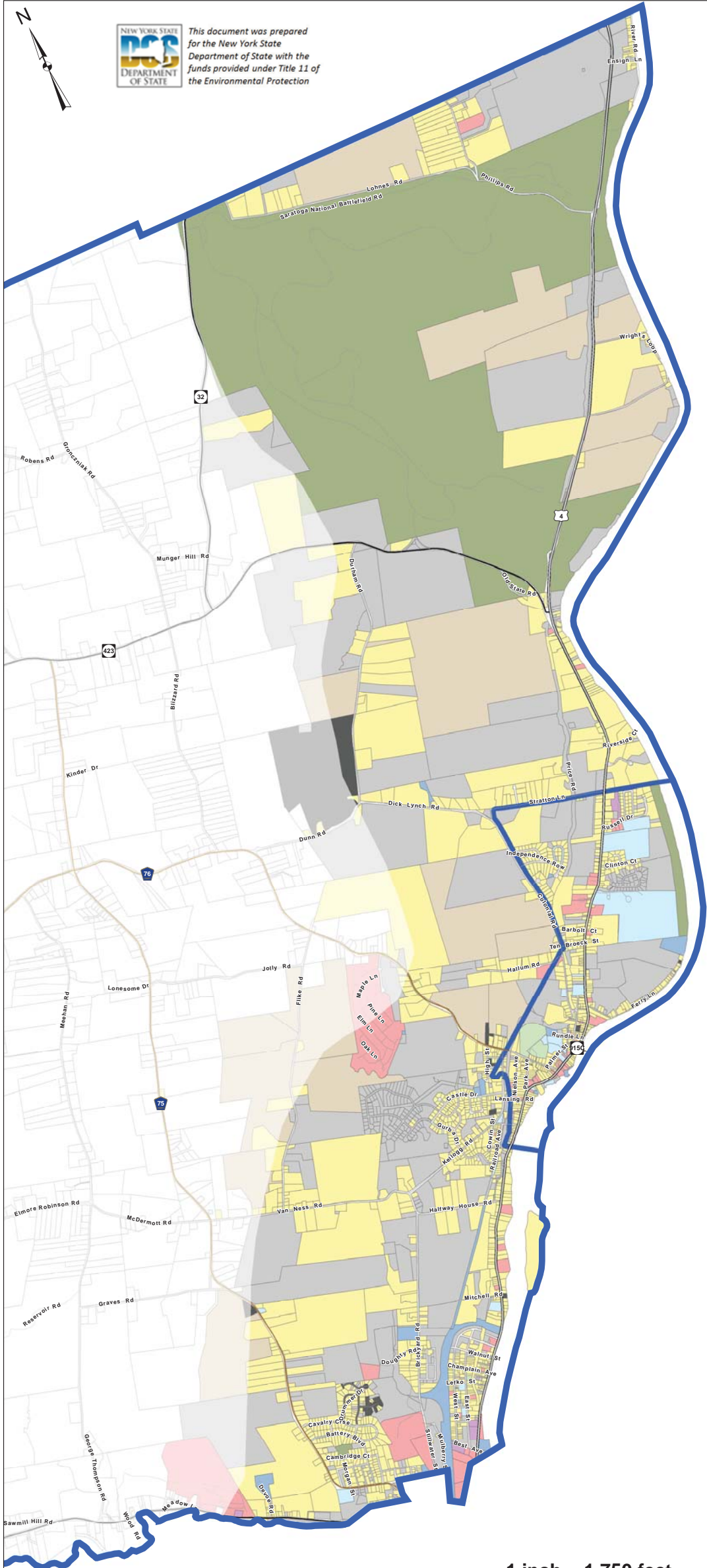
Recreation, Historic/Cultural/Natural & Open Space Resources				
Recommendation/ Potential Project	Description	Timeframe	Implementation Partners	Potential External Funding/Assistance
Identify and protect scenic resources	Work to identify and institute protection measures for scenic resources.		Village staff & elected officials	5 Rivers money, Hudson River Estuary/DEC
Continue to support improvements to the Blockhouse property	The Blockhouse is an iconic site in the Village. Efforts to improve and further utilize this site should be supported and encouraged.		Village staff & elected officials	Erie Canalway National Heritage Area, Lakes to Locks Passage, NYS Canal Corporation
Work to eliminate or minimize potential sources of surface or groundwater pollution	Identification and eliminating or minimizing potential sources of groundwater pollution have been and will continue to be a priority in the Village.		Village staff & elected officials, village property owners where issues are located	5 Rivers money, Hudson River Estuary/DEC
Document and develop a historic photo log	There is significant institutional knowledge in the Village that is being lost. If this historic information is not captured soon it could be lost forever.		Village staff & elected officials	N/A
Develop pocket parks throughout the Village	Pocket parks, such as that located at the intersection of Hudson Ave & Park Ave, provide unique and beneficial open space(s) and help create a "sense of place" and character for the Village. Increasing the number of these, or formalizing existing spaces currently underutilized, is the objective of this project.		Village staff & elected officials	NYSDOT, Saratoga County, CDTC TIP (in conjunction with other streetscape improvements)

Part VI: Appendices

- A. Existing Village and Route 4 Corridor Land Use Map(s)
- B. Existing Village and Route 4 Corridor Zoning Map(s)
- C. Route 4 Corridor Conceptual Transect Zoning Map



This document was prepared for the New York State Department of State with the funds provided under Title 11 of the Environmental Protection

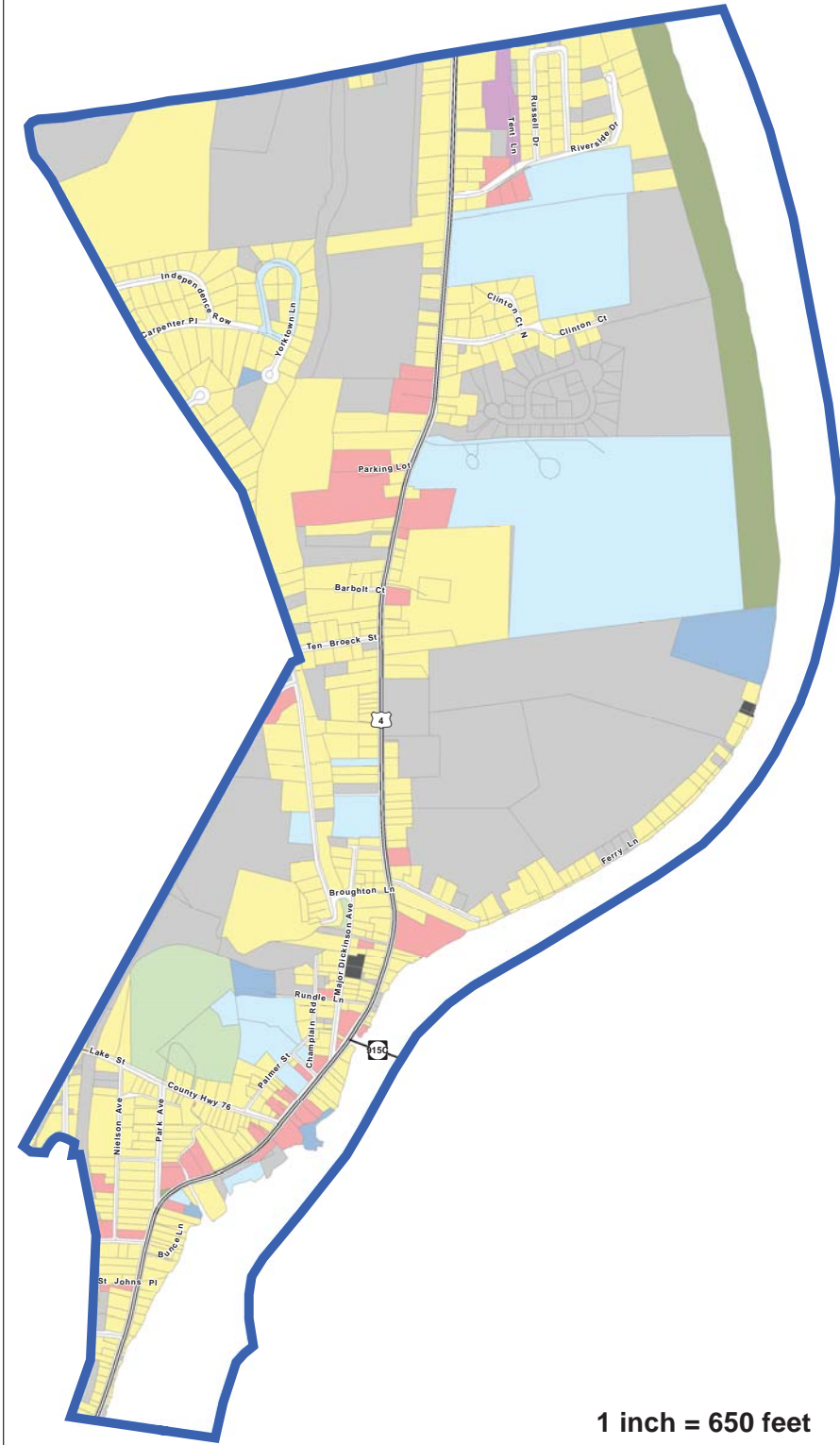


1 inch = 1,750 feet

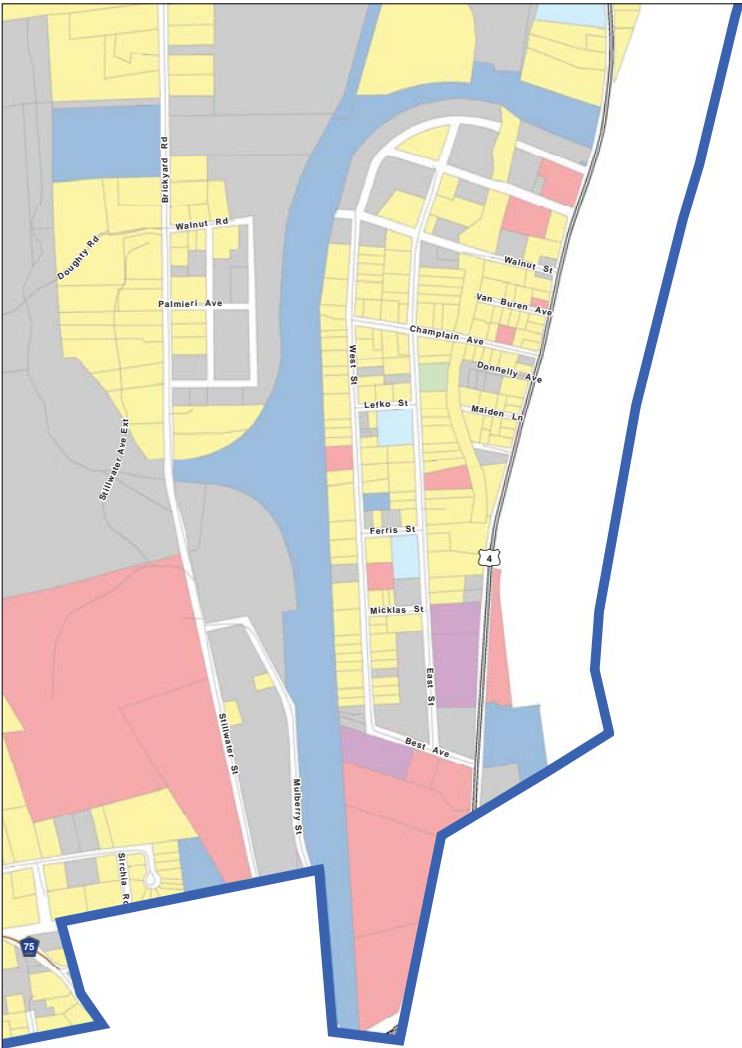
Legend

Land Use

- | | |
|------------------------------|--|
| Agricultural | Community Services |
| Residential | Industrial |
| Vacant Land | Public Services |
| Commercial | Wild Forested, Conservation Lands and Public Parks |
| Recreation and Entertainment | Unclassified |



1 inch = 650 feet



1 inch = 500 feet



CHAZEN ENGINEERING, LAND SURVEYING & LANDSCAPE ARCHITECTURE CO., D.P.C.

Dutchess County Office:
21 Fox Street
Poughkeepsie, NY. 12601
Phone: (845) 454-3980

Capital District Office:
547 River Street
Troy, NY. 12180
Phone: (518) 273-0055

North Country Office:
375 Bay Road
Queensbury, NY. 12804
Phone: (518) 812-0513

This map is a product of The Chazen Companies. It should be used for reference purposes only. Reasonable efforts have been made to ensure the accuracy of this map. The Chazen Companies expressly disclaims any responsibilities or liabilities from the use of this map for any purpose other than its intended use.

Stillwater LWRP

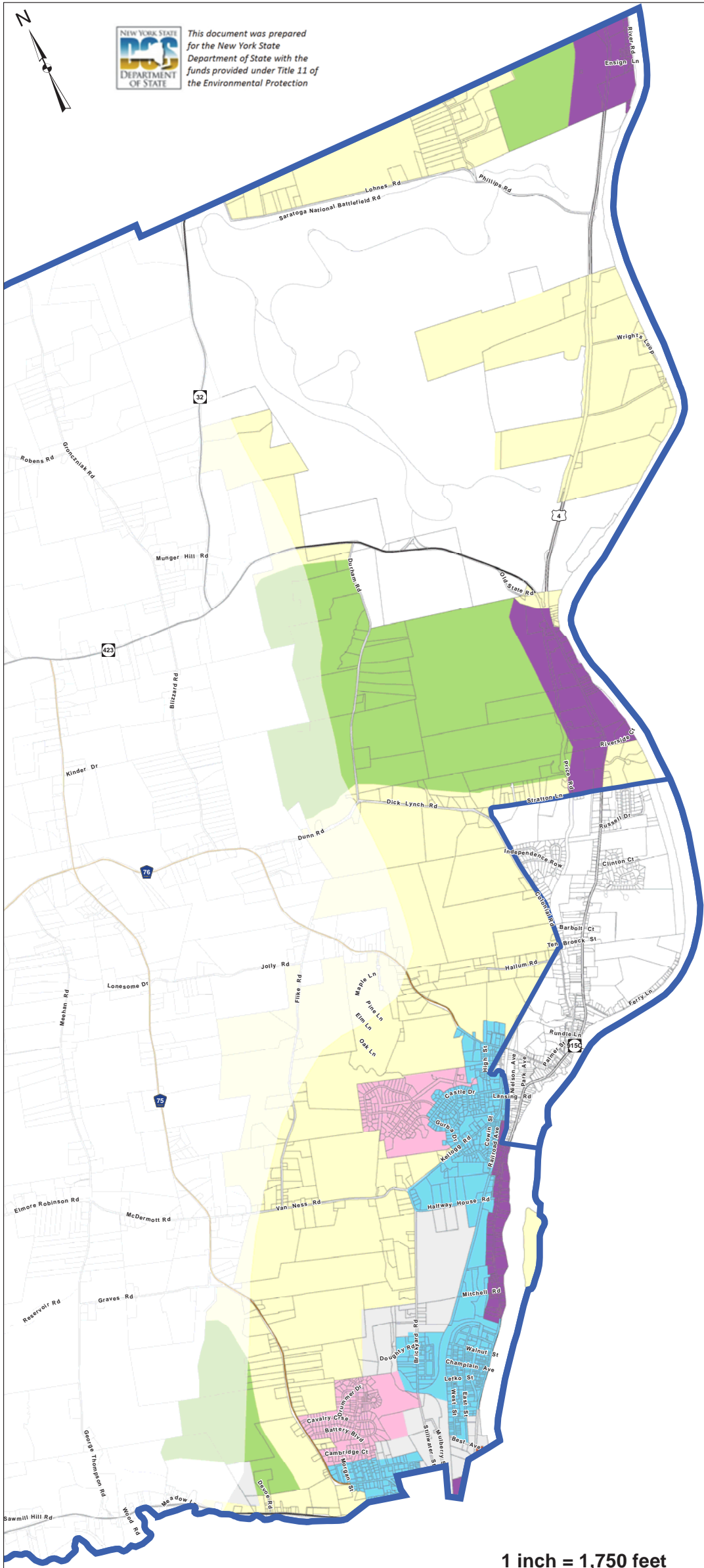
Land Use Map

Town & Village of Stillwater
Saratoga County New York

Drawn:	PWC
Date:	02/02/2015
Scale:	See Data Frames
Project:	31400.14
Figure:	NA



This document was prepared for the New York State Department of State with the funds provided under Title 11 of the Environmental Protection

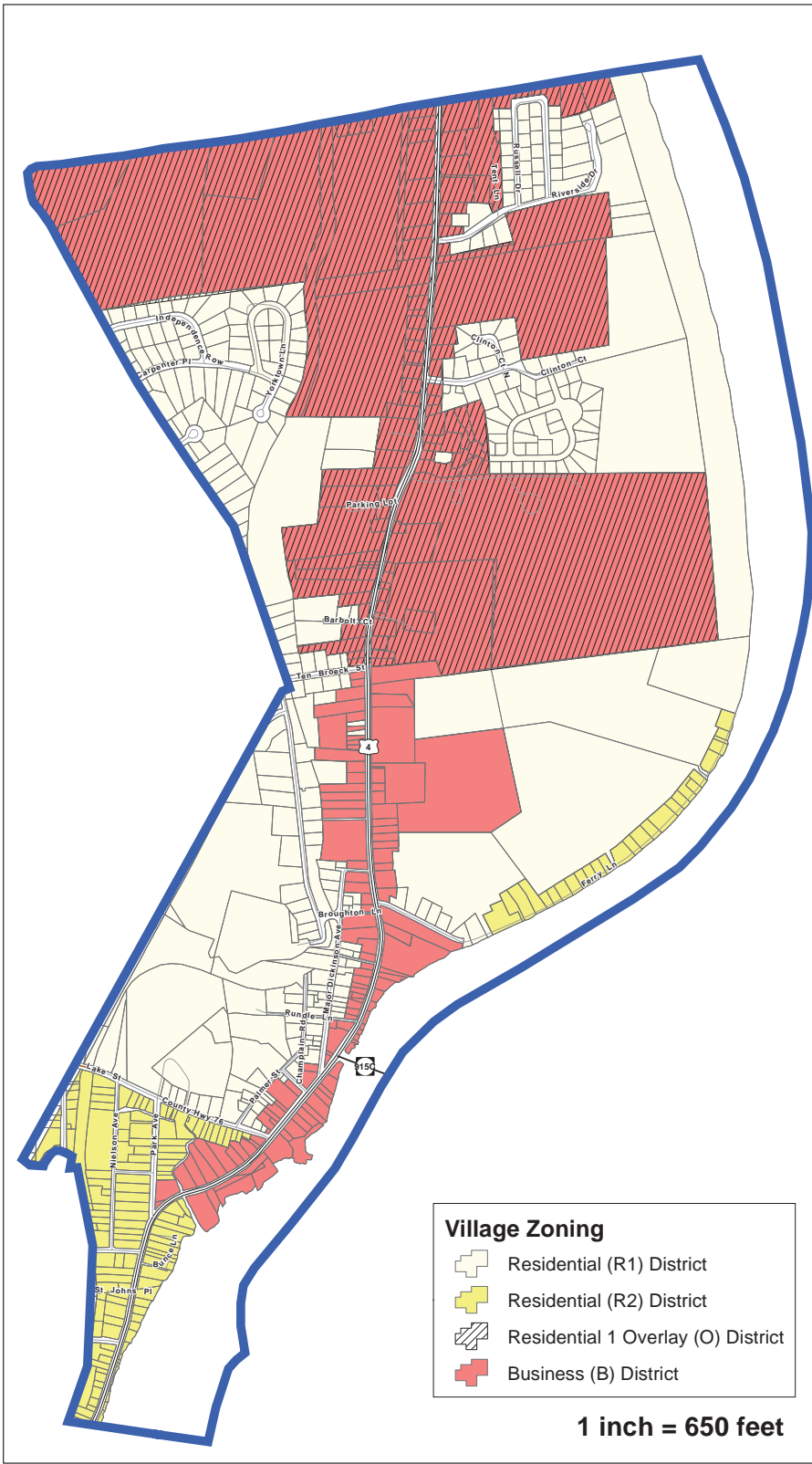


1 inch = 1,750 feet

Legend

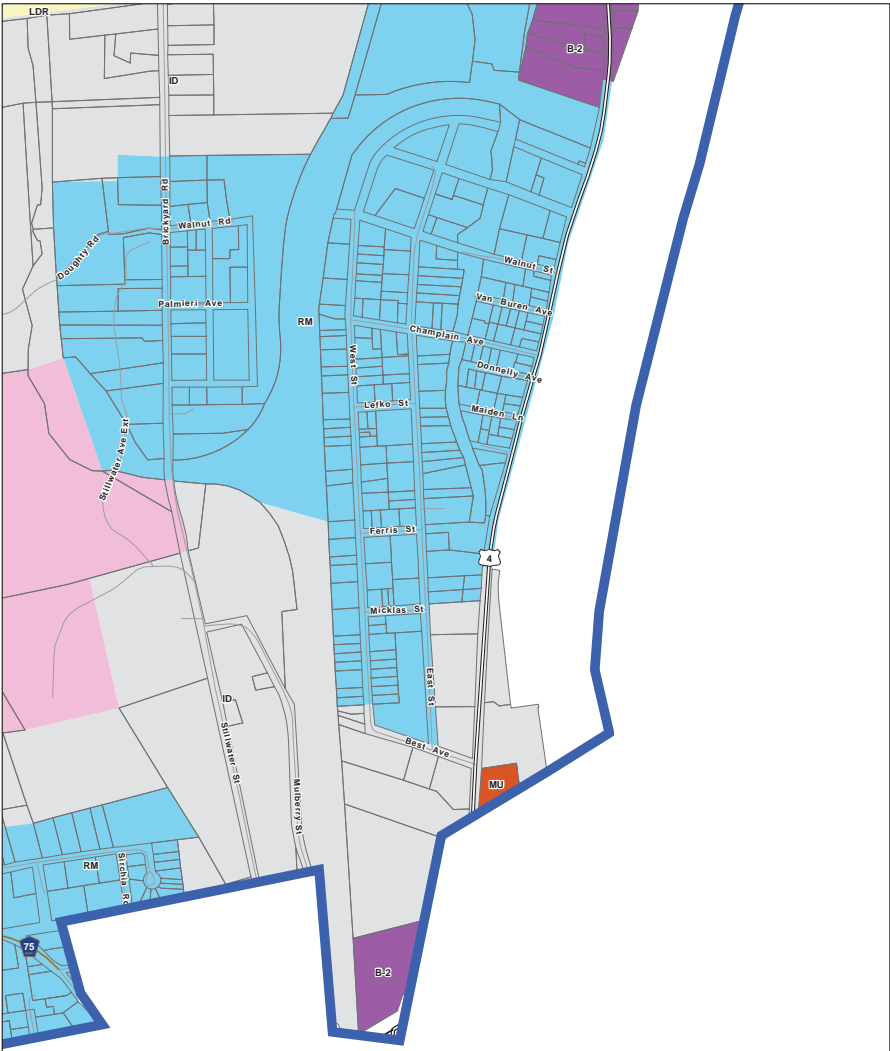
Town Zoning Districts & Overlay Zones

- B-1, Neighborhood Business District
- B-2, General Business District
- BP, Business Park
- ID, Industrial District
- LDR, Low Density Residential District
- MU, Mixed Use
- PDD, Planned Development District
- R-R, Rural Residential District
- R67 West, Route 67 West Business District
- RM, Moderate Density Residential District
- RRD, Residential Resort District



- Village Zoning**
- Residential (R1) District
 - Residential (R2) District
 - Residential 1 Overlay (O) District
 - Business (B) District

1 inch = 650 feet



1 inch = 500 feet



CHAZEN ENGINEERING, LAND SURVEYING & LANDSCAPE ARCHITECTURE CO., D.P.C.

Dutchess County Office:
21 Fox Street
Poughkeepsie, NY. 12601
Phone: (845) 454-3980

Capital District Office:
547 River Street
Troy, NY. 12180
Phone: (518) 273-0055

North Country Office:
375 Bay Road
Queensbury, NY. 12804
Phone: (518) 812-0513

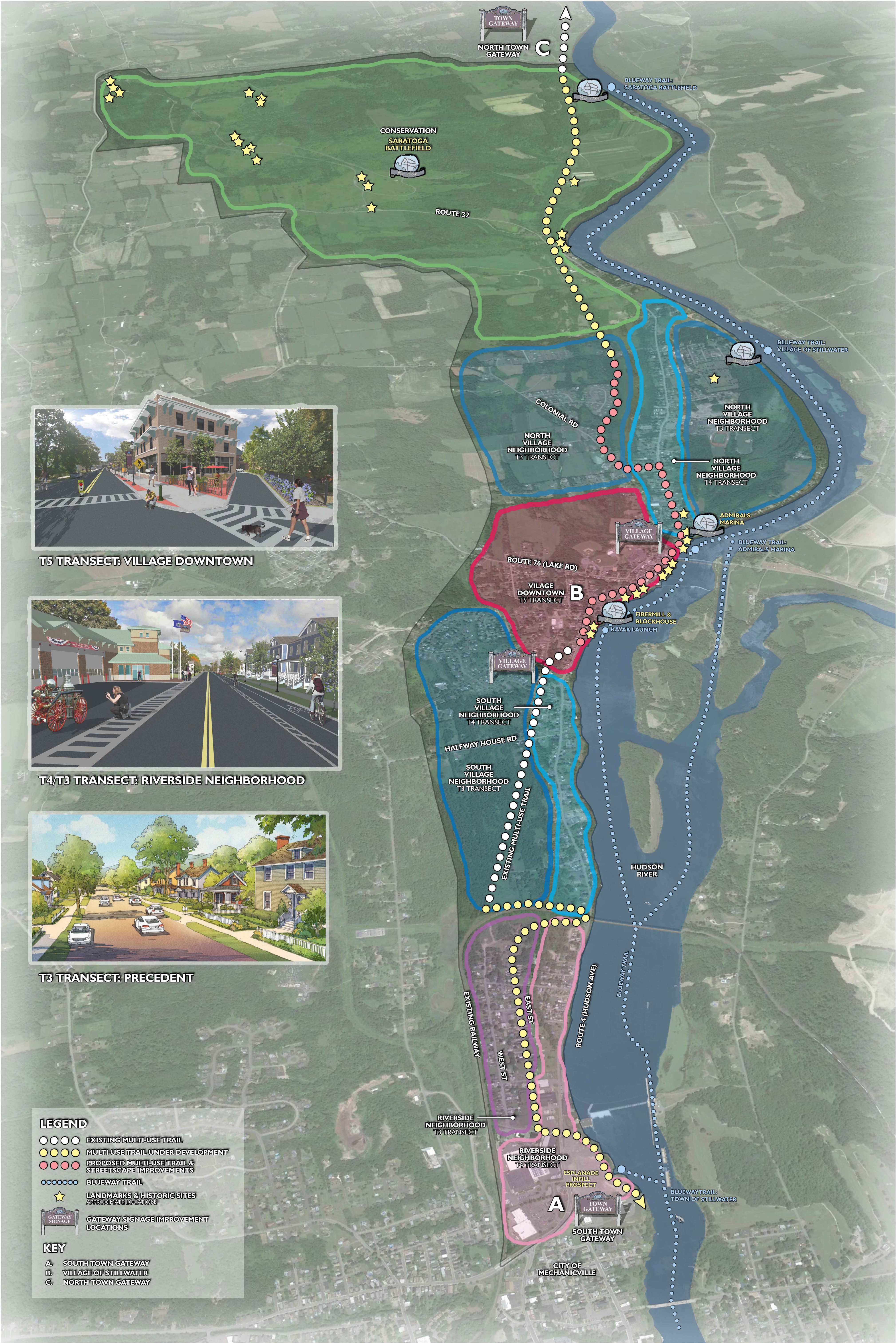
This map is a product of The Chazen Companies. It should be used for reference purposes only. Reasonable efforts have been made to ensure the accuracy of this map. The Chazen Companies expressly disclaims any responsibilities or liabilities from the use of this map for any purpose other than its intended use.

Stillwater LWRP

Zoning Map

Town & Village of Stillwater
Saratoga County New York

Drawn:	RLB
Date:	07/15/2015
Scale:	See Data Frames
Project:	31400.14
Figure:	NA



T5 TRANSECT: VILLAGE DOWNTOWN

T4/T3 TRANSECT: RIVERSIDE NEIGHBORHOOD

T3 TRANSECT: PRECEDENT

LEGEND

- ○ ○ ○ ○ EXISTING MULTI-USE TRAIL
- ● ● ● ● MULTI-USE TRAIL UNDER DEVELOPMENT
- ● ● ● ● PROPOSED MULTI-USE TRAIL & STREETSCAPE IMPROVEMENTS
- ● ● ● ● BLUEWAY TRAIL
- ★ LANDMARKS & HISTORIC SITES APPROXIMATE LOCATIONS
- 🏠 GATEWAY SIGNAGE IMPROVEMENT LOCATIONS

KEY

- A. SOUTH TOWN GATEWAY
- B. VILLAGE OF STILLWATER
- C. NORTH TOWN GATEWAY

TRANSECT CONCEPT FIGURE