

# Stillwater Route 4 Zoning Changes & Design Standards

FINAL Technical Review

PLANNING **4** PLACES

THE  
*Chazen*  
COMPANIES

July 29, 2016

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## Introduction

The Town and Village of Stillwater, in partnership with the Capital District Transportation Committee (CDTC), are jointly working together to collaboratively develop and update new zoning code changes and design standards for both the Town and Village. The *Stillwater Route 4 Corridor Rezoning and Design Standards* project is looking at what zoning is appropriate for the future (over the next 10 years) while being reflective of existing conditions. The project will create zoning that reflects Stillwater's goals for economic development and waterfront revitalization and that is easier to use. Zoning by itself does not automatically lead to economic development but it is important that the right zoning is in place to meet a community's goals for the future.

### What are Form-Based Codes (FBCs) & why are the Town and Village looking to use them?

FBCs provide a flexible approach to encourage creative development that can work well in existing environments where lot sizes and setbacks can vary. The codes focus on form and function rather than solely on uses within a building and are presented with both words and clearly-drawn diagrams. Currently, the Town and Village both have "Euclidean zoning." This type of zoning regulates and often separates land uses into individual districts (such as having separate commercial and residential districts).

### What do Form Based Codes address?

- The relationship between building façades and the public realm (i.e. the street)
- How the mass of buildings relates to each other
- Other design details and the scale and types of streets and blocks
- Define uses and densities, civic spaces, and streetscape amenities (such as trees and lighting)

### How are Form Based Codes Organized?

Some form-based codes utilize the Transect principle which divides areas into zones (the SmartCode model uses T1-T6 – see image below) which reflects the intensity of development from lower intensity (T1: the Natural Zone) to higher intensity of uses (T6: the Urban Core Zone).

### PROJECT GOALS:

- Provide regulatory consistency along the Route 4 Corridor
- Support, maintain, and enhance the unique and historic mixed use, walkable land use/development pattern
- Promote walkable mixed use development where there is existing development
- Support economic development and revitalization efforts along the Route 4 Corridor
- Protect and preserve the rural and historical areas including north of the Village and near the Saratoga National Historical Park



### What are the basic ideas behind the potential zoning changes?

The Town and Village are looking to utilize the Transect Principle shown above. After preliminary land use and zoning discussions during the recent *Hudson River Waterfront Revitalization Plan*, consideration of existing land uses and potential future land use changes, and discussions of future land use(s), it was generally agreed that Transect types T2 Rural Zone (Conservation) through T5 Urban Center Zone would be used to develop the new zoning code.

### Planning Process/Public Outreach

The *Stillwater Route 4 Corridor Rezoning and Design Standards* process will be completed by the end of 2016 and will include seven Study Advisory Committee meetings, two public workshops, and presentations to the Town and Village governing bodies to present the Final Draft of the zoning changes.

The project kickoff meeting included a bus tour of much of the study area with Study Advisory Committee Members. During the tour, participants discussed existing land uses and development patterns in the context of the proposed Transect zoning proposal.



Walking through the Village of Stillwater



On the Bus reviewing the tour itinerary



Discussing rural zoning at the Saratoga  
National Historical Park

### Stakeholder Interviews

Stakeholder interviews, discussions, and brainstorming with citizens and business owners throughout this effort and during the previous LWRP process were conducted by the Consultant Team. The following stakeholders provided input to date:

- Ellen Vomacka – Town Councilwoman
- Bob Barshied – Town Planning Board Chairman
- William Ritter - Town Zoning Board Chairman
- Don D'Ambro - Town Zoning Board Vice Chairman
- Wayne Simmons - Village Zoning Board of Appeals Chairman
- Amy Bracewell – Saratoga National Historical Park
- Jeanne Williams – Feeder Canal Alliance
- Maria Trabka – Saratoga PLAN
- Mike Valentine – Saratoga County Planning
- Rocky Ferraro – CDRPC

The Consultant Team also reached out to John Holland, City of Mechanicville – Building and Code Department and spoke briefly about the June 16<sup>th</sup> Public Visioning Session and left a message with the Town of Saratoga Zoning & Planning Clerk.

A summary of the key points follows below by topic area.

#### *Rural Character/Viewshed Protection*

- Retain the natural/agricultural landscape around the SNHP – farms & fields setting
- Alternative energy such as solar and wind farms are a concern related to the viewshed of the SNHP – might seem more like a commercial/industrial look. Solar farm interest seems to be increasing each year.

- The SNHP advocates for sensitive design and siting of homes surrounding the Park to promote viewshed protection.
- Some stakeholders expressed a preference for cluster development
  - North of the school was mentioned as one location for cluster development
  - Some stakeholders would like to see a 50-ft buffer on both sides of 4 & 32
- Preservation of Hudson River viewsheds

#### *Building Design*

- Architecture and design features should fit in with the surrounding existing built environment
- Would like to see aesthetics addressed
- Allow for flexibility in design but try to emphasize architecture of older homes
- Incorporate industrial mill look for new development
- Would like to see Victorian-era design

#### *Dimensional Requirements*

- Some stakeholders discussed 1-2 stories maximum, maybe three, and some discussed wanting a maximum 4-story building height
  - Some would prefer a maximum of 1 story on the River side while others are amenable to 2 stories
- Prefer multifamily apartments and senior housing to be 1-2 stories in height
- Maintain side yard setbacks to allow views of the Hudson River
  - One stakeholder mentioned that this is not as necessary north of the Village

#### *Uses*

- Would like to see senior housing
- Would like to see mixed use development
- More mixed use and multifamily near the Village boundary and within the Village
- Keep some separation of uses i.e. no heavy industrial uses in the Village core

#### *Streetscape/Signage*

- One stakeholder mentioned that they would like short, flowering street trees while another discussed wanting a canopy of street trees
- More uniform signage

- Encourage window boxes and planter boxes
- Create pocket parks
- Create features and places for the pedestrian to discover along the way

#### *Other Comments*

- ROWs as surveyed based upon DOT plans are sometimes not accurate and really need to be individually assessed during site plan review
- Include bicycle parking as a requirement for new development
  - Other stakeholders recommended incentivizing bicycle parking
- Off-street parking should be placed to the rear of buildings
- Would like to have on-street parking permitted on Route 4 where it currently is not
- Would like to see utilities buried underground
- Would like to see Complete Streets principles utilized in the corridor

#### Public Visioning Session

The Town and Village of Stillwater held their first public meeting to gather input on June 16, 2016. The workshop began with a project overview, had an open house format, and also included a guided presentation where participants were provided with a handheld remote and were asked to choose from one of four pictures that represented their desired design. The presentation covered everything from residential and commercial building design to desired waterfront activity, building signage options, public gathering spaces, crosswalk designs, and awning designs, among others. Participants expressed interest in seeing this effort protect rural character, consider viewshed protection and create an inviting streetscape and walkable experience to keep/enhance the traditional main street experience. Waterfront access, public gathering areas, and outdoor dining are key goals. Overall the FBC approach was of interest and participants were excited about the code's flexibility for making it easier for businesses to locate here.

#### Community Preference Survey

22 people participated in the Community Preference Survey during the Public Visioning Session described above. At the time of the development of this document the online Preference survey was just beginning to be utilized. The survey link is: <https://www.surveymonkey.com/r/StillwaterZoning>

## Document Review

A number of plans and studies were reviewed as a part of this project. The purpose of this effort was to ensure that the Consultant Team and Study Advisory Committee were reacquainted with previously developed zoning-focused planning work and recommendations developed for this area. Appendix A includes Right-of-Way diagrams for Route 4 and Appendix B includes plans and studies reviewed by the Consultant Team. The reviews of the Town and Village existing zoning follows below:

### Town of Stillwater Zoning (adopted December 2001, last revised October 2011)

The Town's Zoning Ordinance is set forth at Chapter 210 of Town Law, and currently includes ten (10) zoning districts. A brief description with additional details on dimensional requirements can be found in Table 1 of this document.



Table 1: Zoning Ordinance Summary Table. This table provides a detailed overview of the ten zoning districts, including their names, descriptions, and key regulatory requirements. The districts listed are Rural Residential (R-R), Low-Density Residential (LDR), Moderate-Density Residential (MDR), Residential Resort (RRD), Neighborhood Business (B-1), General Business (B-2), and others. The table covers various aspects such as lot area, lot width, lot depth, and permitted uses.

- Rural Residential (R-R): 2 acres/dwelling unit (“du”)
  - Principal permitted uses (PPU): single and 2-family homes, greenhouses, agricultural uses, timber harvesting, others by Site Plan Review (SPR) or Special Use Permit (SUP)
- Low-Density Residential (LDR): 2 acres/du, 1.5 acre/du, or 1 acre/du depending on water and sewer
  - Allowed uses (PPU): single and 2-family homes, agricultural uses, timber harvesting, others by SPR or SUP
- Moderate-Density Residential (MDR): 1 acre/du, 20,000 sq. ft., or 10,000 sq. ft. depending on water and sewer
  - Allowed uses (PPU): single and 2-family homes, timber harvesting, others by SPR (such as 3- to 4-family) or by SUP
- Residential Resort (RRD): 21,750 Sq. ft./du
  - Allowed uses (PPU): single-family dwelling, timber harvesting; tavern/restaurants, and B&Bs among others by SPR/SUP
- Neighborhood Business (B-1): 10,000 sq. ft.
  - Allowed uses (SPR): banks, stores, gas stations, personal service establishments, offices, restaurants/taverns
- General Business (B-2): 6,000 Sq. ft.
  - Allowed uses (SPR): banks, auto body shops, banks, B&Bs, retail stores, theaters, offices, restaurants

- Business Park (BP): 3 acres
  - Allowed uses (SPR): offices, business incubation, light industrial, research and development, warehouses
- Route 67 Overlay (R67): bulk/area requirements conform to the underlying district
  - Allowed uses (by SUP): see underlying district
- Route 67 West (R67 West): 3 acres/du, 2 acres/du, or 1 acre/du depending upon public water and sewer
  - Allowed uses (SUP): auto shops, banks, B&Bs, retail stores, motels/hotels/lodges, offices, recreation
- Mixed Use District: 22,000 sq. ft.
  - Allowed uses (PPU): Multifamily, storage structures and retail and commercial, office, home occupation (by SUP)
- Industrial (ID): 1 acre
  - Allowed uses (PPU): Agricultural uses and timber harvesting; everything else industrial, commercial, residential, and other uses by SPR or SUP

In addition, the Town has Planned Development Districts and a Watershed Protection Overlay District. The Town has a very detailed use table (6 pages total). Home occupations require site plan review and nonconforming uses are not permitted to enlarge without a use variance. Some zoning district boundaries split parcels.

### Village of Stillwater Zoning Law (adopted April 2007, last revised February 2014)

The Village's Zoning Law includes four (4) zoning districts as follows (additional details on dimensional requirements are found in Table 2):

- Residential-1 District (R-1): 20,000 sq. ft.
  - Allowed uses: Community/ municipal, single-family, and accessory use with child care center, essential services, home occupation, and religious use by special use permit
- Residential-2 District (R-2): 5,000 sq. ft.
  - Community/ municipal, Single-family, and accessory use, 15 uses by special use permit such as two-family, multifamily, home occupation

Village of Stillwater  
Draft Zoning Law  
Article 10: Uses and Area Requirements  
Schedule of Area, Yard and Bulk Requirements

Use Requirements	Residential-1 (R-1)	Residential-2 (R-2)	Business (B)
<b>Minimum Lot Area</b>	20,000 sq. ft.	5,000 sq. ft.	5,000 sq. ft.
<b>Minimum Lot Coverage</b>	10%	10%	10%
<b>Minimum Road Frontage</b>	100 ft.	100 ft.	100 ft.
<b>Minimum Lot Width</b>	100 ft.	100 ft.	100 ft.
<b>Yard Requirements</b>			
<b>Front Yard</b>	25 ft.	10 ft.	5 ft. (minimum)
<b>Side Yard - One</b>	10 ft.	5 ft.	5 ft. (minimum)
<b>Side Yard - Conditional</b>	10 ft.	10 ft.	10 ft.
<b>Rear Yard</b>	25 ft.	5 ft.	5 ft.
<b>Height</b>			
<b>Maximum Height</b>	3 stories or 35 ft.	3 stories or 35 ft.	3 stories or 40 ft.

- Business District (B): 5,000 sq. ft.
  - Allowed uses: 15 permitted uses (office, commercial civic, restaurant, small-scale retail), 22 uses by special use permit such as two-family, multifamily, home occupation, fast food restaurant
- R-1 Overlay (O): 20,000 sq. ft. for single-family, 5,000 sq. ft. for other uses
  - 16 permitted uses (single-family, office, commercial civic, restaurant, small-scale retail), 22 uses by special use permit such as two-family, multifamily, home occupation, fast food restaurant

The majority of uses permitted in the Village are allowed by special use permit rather than by right. Mixed use development is permitted only by special use permit in the B and O Districts. The Village highlights its interest in maintaining and protecting the Village traditional character in the intent statements for all of the zoning districts.

### Analysis Area and Transect Map Boundaries

The *Hudson River Waterfront Revitalization Plan* detailed preliminary Transect recommendations. The Consultant Team recommendation is for the Town and Village to follow the Plan's recommendations and update zoning regulations within the Analysis Area using the Transect concept(s).

The map below (following this section) was developed during Study Advisory Committee Meeting #3 on May 18, 2016.

### What is the analysis area on the Draft Transect Map?

The analysis area is the area of consideration for this project related to implementation of the *Hudson River Waterfront Revitalization Plan*. The Transect zone boundaries most likely will be closer to the Route 4 Corridor area as shown on the Draft Map and not include zoning revisions/changes of the entire analysis area.

### What is the basic premise of each of the Transect Types?

These Transect zones will consider existing conditions, densities, and land use patterns as a guide to develop new regulations and drive future development, growth and zoning-related changes. The best way to generally understand the "look and feel" of each of the Transect types is to look at the existing conditions throughout most of the area and/or view the photo log developed for this project (Appendix C). The photo log provides a high-level overview of the types of uses, general design types, and intensities in each of the proposed Transects areas. At a high-level, each zone is generally characterized as follows:

**T2 – Rural Zone:** This zone is also classified as the Conservation zone. It is intended to generally retain the rural and agricultural-based land uses as well as undeveloped open space that currently exists. It will allow

for rural-scale residential development, heritage tourism adjacent to the Saratoga National Historical Park, and agricultural and agricultural supportive uses (i.e. tractor supply and tack shop).

**T3 – Sub-Urban Zone:** This zone generally provides for “typical” suburban style residential subdivisions and densities with the potential for institutional or home-based businesses that do not generally serve customers on-site, require parking lots, or have regular deliveries. Exceptions could include agricultural uses or agricultural-based uses, farm stands, etc.

**T4 – General Urban Zone:** This zone contains a mix of uses – from residential to retail, commercial and most anything that would be found in a commercial district. It has smaller lots and typically 2+ story buildings. On-street parking, walkability, and a feeling of being in a well-defined place – such as the Village - characterize this zone.

**T5 – Urban Center Zone:** This zone has a mix of uses, small lots, buildings generally located near the street, up to 3+ story buildings, on-street parking, and a very walkable environment (i.e. the Village core). Buildings are most often mixed-use with retail, commercial or office on the first floor and office or residential on upper floors.

At this point, the rezoning effort is on-going and it is expected that the Transect Map will continue to be refined by the Study Advisory Committee. To-date, recommendations discussed by the public and interested stakeholders include:

- Some people like the T4 and T5 distinction while others want a second look at the T4 and T5 in the Village for what the distinction is between the two districts
- Some commented on whether there may be too much T4 but in contrast others want additional T3 or T4 north of the Village on Route 4 to the Route 32 intersection
- In the Village, address existing agricultural uses
- Suggest that T2 allow for small-scale business
- Consider locations of water and sewer lines and any proposed expansions related to map changes
- Create more of a connection between the Town & Village – Stratton Lane

# Stillwater Route 4 Zoning Changes & Design Standards

## Transect Zoning Concepts

### DRAFT



#### About Form-Based Codes

Provide a flexible approach to encourage creative development that can work well in existing environments where lot sizes and setbacks can vary.

Focus on form and function rather than uses and are presented with both words and clearly-drawn diagrams.

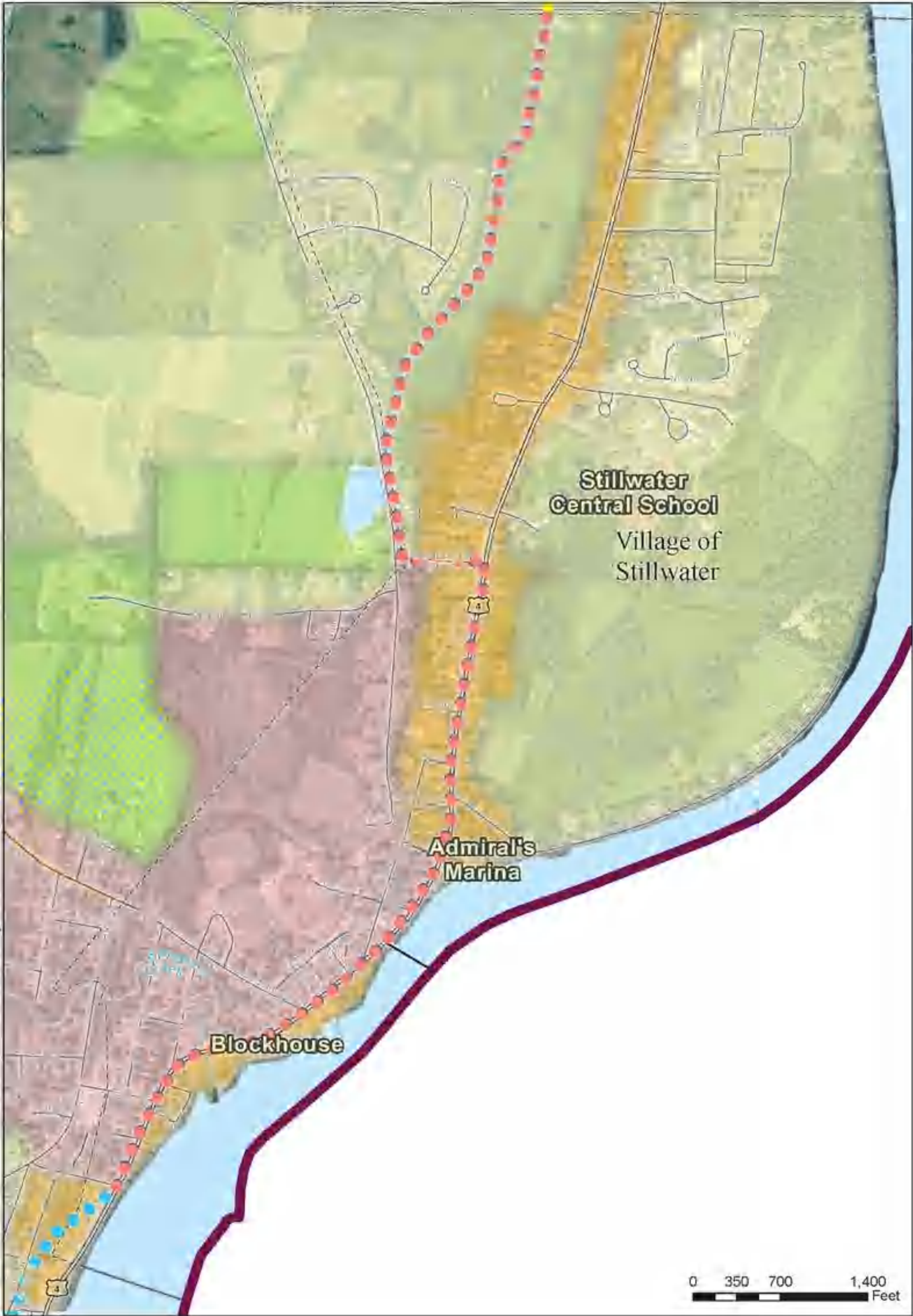
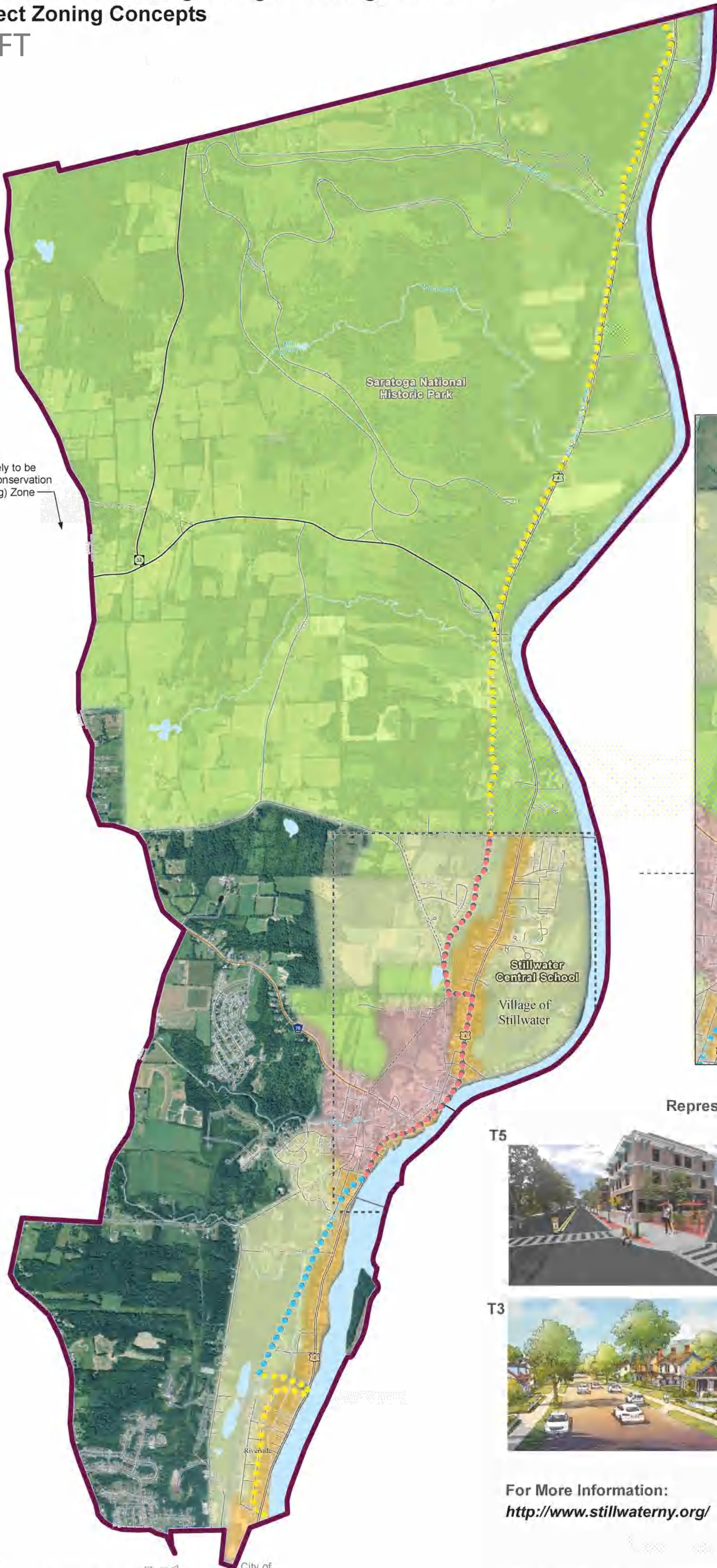
Some utilize the Transect principle which reflects the intensity of development from lower intensity (T1: the Natural Zone) to higher intensity of uses (T6: the Urban Core Zone).



Source: SmartCode

The project is scheduled to be completed by the end of 2016

Area likely to be added to Conservation (Sending) Zone



#### Representative Form-Based Code Images

T5

T4

T3

#### Legend

Analysis Area

Proposed Transect Zones

T2/Conservation

T3

T4

T5

Saratoga National Historic Park

Existing and Future Multi-use Trails

Existing

Under Development

Proposed

Surface Water

Rivers and Streams

Tax Parcels

For More Information:  
<http://www.stillwaterny.org/>



<http://villageofstillwaterny.org/>



## Preliminary Zoning Recommendations

The following recommendations were prepared by the Consultant Team following discussions with the Study Advisory Committee, input from the first public meeting, suggestions from the stakeholder interviews, reviews of existing plans and studies, and an analysis of current land use and zoning. These preliminary recommendations are intended to assist in the discussion about proposed zoning changes as this project moves forward. In general, the recommendations proposed below are intended to simplify the Town and Village Zoning Ordinances along the Route 4 Corridor, provide greater flexibility to support economic development and waterfront revitalization goals, remove some existing issues in existing zoning regulations, and protect the rural and historic-character of the Town and Village of Stillwater.

The Transect Map was revised during Study Advisory Committee Meeting #3 on July 15, 2016 (now known as the Draft Regulating Plan). At that time, the Village Transect Districts were renamed to V3, V4, and V5.

General zoning recommendations to be drafted as part of the zoning revisions are summarized below:

- Intent statements
  - Shorten intent statements in the Village for each zone
  - Promote walkability in intent statements of the T3/V3, T4/V4, and T5/V5 areas
- Identify opportunities to make changes in the code/reduce the number of regulations that require negotiation with the Planning Boards for by-right uses
- Uses
  - Village – reduce number of uses permitted by special permit. Use site plan standards instead where possible to make it easier for development
  - Town – Develop a separate Transect District(s) Use Table. Revise the name of the existing Use Table to “Summary of Allowed Uses – Traditional Zoning Districts”
  - Permit mixed use in T4/V4 and T5/V5
  - Permit live/work in T4/V4 and T5/V5
  - Include water-related and water-dependent uses and recreation/trail focused uses
- Height recommendations:
  - Change height requirements to stories rather than a set number of feet. This allows greater flexibility in building design but will ultimately be regulated by the building code
  - Consider maximum height of 3 stories with 4 stories as a bonus in the T5/V5
- Consider adding the following uses and definitions: accessory dwelling unit and tiny homes
- Review nonconforming structure and nonconforming use standards for both the Town and Village so that they focus more on nuisances rather than building improvements
  - Consider allowing nonconforming structures to construct additions up to 50% of assessed building value or up to 50% of the total original square footage of the structure so long as an addition does not exceed lot coverage maximums

- Provide relief for small additions and adaptive reuse
- For the T2 areas – adopt conservation subdivision standards and incorporate viewshed protection standards directly into the T2 district standards.
  - Should conservation subdivisions be mandatory or optional? And where?
- Consider where craft production would be permitted (T4/V4 and T5/V5)
- Consider density bonuses or parking reductions for senior housing, affordable/workforce housing, historic preservation and/or adaptive reuse, shared parking, public gathering areas/pocket parks/central outdoor dining, streetscape improvements in the T5 and the T4
- Parking
  - Review parking standards and add parking maximums
    - Consider reductions in minimum parking requirements in mixed use and walkable areas
  - Add bicycle parking standards in the Village and review Town standards
  - Add shared parking standards
- Define walkable streets
  - Consolidate curb cuts to extent feasible, particularly in pedestrian areas
  - Encourage 6-foot clear pedestrian zone where possible dependent on available right-of-way and front setbacks
- Incorporate design standards in the Transect Zones related to:
  - Lighting – full-cut off lighting
  - Outdoor Dining & Public Spaces
    - Include useable outdoor space/activity area in the T4/V4 and T5/V5 districts
  - Waterfront Access and Views of the Waterfront
    - Clearance of vegetation to open up to waterfront views
  - Signage
  - Street trees and landscaping
  - Build-to-lines
    - Encourage building to the sidewalk in the T4 and T5 and put a range of setbacks (since they vary in the T4 and T5) i.e. 0-15 feet
  - Building entrances/orientation
    - Primary entrances should be emphasized and main entrances should be in the front façade
  - Building Design (Retail only)
    - Consider minimum ceiling height of 14 feet for ground floor in the T5/V5, adding required % of window area for 1<sup>st</sup> floor retail or retail-ready uses
  - Green infrastructure and best management practices
  - Parking lot location and drive-through windows
    - For drive-through windows on pedestrian streets, no access except from a side street or rear street

- Prohibit parking in the front (except for on-street parking) in the T4/V4 and T5/V5, encourage parking to the rear or if no access is available from the rear of the property – permit at the side of the building with a short wall/fence or hedge

These standards would be mandatory and not optional.

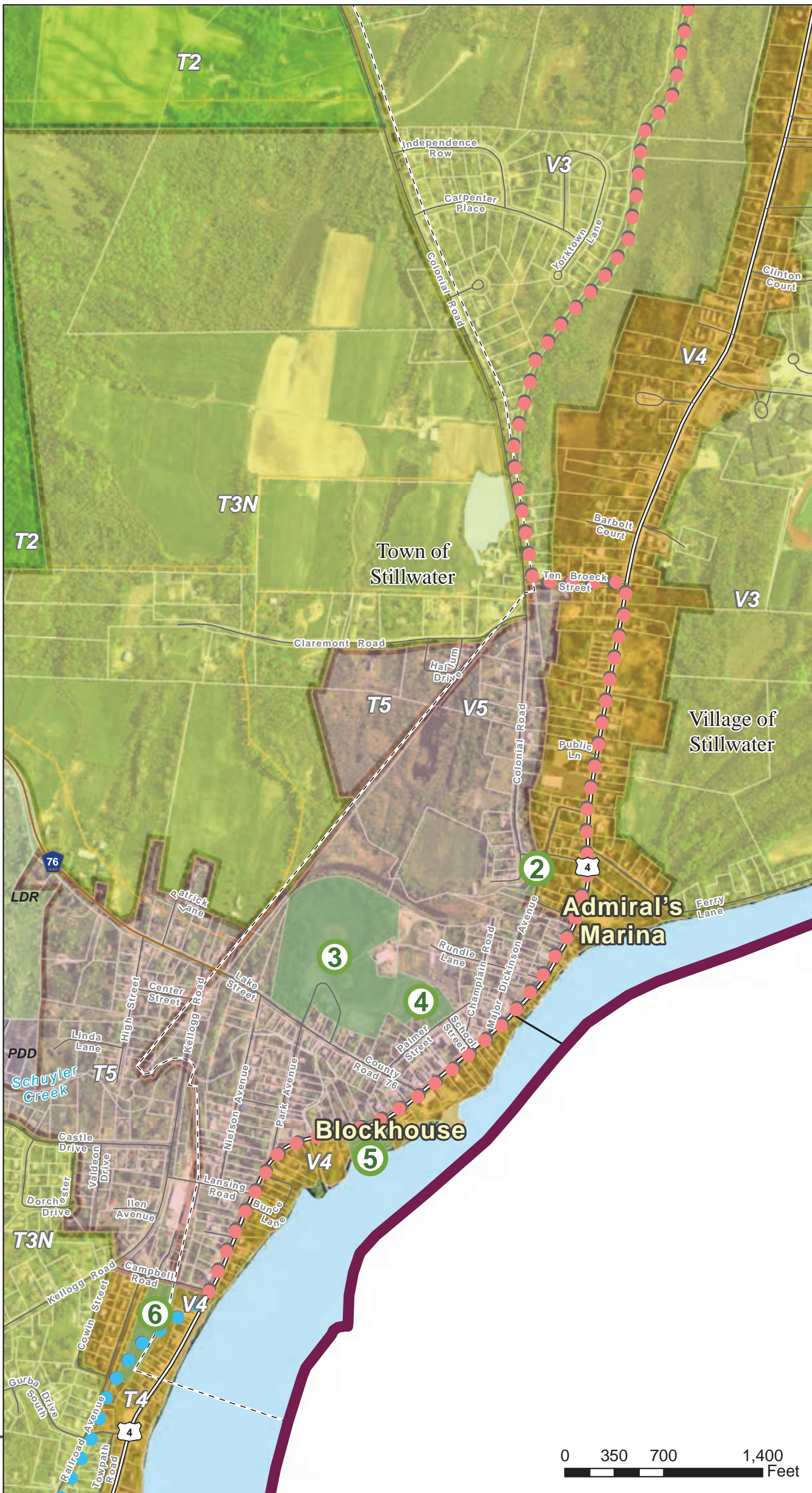
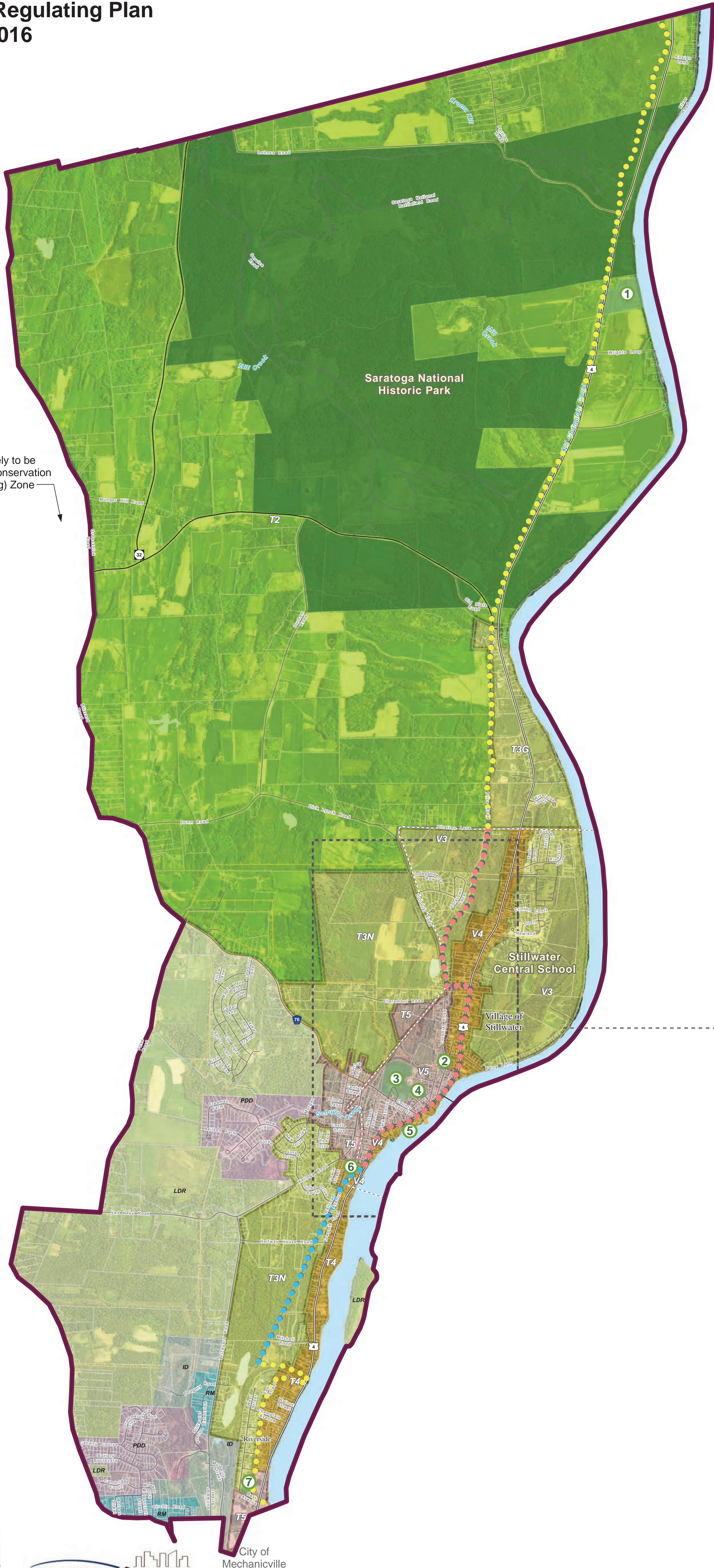
- Consider creating a companion Design Guidelines document for design elements that are preferred but not required (optional) related to:
  - Awning Details
  - Signage Details
  - Architectural Details
  - Historic Preservation
  - Other(s)?

The Draft Regulating Plan and a summary of existing zoning for the Analysis Area compared to proposed Transect Districts in Tables 1 and 2 follows below.

Stillwater Route 4 Zoning Changes & Design Standards  
Draft Regulating Plan  
July 2016



Area likely to be added to Conservation (Sending) Zone



**Legend**

Analysis Area

**Proposed Transect Zones**

- T2 Rural Conservation
- T3G - Gateway
- T3N - Neighborhood
- T4 - Riverfront Corridor
- T5 - Gateway
- V3 - Neighborhood
- V4 - Mixed Use
- V5 - Mixed Use Center

**Existing and Future Multi-use Trails**

- Existing
- Under Development
- Proposed

**Existing Town Zoning Districts (to remain)**

- ID, Industrial District
- LDR, Low Density Residential District
- PDD, Planned Development District
- RM, Moderate Density Residential District
- Saratoga National Historic Park
- Community Parks
- County Ag District
- Surface Water
- Rivers and Streams
- Tax Parcels

**Park Key**

- 1 Hudson River Waterfront Park
- 2 Major Dickinson Park
- 3 VFW Park
- 4 Stillwater Community Center
- 5 Blockhouse Park
- 6 Campbell Park & Trailhead
- 7 Veterans Park

**Table 1: Town of Stillwater Route 4 Corridor Zoning Recommendations**

Existing Zoning Districts						Proposed Transect Districts					
Rural Residential District (RR)	Low-Density Residential District (LDR)	Moderate-Density Residential District (RM)	Industrial District (ID)	General Business District (B-2)	Mixed-Use District	T2 Rural Conservation	T3 Neighborhood	T3G Gateway	T4 Riverfront Corridor	T5 Gateway	Intent
The purpose of this district is to protect and promote agriculture and related uses while allowing compatible low-density residential development.	The purpose of this district is to protect low-density single- and two-family residential uses while allowing compatible agricultural uses.	The purpose of this district is to provide neighborhoods for one- to four-family dwelling units and to protect the character of such neighborhoods.	The purpose of this district is to provide an area in which industrial uses may be located in an environment designed for them. By locating in such an area, these uses are protected from conflicts with neighboring uses. Residential Uses and Business Uses are allowable by Site Plan Review ("SPR") in the Industrial District(s) ("IR") within the Town of Stillwater.	The purpose of this district is to provide for highway-oriented commercial and business development that is attractively designed and compatible with surrounding uses and that minimizes congestion.	The Town Board previously found that it is in the best interests of the Town to provide for proper housing in combination with complementary commercial uses for the Town's present and future residents, and that the provision of such mixed uses should be subject to criteria established by the Town Board as set forth herein as amendments of this chapter.	TBD but key points: Protection of rural character and watershed protection. Preserve, protect and promote continued use of agricultural lands and compatible low-density residential development.	TBD but key points: Promote a range of housing types and opportunities in keeping with the surrounding neighborhood, encourage additional pedestrian linkages and opportunities to surrounding neighborhoods.	TBD but key points: Promote a range of housing types and opportunities in keeping with the surrounding neighborhood, encourage additional pedestrian linkages and opportunities to surrounding neighborhoods, and allow for commercial and services uses to support the surrounding Town.	TBD but key points: Enhance the identity by encouraging street level activity & walkability, enhance pedestrian linkages and opportunities to surrounding neighborhoods (the Trail), and public access to the Hudson River.	TBD but key points: Enhance identity by encouraging street level activity & walkability, enhance pedestrian linkages and opportunities to surrounding neighborhoods (the Trail).	



Existing Zoning Districts						Proposed Transect Districts					
Rural Residential District (RR)	Low-Density Residential District (LDR)	Moderate-Density Residential District (RM)	Industrial District (ID)	General Business District (B-2)	Mixed-Use District	T2 Rural Conservation	T3 Neighborhood	T3G Gateway	T4 Riverfront Corridor	T5 Gateway	
Front: 50 ft  Side: 25 ft  Rear: 25 ft  (n/a for agricultural uses and roadside stands)	Front: 40 ft  Side: 20 ft  Rear: 30 ft  (n/a for agricultural uses and roadside stands)	Front: 35 ft  Side: 15 ft for 1- and 2-family dwellings; 25 ft for 3- and 4-family dwellings  Rear: 30 ft	Front: 50 ft  Side: 30 ft  Rear: 30 ft	Front: 50 ft  Side: 10 ft  Rear: 10 ft (30 ft when abutting a residential district)	Front: 0 ft  Side: 0 ft  Rear: 0 ft	Front: 50 ft  Side: 25 ft  Rear: 30 ft	Front: 35 ft  Side: 20 ft  Rear: 30 ft	Front: 35 ft  Side: 10 ft non-waterfront; 15 ft waterfront  Rear: 10 ft	Front: 15 ft  Side: 10 ft non-waterfront; 15 ft waterfront  Rear: 10 ft	Front: 0-10 ft or 15 ft with outdoor dining/ plaza  Side: 0-5 ft  Rear: 5 ft	Setback
35 ft	35 ft	60 ft	35 ft	35 ft	75 ft	2-story	2-story	2-story	3-story	3-story, 4-story by bonus	Max. Building Height



<p>Lot Size: 2 acres/d.u.</p> <p>Max. Lot Coverage: 40%</p> <p>Min. Lot Width: 300 ft (n/a for agricultural uses and roadside stands)</p>	<p>Lot Size: 2 acres/d.u. without public water &amp; sewer; 1.5 acres/d.u. with either public water or sewer; 1 acre/d.u. with both public water &amp; sewer</p> <p>Max. Lot Coverage: 40%</p> <p>Min. Lot Width: 300 ft without public water and sewer, 125 feet with either public water or sewer, 100 ft with both public water &amp; sewer (n/a for agricultural uses and roadside stands)</p>	<p>Lot Size: 1 acres/d.u. without public water &amp; sewer; 20,000 sq. ft/d.u. with either public water or sewer; 10,000 sq. ft./d.u. with both public water &amp; sewer</p> <p>Max. Lot Coverage: 40%</p> <p>Min. Lot Width: 150 ft without public water and sewer, 125 feet with either public water or sewer, 100 ft with both public water &amp; sewer</p>	<p>Lot Size: 1 acre</p> <p>Max. Lot Coverage: 60%</p> <p>Min. Lot Width: 200 ft</p>	<p>6,000 sq. ft. (FAR 0.3)</p> <p>Max. Lot Coverage: 60%</p> <p>Min. Lot Width: 50 ft or the average of the front yard setbacks for 250 ft on both sides of the proposed use along the continuous street line</p>	<p>Lot size: 22,000 sq. ft.</p> <p>Max. Lot Coverage: 90%</p>	<p>Lot Size: 2 acres/d.u. with conservation subdivision</p> <p>Max. Lot Coverage: 40%</p> <p>Min. Lot Width: 300 ft (n/a for agricultural uses and roadside stands)</p>	<p>Lot Size: 1 acres/d.u. without public water &amp; sewer; 20,000 sq. ft/d.u. with either public water or sewer; 10,000 sq. ft./d.u. with both public water &amp; sewer</p> <p>Max. Lot Coverage: 40%</p> <p>Min. Lot Width: 150 ft without public water and sewer, 125 feet with either public water or sewer, 100 ft with both public water &amp; sewer</p>	<p>Lot Size: 6,000 sq. ft</p> <p>Max. Lot Coverage: 60%</p> <p>Min. Road Frontage/ Min. Lot Width: 50 ft</p>	<p>Lot Size: 6,000 sq. ft</p> <p>Max. Lot Coverage: 60%</p> <p>Min. Road Frontage/ Min. Lot Width: 50 ft</p>	<p>Lot Size: 5,000 sq. ft.</p> <p>Max. Lot Coverage: 75% or TBD with Bonus with greater coverage</p> <p>Min. Road Frontage/ Min. Lot Width: 30 ft</p>	<p><b>Bulk Requirements</b></p>
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Existing Zoning Districts						Proposed Transect Districts					
Rural Residential District (RR)	Low-Density Residential District (LDR)	Moderate-Density Residential District (RM)	Industrial District (ID)	General Business District (B-2)	Mixed-Use District	T2 Rural Conservation	T3 Neighborhood	T3G Gateway	T4 Riverfront Corridor	T5 Gateway	
Single-family, two-family, greenhouses, produce stand, agricultural uses, timber harvesting, others by site plan review and special use permit	Single-family, two-family, greenhouses, produce stand, agricultural uses, timber harvesting, others by site plan review and special use permit	Single-family, two-family, timber harvesting, others by site plan review and special use permit	Agricultural uses and everything else industrial, commercial residential, and other uses related by site plan review or special use permit	Produce stands permitted by right and commercial, and other uses permitted by site plan or special use permit	Multifamily, storage structures by right, retail and commercial, office, home occupation by special use permit	Single-family, two-family, farm worker housing, ag, bed and breakfast, campground by special use permit, greenhouse, stable, kennel, place of worship, vet, home occ., produce stand, recreation	Single-family, two-family, home occ., bed and breakfast, place of worship, recreation, campground and restaurant by special use permit	Single-family, two-family, home occ., bed and breakfast, place of worship, mixed use, live/work, day care, lodging, restaurant/tavern recreation, some commercial uses, professional office, funeral home, recreation, restaurant/tavern, assembly area, marina, craft production	Single-family, two-family, townhouse, multifamily, home occ., live/work, mixed use, place of worship, mixed use, live/work daycare, retail, lodging, office/professional office, funeral home, recreation, restaurant/tavern, assembly area, marina, craft production	Single-family, two-family, townhouse, multifamily, home occ., theater, mixed use, live/work, place of worship, daycare, retail, lodging, professional office, funeral home, recreation, restaurant/tavern, marina, theater, craft production	Function (Use)

**Table 2: Village of Stillwater Route 4 Corridor Zoning Recommendations**

Existing Zoning Districts				Proposed Transect Districts			Intent
Residential-1 (R1)	Residential-2 (R2)	Business (B)	R-1 Overlay (O)	V3 Neighborhood	V4 Mixed Use	V5 Mixed Use Center	
Areas designated under this district are characterized by traditional single-family residential development. As referenced in the Comp. Plan, the purpose of this district is to ensure that the general character of these neighborhoods is protected where possible. The intent of establishing this district is to encourage new structures to blend with the residential character of the neighborhood.	The purpose of this district is to provide for and encourage a mixture of housing types and opportunities. As referenced in the Comp. Plan, the district shall maintain and protect residential and neighborhood qualities while recognizing the changing housing needs of the Village residents, including preserving the traditional Village streetscape and enhancing pedestrian linkages to the surrounding neighborhoods.	The purpose of the Business District, as referenced in the Comprehensive Plan, is to reinforce the historic land use patterns and promote the traditional role of the Village's downtown and its extended business areas found along Hudson Avenue. The district is intended to maximize economic development potential by encouraging infill, reuse and expansion of related businesses. In addition, the area shall concentrate commercial, residential, governmental and social activity through a mixture of land uses.	The purpose of the R-1 Overlay District is to maximize economic development potential by encouraging infill, reuse and expansion of related businesses while accommodating traditional single-family residential development. As referenced in the Comp. Plan, the purpose of this district is to ensure that the general character of the Village is protected. The district encourages development consistent with the Business (B) District, while allowing single-family uses to be constructed consistent with the bulk requirement of the Residential-1 (R-1) District. Careful consideration will be given to architectural design, building form, and signage to ensure new development retains the Village's historic qualities and enhances its identity.	TBD but key points: Promote a range of housing types and opportunities in keeping with the surrounding neighborhood, encourage additional pedestrian linkages and opportunities to surrounding neighborhoods.	TBD but key points: Promote and retain existing historic character and preserve the traditional Village streetscape, enhance the Village downtown identity by encouraging street level activity & walkability, enhance pedestrian linkages and opportunities to surrounding neighborhoods, and public access to the Hudson River.	TBD but key points: Maximize economic development potential by encouraging infill, reuse and expansion of businesses while protecting & preserving the existing historic character and the traditional Village streetscape, enhance the Village downtown identity by encouraging street level activity & walkability, enhance pedestrian linkages and opportunities to surrounding neighborhoods.	



Existing Zoning Districts				Proposed Transect Districts			
Residential-1 (R1)	Residential-2 (R2)	Business (B)	R-1 Overlay (O)	V3 Neighborhood	V4 Mixed Use	V5 Mixed Use Center	
Front: 20 ft  Side: 15/30 ft  Rear: 25 ft	Front: 10 ft  Side: 5/10 ft  Rear: 5 ft	Front: 0-15 ft  Side: 5/10 ft  Rear 5: ft	<i>For single-family development:</i>  Front: 20 ft  Side: 15/30 ft  Rear 25 ft  <i>For other uses:</i>  Front: 0-15 ft  Side: 5/10 ft  Rear: 5 ft	Front: 15 ft  Side: 10 ft  Rear: 20 ft	Front: 0-10 ft or 15 ft with outdoor dining/plaza  Side: 5 ft non-waterfront, 10 ft waterfront  Rear: 5 ft	Front: 0-10 ft or 15 ft with outdoor dining/plaza  Side: 5 ft  Rear: 5 ft	Setback



Existing Zoning Districts				Proposed Transect Districts			
Residential-1 (R1)	Residential-2 (R2)	Business (B)	R-1 Overlay (O)	V3 Neighborhood	V4 Mixed Use	V5 Mixed Use Center	
2-story or 35 ft	2-story or 35 ft	3-story or 40 ft	<i>For single-family development:</i> 2-story or 35 ft  <i>For other uses:</i> 3-story or 40 ft	2-story	2-story waterfront; 3-story non-waterfront	3-story, 4-story bonus	Max. Building Height
Lot Area: 20,000 sq. ft.  Max. Lot Coverage: 40%  Min. Road Frontage/Min. Lot Width: 50 ft	Lot Area: 5,000 sq. ft.  Max. Lot Coverage: 60%  Min. Road Frontage/Min. Lot Width: 30 ft	Lot Area: 5,000 sq. ft.  Max. Lot Coverage: 75%  Min. Road Frontage/Min. Lot Width: 30 ft	<i>For single-family development:</i>  Lot Area: 20,000 sq. ft.  Max. Lot Coverage: 40%  Min. Road Frontage/Min. Lot Width: 50 ft  <i>For other uses:</i>  Lot Area: 5,000 sq. ft.  Max. Lot Coverage: 75%  Min. Road Frontage/Min. Lot Width: 30 ft	Lot Area: 10,000 sq. ft.  Max. Lot Coverage: 60%  Min. Road Frontage/Min. Lot Width: 40 ft	Lot Area: 5,000 sq. ft.  Max. Lot Coverage: 75%  Min. Road Frontage/Min. Lot Width: 30 ft	Lot Area: 5,000 sq. ft.  Max. Lot Coverage: 80% or TBD with Bonus with greater coverage  Min. Road Frontage/ Min. Lot Width: 30 ft	Bulk Requirements



Existing Zoning Districts				Proposed Transect Districts			
Residential-1 (R1)	Residential-2 (R2)	Business (B)	R-1 Overlay (O)	V3 Neighborhood	V4 Mixed Use	V5 Mixed Use Center	
Community/ municipal, Single- family, and accessory use with child care center, essential services, home occupation, and religious use by special use permit	Community/ municipal, Single- family, and accessory use, 15 uses by special use permit such as two-family, multifamily, home occupation	15 permitted uses (office, commercial civic, restaurant, small-scale retail), 22 uses by special use permit such as two-family, multifamily, home occupation, fast food restaurant	16 permitted uses (single- family, office, commercial civic, restaurant, small-scale retail), 22 uses by special use permit such as two-family, multifamily, home occupation, fast food restaurant	Single-family, agriculture, farm stand, greenhouse, two-family & townhouse, manufactured home or park by special use permit, home occ., bed and breakfast, religious use, marina, child- care center by special use permit recreation	Single-family, two-family, townhouse, multifamily, home occ., live/work, mixed use, religious use, child-care center, retail, lodging, marina, office/ professional office, funeral home, recreation, restaurant, assembly hall/theater, craft production & light industrial by special use permit	Single-family, two-family, townhouse, multifamily, home occ., theater, live/work, mixed use, religious use, child-care center, retail, lodging, office/ professional office, funeral home, recreation, restaurant, assembly hall/theater, craft production & light industrial by special use permit	Function (Use)

## Transfer of Development Rights Process

In concert with the proposed zoning revisions to the Route 4/Hudson River corridor, the Town of Stillwater (in partnership with the Village of Stillwater) is preparing a local Transfer of Development Rights (TDR) program. The development of TDR program was recommended in the *Town Comprehensive Plan*, *Farmland Protection & Green Infrastructure Plan*, and the *Hudson River Waterfront Revitalization Plan*. Based on these recommendations, the Town applied for and was awarded funding from NYS Department of Agriculture and Markets to prepare the TDR program.

According to the *Hudson River Waterfront Revitalization Plan*, the intent of the TDR program is to shift development from priority preservation areas (T2/Conservation) to designated growth zones that are located closer to municipal services and infrastructure. TDR programs require the designation of “sending” and “receiving” districts in order to transfer development rights from one part of the community to another. Currently, the Town is focused on preserving the area surrounding the Saratoga National Historical Park as well as the natural and agricultural resources identified in the *Farmland Protection & Green Infrastructure Plan*. This includes existing farms and open space resources that define much of Town’s central and northern landscape.

Once adopted, the TDR program will allow willing landowners to sell their development rights (at fair market value) to the Town. TDR sales will likely be administered by Saratoga PLAN. The development rights will be held in a TDR “bank.” Developers will be able to purchase development rights from the TDR bank in order to obtain a density bonus (e.g., additional building height, number units, etc.). The Town may “seed” the bank by purchasing development rights using other available funds in order to incentivize development in the receiving zone.

The Transect Zones (rezoning) will be developed without the density bonuses but will be developed in such a way to accommodate density bonuses when the TDR program has been developed so that applicable bonuses can be added in at that time.

## Other Zoning & Subdivision Recommendations

- Consider adding residential freeboard - add 2' above BFE for residential new construction when in the floodplain. This will provide an additional margin of safety for structures located in floodplains during flooding occurrences (see Saratoga County Hazard Mitigation Plan for other recommendations).
  - Note: The Town has this standard in the Flood Damage Prevention Ordinance. The Village ordinance was not reviewed.

- Town Zoning Map considerations:
  - In the remaining RM District (outside of the Transect area as currently drafted), consider how it relates to the Transect Districts. For example, there is a 60 ft maximum height regulation in that district which is significantly higher than the maximum height in other districts.
  - There will also be other portions of the RR, LDR, ID, and B-1 Districts that will be split by the newly created Transect Districts.
  - Of note is the fact that the T3 Gateway and T4/T5 will replace the B-2 District entirely based upon the current Draft Transect Map.
  - The Mixed Use District will also be replaced by the T5 Gateway.
- Consider adding subdivision standards for compact, walkable zoning versus rural and suburban standards to the Town Subdivision Ordinance at a later date.
- Consider adopting wireless communication tower regulations in the Village
- Consider adopting solar regulations related to ground-mounted, roof-mounted and/or building integrated systems at a later date.
  - Utilize New York State Model Solar Energy Law [http://www.cuny.edu/about/resources/sustainability/reports/NYS\\_Model\\_Solar\\_Energy\\_LawToolkit\\_FINAL\\_final.pdf](http://www.cuny.edu/about/resources/sustainability/reports/NYS_Model_Solar_Energy_LawToolkit_FINAL_final.pdf)
  - CDRPC is undertaking efforts related to solar energy and land use and is a resource to utilize when considering these types of regulations/discussions.

### Implementation Recommendation

Per the discussion of the Study Advisory Committee, it is recommended that an implementation committee made up of both Town and Village of Stillwater planning board members, elected officials, and residents be utilized to assist the local planning boards with review related to the FBC regulations. Part of the implementation process will be ensuring that the standards developed work well with the current building code regulations.

### International Building Code

The Town and Village utilize the New York State Uniform Fire Prevention and Building Code and the State Energy Conservation Construction Code. Older buildings, when they are renovated, are often required to bring the buildings up to new construction standards. Many communities that have adopted FBCs utilize the International Existing Building Code because it can help reduce barriers to development when building uses change.

- New York State is in the process of implementing the 2015 International Codes starting on April 6th, 2016. During the 180-day transition period, communities can comply with either the 2010 or

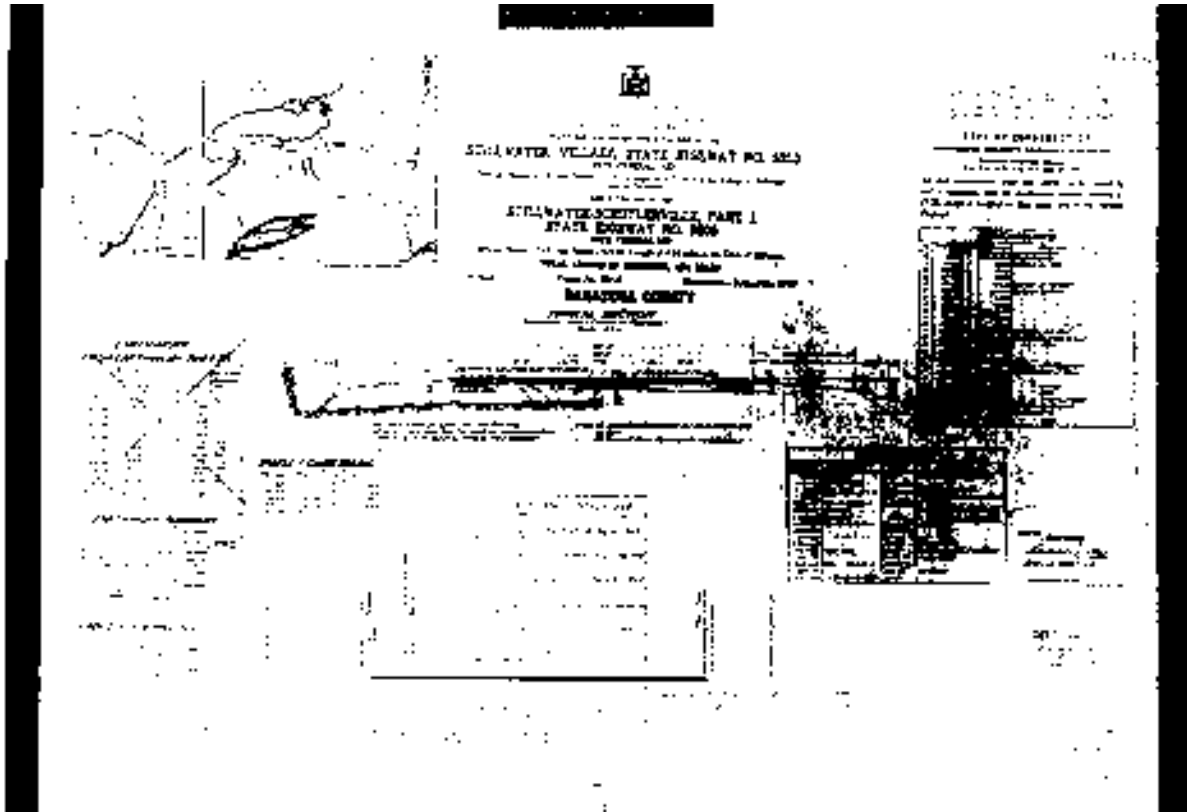
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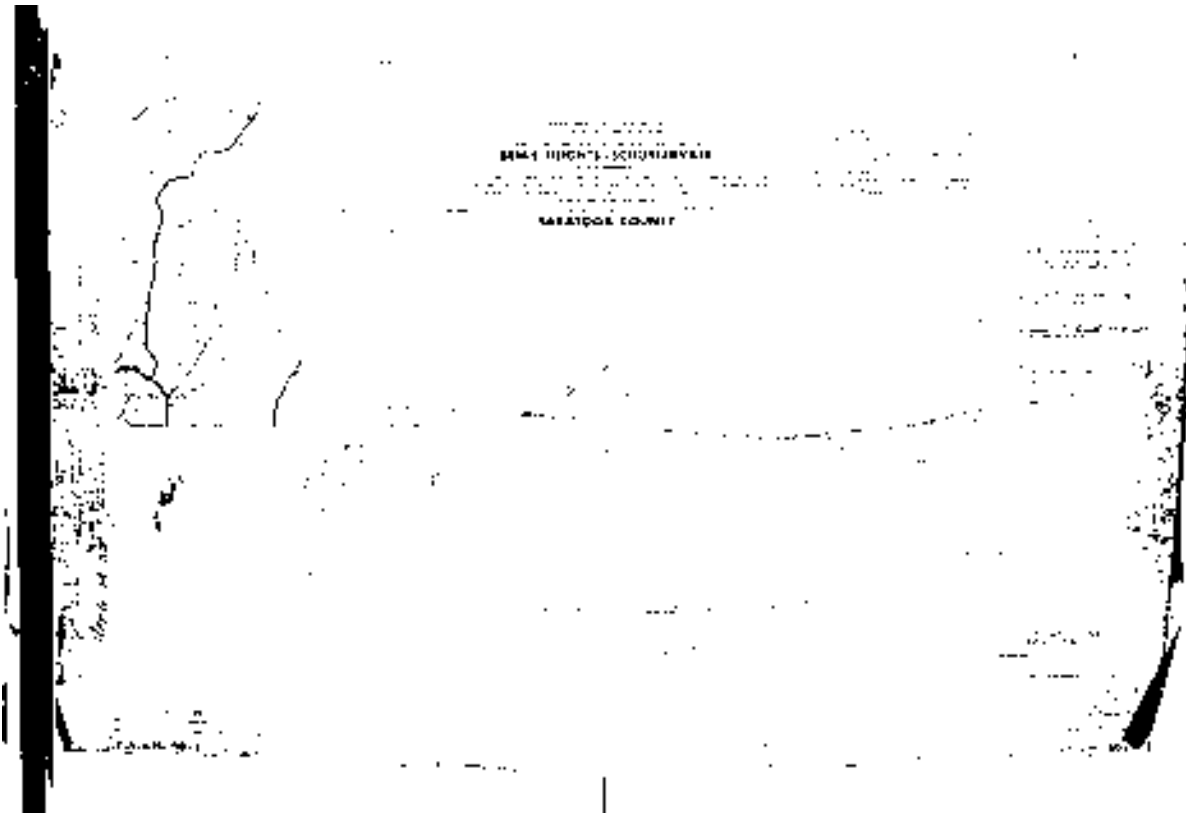
newly adopted 2015 codes. On October 3, 2016, the transition period will end, the 2010 codes will sunset, and the 2015 International Codes will formally take effect.



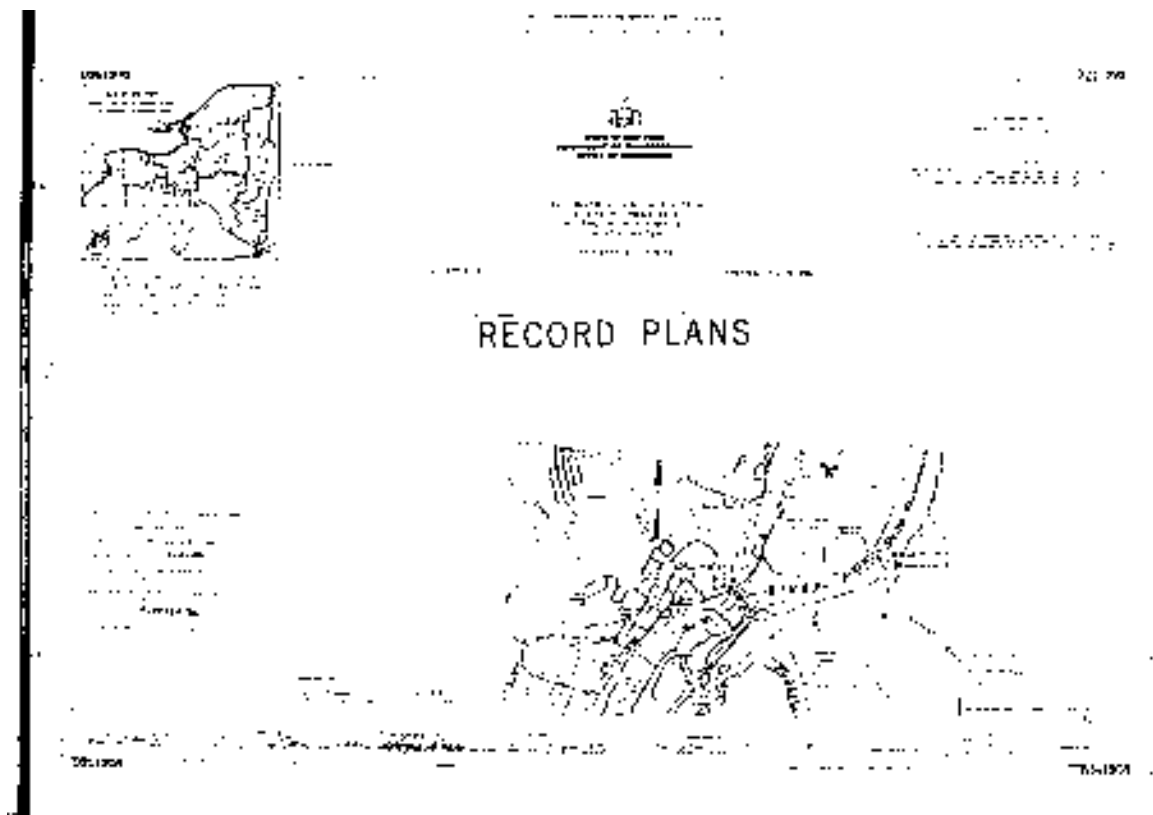
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## Appendix A: Route 4 Right-of-Way Diagrams





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## Appendix B: Review of Planning Documents

### Saratoga National Historical Park, General Management Plan (2004)

The Saratoga National Historical Park preserves and protect historic sites associated with the battles, siege, and surrender of forces at Saratoga – significant events in America winning its independence. This document provides for management of the SNHP related to preservation of natural and cultural resources, development of projects to expand public use of the area, plus looking at potential park boundary modifications. The Park’s driving tour goes throughout the Town of Stillwater.



Key recommendations/goals related to this zoning project include:

- The desire for the protection of the park’s viewsheds (i.e. east to the ridgeline in Easton, south and west across Route 32, and west across Route 4 from the Schuyler Estate) as well as the rural, agricultural setting of the park.
- Reestablishing important views
- Expanding recreational access with additional bicycle, pedestrian, and water access
- Connections through the Champlain Canal towpath trail
- Pursuing commercial operations such as bicycle rentals and concessions

### CDRPC Effects of Alternative Development Scenarios in the Capital District (2005)

The Capital District Transportation Committee (CDTC), as part of the “New Visions” plan update, examined the regional transportation/land use issues and policies that directly affect sustainability. This report is part of that effort. Its primary purpose was to explore the population and land use patterns and implications of four different future development scenarios in the region.



- *Reviewer Note: This document generally provides a region-wide analysis of potential growth scenarios. The implications are important for understanding future trends, particularly at the municipal level where land use decisions are made. Specific information related to the Town and Village of Stillwater is limited to the following, though maps provided in the report do show the representative growth under different scenarios. Below is from Development Scenario 1 which is the only scenario detailing population for Stillwater:*
  - Capital District Projected Change in Population – 2000 – 2040: Town of Stillwater – Gain of 1,476  
Village of Stillwater – Loss of 24

## Town and Village of Stillwater Joint Comprehensive Plan (2006)

A joint municipal effort to ensure both communities are prepared for future growth resulting from the Luther Forest Technology Campus (LFTC) approval.



- Steering Committee's Vision Statement for community
  - Preserve and enhance rural, historic character and small, hometown feel
  - Sustain balanced tax base with commercial development, farmland and open space preservation
  - Allow a diversity of housing sizes and types to meeting needs of aging population, affordability
  - Protect sensitive, natural features
  - Focus well-designed, appropriately scaled, mixed-use development in the Village and hamlet
  - Efficient, flexible and compact development
  - Invest in expansion and maintenance of public water and sewer
  - Partner/collaborate with neighboring communities to address intermunicipal concerns (i.e. shared community services)
- Land use recommendations
  - Perform comprehensive review and evaluation of local planning and zoning regulations with focus on historic preservation, agricultural and rural development, design guidelines, low impact design, etc.
  - Improve land use regulations for environmental and historic resource protection
  - Provide a mix and balance of land use types to improve and stabilize the local property tax base
  - Explore an Incentive Zoning regulation for preservation of Farmland and Open Space
  - Examine enhancement of state and county conservation programs with Transfer of Development Rights (TDR), Purchase of Development Rights (PDR), etc.

## Stillwater U.S. Route 4 Corridor Plan (2006)

Comprehensive evaluation of Route 4 thoroughfare as recommended in the 2005 Comprehensive Plan.

- Must serve dual role as a regional highway but also a Main Street with local amenities, also as a gateway
- Design guidelines established for development in the corridor to ensure new construction and redevelopment activities improve aesthetic and functional qualities of the built environment
  - Village Center: Mixed-Use Development
    - Landscaping as buffer
    - Locate buildings close to sidewalk to create enclosure
    - Off-street parking at side or rear of buildings
    - Interior parking area landscaping to breakup continuous pavement
    - Bulb-outs
    - Consolidated points of access from street
    - Main building façade and entrance facing the street
    - Street trees
    - Well-defined, ADA-compliant crosswalks
  - Village Center: Residential Transition (same as above and the following)
    - Minor setbacks from sidewalk
    - Maintain residential character of buildings (pitched roofs, front porches and steps, etc.)
  - Village Center: “Formal” streetscape and maintained architectural character
  - Commercial: Outside of Village Center
    - Discrete access points
    - Few allowed “convenience” parking spots in front of buildings
    - Local, rural architectural characteristics and materials
  - Rural Residential: Subdivision outside of Village
    - Conservation subdivision design (smaller private parcels, more conserved land)
  - Gateways and High Visibility Industrial Sites
    - Signage: projecting signs from businesses, freestanding directories, monuments
- Equipment storage should be shielded from view with screening, fencing or landscaping



## Saratoga County Green Infrastructure Plan (2006)

The Green Infrastructure Plan for Saratoga County is a regional initiative to identify and safeguard valued community open space resources.

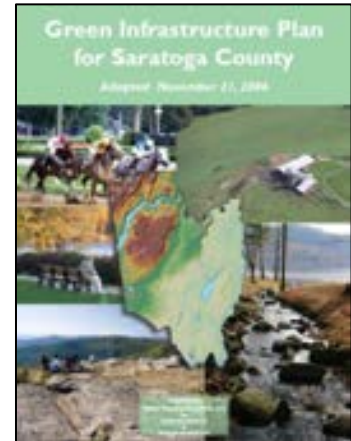
- Chapter 5: Recommendations

Overall Recommendations

- Recommendation 2: Link Green Infrastructure Planning with Grey Infrastructure Planning: Infrastructure Planning and Growth Areas

According to the county's development plan:

- It is a policy to guide infrastructure away from areas where intensive development is not appropriate.
- By defining growth areas, investments in water, sewer, and other infrastructure can be most efficient.
- This offers the additional benefit of reducing development pressure in areas such as agricultural districts, where intensive growth is not appropriate.



Resource Specific Recommendations: Cultural Landscapes

- Recommendation 7: Help county municipalities and other partners identify and develop strategies for preservation of the historic resources of county heritage hubs and gateways

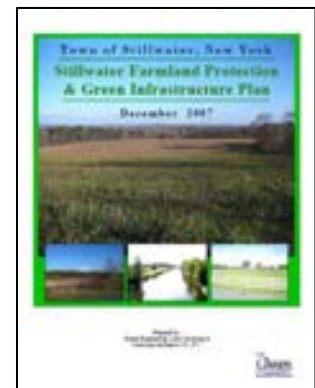
(Relevant) Action:

- Developing zoning incentives and specific local tools to work with landowners to preserve historic resources

## The Stillwater Farmland Protection & Green Infrastructure Plan (2007)

Continued Town effort to manage growth and change, protect and enhance historic and aesthetic attributes, improve residents' quality of life, encourage economic development, and support important social and civic institutions with clearly defined tools, techniques and recommendations on following topic areas of interest related to this project:

- Agricultural land
  - Voluntary Lease of Development rights program
- Open space and natural resources
  - Town-wide conservation subdivision ordinance to regulate development in conservation areas
  - Riparian buffer and wetland protection ordinance



- Green stormwater management policies and an environmental overlay district
- Cultural and historic resources
  - Preservation ordinance with an Historic Preservation Commission
  - Add scenic overlay district to protect the National Park's viewshed

### Saratoga PLAN Battles of Saratoga Preservation and Viewshed Protection Plan (2007)

Preservation and protection effort of Saratoga Region Revolutionary War history and scenic resources.

- Established preservation priorities in Stillwater: Saratoga National Historical Park ("SNHP") viewshed protection, SNHP-contiguous sites with significant viewsheds, historical sites including Munger Farm, American Fortifications, Swampy Place, Ezekiel Ensign Home Site, and Wright's Ferry Site
- Identifies voluntary preservation tools
  - Conservation easement
  - Purchase of Development Rights (PDR)
  - Voluntary Transfer of Development Rights (TDR)
- Explores regulatory and Incentive Tools
  - Incentive or Average Density Zoning
  - Overlay Districts
  - Planned Development Districts
  - Transfer of Development Rights (TDR)
  - Cluster and Conservation Subdivisions
  - Design Guidelines
- Stillwater-specific recommended actions
  - Implement preservation priorities listed above
  - Purchase easements on unprotected land abutting SNHP
  - Divert development away from areas with sensitive, historic remains; require sensitive design and siting
  - Create buffer district around SNHP with specific design guidelines for parcels surrounding the Park



## Town and Village of Stillwater Brownfield Opportunity Area Pre-Nomination Study (2008)

This study's purpose was to assist Stillwater foster redevelopment and return dormant, underutilized land into productive use while restoring environmental quality with primary objective of identifying, and remedying development constraints caused by real or perceived brownfield contamination.

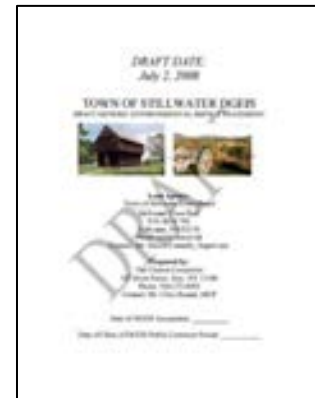
- Used public process to determine two (2) distinct study areas, Village Marketplace and Riverside, and further identify five (5) suspect brownfield sites, and six (6) sites with reuse potential
- Village Marketplace Study Area is 430 acres of mixed land uses including residential, recreation, entertainment, community services, and vacant parcels
- Riverside Study Area is 535 acres of mixed land uses including residential, commercial, community/public services, vacant, and industrial parcels
- Community envisions safe pedestrian/bicycle access, more recreational opportunities, streetscape improvements, public river access, senior and/or affordable housing opportunities, commercial/retail services, public transportation options, towpath access, and public/private partnership opportunities



## Stillwater Town-Wide Generic Environmental Impact Statement (2009)

The GEIS' purpose was to evaluate the cumulative impacts of development on certain resources and facilities in the Town of Stillwater, specifically in relation to approval of the Luther Forest Technology Campus ("LFTC") PDD.

- Growth projections from CDRPC anticipated more than half of new Capital Region households to be built in Saratoga County
  - ~600 new single-family homes, 150,000+ S.F. of new commercial, office, retail and industrial space could be constructed in Stillwater by 2017
- Growth could significantly impact Stillwater's development patterns and community character and have a negative impact on natural resources, the agricultural community and the Town's rural character
- Established a fee in lieu of mitigation for open space protection and recreation facilities to address impacts of growth
- GEIS regional considerations: affordable housing, zoning districts, green infrastructure, resource protection and conservation



- Route 4 water service area expansion considered
  - Connect to and purchase water from the Village of Stillwater, ~20,000 S.F. of water main required
- Findings determined growth could negatively impact local ecological health; proposed following mitigation:
  - Create a standing Conservation Advisory Council (“CAC”)
  - Continue public education process (informational workshops, etc.)
  - Establish Trails subcommittee of the CAC
  - Amend local land use regulations (zoning and subdivision) with environmentally-friendly techniques (riparian buffers, local wetland protection regulations, Ag zoning, etc.)
  - Develop PDR and LDR programs
  - Work with local tax assessor on assessment procedures for farmland and open space
  - Establish Historic Preservation Commission or local ordinance

### Lakes to Locks Passage Corridor Management Plan – Goals and Objectives (2010)

The Corridor Management Plan for Lakes to Locks Passage is a “second generation” of planning for the byway. The plan addresses the needs of two audiences – the resident and the visitor. It articulates a respect for local control and management of the byway, strategies for building pride in communities, generating ownership of the byway at the local level, and developing a commitment to stewardship of the intrinsic resources.

- Interpretation and Education

(Relevant) Objective:

- Support the development of Pocket Parks along the byway, creating a “Museum without Walls” experience for the byway traveler.

- Economic Development

(Relevant) Objective:

- Utilize the byway’s intrinsic resources as a catalyst for economic revitalization strategies for downtowns.



- Recreation

(Relevant) Objectives:

- Provide public access to, and recreational use of, inland waterways and waterfronts
- Support the development of public parks and recreation facilities

- Transportation

(Relevant) Objectives:

- Support the development of local bike and pedestrian facilities within and between communities.
- Support the development of facilities that improve the land and water interface for intermodal transportation
- Support the development of areas along the highway for use as Pocket Parks, celebrating the significance of the community's heritage, creating an "museum without walls" and a sense of "place" for the byway traveler.

- Public Places

(Relevant) Objectives:

- Assist elected officials in efforts to preserve and protect historic resources, revitalize historic downtowns and implement NYS Main Street revitalization initiatives.
- Assist elected officials in the development of locally-supported guideline for preservation and restoration of historic buildings, stewardship of outstanding resources, community comprehensive Plans and land use regulations.
- Support the development of Pocket Parks as a venue for communities to express their heritage and culture

- Environment

(Relevant) Objectives:

- Assist elected officials in the adoption of practices that carefully evaluate the impact of new development and protect the landscape, waterways and water resources.
- Assist elected officials in implementation of practices that protect natural resources and viewsheds, preserve rural character and working landscape, and conserve open space.

- Support local initiatives that create incentives for private landowners to conserve open space as a method of managing natural resources and a sustaining a viable working landscape.
  - Support "Green" construction for new and rehabilitated facilities, particularly those that support the tourism industry.
- Waterfronts and Waterways

(Relevant) Objectives:

- Support efforts to revitalize deteriorated and underutilized waterfronts and strengthen the traditional waterfront focus of a community
- Support local efforts to improve access from the water to the land-based resources.
- Support local efforts to improve public access to the waterway.
- Support local efforts to improve public information about the waterway experience.

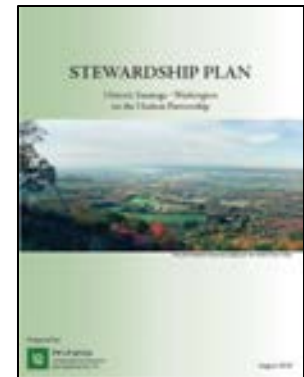
### Historic Saratoga-Washington on the Hudson Partnership Stewardship Plan (2010)

The Stewardship Plan is a framework of strategies that will implement a long-term vision for the 35-mile linear corridor along the Hudson River from Waterford in the south to Fort Edward in the north.

- Economic Development Vision
  - Goal 1: Protect, preserve and enhance authentic natural, cultural, historic, and open space assets.

(Relevant) Specific Recommendations:

- Develop a model historic visual overlay district that includes recommended standards for development on lands that are identified as being most at risk.
- Encourage and support distinctive gateways in all Partnership Communities
- Support the development of a regional transfer of development rights program for implementing multi-municipal plans and promoting revitalization in urbanized areas.
- Develop and encourage communities to adopt and promote a funded purchase of-development-rights program that would prevent the conversion of agricultural land to non-agricultural uses.



- Goal 4: Focus resources on prioritized areas and corridors that have the greatest potential for sustained economic development.

(Relevant) Specific Recommendations:

- Focus funding resources on areas/places that have the greatest potential for economic success and build on the region's existing successful destinations and experiences.

- Goal 5: Expand the diversity of the local economies:

(Relevant) Specific Recommendations:

- Encourage and support projects that support overnight accommodations, particularly small venues such as bed and breakfasts and campsites.

- Goal 6: Integrate the attributes of the working landscape into area economic development activities.

(Relevant) Specific Recommendations:

- Promote a heritage tourism and agri-tourism theme focusing on the area's existing agriculture and agricultural history.

- Goal 7: Integrate the attributes of the waterfront and recreational landscape into economic development activities.

(Relevant) Specific Recommendations:

- Enhance the recreational possibilities of the corridor including establishing a continuous, safe bike and pedestrian trail that utilizes historic towpaths, trails, on-street bicycle routes and provides clear links to regional and local destinations, nearby parks and marinas, other recreational destinations, and links to community attractions and the downtown business districts.
- Support a consistent signage program – both interpretive and directional.

- Goal 9: Develop and implement an economic development strategy that builds upon and reinforces the relationships between the area's heritage, working landscape and waterfront landscape as means to improve employment opportunities, household wealth, productivity, tourism, and retail sales.

- Municipal Cost Sharing Opportunities

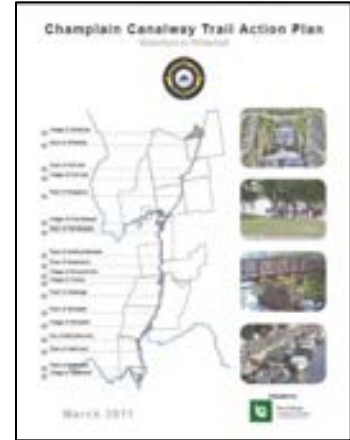
(Relevant) Specific Recommendations:

- Encourage public-private partnerships for the further development of regionally beneficial facilities such as visitor amenities, structures, building rehabilitation/restoration, concession agreements, and facility operation.

## Champlain Canalway Trail Action Plan (2011)

Action plan to create attractive, continuous Champlain Canalway Trail route throughout Saratoga County with links to existing trails, on-street bike routes, and community attractions.

- General Recommendations
  - Establish Canalway Trail gateways (signage, kiosks, physical and thematic linkages between business districts and trails)
  - Target certain areas that require special consideration due to complications, blockages, etc.
- Lists potential funding sources (DOT, National Scenic Byways Program, Hudson River Valley Greenway, etc.)
- Town and Village of Stillwater Recommendations
  - Establish on-road linkage along or parallel to Route 4, and extend existing trail(s)
  - Consider a loop trail link through SNHP
  - Consider including bike/pedestrian-friendly features in future improvements



## CDTA Transit Development Plan Update (2013)

The Capital District Transportation Authority's Transit Development Plan is a five-year strategic road map for the effective use of resources to increase transit ridership through improved service, infrastructure, and customer outreach.

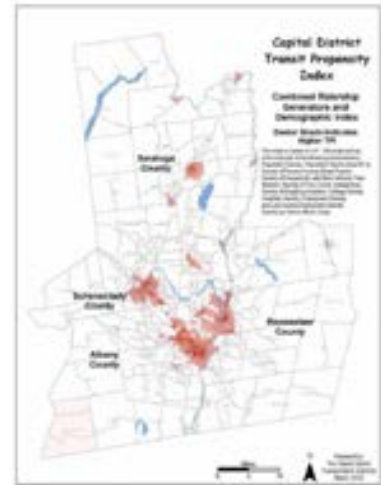
- 3.8 Land-Use and Development
  - CDTA understands that the pattern at which the built environment develops has a direct influence on transportation system and in particular the success or failure at establishing efficient transit service to areas with high ridership demand. We work to influence development patterns with the goal of making the region more transit-oriented.
- Development Reviews
  - CDTA works with municipalities and area developers in support of transit-oriented strategies for major development proposals on or near transit lines.
  - Zoning and Transit Oriented Development



- CDTA encourages municipalities to adopt transit oriented design principles into their zoning codes, the strongest tool to influence development.

- 5.4 Transit Propensity Index

- The majority of development in CDTA's service area over the last 50 years has benefitted automobiles and does not fit the Land Use Standards outlined in Chapter Two. Serving these areas is not financially responsible as transit is unlikely to generate ridership to meet service performance standards. The Transit Propensity Index (TPI) takes a comprehensive view of relevant factors to determine where transit is most viable.



*Reviewer Note: The map shows that there are no locations within the Town or Village of Stillwater that indicate a higher combined TPI. The closest location with any shading is the City of Mechanicville.*

- 6.1 Transit Priority Network

- There are several Capital Region corridors that have the ridership, density, and infrastructure to warrant increased transit investment. These are major arterials and main streets of neighborhoods that are served by highly-productive trunk and neighborhood routes. These will be defined as part of a Transit Priority Network that will allow CDTA and its partners to strategically use resources to have the greatest impact on transit ridership in the region.

*Reviewer Note: The Transit Priority Network does not extend into or near the Town or Village of Stillwater. The closest it comes is Waterford and/or the Northway.*

- 6.8 Land Use and Regional Planning Recommendations

- CDTA will work with municipal planning and zoning boards, developers, the state Department of Transportation, and municipal public works departments for better integration of pedestrian, bicycle, and transit infrastructure.

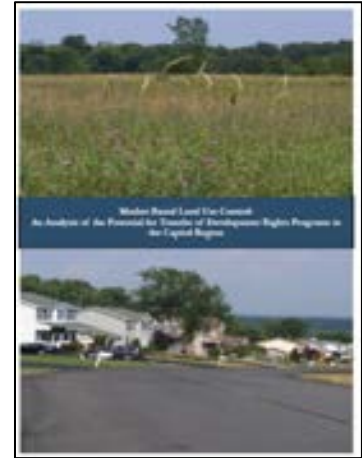
- 6.8.3 Support Municipal Zoning Updates

- CDTA will continue to encourage and support municipalities in rezoning efforts that encourage higher densities, improve pedestrian infrastructure, and other aspects that will require transit-oriented development. This will be focused in municipalities with substantial transit service, especially bus rapid transit.

## Market-Based Land Use Control: An Analysis of the Potential for Transfer of Development Rights (“TDR”) Programs in the Capital Region (2013)

Analysis of TDR programs and incentive zoning (“IZ”) for transferring of development rights – an educational exercise based on Capital Region communities.

- TDR Best Practices derived from literature review and two case studies (Stillwater and Bethlehem)
  - Early and meaningful stakeholder/public participation in program design and operation
  - Community education on TDR benefits and hurdles
  - Use of independent, third party program administration
  - Clear participatory rules, transparent market-valuation process, explicit statement of and adherence to application to approval timeline
  - Identification of sending and receiving areas that work with community’s vision and land-use policies
  - Consideration of project scale (larger the geography, better the outcome)
- Community must establish whether the TDR or IZ-TDR program is mandatory or voluntary
- Two Approaches to TDRs: Stress sending-area preservation with development disincentives OR rely on development bonuses to attract private capital investments – chosen approach must be clearly defined
- Selection of Sending and Receiving Areas
  - Factors to consider: critical ecological habitat, underground infrastructure, historic, cultural and visual resources, etc.
  - Determining the allowable use/form of a receiving area
  - Determining the value of a TDR



## Stillwater Hudson River Waterfront Revitalization Plan (Draft 2016)

A strategic partnership between the Town and Village focusing on revitalization of waterfront land, with policy, programmatic and place-making recommendations intended to enhance resident's quality of life, identified as follows:

- Guiding principles of the Plan: Preserve, Revitalize and Grow
- Land Use and Zoning
  - Appropriately scaled, mixed-use development (Transects) in the Village and southern portion of Town
  - Land use conservation/preservation of Saratoga National Historical Park, farmland, and visual resources
  - Additional conservation measures such as Overlay District and/or a TDR program
  - Senior housing in mixed-use areas
  - Use incentive zoning (density bonuses) to encourage desired growth, intermunicipal coordination
- Economic Development
  - Support local business start-ups
- Transportation and Infrastructure
  - Expand and improve trail system
  - Improve streetscape and multimodal infrastructure (bikeways) along roads
- Community Enhancements/Quality of Life
  - Improve Town and Village gateways (entry points into the community)



## Village Comprehensive Plan (Draft 2015)

The Village Comprehensive Plan provided an update to the 2004 Comprehensive Plan and while much of the intent and focus of the previous plan were retained, discussions and input from the planning process resulted in newly identified improvements to improve the quality-of-life and attractiveness of the Village.

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

### Objectives & Recommendations:

#### Near-Term:

- b. Support existing and new business growth through revisions to existing zoning
- d. Revitalize the streetscape and revitalize the “Main Street” look and feel

- 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.

#### Medium-Term:

- e. Develop or expand/improve additional parks, public spaces, and similar amenities

- Goal 3: Refocus on Waterfront-Revitalization & Reinvestment

### Objectives & Recommendations:

#### Near-Term:

- 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.

#### Medium-Term:

- 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.

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

### 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.
- 3. Develop design guidelines to help ensure development/redevelopment is consistent with existing Village character.
- 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.).
- 6. Promote senior housing within the mixed-use development area.
- 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.
- 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. Nonresidential/tourist related business development should be directed into the core downtown area within the Village.
- f. Consider the need for solar regulations within the Village.

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

Objectives & Recommendations:

Ongoing:

- a.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.

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

Objectives & Recommendations:

Near-Term:

- a. Encourage historically sensitive rehabilitation of historic properties, especially when being converted to new or mixed-use.
- b. Ensure new development is sensitive to the existing historic fabric and future Vision of the Village.

Medium-Term:

- 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.



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## [Appendix C: Photo Log](#)



# Stillwater Route 4 Zoning Changes & Design Standards

Field View Photo Log



May 2016

## Field View Photos

The Stillwater Zoning Changes and Design Standards project kickoff meeting included a bus tour of much of the study area for Study Advisory Committee Members. During the tour, participants discussed existing land uses and development patterns in the context of the proposed Transect zoning proposal put forward in the Local Waterfront Revitalization Plan (LWRP).

This document is intended to assist in discussions of the land uses and development patterns and as a supporting document for use in discussing the Transect areas.

Photos taken below are intended to be representational of the general land use pattern(s) within each of the Transect Areas. It is not a comprehensive analysis or representation of all parts of the analysis area.

### *The Study Advisory Committee*



Walking through the Village of Stillwater



On the Bus reviewing the tour itinerary



Discussing rural zoning at the Saratoga National Historical Park

## Conservation/T2 Transect – Northern Section of Town



View of Farm in northern section of Town of Stillwater along Route 4



View from Stillwater National Historical Park looking south over Route 32



“Typical” rural residential lot in the northern section of the Town



View of the Saratoga National Historical Park access on Route 32



Residential Subdivision on the north side of Stratton Lane



“Typical” rural setting along Route 4 in the northern section of the Town

### T3 Transect – Northern & Southern Areas of Village, Riverside

#### *Riverside/Southern Area of Village*



Champlain Street looking north on West Street



Home along Champlain Street



West Street looking south



Gurba Drive



DiCresente Distributing – Route 4 at Mechanicville  
Municipal Line



Champlain Canal Trail crossing at Halfway House  
Road

*Northern Area of Village*



Colonial Road looking north from Ten Broeck Street



The Stillwater Central School District is located along Route 4 south of Clinton Court



Apartments located off Russell Drive



Subdivision on Riverside Drive along the Hudson River



Ferry Lane looking south

T4 Transect – Route 4 corridor both sides except in Village between Campbell Road to General Schuyler Ln. where it is the east side of Rt. 4 only

*Riverside to Campbell Road*



NYSEG property located along Route 4 on the Hudson River



Polyset property on west side of Route 4 north of Mechanicville



Route 4 looking north just south of the railroad bridge crossing over the Hudson River



Higher density residential lots located along Route 4



Lower density residential uses along Route 4



Residential uses just south of the Village of Stillwater

*Campbell Road to General Schuyler Lane (east side of Rt. 4 only)*



Residential properties on the east side of  
Route 4 near Bunce Lane



Stillwater Free Library – located on the east  
side of Route 4 near Park Avenue



East side of Route 4 at the Blockhouse looking  
south



Blockhouse Property located along the east  
side of Route 4 between Park Ave and Lake St.



Blockhouse Property – Public Access and Views  
of the Hudson River



View of east side of Route 4 looking north at the  
Stillwater Fiber Mill building in the Village



View of east side of Route 4 looking south at the  
Wood & Iron building in the Village



East side of Route 4 at Stillwater Wood & Iron  
looking north



East side of Route 4 – U.S. Post Office



East side of Route 4 between School Street and  
Major Dickinson Avenue



Intersection of Route 4 and Route 125 Bridge at  
Stewart's Shop Entrance looking south



East side of Route 4 at the Route 125 Bridge  
looking north



East side of Route 4 north of the Route 125 Bridge  
looking north

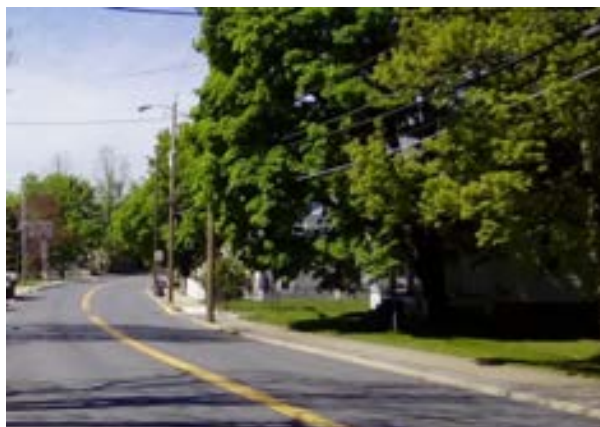
*General Schuyler Lane north along Route 4 (both sides of Route 4)*



View of east side of Route 4 looking south at  
Admirals Marina



Residential property at the corner of Route 4 and  
Ferry Lane



Route 4 looking south from Admiral's Marina



Homes located along Route 4 across from  
Admiral's Marina



Residential properties on the east side of Route 4  
near the Stillwater Town Hall



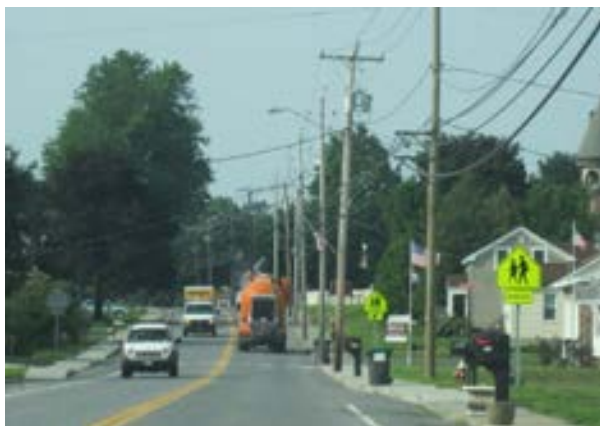
Stillwater Town Hall north of Ferry Lane



All Saints on the Hudson – adjacent to Stillwater  
Town Hall



Undeveloped property on the east side of Route 4  
north of Stillwater Town Hall



Route 4 looking south – north of Stillwater  
Town Hall



Route 4 looking south – north of Stillwater  
Town Hall

## T5 Transect – West side of Route 4: Village of Stillwater



Lake Road looking east just west of the Village of Stillwater



Lake Street looking east at intersection with Route 4



Stillwater Community Center located on Palmer Street adjacent to Village Hall



Mixed-use area along Route 4 looking north at School Street



Village Hall & Stillwater Fire Department located on School Street



Stillwater United Church located on Route 4 just south of School Street



Chase-Smith Funeral Home



Historic homes along the west side of Route 4  
across from the Blockhouse



Intersection of Route 4 and Park Avenue



Historic home along the west side of Route 4 just  
south of Park Avenue



Homes on the west side of Route 4 south of  
Lansing Road



Gateway into the Village on Route 4 – looking north