



COMPREHENSIVE PLAN

VOLUME 1

Town Board Review Draft 1
July 2025

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List of Attachments

Volume 1 – 2025 Town of Milton Comprehensive Plan

- Plan Document
- Accompanying maps

Volume 2 – Community Engagement

- Community Engagement Plan
- Outreach, Website, and Branding Materials
- Monthly Meeting Summaries
- Stakeholder Interview Summaries
- Community Survey Documents
- [Public Event #1] Summary and Materials
- [Public Event #2] Summary and Materials
- [Public Event #3] Summary and Materials

Volume 3 – Supporting Plans and Studies

- Town Center Plan (2025)
- Town Hall and Burgess-Kimball Memorial Park Concept Site Plan Report (February 2023)
- Trail Master Plan (2022)
- Farmland Preservation Plan (2016)
- Town of Milton Listing of Historic Structures and Places (November 2022)
- The Heritage Preservation Guidelines of the Town of Milton, Saratoga County, New York (rev. 2021)

INTRODUCTION AND BACKGROUND

What is a Comprehensive Plan?

A comprehensive plan (also called a master plan) is a foundational, future-oriented document that provides land use, development, capital investment, and policy guidance. A process using a variety of public engagement strategies is a key part of creating the document. The plan, after adoption, is used by elected officials and other interested parties for guidance and to inform decision-making. An action-oriented implementation plan should be viewed as integral to a comprehensive plan. Authority for comprehensive planning in Milton is provided, in part, by Section 272-A of the NYS Town Law.

A comprehensive plan provides a balance between the need to guide future growth and the need to preserve the qualities that make a community unique and special. The comprehensive plan cannot anticipate every issue that may arise over the next decade or more, but it should serve as an overall guide for decision-making.

The comprehensive plan should be consulted just as the Town Board and other officials might consult the public, its engineer, legal counsel or others when making policy decisions and allocating resources. Similarly, the plan should be regularly evaluated as a community makes progress toward implementing its recommendations and as conditions change. Specifically, this plan calls for annual review of its content and recommendations, with a more thorough evaluation after five years and that it be updated ten years after adoption.

Previous Comprehensive Planning in Town of Milton, NY

Over the past twenty-five years, Milton has invested in the creation of a planning framework addressing many of the important arenas of activity in the Town, and this framework has involved a variety of planning exercises, from comprehensive planning town-wide, to domain-specific plans oriented toward open space and transportation



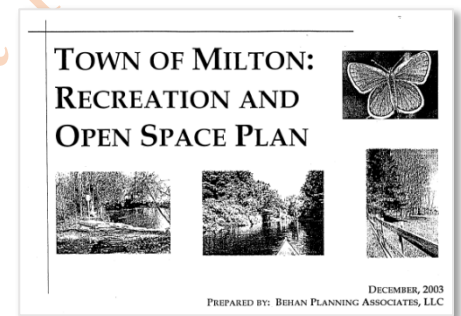
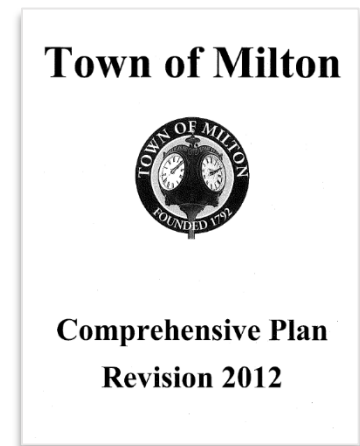
NY Consolidated Laws Town Law §272-A

“Among the most important powers and duties granted by the legislature to a town government is the authority and responsibility to undertake town comprehensive planning and to regulate land use for the purpose of protecting the public health, safety and general welfare of its citizens.”



and smaller area and site-specific studies. This plan is intended to update, build upon, and incorporate and buttress these efforts, including:

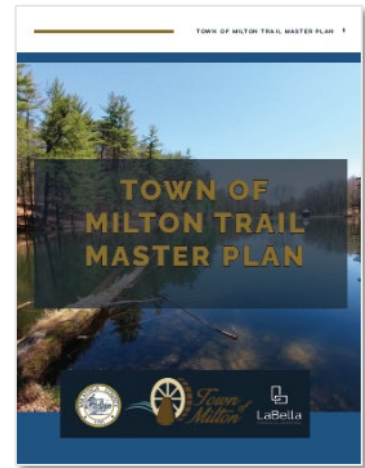
- *Comprehensive Plan (1978, 2001, 2012)*¹ – Milton’s first comprehensive plan was adopted in 19978. The Town’s current comprehensive plan was first adopted in 2001. The Town conducted a review and update in 2012, at which time the direction set in 2001 was largely reaffirmed. The 2001 plan stated, “The overall vision for the community is expressed as a desire to maintain Milton’s small-town qualities.” An important attachment to the 2001 plan is the Milton’s Town Center Master Plan and design guidelines.
- *Open Space Plan (2003, 2013)* – This plan was written in 2003 with the guiding principles; 1) maintain and enhance existing resources, 2) create linkages, 3) conserve our special places, and 4) provide for the future. These principles were re-affirmed as part of an update finalized in 2013.
- *Route 50 Corridor Plan (2005) and NYS Route 50 Corridor Enhancement Study (2021) Update*² – This plan was adopted in 2005, and updated as the Route 50 Corridor Enhancement Study, adopted as an amendment to the Town’s comprehensive plan in 2022. The study was intended to “explore opportunities to improve the corridor to better meet the needs of the community from a multi-modal, economic growth and placemaking perspective.”



¹ Available from https://cms8.revize.com/revize/miltonny/Document_center/Documents/Town%20Clerk/Documents/Compr ehensive%20Plan%20Revised%202012.pdf

² Available from https://cms8.revize.com/revize/miltonny/Document_center/Documents/Town%20Board/Route%2050%20C orridor%20Study/Rt.50.Corridor.Study.Final%20.pdf

- *Heritage Preservation Guidelines (2012, rev. 2021)*³ – This document dates to 2012 and was last revised by the Town’s Historic Structures and Places Committee in 2021. An outgrowth of the 2001 Milton Comprehensive Plan, the document provides a set of goals aimed at addressing the 2001 Comprehensive Plan goal to “Strive to protect Milton Historic structures and places that are the foundation of the present and future Town of Milton.” It provides policies and procedures governing the Historic Structures and Places Committee as well as criteria for local listing.



- *Farmland Preservation Plan (2016)*⁴ – Prepared with funding support from New York State Department of Agriculture and Markets and adopted in 2016, “The town recognizes the importance of agriculture town life and its landscape and will continue to foster supportive town policies for agriculture and will continue to create a climate where farming remains feasible and desirable in the town.” This document includes agriculture and farmland inventory information, trends analysis, a farm-friendly zoning audit, and a series of recommendations to enhance agriculture in the Town.
- *Trail Master Plan (2022)*⁵ – With funding support from Saratoga County and led by the Town’s Open Space Committee, this plan identifies eight priority segments or connections and classifies them as short term, medium term, or longer-term trail projects, which include both recreation and transportation infrastructure. With a vision for greatly increasing connectivity in the Town and region, particularly for bicycle, pedestrian, and equestrian infrastructure, the plan sets forth a framework of findings that advance the trail system in the Town. Immediate priority projects include Connection to Zim smith at route 45, Town Center Connector/Woods Hollow to Town Center, and Boice Park.

³ Available from https://cms8.revize.com/revize/miltonny/Document_center/Department/Historian/Historic%20Structures%20&%20Places/Town%20of%20Milton%20Preservation%20Guidelines.pdf

⁴ Available from https://cms8.revize.com/revize/miltonny/Document_center/Documents/Town%20Board/Documents/Farmland%20Preservation%20Plan.pdf

⁵ Available from https://cms8.revize.com/revize/miltonny/Document_center/Committees/Open%20Space/2022%20Town%20of%20Milton%20Trail%20Master%20Plan.pdf

- *Town Hall and Burgess-Kimball Memorial Park Concept Site Plan Report (February 2023)*⁶ – In mid-2022, as part of a comprehensive assessment of Town-owned facilities, the Town undertook to plan for the future of the roughly 20-acre site of Town government facilities and Burgess-Kimball Memorial Park once the highway department facilities were relocated. The Town created the “Reimagine Milton” brand to build awareness of the site planning process, which involved substantial public and stakeholder input, including a community survey. Recommendations developed out of the planning process center on creating more parks and recreation amenities for the Town, as well as updating and expanding Town Hall.



(Above) Reimagine Milton Concept Site Plan

- *Town Center Plan (2025)*⁷ - The Town of Milton Town Center Plan Update was sponsored by the Town of Milton and the Capital Region Transportation Council to consider improvements and design modifications for the Milton Town Center

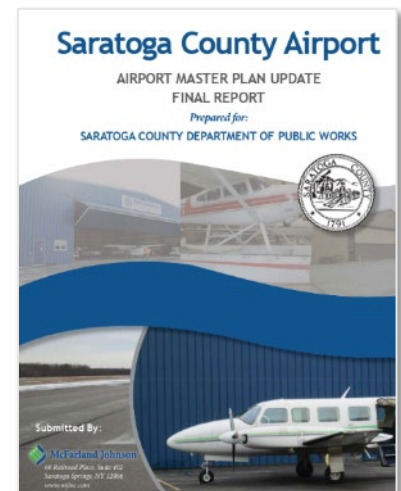
⁶ Available from https://cms8.revize.com/revize/miltonny/Document_center/Committees/Facilities/2024%20Reimagine%20Milton/2023-02%20-%20Reimagine%20Milton%20Concept%20Site%20Plan%20Report.pdf

⁷ Available from https://cms8.revize.com/revize/miltonny/Document_center/Town%20Board/2025/03262025%20-%20March%2026/Resolution%2028-2025%20to%20Approve%20Town%20Center%20Plan%20Report.pdf

intersection of Geysers and Rowland Street and its immediate surrounding area. A key goal of this project is to improve pedestrian and bicycle access in and around the Town Center, as well as improve connectivity to major local trails and amenities. The plan recommends enhanced bicycle connections along Geysers Road and Rowland Street, improvements at the Geysers-Rowland intersection, enhanced pedestrian infrastructure throughout the study area, and various land use strategies and other improvements.

Relevant Regional Plans

- *Green Infrastructure Plan for Saratoga County (2006)*⁸ - The Green Infrastructure Plan for Saratoga County is a regional initiative to identify and safeguard valued community open space resources. The plan addresses the County's open space resources, including natural systems such as streams, wetlands and watersheds; working landscapes, such as farms and managed forests; recreational and trail opportunities, such as multi-use trails and fishing access; and cultural resources such as scenic and historic corridors.
- *Saratoga County Airport Master Plan Update (2015)*⁹ - An airport master plan is a comprehensive study of an airport and usually describes the short-, medium, and long-term development plans to meet future aviation demand, and is prepared according to Federal Aviation Administration (FAA) guidance; it supports grant funding and meeting FAA requirements. The primary goal for the County's plan is to develop both air and landside infrastructure and facilities to meet the growing needs of the airport and the Region. This goal includes identification and implementation targets and practices and outlines work involving improvements to existing air and landside facilities and recommendations for new and

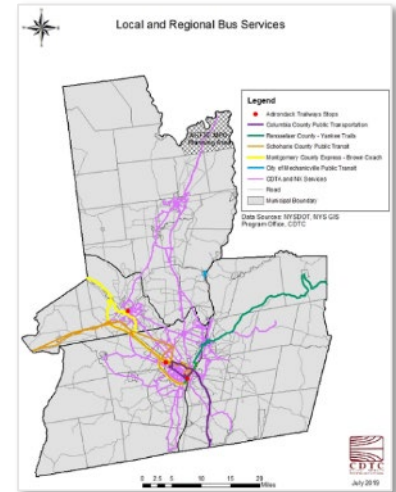


⁸ Available from <https://saratogaplan.org/wp-content/uploads/2021/05/Sco-GIP.pdf>

⁹ Available from <https://www.saratogacountyny.gov/wp/wp-content/uploads/2021/01/PublicWorks-Airport-Master-Plan-Update.pdf>

innovative ideas to enhance cost effective operations, profitability, and customer services of the airport.

- *New Visions Regional Transportation Plan (2020)*¹⁰ – Prepared by the Capital Region Transportation Council (CRTC), this document is the federally-mandated Metropolitan Transportation Plan (MTP) for the Capital Region, articulating a shared vision for the future transportation system. It includes a set of principles, strategies, and budgetary priorities that guide regional investment in the next-generation transportation system. CRTC updates this plan every five years; it guides federal-aid transportation grant funding.



Creating Town of Milton Comprehensive Plan, 2025

In early 2024, the Town Board created the Comprehensive Plan Advisory Committee (the Committee) to assist the Town Board with preparing the update to the Town’s comprehensive plan. The Committee, with assistance from a consultant, facilitated the planning process and oversaw preparation of the plan document itself. Importantly, a robust public engagement and participation process was deemed essential to informing a new plan representing the community’s needs and desires. This document

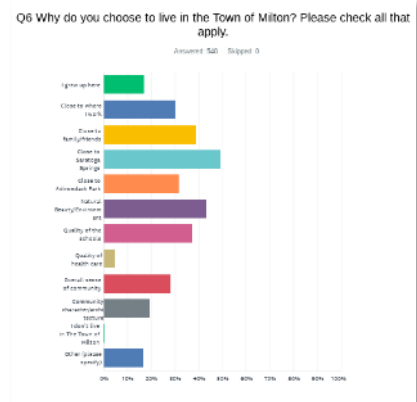
¹⁰ Available from <https://www.capitalmpo.org/transportation-plans/new-visions-2050/>

provides a thorough, complete update to the Town’s 2001 Comprehensive Plan, which the Town re-validated in 2012; it will provide a framework for future land use decisions and Town policy over the next decade. This plan should be reviewed annually and more extensively evaluated at least every five years. The Town should consider a comprehensive update at ten years – or if it becomes less effective in guiding the Town in light of changes or unanticipated circumstances.

Community Engagement

As part of the planning process a community engagement plan was developed to provide a framework for the public involvement and community engagement elements of the Town’s Plan Update process. The specific strategies the Committee used during the process to encourage public involvement are detailed in this section. Materials referenced in the following list are included with this Plan Update as Volume 2:

- **Branding** – The Committee oversaw implementation of a branding design, including project name, logo, graphics, and color scheme in order to identify activities associated with the Plan Update.
- **Website and Digital Media** – The Plan Update website (www.WeAreMiltonNY.org) was designed to be a resource for those interested in the project, a way to obtain feedback, and as information is added, it will also serve as a record of the process. Plan Update materials and activities were also linked to and available from the Town’s website. The Town also made extensive use of its social media channels and its 6.2K followers to promote the community survey and public events.



- *Townwide Mailing* – In June 2024, the Town mailed postcards to about 5,572 addresses in the Town to raise awareness of the process and to promote key activities, including the first public meeting (held in June 2024, described below) and the community survey. A separate effort was made to distribute postcards to residents of the Town’s multi-family housing neighborhoods.



- *Community Survey* – The community survey solicited feedback on a range of topics important in the Town, such as housing, recreation, land use, and transportation, and it also addressed challenges and opportunities in the Town. The community survey also included open-ended questions, which a majority of respondents took advantage of, and which generated additional and very textured feedback. The community survey was available via a web-based platform and in hard copy. The survey was open for six (6) months and attracted a total of 540 respondents, or a response rate of about 3%. A copy of the survey results and summary documents are included in Volume 3 of this plan.

- *Monthly Meetings* – During development of each of the Topic areas, the Committee held public meetings that were open to the public and at which the Committee were

accepted public comment. Meeting notes prepared and posted to the project website; copies of the monthly meeting notes are included in Volume 3 of this plan.



- *Stakeholder Meetings* – During the planning process, interviews with experts in fields important to the plan but unable to attend the Committee’s monthly meetings were held. Specifically, these stakeholder

meetings concerned the topics of housing, communications infrastructure, and a presentation to members of Milton Grange #685. Copies of the meeting summary documents are included in Volume 3 of this plan.

- *Public Events* – The Committee held three public events throughout the planning process:

- **June 18, 2024 Public Session** - The first public meeting on Tuesday, July 18th, 2024, at the Town of Milton Community Center. The meeting was attended by over 75 residents and stakeholders. The meeting had two components: a presentation about the Plan Update project and facilitated Topic Area discussions with smaller groups of attendees. A detailed summary of this meeting is included in Volume 3 of this plan.
- **February 13th, 2025 Visioning Forum** – This event was held at the Town of Milton Community Center and was attended by residents, members of the Town Board, and members of the Committee, with about 15 attendees in total. Progress to date was summarized in a presentation to attendees, and the focus of the evening was a visioning exercise aimed at soliciting public input on the vision for the Town’s future. Materials from this meeting are included in Volume 3 of this plan.
- **May 21st, 2025, Vision and Goals Open House** – This event was held at the Rock City Falls Volunteer Fire Department, Station #1 and had three components. First, the draft vision statement was presented. The second was a hands-on activity involving input on proposed land use concepts and mapping. Participants were also invited, during this open house, to move through, at their own pace and as they had interest, stations set up for each of the comprehensive plan’s Topic Areas. Each Topic Area had lists of draft goals, objectives, and strategies. The public was invited to give feedback on draft goals, objectives, and strategies. A detailed summary of this meeting is included in Volume 3 of this plan. Attendees numbered about 35.



Plan Contents

This plan, when adopted by the Town Board, constitutes the Board's official statement of its goals, policies, and strategies intended to direct the present and future physical, social, and economic development within Milton. An information base is a necessary component, and this plan provides maps, graphics, studies, statistics, and other descriptive material as an assessment of existing conditions, including opportunities and challenges. This information base then supports identification of key issues, goals and objectives, strategies, and action items designed to guide future growth and development.

The plan chapters are organized by the following topic areas:

- **Topic 1:** Historic and Cultural Resources
- **Topic 2:** Parks, Recreation, and Community Amenities
- **Topic 3:** Natural Resources, Open Space and Agriculture
- **Topic 4:** Local Economy
- **Topic 5:** Infrastructure and Community Services
- **Topic 6:** Housing, Neighborhood Character, and Placemaking
- **Topic 7:** Transportation, Accessibility, and Mobility
- **Topic 8:** Land Use and Zoning

Each chapter includes a brief discussion of existing conditions, followed by a summary of specific issues and opportunities related to that topic. Information on each topic's related issues is used to develop a list of goals and objectives. Goals are broad in nature stating what the Town would like to achieve over a 10 to 20-year horizon, while objectives are more concise statements that articulate the community's future vision.

The final chapter is an action plan in tabular format. It guides implementation through the who, what and when of addressing each of the issues identified. Not all issues have specific implementation actions. The plan can be used as a set of policies that can be flexibly and creatively applied to a wide range of issues

VISION

A **vision statement** establishes direction for the community over the next five, ten or twenty years. It forms the basis for the Comprehensive Plan, and all subsequent plan components and recommendations aim to achieve the vision it establishes. The vision for the Town of Milton presented in this plan is the result of public engagement throughout the planning process, including public meetings and the community survey, and input generated during the Committee meetings.

Vision Statement

The Town of Milton is a strong, welcoming community with an extraordinary quality of life and small-town sensibility that celebrates its unique character through community connections to the rural landscape, local businesses and centers of commerce as well as abundant historic, cultural and water resources. The Town's parks and recreational opportunities are cherished and deliberately managed for the benefit of residents and visitors, while thoughtful conservation of the Town's natural resources increases climate adaptability and resiliency. Milton offers housing options that are attainable for residents of every generation and those traveling within the Town prize the reliable, efficient and connected transportation system for motor vehicles as well as pedestrians and cyclists. Local businesses are supported in the Town, and economic activity including retail and other forms of commerce including diverse agricultural operations afford convenient services, access to local food products, and enhanced employment opportunities.

Town of Milton, NY

Realizing Milton's Vision

In order to achieve this vision, a series of goals were developed. These goals provide the basis and framework for the direction set in this plan for each of the topic areas considered; the goals are also referred to throughout the chapters of this plan. It is important to note that many of the goals established in one topic area intersect with, reinforce, and connect to goals established in other topic areas. This section briefly introduces the eight topic areas around which the plan is organized. Topic area goals, together with strategies to achieve them, are detailed in the following chapters.

1. Historic and Cultural Resources

This topic area addresses Milton's history and cultural resources. Included are consideration of the Town's prehistoric aspects and key historical developments, important physical resources found in the Town today, and programs and other activities relating to each.



2. Parks, Recreation, and Community Amenities

Places meeting residents' and visitors' recreation and other service needs are integral to the community's health and wellbeing, and this topic encompasses the many parks found throughout the Town, recreation needs and programs, and other amenities for residents.



3. Natural Resources, Open Space, and Agriculture

The Town's forests, watercourses, wetlands, farms, and ecosystems provide essential services, such as clean air and water, but also contribute to the Town's community character. Agriculture in the Town is an important element of these spaces and processes, and is also addressed in its own right, as an activity meeting fundamental human needs.



4. Local Economy

Milton is both the site of businesses and home to people, and it is situated within larger economic relationships. This topic area addresses key household-level conditions of Milton's residents, the



environment for businesses in the Town, and how the Town relates to the broader regional economy.

5. Infrastructure and Community Services

Among the most fundamental of municipal functions is that, within a town's borders, residents, businesses, and visitors rely on being provided essential services, such as water supply, wastewater disposal, education, communications, emergency services, and local government services. Recognizing that the Town is not always the entity responsible for providing these services, this topic area addresses the Town's role in being the site where people receive these services as well as its interest in their being provided.

6. Housing, Neighborhood Character, and Placemaking

This topic addresses housing, which is fundamental to the Town, and also broadens this focus to address the aspects of where people live, work, and play in the Town that make these spaces unique. Neighborhoods are distinct areas within the Town composed of places people live but also contain other elements, including streets, parks, and businesses, that make them unique and identifiable. Finally, placemaking, focused on the public realm and the developments that frame it, is an intentional process by which communities shape these public spaces according to shared desires.

7. Transportation, Accessibility, and Mobility

Fundamental to human settlement is how people move within an among places. This topic is oriented toward the different ways we, and the goods that sustain us, move – the modes of transportation, from walking to bicycling, public transportation, and driving as well as freight transportation – and is further concerned with the ability to reach our



destinations (accessibility) and operational characteristics of the various modes and their relationships on the Town’s transportation network (mobility).

8. Land Use and Zoning

Land use can be defined as the activities occurring on land in the Town and their arrangement across the Town, and the Town has primary responsibility for creating the framework that helps shape where different activities can occur on lands within the Town. This topic area is designed to both set forth a broad concept for lands within the Town and provide foundational guiding principles for implementing these concepts, among which includes zoning.



Town Board Draft 1

TOPIC 1: HISTORIC AND CULTURAL RESOURCES

Existing Conditions Overview

The lands now encompassed with Milton's boundaries and the people who have, for thousands of years, inhabited this landscape have a rich history and cultural heritage, stemming, in the precontact and early European settlement eras, in large part from the abundance Milton's watercourses and forests.

It is believed that the region, including Milton, would have begun to be settled about 13,000 years ago, upon the retreat of Lake Albany and arrival of large fauna. The oldest archaeological evidence in Saratoga Springs dates the area's earliest inhabitants to about 9,000 years ago.¹¹ For hundreds of years the area was visited by native Americans. Prior to European settlement, Milton's waterways and forests would have had abundant fish, wildlife, and plant resources. The Hudson River, without dams, and its tributaries in Saratoga County and Milton, would have hosted both freshwater and migratory species of eel and lamprey. Fish would have not been abundant all year, so efforts to hunt game species and cultivate plants would have occurred. Among the methods Milton's early inhabitants likely used to manage these resources was the use of regular burning, which ultimately created productive edge habitat and favored certain fire-resistant plant species.

For generations these people fished and hunted in Milton, working out of temporary seasonal camps along the streams, though it is likely that more permanent settlements in the area including Milton also occurred, for the same reasons people visited for fishing and hunting. Milton would have been in an area on the boundary between Algonquin, Iroquois, and Abenaki people. The Algonquin peoples, including the Mahican, and the Iroquois peoples, including the Mohawk, are thought to have had regular contact in what was a dynamic border region, with some common and shared resources – at Bear Swamp in nearby Saratoga, for instance. European presence in the lower Hudson Valley began in the early 1600s.¹²

The land within Milton's present-day boundaries factored into a battle during the American Revolution, occurring after the Battles of Saratoga in September and October of 1777. The 1780 Raid on Ballstown (including settlements near Ballston Lake and along Middleline Road) which evolved as part of a three-pronged British attack against the Hudson and Mohawk Valleys. Farms and grist and sawmills in the area were

¹¹ See Bruchac, Margaret M., *Native Artisans and the Saratoga Indian Camps*, November 28, 2023, <https://joebruchac.com/blog/f/native-artisans-and-the-saratoga-indian-camps>.

¹² See Tiro, Karim M., *A History of Indigenous Peoples at Saratoga*, 2022, <https://npshistory.com/publications/sara/ser.pdf>

attacked, and the raid continued into the north side of Milton Centre, resulting in the capture of over 35 people, with the British Captain John Munro of the King's Royal Regiment and his force of 200 men retreating north, ultimately to Montreal. The Ballstown Militia did not make immediate efforts to pursue them, fearing that any attempts at rescue the captives would result in them being killed by their captors. Two years later, after peace negotiations following the American's victory at Yorktown, those taken prisoner at Ballstown – all of whom survived their two years in captivity – were released, and most returned to their homes in Ballstown.

The Town of Milton was established by an Act of the NYS Legislature on March 7, 1792. Milton initially was shaped by transportation routes traversing the Town, first the Kayaderosseras and Glowegee Creeks and, later, the railroads. These corridors were key in shaping "Milltown." By the mid-1800's, industrial entrepreneurs had established mills along the Kayaderosseras Creek and its tributaries. The majority of these were paper mills; but there were also cotton mills, foundries, tanneries and leather factories, wheel shops, lumber and cabinetry mills, and limestone quarries and kilns in addition to the sawmills, grist mills and blacksmith shops established when the first settlers first came. During this era, Milton's Hamlets emerged as centers of commerce and were important in shaping early development of the Town.

For example, in 1813 the Town of Milton maintained 8 gristmills, 14 sawmills, and 9 woolen mills, but by 1875, there were 5 grist mills, 3 sawmills, 1 woolen mill, 3 cotton mills, 12 paper mills, 2 tanneries, and several tool factories. Several small communities, or hamlets, around these production centers dispersed around the town. The hamlets of Milton included Bloodville, Craneville, Factory Village, Milton Center, Rock City Falls, Rowland's Hollow, West Milton, and the Village of Ballston Spa and were developed largely around these centers of early industry.

During the first quarter of the 20th century, mills were closing and/or moving for various reasons, and in 1948 major changes happened in West Milton when the Naval Nuclear Propulsion Program on the Kesselring Site was established to test nuclear propulsion and train Navy personnel as operators of nuclear-powered vessels. In recent decades, residential development and small to moderate retail, professional and service growth have taken place in the eastern areas of the Town.

Milton boasts many historic structures and places, including private homes, buildings, mill sites, and cemeteries. The town's Historic Structures and Places Committee has worked to identify and raise awareness of these resources, including compiling a Listing of Historic Structures and Places for the Town of Milton in 2022, which are incorporated into this plan (see Volume 3). To do so, they reviewed and studied numerous reference materials and resources that identify historic sites throughout the

Town of Milton (outside the Village of Ballston Spa). From their research, the Committee developed a descriptive listing for each of these sites, beginning with Milton’s earliest settlement.

The Town's Historic Structures and Places Committee also has developed Preservation Guidelines for Historic Structures, which are incorporated into this plan (see Volume 3), to address and promote a 2001 Comprehensive Plan objective, as stated in 2006 Resolution #41: “Strive to protect Milton historic structures and places that are the foundations of the present and future of the Town of Milton.” This document provides recommendations and guidance on of fair and equitable

procedures to protect Milton historic structures and places. The majority of these locally-important historic resources are situated on private lands.

Assets and Challenges

Assets

- ✓ *Robust Community History* – Milton’s historic places are tangible links to the Town’s past, representing the cultural, social, and architectural heritage of the community. The Town of Milton has many historic sites of importance including nineteen cemeteries, both private and public, out-of-use railroad infrastructure, and about 15 historic mill sites. Milton’s historic sites serve as educational resources, providing real-world context for learning about the community and its past. They also provide a rich reservoir of building styles, construction techniques, and unique cultural themes that can help shape the future of the Town.
- ✓ *Active Historic Places Identification and Promotion Initiatives* – By identifying and promoting historic places, the town's Historic Structures and Places

Historic Structures and Places Committee Goals

- A. Identify, map and describe historic structures and places.
- B. Preserve, protect and promote the distinctive historical character of the Town.
- C. Foster community awareness, interest and pride in recognizing and respecting all aspects of Milton heritage.
- D. Promote and encourage the physical and visual attractiveness of historic structures and places for residents, businesses, visitors/tourists, and the traveling public.
- E. Review and respond to proposed changes and alterations involving Milton historic structures and places.
- F. Protect the rights of Milton property owners through a fair and just procedure and implementation.
- G. Encourage future economic growth and development integrated with the Town's history and accomplishments of the past.

Committee is helping preserve Milton’s collective heritage and strengthened community bonds. Collaborative efforts to identify and protect these sites involve community members working towards a common goal, fostering social cohesion and mutual respect. Protecting these sites ensures that future generations may learn about and appreciate their history and cultural identity. In addition, the Town’s existing land use code does provide for referral of certain development proposals involving alteration of historic mill sites in areas of the Town along classified watercourses.

Zoning Code Chapter 180-29:

“Further, any demolition or altering of remaining historic mill site structures and equipment along the stream corridor shall require a review and recommendation by an Historic Structures and Places Review Panel and shall also require a special use permit as provided by Article VII of this chapter.”

Challenges

- ! *Balancing Rural Character with Changes Due to New Development* – Land development can affect historic resources, including the Town’s rural landscape and waterways. Changes occurring due to development can also directly impact historic sites or affect their context. It should be noted, however, that investment in the Town due to development also creates opportunities, such as making available new means and resources for preservation.
- ! *Historic Sites on Private Property* – Because the majority of Milton’s identified historic structures and places lie on private property, and all lack protections of listing on the state and national registers, owners’ decision-making with respect to stewardship and maintenance is paramount. It should be noted that formal listing carries other challenges (e.g., limits building façade alterations) that can be costly and affect use of the resource. In addition, some of these historical sites and structures may be located within floodplains or adjacent to other regulated water resources, and the associated regulations may constrain potential activities and projects.

Goals and Strategies

GOALS: Building from the Town’s Vision Statement, the following Historic and Cultural Resources goals are established:

- A. Continue support for and investment in the Town’s historic preservation efforts and initiatives

- B. Build awareness and appreciation of Milton’s unique historic and cultural resources and settlements, and pursue innovative means to increase awareness of, access to, and protection of these resources
- C. Ensure that as land in Milton is developed, it is compatible with historic and cultural resources, including its rural character

STRATEGIES: To achieve these goals, the following strategies are recommended. While each assigned a number, the numbering in this section is not indicative of prioritization.

1. Create a historic resources “toolkit” to inform and assist owners of historic sites, such as mill sites, about condition assessment and preservation strategies for these resources, especially where located on private property.
2. Working with owners of historic mill sites and cemeteries, create a GIS-based “virtual tour” of these sites to facilitate appreciation and awareness of the contributions of these resources to Milton’s history and identity
3. Continue support for the office of Milton’s Town Historian, the Historic Structures and Places Committee, and their initiatives, such as signage, awards and events.
4. Develop processes and tools, such as GIS mapping and checklists, to support Planning Board review of relationships between land development and historic sites, and evaluate and update, as needed, existing land use codes to promote clarity and efficiency in complying with codes on the part of both applicants and the Town’s land use boards.
5. Develop initiatives oriented toward building awareness and appreciation of Milton’s hamlets.
6. Create an inventory, such as in GIS mapping, of Milton’s historic resources, awarded buildings and sites, and signage and other awareness-building efforts.
7. Encourage and partner with those involved in land development projects and investment in Milton’s economy to highlight Milton’s historic resources as foundations for their projects and enterprises.

TOPIC 2: PARKS, RECREATION & COMMUNITY AMENITIES

Places where Milton’s residents and visitors can recreate and which meet other fundamental needs for access to green space and community activities, can be regarded as among the Town’s fundamental infrastructure systems. This infrastructure supplies many services to people, including opportunities to interact with nature and outdoors; entertainment; inclusive spaces for human interaction; enhancing physical and mental health; contributions to overall environmental quality; opportunities for childhood development; and a boost to economic activity.¹³ Like other such systems, Milton’s parks, recreation, and community amenities are a dynamic system that should evolve and change in ways responsive to changes in Milton’s population, public needs and desires, local capacity, and other aspects of the future direction of the Town.

2.1 Existing Conditions Overview

Public, non-profit, and private entities supply parks and recreation infrastructure and services in Milton.



¹³ See, for example, National Recreation and Park Association, “Parks and Recreation Is Essential,” <https://www.nrpa.org/our-work/building-a-movement/parks-and-recreation-is-essential/>.

2.2 Town-Owned Facilities and Services

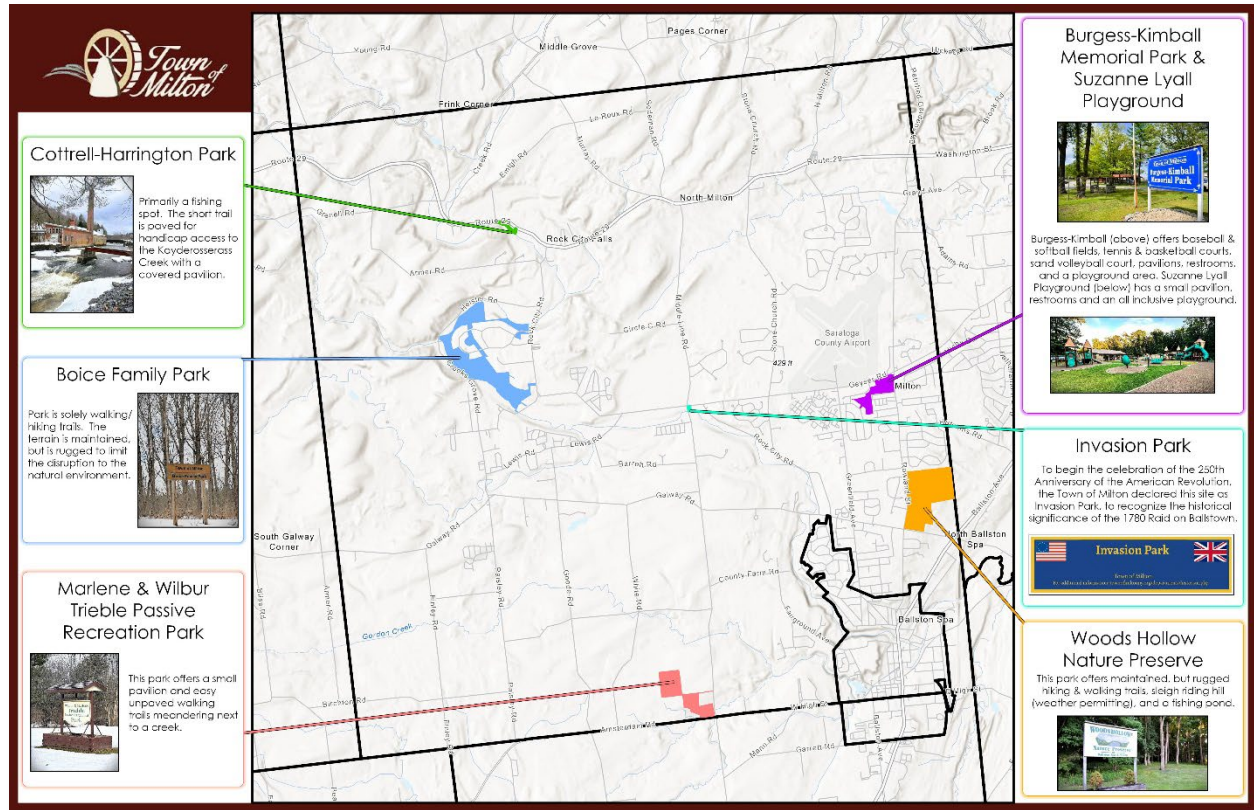


Figure 1. Town-owned parkland

Milton owns and operates multiple facilities, open to the public, that are dedicated to parks, recreation, and community activities. They include:

- **Cottrell - Harrington Park** – Frequented by anglers, this 3.5 acre park located in the hamlet of Rock City Falls has a short trail is paved for handicap access to the Kayaderosseras Creek via a wooden platform and also has a covered pavilion. It is directly across from the old Empire Mill on the Kayaderosseras Creek. In recent years, a streambank stabilization project was completed. It is stewarded by Friends of the Kayaderosseras.
- **Invasion Park** – This park is located at the southeastern corner of Middleline Road and Geyser Road, in Milton Center and is about 0.8 acres in size. It is situated along the Kayaderosseras Creek and hosts a public fishing access site. Fishing access Other amenities include a parking area and kiosk.
- **Boice Family Park** – This facility consists of an approximately 101.2 acre open space area associated with a residential subdivision lying just south of the hamlet of Rock City Falls. Improvements include: a roughly 6,000 square foot

gravel parking area and adjacent roughly 1/3 acre grassed area, a kiosk, a wooden sign, and a 4-mile¹ marked trail network. The parking area lies on Creekside Drive at its intersection with Rock City Rd. The park is a portion of a cluster-type subdivision, known as Creekside Park, the final phases of which are presently under construction. It is stewarded by Friends of the Kayaderosseras.

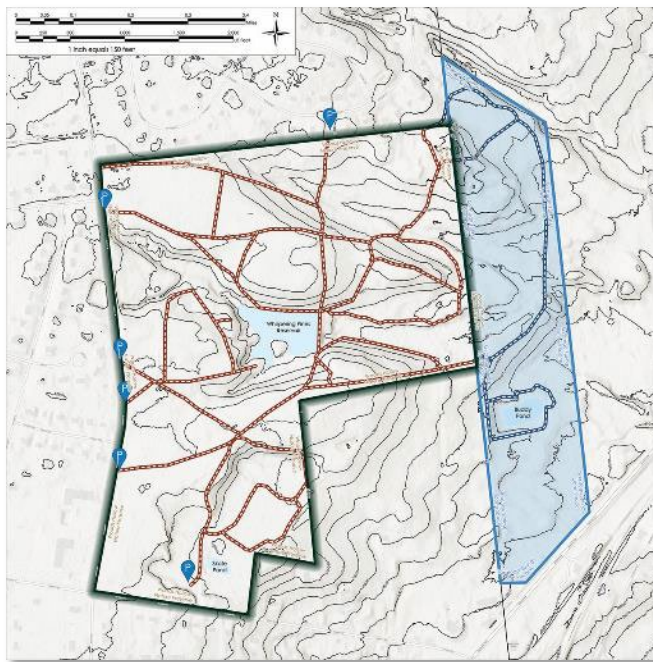
- *Marlene & Wilbur Trieble Passive Recreation Park* – Comprised of two parcels, one of which is 9.35 acres and the other 51.49 acres, with frontage on NY 67 and Middle Line Rd (CR 59), there is a parking area and covered pavilion in addition to a trail system. The majority of both parcels are forested and undeveloped, with a small stream (unnamed tributary of Gordon Creek) draining west to east in the southerly portion.
- *Burgess-Kimball Memorial Park* – An anchor of Milton’s Town Center area, Burgess-Kimball Memorial Park offers ball fields; pickleball, tennis, and basketball courts; pavilions with restrooms; and a fenced-in playground area. The park’s large open grass field is used by sports organizations and clubs. It occupies the southerly portion of a roughly 20-acre parcel, owned by the Town, that also hosts Town government offices and the Town’s Park’s Department maintenance garage (not part of the park itself). Established in 2023, the Milton Mile is a multi-use walking trail that connects Burgess-Kimball Memorial Park to Suzanne Lyall Playground and several other neighborhood points of interest. To fully realize opportunities created by the highway department relocation, the Town has completed a site planning process called



Ribbon Cutting for the Milton Mile Grand Opening. All are welcome and now, even dogs!

Reimagine Milton to chart the future of this important park.

- *Suzanne Lyall Playground* – Constructed ca. 2015 and named in honor of Suzanne Lyall who, as a college student in Albany, NY, went missing in 1998, the park has a small pavilion, restrooms and a playground that features special equipment designed for those residents with special needs. It features tandem slides, sensory panels, ramps for wheelchairs, a swing designed to allow caregivers to rock face-to-face with small children, and other special American with Disabilities Act equipment.
- *Woods Hollow Nature Preserve* – This 130-acre preserve offers hiking & walking trails, sleigh riding hill (weather permitting), and a fishing pond. Formerly the site of the Village of Ballston Spa’s water supply, the Town formally acquired the preserve from the Village of Ballston Spa in 2024 after having contributed to its operation and maintenance in partnership with the Village.



New Trail Head Signs at Woods Hollow, designed by Delaware Engineering, DPC, installed June 2025



- *Public Fishing Right Areas (Glowegee and Kayaderosseras Creek)* - Public Fishing Rights (PFR’s) are permanent easements purchased by the NYSDEC from willing landowners, giving anglers the right to fish and walk along the bank (usually a 33’ strip on one or both banks of the stream) (see Figure 2). This right is for the purpose of fishing only and no other purpose. Milton has an extensive system of PFR’s, and several of these include site improvements, such

as parking areas, kiosks, and accessibility enhancements.

Although spearheaded by NYSDEC, the Town is responsible for regular maintenance of these improvements. Supporting public access, NYSDEC also develops formal parking areas, which typically have signage, designated vehicle parking, and may include other improvements, like streambank stabilization to support additional foot traffic. There are eleven (11) such parking areas in Milton (see Figure 3).

**Glowegee Creek
West Milton Section**

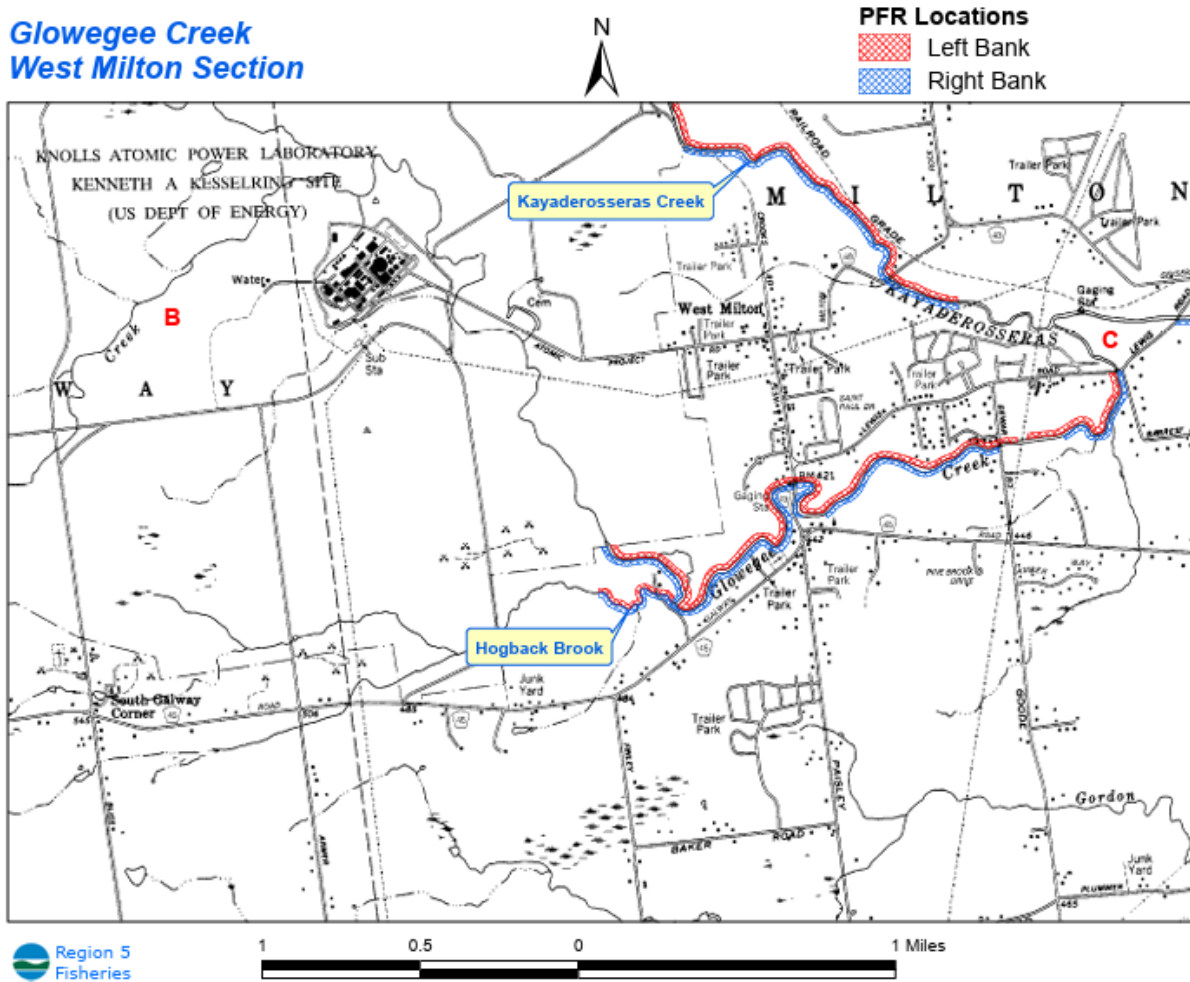


Figure 2. Public fishing rights access locations (source: NYSDEC)

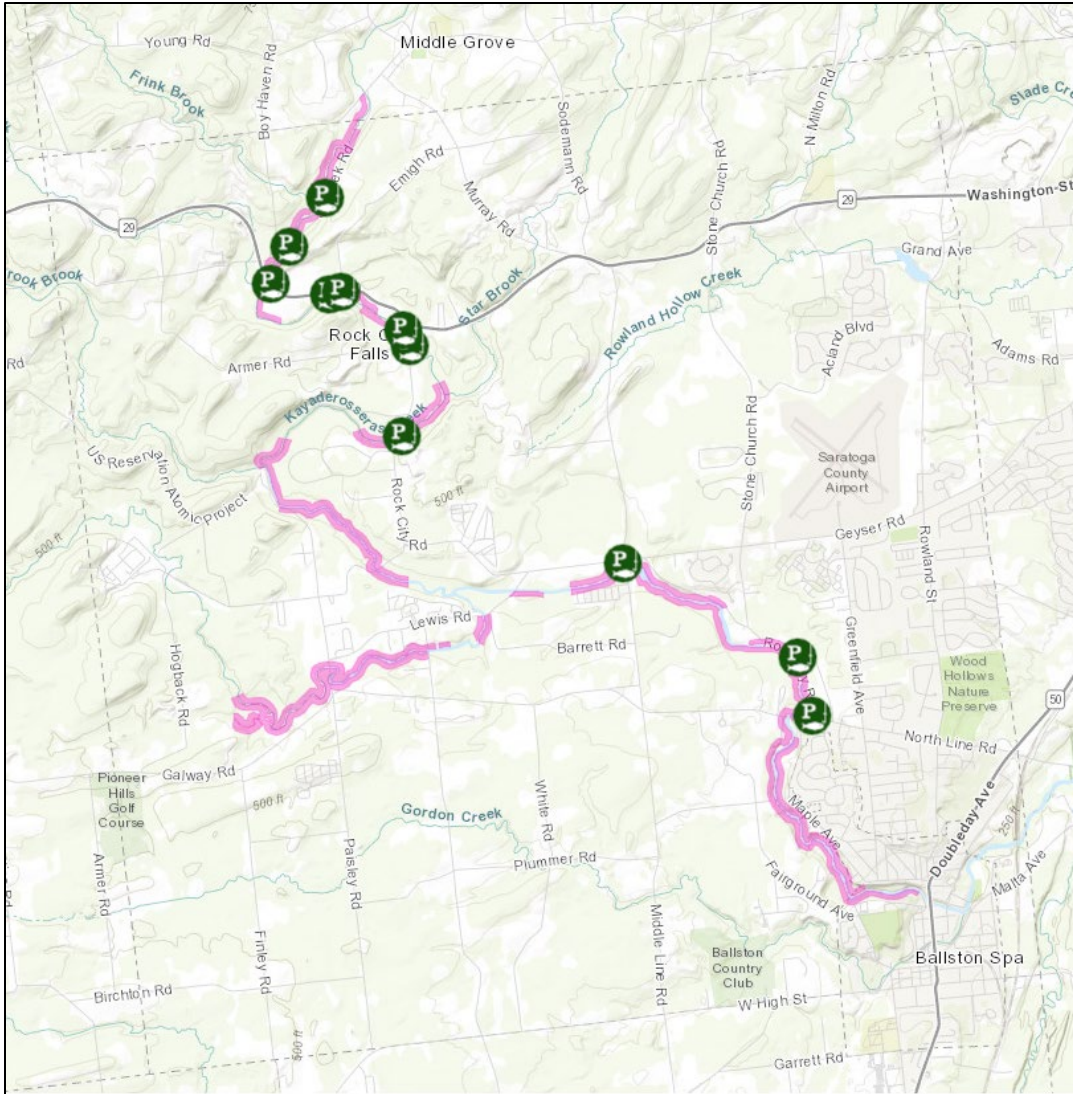


Figure 3. NYSDEC PFR Parking Areas in Milton, NY

- **Community Center** - The community center building is about 8,000 sf and is available for rental by the public. The central area of the building is utilized as an assembly space with a stage and rooms in the western area used as offices and recreational spaces. Members of the Ballston Area Seniors meet weekly, at the Community Center and participate in a wide variety of activities. The Community Center also hosts youth programming, including Trunk or Treat, Breakfast with Santa, Easter Egg Hunt, and Family Fun Day.

In addition to the Town’s parks and recreation facilities, the Town provides or supports several programs each year:

- **Summer Youth Recreation Program** – The six-week, half-day program for children typically serves over 100 campers entering first grade through eighth

grade during the summer months. The program is licensed by NYS Health Department and provides an opportunity for children to use their summer, leisure time constructively, including field trips, sports activities, and other programs. Camp is held at the Burgess Kimball Memorial Park. Milton staffs the program with a Director, Health Officer, two Activity Leaders, and twenty-two Counselors.

- *Children's Fishing Tournament* – Celebrating its 39th year in 2025, this annual event provides children from Milton and surrounding communities an opportunity to learn the sport. With support from Saratoga County, the event was most recently hosted at the 4-H training center on Middle Line Rd.

The Town's Open Space Committee is, in part, charged with addressing public use of land to be preserved as green space for trails or parks to increase connectivity in the Town and region and to contribute to the expansion and improved connectivity of bicycle and pedestrian infrastructure.

The Town's Department of Buildings and Grounds is tasked with maintaining Milton's parks and public buildings. The Town does not currently have staff devoted full-time to recreation and community programming. To help manage rentals and registrations for some facilities and for the youth summer program, the Town has implemented a web-based application (currently in the MyRec.com platform).

2.3 Other Public Facilities and Services

In Milton, there are other publicly owned and supported facilities that provide recreation and community amenities.

- *Saratoga County 4-H Training Center* – This facility serves Saratoga County 4-H, Cornell Cooperative Extension, and the greater Saratoga County community. Centered on education programs, the facility includes a classroom, indoor arena, outdoor arena, nature trails, limited-ability accessible gardens, greenhouse and other teaching facilities. The Center is located on 44 acres on Middle Line Road in the Town of Milton, and is used nearly every day of the year. While developed for 4-H and Cornell Cooperative Extension use, the Center is open to community groups. Annually, the 4-H Training Center attracts over 12,000 youth and adults to the Town. The facility is funded through fund raising efforts.
- *Saratoga County Airport* – The airport is a County-owned, public-use airport that provides a base of glider operations for the Saratoga Soaring Association and Adirondack Soaring Association. Gliders, also known as sailplanes, are

non-powered aircraft that utilize lift from the atmosphere to stay airborne. The glider activity is recreational in nature and peaks during weekend days. The level of activity varies from weekend to weekend depending upon weather conditions and the scheduling of any glider-related functions.

- *Navy Morale, Welfare, and Recreation (MWR) Saratoga*¹⁴ – The US Navy operates a recreation park off of Galway Rd. under its MWR programs. Use and rental of this facility is limited to those with certain types of connections to the US armed services, including veterans, active duty soldiers, and their family members. A variety of programming is available.
- *Ballston Spa Central School District*¹⁵ -The District allows use of buildings and fields by district-based clubs, organizations, and teams. There are limited outdoor facilities at the District's Wood Rd. facilities, but the District makes available to various groups a variety of facilities, including classrooms, a pool, auditoriums, athletic fields, the library, and more.
- *Village of Ballston Spa Swimming Pool*¹⁶ – The first Village Swimming Pool was built by the Ballston Spa Lions Club in 1956 and donated to the Village in 1957. It was replaced by a new pool built in 1994 with funding from the Towns of Ballston and Milton, in addition to community donations. The pool is located on Ralph Street and is open during the summer months for open swimming, adult swimming, and "Swimming Under the Stars".

2.4 Non-Profits

The non-profit sector provides both facilities and programs to Milton's residents.

- *Ballston Area Recreation Commission*¹⁷ – The Commission is a joint activity established with the goal of providing low-cost recreational, educational & athletic activities to families in the Ballston Spa Central School District and surrounding area. This is accomplished through support from the Towns of Milton, Malta, & Ballston, and the Village of Ballston Spa, as well as support from the Ballston Spa Central School District. BARC provides programs such as t-ball, instructional baseball, soccer, tennis (summer & indoor), track & field, youth theater, swim, basketball, enrichment (school-based and off site intensives), and various arts programs.

¹⁴ See <https://www.navylifensas.com/programs/c877cd82-96fc-44ee-8738-7228059cddac>

¹⁵ See <https://www.bsbsd.org/>

¹⁶ See <https://www.ballstonspa.gov/swimming-pool>

¹⁷ See <https://ballstonarearec.org/>

- *Ballston Area Community Center (BACC)*¹⁸ – BACC serves youth who live in the Ballston Spa School District and surrounding area. BACC provides a variety of programs, including a summer program, universal pre-K, and childcare, and also makes available its 7,500 sf gym space for public use.
- *Camp Stomping Ground*¹⁹ – Located on about 65 acres off of Boyhaven Rd, is an overnight summer camp serving youth ages 6-16 that in 2024 served over 500 campers. The organization acquired a portion of the former Boyhaven Boy Scout Camp in 2020.
- *Kayaderosseras Fish-Game Club*²⁰ - The Kayaderosseras Fish & Game Club has a long history of serving outdoor and shooting sports enthusiasts in the area. Situated on approximately 43 acres along Geyser Rd, the club provides extensive facilities, including ranges for rifle, shotgun, pistol, muzzleloader, and archery (including crossbow). The Club also has facilities, such as the pavilion, open to the public for rent.
- *Saratoga PLAN*²¹ – PLAN is the land trust serving Saratoga County. Although PLAN does not operate any preserves or eased areas open to the public in the Town, the Town and PLAN have actively collaborated on potential projects and initiatives.
- *Ballston Spa Junior Baseball League, Inc.*²² – The League offers a range of recreational and competitive travel baseball options for players ages seven to eighteen throughout the Ballston Spa Central School District, including Milton, as well as players from surrounding areas. The program has a strong connection to the Ballston Spa Central School system. The League operates Doubleday Fields, a roughly 8-acre facility hosting batting cages, four baseball fields, and a concession stand.
- *Friends of the Kayaderosseras*²³ – Friends of the Kayaderosseras (FOK) established with a mission to promote awareness, appreciation and action to protect the creek, its tributaries and its watershed both as a habitat for wildlife and as an inspiring resource for residents and visitors in surrounding communities. FOK owns the Axe Factory Preserve which consists of about 41 acres in the Town along the Kayaderosseras between County Farm Road south to the Village boundary. There are walking trails and a put-in for canoe and

¹⁸ See <https://ballstonareacc.org/>

¹⁹ See <https://campstompingground.org/>

²⁰ See <https://www.kayaderossfishgame.org/>

²¹ See <https://saratogaplan.org/>

²² See <https://www.ballstonspabaseball.org/>

²³ See <https://kayadeross.org/>

kayak access to the creek. In addition, FOK stewards two Town-owned parks, Cottrell-Harrington and Boice Family.

- *Ballston Area Senior Citizens*²⁴ – The BASC has a mission to provide a quality-of-life enrichment opportunity and experience for Ballston Area Seniors members. The group meets regularly at the Milton Community Center and provides an array of programming, including events and trips for area seniors.

2.5 Private Sector Infrastructure

Milton’s business community also provide elements of the Town’s recreation infrastructure:

- *Ballston Spa Country Club*²⁵ – The Club, which is semi-private and celebrated its centennial in 2025, operates an 18-hole course that is open to the public, with certain restrictions. (Historically, the Club limited public access to guests of Club members.) Facilities also include event space and a restaurant.
- *Pioneer Hills Golf Course*²⁶ – Straddling the Milton-Galway boundary with its main access off of Galway Rd., Pioneer Hills is an 18 hole, par 70 course that was established in 1995.
- *Golf World Driving Range* – This practice driving range is located off of North Milton Rd. and provides golfers with self-service golf ball dispensers.
- *Wind Chill Factory*²⁷ – This mini-golf course is open to the public seasonally and is situated in Town Center, just north of Burgess-Kimball Memorial Park.

“We love the parks, sidewalks and sense of Community.”

~ Community Survey Respondent



2.6 Assets and Challenges

- ***Dedicated Spaces for Recreation***
The planning process revealed that recreation

²⁴ See <https://ballstonmiltonseniors.com/>

²⁵ See <https://www.ironsedgeny.com/golf-course>

²⁶ See <https://www.pioneerhillsgolfcourse.com/>

²⁷ See <https://www.windchillfactory.com/ballston-spa-homepage>

and community amenities are important to residents.

✓ **Asset:** On the one hand, Milton has recreational spaces geared toward many various pursuits and interests. There are walking paths/trails, kid's playgrounds, athletic fields, fishing access, meeting pavilions, and programming, provided by a diverse array of public, non-profit, and private entities.



! **Challenge:** On the other hand, an important challenge is meeting the recreation needs of a growing population.

✓ **Investment in planning for recreation needs** The Town has invested in the Open Space Committee, planning to address important needs in the Town, and in 2015 established a dedicated Open Space account with to purchase, preserve, and improve open space lands in the Town for active and passive recreation and in order to maintain the rural character of the Town. The Reimagine Milton initiative is centered on reuse and redevelopment for parkland and additional community amenities of portions of the Burgess-Kimball Memorial Park site at the heart of the Town Center area. The 2022 Town of Milton Trail Master Plan, which is incorporated into this Plan Update as part of Volume 3, provides recommendations and a framework for implementing eight priority projects outlined in the plan. Each were specifically aimed to enhance trail experiences for residents and visitors. This would be done by connecting the community to both a local and regional network while also improving and providing recreational resources connected to key community destinations.

Specifically, the 2022 Trail Master Plan recommends eight projects, as depicted in Figure 4. The study aimed to identify numerous trail routes, segments, and conceptual alignments that could be advanced further into detailed design and permitting. By facilitating access to destinations in the Town, some of these projects would provide transportation benefits, in addition to recreation amenities, and these projects are more fully detailed in Topic 7: Transportation, Accessibility, and Mobility. The 2022 Trail Master Plan projects include:

- Project 1 is the Connection to the Zim Smith Trail at the intersection of County Route 45 and NYS Route 50. This project would bridge the gap between Saratoga Springs and Malta, Milton, and Ballston Spa along this trail. As noted previously, this project has been sponsored by the County and will likely receive federal funding over the next several years, starting with design.
- Project 2 is the Town Center Connector / Woods Hollow to Town Center. This is a proposed off-road trail that would connect Woods Hollow to Rowlands Street via Saratoga Springs and through the Milton portion of the Geyser Crest neighborhood.
- Project 3 is a connection across the Kayaderosseras Creek from Boice Park to a wider west Milton trail network. This initiative hinges on the acquisition of a particular property where the connection would be most advantageous.
- Project 4 is the development of trails and access within Trible Park. The presence of a wetland currently prevents development beyond Route 67; therefore, a second access point is necessary to reach the rest of the park.
- Project 5 is the development of the Rowland Hollow Creek Cross-Town Connector, providing direct access to open space for numerous residential neighborhoods. It has the potential to connect across the entire northern section of Milton between Saratoga Springs and Middle Grove State Forest.
- Project 6 is the development of a trail around the Saratoga County Airport connecting the sidewalk along Geyser Road at Greenfield Avenue and the sidewalk at Milton Center Plaza.
- Project 7 is the development of the portion of the Northern Cross-Town Connection between Stone Church Road and Middle Grove State Forest.
- Project 8 is the development of the Kayaderosseras Greenway, which would stretch throughout its entire course within Milton between Creek Road and the Milton Pump Station near County Route 63.

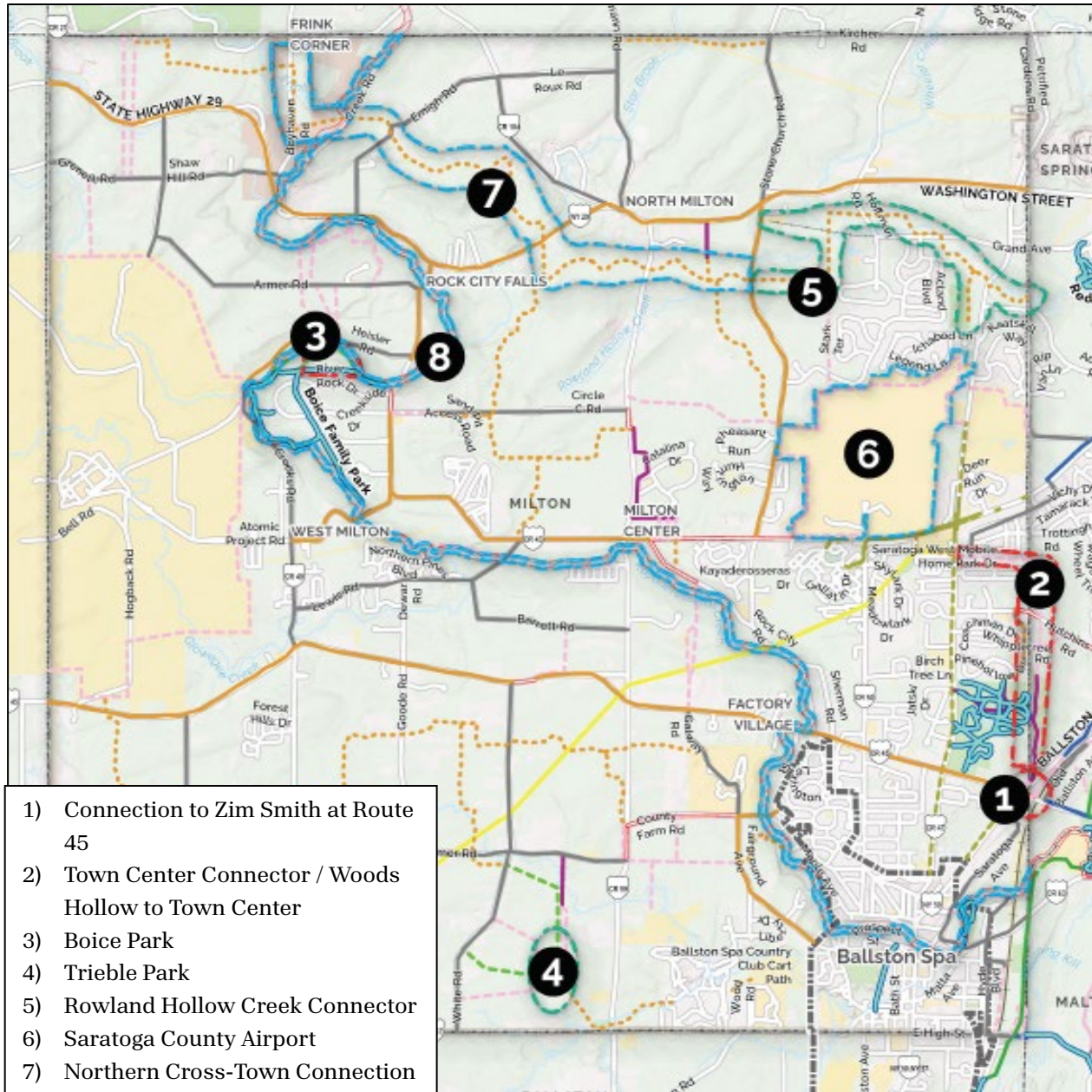


Figure 4. Trail Master Plan (2022)

Assets

- ✓ *Network of diverse organizations involved in sustaining the Town's recreation infrastructure*– As this chapter makes clear, there is a diverse group of public, private, and non-profit providers of recreation facilities, programs, and services. From owning spaces where people can recreate to sustaining programs meeting the multi-generational needs of Milton's residents, this group

is a substantial asset to the Town, and in it lies substantial opportunities for partnerships, development of broad-based initiatives, and sharing of resources.

Challenges

- ! *Accessible facilities* – As indicated in the Community Survey and discussed at Committee meetings, there is a need for accessible recreation facilities to ensure all groups of people are able to use the Town’s resources. Creating fully accessible recreational facilities involves addressing several challenges to ensure inclusivity for all individuals, including those with disabilities. Key issues of this challenge involve physical barriers (terrain, pathways, and facility design), financial constraints from initial funding and maintenance costs, and communication. Accessible signage/information may require including other languages, braille and auditory aids. An important asset in this regard is the Town’s Suzanne Lyall playground.
- ! *A need for non-motorized ways to access resources* – There is a need to create more connections to recreation and parks resources designed for pedestrians and bicyclists. This includes ensuring safe crossings, adequate signage, and seamless connections between different transportation modes. Design and funding infrastructure for safe, comfortable routes for pedestrians and cyclists, especially in areas with high traffic volume (such as the eastern side of Milton), is a significant challenge. Connecting Woods Hollow and Burgess-Kimball Memorial park to surrounding neighborhoods is an important need.
- ! *Underutilized facilities and resources* – Some of Milton’s recreational sites remain underused. When listing reasons why citizens believe sites are underused include, but are not limited to: Difficult access (pedestrian, biker, and seniors/mobility challenged); insufficient facilities; and lack of public awareness of their existence. In addition, those involved with facilities available at some of the Town’s non-profit organizations, including Camp Stomping Ground and the Kayaderosseras Fish and Game Club, expressed to the Committee a general desire to attract more community members to their facilities.

- ! *Maintenance of existing and future Town facilities* – Maintenance is eventually required for every recreational facility, and decisions to acquire new facilities will eventually increase these overall costs to the Town, where it is owns and operates or is otherwise responsible for these resources. There are trade-offs in terms of providing certain amenities and life-cycle costs incurred as a result of adding new facilities.

Goals and Strategies

GOALS: Building from the Town’s Vision Statement, the following Parks, Recreation, and Community Amenities goals are established:

- A. Work to increase accessibility and inclusivity of Milton’s existing parks and recreation facilities to residents of all ages and ability and mobility levels, and ensure new amenities address these same needs
- B. Support ongoing efforts to proactively plan for expansion of and investments in the Town’s recreation systems and infrastructure; in a sustainable way, build upon and expand these efforts to meet the needs of the Town and its residents
- C. Expand inclusive passive and active recreational spaces and programming of all scales throughout the Town.

STRATEGIES: To achieve these goals, the following strategies are recommended. While each assigned a number, the numbering in this section is not indicative of prioritization.

- 1. Continue the Town’s efforts to increase accessible recreation facilities, including parks and fishing access sites, to ensure all groups of people have adequate opportunity to use the Town’s public parks and recreation areas.
- 2. Implement the Town’s Reimagine Milton initiative and support development of the Burgess-Kimball Memorial Park and Town Hall site into a vibrant hub of a variety of recreation activities.
- 3. Develop and/or strengthen partnerships with other organizations and sites providing similar services active in the Town.
- 4. Develop additional staff resources, such as a recreation coordinator, to strengthen and develop recreation and community-oriented programs and partnerships.

5. Implement the Town's 2022 Trails Master Plan.
6. Balance the creation of and investment in added recreation and park amenities with the need to maintain these facilities to ensure a high-quality experience.
7. Continue to engage the Milton community to understand needs, challenges, and emerging opportunities as part of the Town's parks and recreation efforts.
- 8.
9. Work to assess Milton's recreation needs as a result of development, develop a plan to meet these needs, and outline a strategy and capital plan, including potential funding strategies. A Townwide generic environmental impact statement (GEIS), which assesses potential environmental impacts associated with actions subject to environmental review and develops mitigation measures, which could include payments by project sponsors, could be a means to implement this strategy.

Town Board Draft

TOPIC 3: NATURAL RESOURCES, OPEN SPACE & AGRICULTURE

Natural resources include characteristics of the local environment, such as geology/soils, water resources, regional climate, vegetation, and wildlife. These resources are essential for human lives and support our economies, culture, and heritage. Open spaces refer to undeveloped land areas, including parks, forests, wetlands, and meadows. Open spaces offer many potential benefits such as:

- *Enhanced air quality* – Green vegetation can improve air quality through reducing air temperature (which can lower pollution concentrations), reducing energy consumption in buildings (which reduces air pollutant emissions from the building’s power sources), and by directly removing pollutants from the air.
- *Increased carbon sequestration* – Vegetation and soils absorb and store carbon from the atmosphere, helping mitigate climate change.
- *Improved flood control* – Flood prevention starts at the canopy. leaves, branches, and trunks slow rainfall down before it hits the ground. This can spread the intensity of the storm over a longer period which prevents flooding. The vegetation’s roots further prevent flooding by helping water penetrate deeper into the soil at a faster rate and by acting as a backbone in the soil, preventing erosion and mud slides.
- *Additional groundwater replenishment* – As said above, vegetation promotes groundwater recharge by enhancing soil permeability and facilitating infiltration. As green spaces are replaced by impervious surfaces the capacity of the landscape to absorb and store water is reduced.
- *Free public recreational areas* – Freely accessed, open spaces are vital to many individuals in underserved communities that face obstacles that obstruct their access to nature.
- *Added scenic beauty and aesthetic value* – Evidence has shown that the value of nearby homes can be raised by being located near a protected open space.
- *Additional habitat for wildlife* - Protecting land helps safeguard habitat that provides essential food, shelter and resources to wildlife. This is increasingly important in areas of higher development.

Agriculture is the practice of growing crops or raising animals. Local agriculture provides food security, economic advantages, and enhances cultural heritage through traditional farming practices and rural lifestyles. Agriculture is sometimes included in the concept of “working landscapes,” which encompasses forestry practices as well, which are recognized under NYS law as being a subset of agricultural activities.

Existing Conditions Overview

This section describes environmental conditions in the Town and characterizes the important natural resources, open space areas, and agricultural practices found in the Town.

Geology/Soils

The Town of Milton is in a hilly transition zone between the Adirondack Mountains and the Hudson-Mohawk valley lowland. The report "Geology and hydrology of the West Milton area, Saratoga County, New York" (1964) describes Milton geology as: "Bedrock underlying the area consists of crystalline rocks of Precambrian age and sandstone, dolomite, limestone, and shale formations of Cambrian and Ordovician age."

As depicted in Figure 5, Milton's soil consists mainly (~70%) of 5 soil groups; Windsor (loamy sand), Charlton (sandy loam), Hinckley (loamy sand), Mosherville (silt loam), and Broadalbin (silt loam). Of the remaining 29 soil varieties found in Milton, each consists of less than 4% total soil composition.

"Other soils" is a grouping of all soils, all with less than 4% of Milton's total amount of soil. The five most common soil groups of Milton, Windsor (loamy sand), Charlton (sandy loam), Hinckley (loamy sand), Mosherville (silt loam), and Broadalbin (silt loam), are in the categories:

- Loamy sand – High in sand, relatively low in clay and silt
- Sandy loam – Medium to high sand, low to medium clay and silt
- Silt loam – Medium to high silt and clay, low to medium clay.

Our community is surrounded by woods, which will hopefully stay that way. The beauty is definitely here.

~ Community Survey Respondent



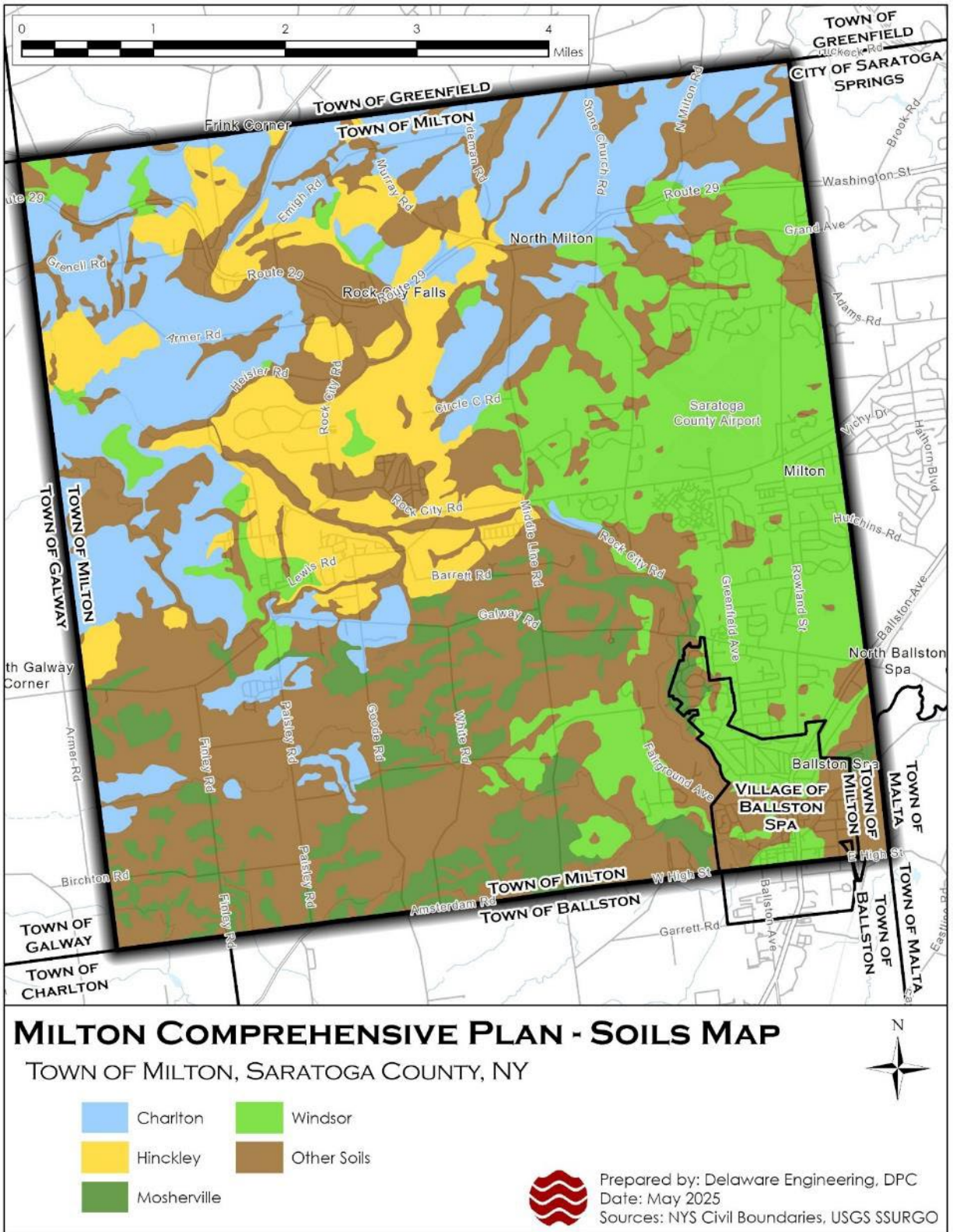


Figure 5. Milton's soil varieties across the Town's landscape.



Middleline Farm

As farming is important to Milton’s identity, economics, culture and more, it is important to understand which soils in the Town are prime for agriculture. These soil types provide an ideal combination of physical and chemical characteristics for supporting crops and require fewer inputs of fertilizers, chemicals, fuel, and labor for a given output, without intolerable soil erosion.

There are several soil classification systems, including the Mineral Soils Group used by NYS in property tax assessment. The Natural Resources Conservation Service also provides a classification system that can be applied to soils and defines them in one of four categories; prime farmland, prime farmland if drained, farmland of statewide importance, and not prime farmland.

Over 75% of Milton’s soils were categorized as prime farmland or farmland of statewide importance (Ag Soil Chart). The distributions of Milton’s agricultural soils are shown in Figure 6.

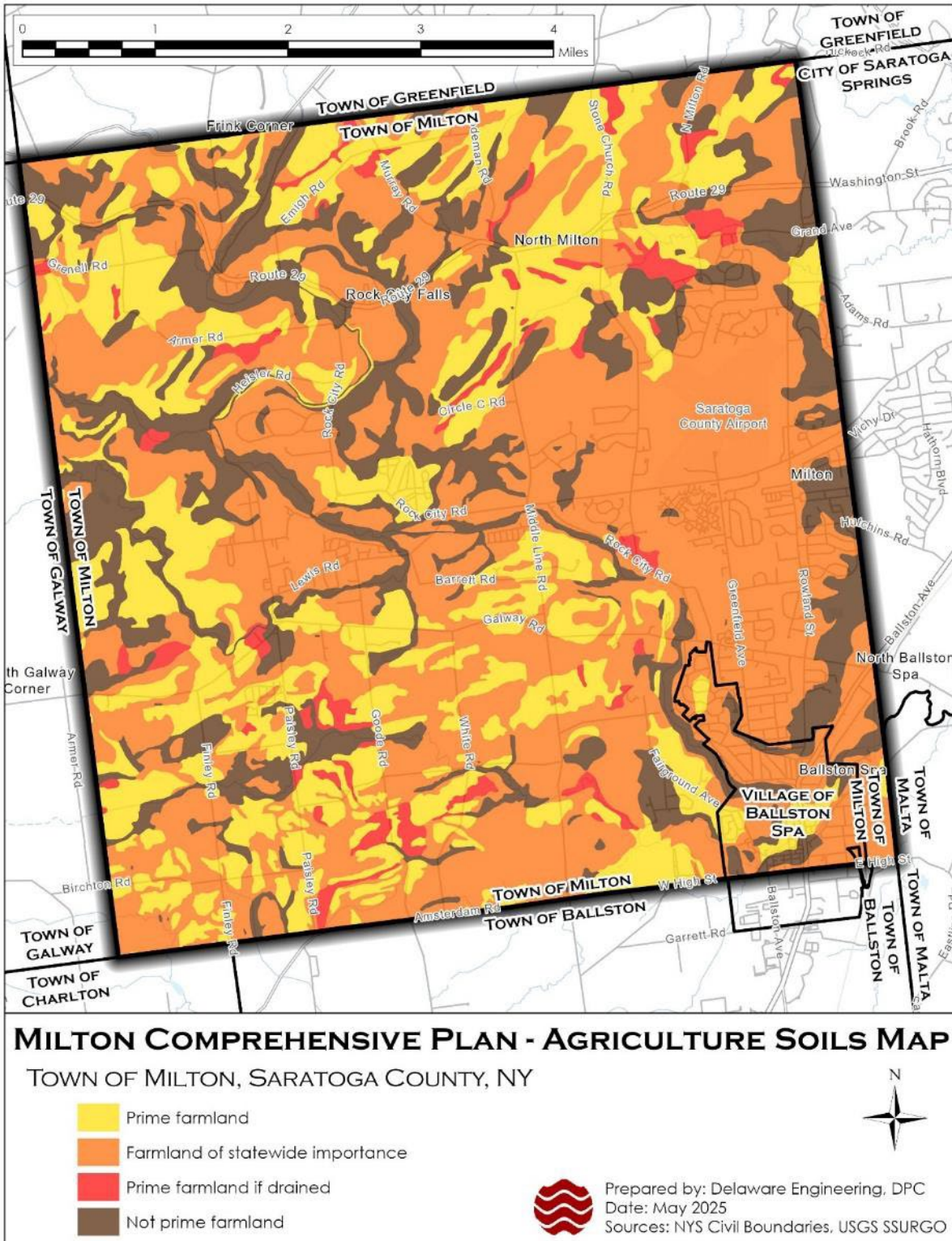


Figure 6. The location of Milton’s agricultural soil varieties

Topography/Elevation

The Town of Milton, as previously noted, lies in a hilly transition zone between the Adirondack Mountains and the Hudson-Mohawk valley lowland. The elevation ranges from 225 feet in the southeast to 845 feet in the northwest (see Figure 7). Most of the Town's high slope area lies in the northwest as well.

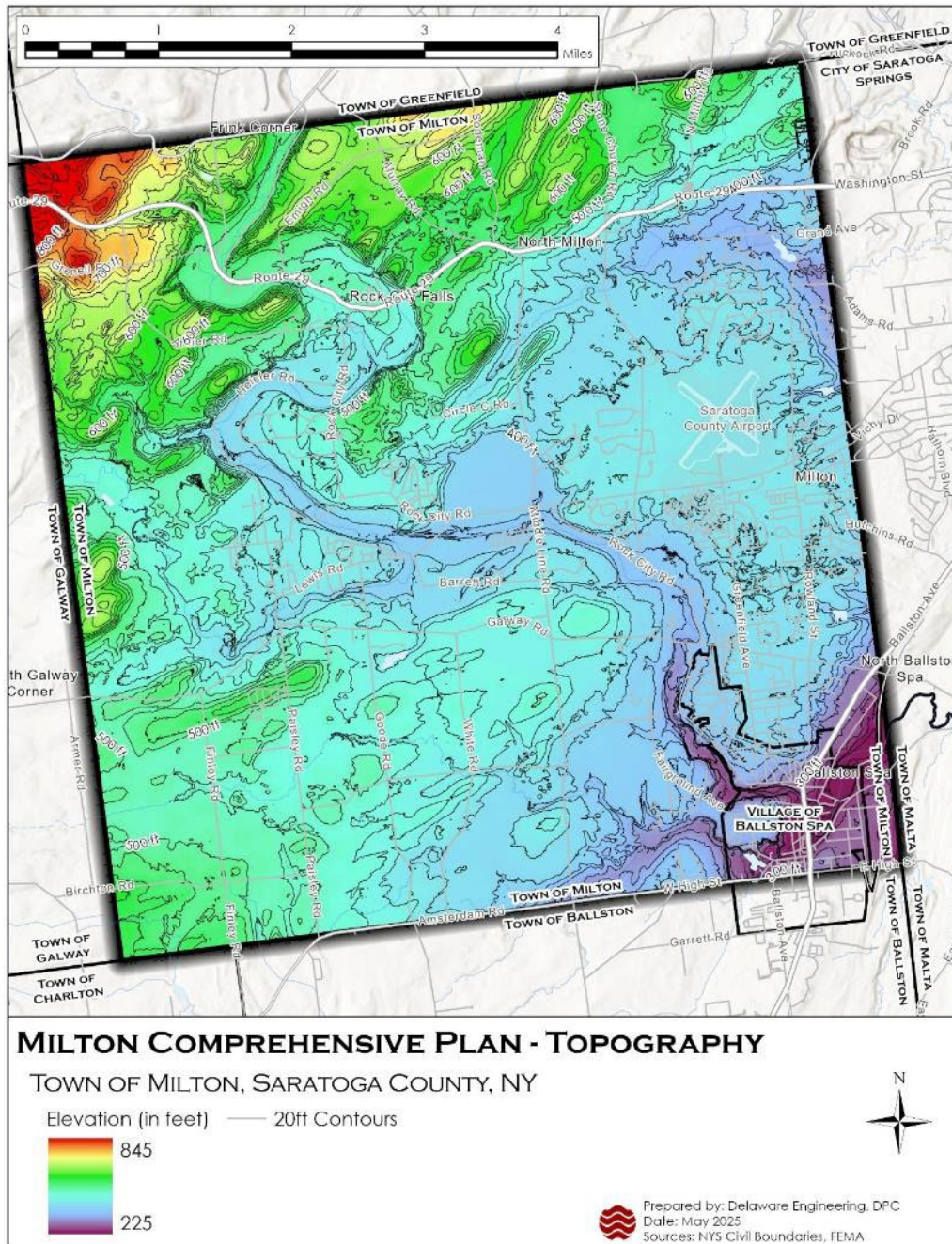


Figure 7. Topography of Milton



Image credit: Friends of the Kayaderosseras - <https://kayadeross.org/>

Water Resources

Water Resources are central to Milton. They support the economy while providing avenues for recreation and leisure. Water features, like the Kayaderosseras Creek are a point of pride to local citizens and hold value in the community. They also provide a diverse mosaic of habitats for a variety of flora and fauna.

Surface Waters

In Milton surface hydrology includes all overland water flow. This includes creeks, rivers, lakes and ponds. Major features include (see Figure 8):

- *Kayaderosseras Creek* – The Kayaderosseras Creek (Kaydeross) is the largest river completely within Saratoga County. It originates in the northern part of the county (Kayaderosseras Range). The boundary between the City of Saratoga Springs and the Town of Malta follows the creek before it merges into Saratoga Lake. The creek is known for providing waterpower to many paper mills and a factory in the 19th century. A citizen group called “Friends of the Kayaderosseras” has been established to protect the Kayaderosseras creek and its watershed for purposes of conservation, education, and recreation.
- *Glowegee Creek* – The Glowegee Creek starts west in the Town of Galway and travels east, picking up multiple tributaries and heading into the Town of Milton. It eventually meets with and joins the Kayaderosseras.
- *Rowland Hollow Creek (feeds Geyser Brook)* – Starting in Milton, the Rowland Hollow Creek travels west, into the City of Saratoga Springs, and then feeds into Geyser Brook.

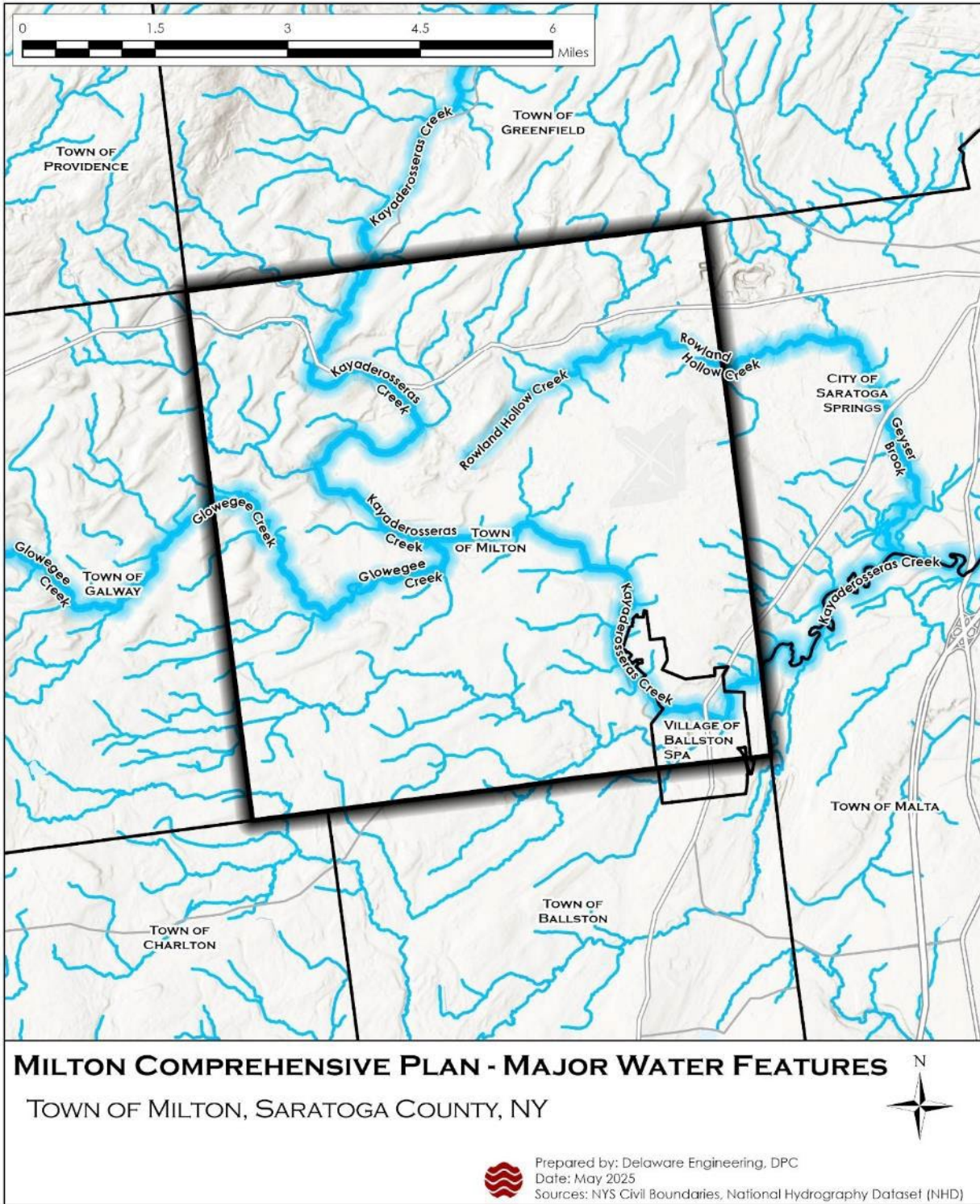


Figure 8. Major Water Features Map: showing the location of the Kayaderosseras, Glowegee, and Rowland Hollow Creeks as well as Geysers Brook

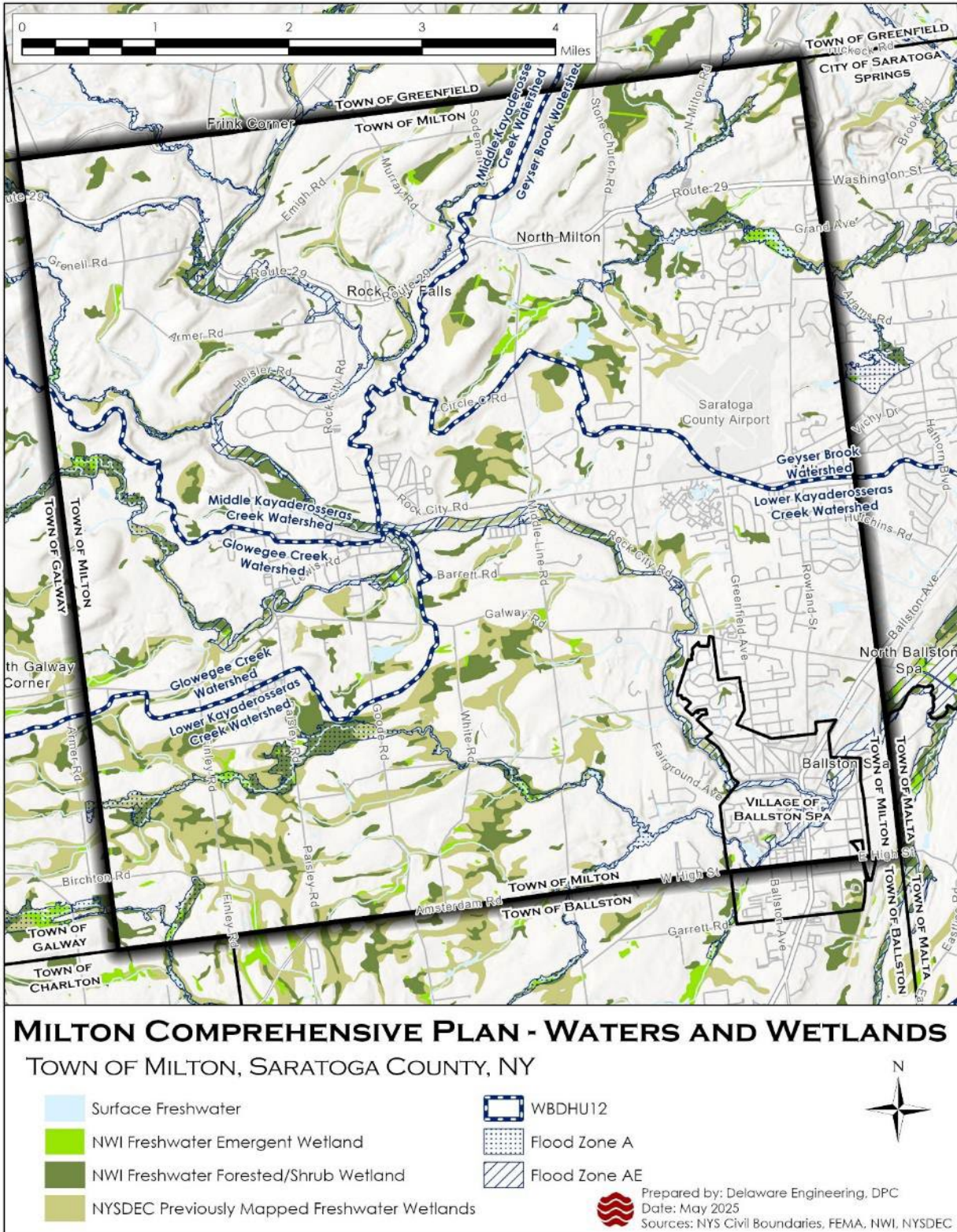


Figure 9. Waters and Wetlands Map showing Milton's wetlands, watersheds (WBHU12) and Flood Zones.

Wetlands

Wetlands are a critically important natural resource and offer many benefits: habitat for fish, waterfowl and other wildlife, water quality improvement, flood protection, erosion control, and opportunities for recreation. Figure 9 shows Milton’s wetlands.

Both the NYS Department of Environmental Conservation (NYSDEC) and the National Wetlands Inventory (NWI) provide wetlands mapping. While the NYSDEC does provide wetland mapping (“DEC Previously Mapped Wetlands”), this mapping is no longer jurisdictional. It acts as a guide to where wetlands most likely exist. In mapping Milton’s wetlands, both the NWI and NYSDEC wetlands have been displayed for reference. NYSDEC has implemented new freshwater wetland regulations which carry certain requirements where NYSDEC takes jurisdiction under these regulations.

Wetlands in Milton were divided into four groupings DEC Previously Mapped Wetlands, NWI Freshwater Emergent Wetlands, NWI Freshwater Forested/Shrub Wetlands, and Multi-type (for areas categorized as more than group) and were compared to surface water for reference (see Figure 10). Taken together, these four categories comprise about 4,350 acres or about 19% of Milton’s land area.

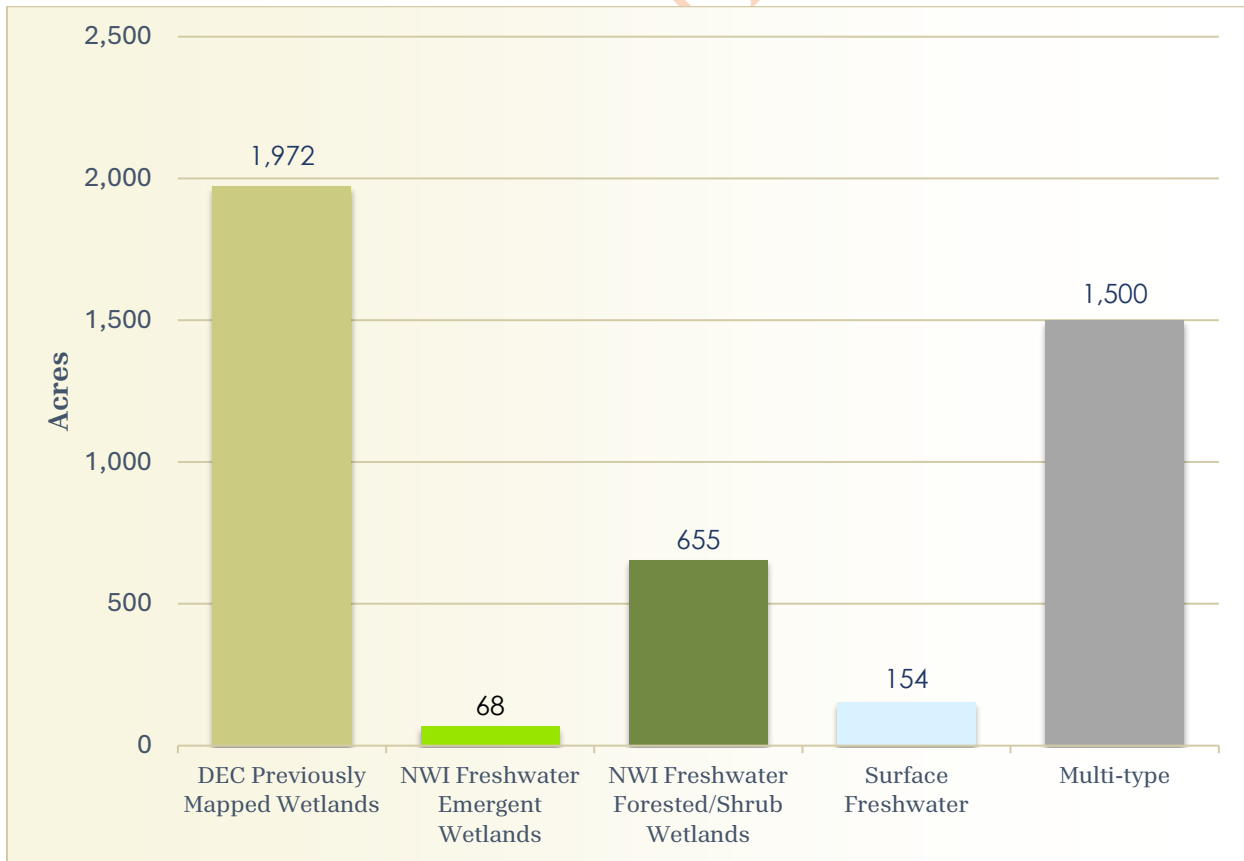


Figure 10. Area (in acres) in Milton of wetland categories

According to its most recent report on the subject, U.S. Fish and Wildlife Service finds that wetland loss is accelerating, with substantial increases in wetland loss between 2009 and 2019. Freshwater forested wetlands, which are common in Milton, experienced the largest loss by area over this period. In addition, these types of wetlands are being converted to non-vegetated wetlands.

Floodplains

Floodplains provide many benefits to communities including fish and wildlife habitat, natural flood and erosion control, surface water quality maintenance, groundwater recharge, and biological productivity. However, they also provide huge risk to infrastructure and buildings located within the floodplain, which is why they require extra insurance.

The Federal Emergency Management Agency (FEMA) maps floodplains by severity to help homeowners, government officials and insurance companies keep track of flood hazards. The most hazardous flood zones have a 1% annual chance of floods also referred to as the base flood or 100-year flood. These tend to be low-lying areas that are near lakes, ponds and other large bodies of water.

Milton's official FEMA mapping is over 30 years old. FEMA is undergoing the process of re-digitally mapping the area but official results are not yet available. Preliminary draft mapping of Milton's regional floodplains is, however, available, and this mapping will most likely remain similar once it is official. This preliminary draft mapping is what was used in the Waters and Wetlands Map.

In Milton there are two types of flood zones in Milton (see Figure 9):

- *Flood Zone A* – the flood risk is significant, with at least a 1% annual chance of flooding in any given year. However, the lack of detailed analysis means there's uncertainty in predicting the exact level of flood waters and flooding, making it more challenging for property owners to gauge their risk compared to flood zone AE.
- *Flood Zone AE* – is also a high-risk flood zone or high-risk area, similar to Flood Zone A, but with more detailed information available. It includes areas subject to inundation by the 1% annual chance flood or 100-year floodplain area with BFEs provided by FEMA's Flood Insurance Study (FIS). These zones are more precisely mapped, often using hydraulic and hydrologic studies.

Watersheds

Watersheds are delineated by USGS using a nationwide system (National Watershed Boundary Dataset) based on surface hydrologic features. Watersheds are nested with

smaller watersheds grouping to form larger ones. USGS has created a hydrologic unit code (HUC) consisting of 2 additional digits for each level in the hydrologic unit system that is used to identify any hydrologic area.

HUC 12s are the common watersheds used for management. This is because these sub-watersheds are the smallest level of delineation in the National Watershed Boundary Dataset and allow watershed management and conservation professionals effectively focus improvement efforts.

Milton has land area in four distinct HUC 12s, as shown by Figure 8, in watershed boundary HUC 12 (WBHU12). They are the Middle Kayaderosseras Creek, Lower Kayaderosseras Creek, Geyser Brook, and Glowegee Creek watersheds. As the watershed chart below (Figure 10) shows, the Town makes up over 25% of the four subwatersheds, which, flowing to Saratoga Lake, Fish Creek, and the Hudson River, means that the Town is an important element of the overall watershed in the County. As the 2002 Watershed Management Plan for Saratoga Lake notes, the entire Town of Milton is within the lake’s watershed, and this plan identifies watershed impacts associated with land development as among the challenges facing the lake at that time.

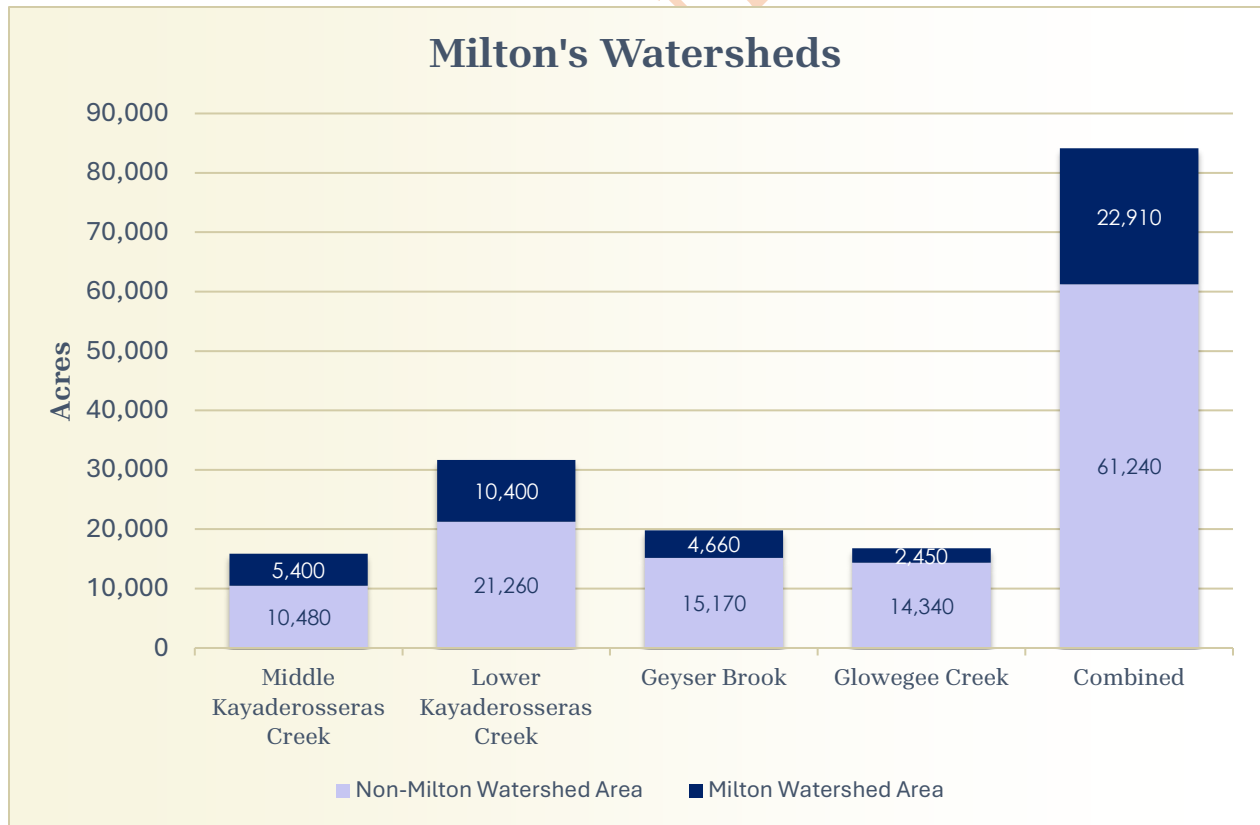


Figure 11. Proportion of watersheds in the Town of Milton

Groundwater Resources

Milton has substantial groundwater resources in the form of aquifers within unconsolidated deposits of sands and gravels. These aquifers are coincident with deposits related to glaciation during the Pleistocene as well as more recent deposits associated with watercourses and can yield large supplies of water to wells. These types of deposits comprise the majority of aquifers and groundwater resources and underlay most of the Town. Outside of these areas, subsurface conditions with lower productivity, such as tills.

Regional Climate

The climate of the Town of Milton and its previous seasonable weather patterns are similar to Saratoga County and the larger Northeast United States. New York’s Climate Aid report (2011, 2014, 2024) describes the previous average climate of the region, from 1900- 2012, as “Humid Continental.” This type of climate historically has been found to have precipitation during the warm season, with relatively short periods of intense precipitation that produce substantial surface runoff and little recharge. The cool season (October through March) has been characterized by prolonged periods of steady precipitation in the form of rain, snow, or ice. These storms tend to produce less surface runoff and more recharge than the summer storms because of their longer duration and occasionally result in snowmelt.

The paragraph above details the previously seen climate norms from New York’s Climate Aid report, but their results, as well as a consensus in the scientific community, have seen evidence that these climatic norms are changing. This change is seen in the average annual temperature rise by 2.6°F in New York State since 1901. Climatic change has also resulted in increased precipitation in the winter, and less in the summer.

Ecology and Wildlife

At a larger scale, Milton lies close to the boundaries of two ecological regions: Eastern Temperate Forest, which is found at lower elevations in New York State, outside of the Adirondack and Catskill Parks, and Northern Forest, which is coincident with the Adirondack Park area to the north, though the lower elevations in the Town are associated with the Eastern Temperate Forest type. Parts of Milton have been recognized as important to the movement wide-ranging mammals like bear, moose, and bobcat, between the region’s core habitat areas in the Catskills and Adirondacks.²⁸


²⁸ <https://stayingconnectedinitiative.org/>

Milton’s vegetation and wildlife follow those of the larger region. It lies in the Northern Hardwood Forest, a type of forest that is widespread across the northeast United States. The Northern Hardwood Forest have Sugar Maple, Yellow Birch, American Beech, and White Ash as common indicator species.

Milton provides habitat to several species of threatened or endangered species, as well as other species identified as being of special concern. Frosted Elfin, listed as threatened in NYS, and Karner Blue, listed as federally endangered, are both species of butterflies that both depend on pine barrens, oak savannas, or dry oak forest, found historically in the eastern part of Milton. Mottled Duskywing, also a butterfly species, is listed as a species of Special Concern in NYS. These species are all vulnerable due to, directly or indirectly, habitat loss. Northern Long-eared Bats are documented to occur in Milton during the winter, and this species is listed as federally endangered, due mainly to invasive fungus that ultimately causes affected hibernating bats to starve to death over the winter which has decimated roosting colonies. In addition to these species, Table 1 shows some key regional wildlife species that can be found in Milton:

Table 1. Common wildlife species in Milton

Mammals		Birds	
White-tailed deer	American black bear	Red fox	Moose
Coyote	Gray wolf	Snowshoe hare	Cottontail rabbit
Red squirrel	Gray squirrel	Chipmunk	and other small mammals
Amphibians	Reptiles	Fish	
American toad	Spring peeper	Spotted salamander	Red-Spotted newt
Garter snake	Painted turtle	Brook trout	Brown trout
		Rainbow trout	Smallmouth bass



Land Cover and Use

Land cover is the physical material at the surface of Earth. Land covers include flora, concrete, built structures, bare ground, and temporary water. Figure 12 and Figure 13 present this information for 2023 and 2007 and show notable changes over those 16

years, including increase of developed areas mainly in the eastern part of Town but also along major transportation corridors; reduction of cultivated crops but an increase in hay/pasture; a uniform reduction of woody wetlands; and a relatively small decrease of evergreen forest but an increase of mixed forests.

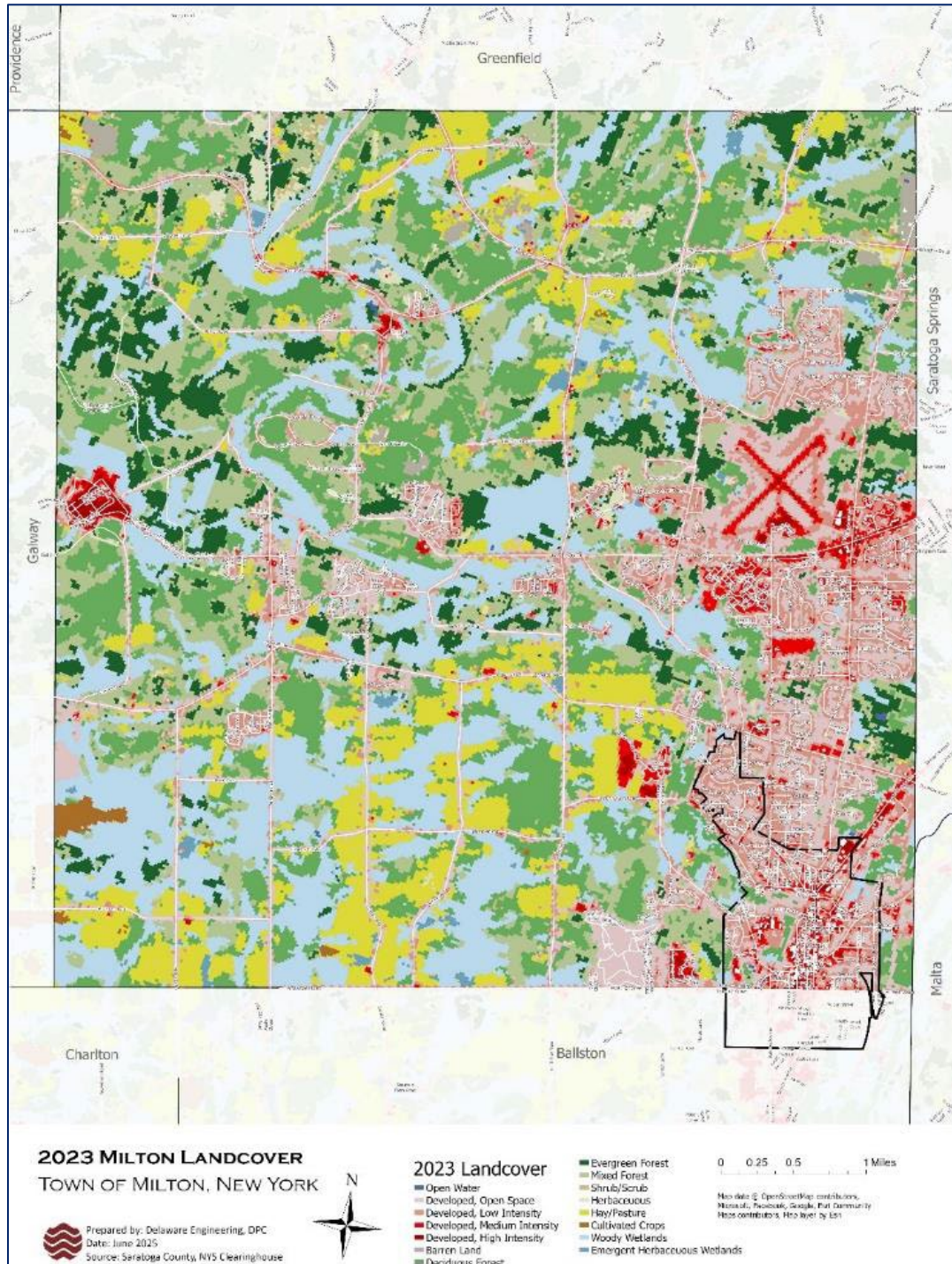


Figure 12. Landcover in Milton, 2023

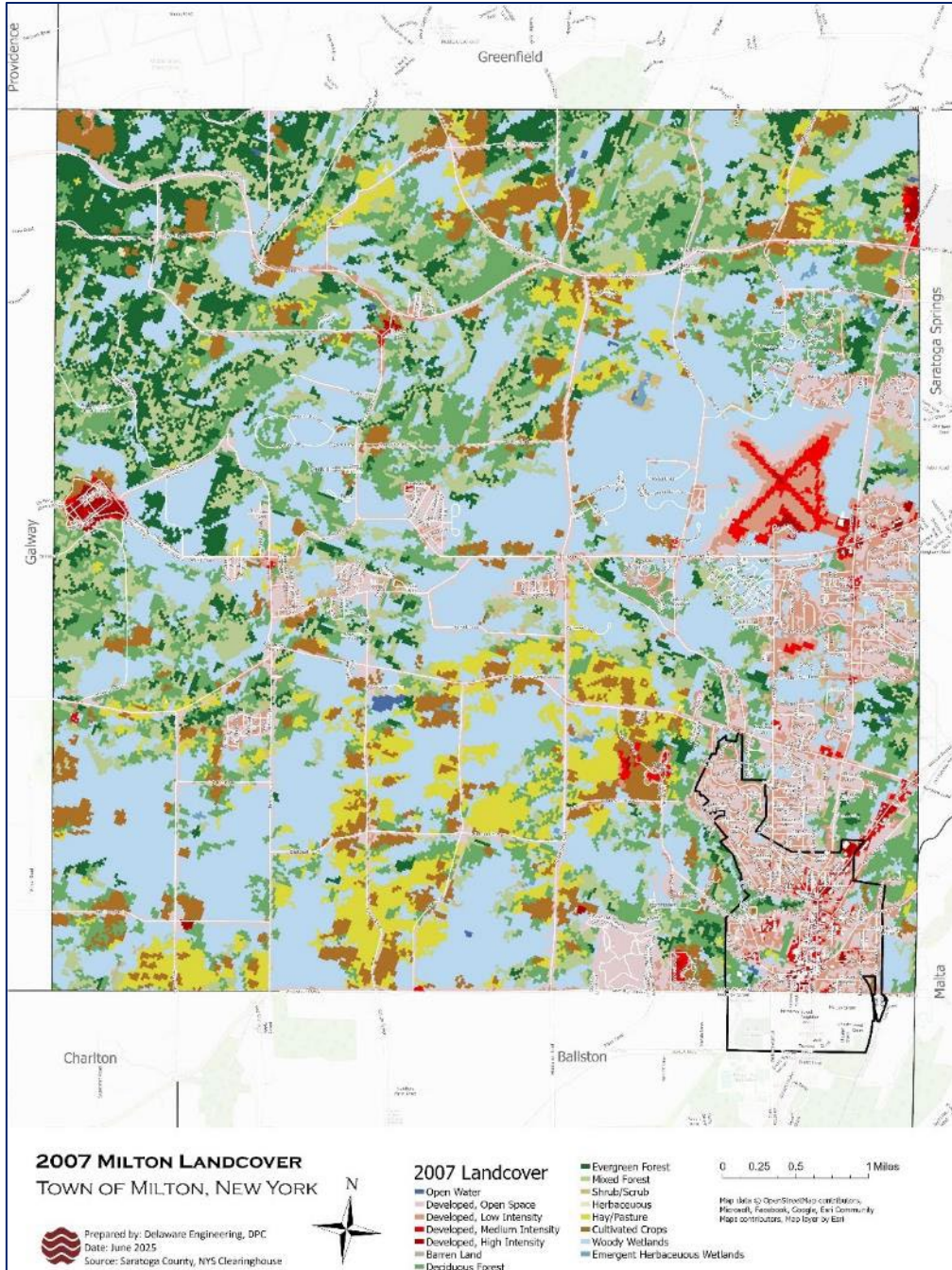


Figure 13. Landcover in Milton, 2007

NYS department of Taxation and Finance has a property classification system that those responsible for tax assessment use to define land use of all parcels in their jurisdiction. (This information is stored in the yearly county assessment roll.) While the land use classification may not capture all uses on a property, it is still a widely accepted form of land use classification. As of the most recent roll update, Milton has 4,998 parcels within the municipality.

As depicted by Figure 14, residential use is the most widespread, including in the western part of Milton.

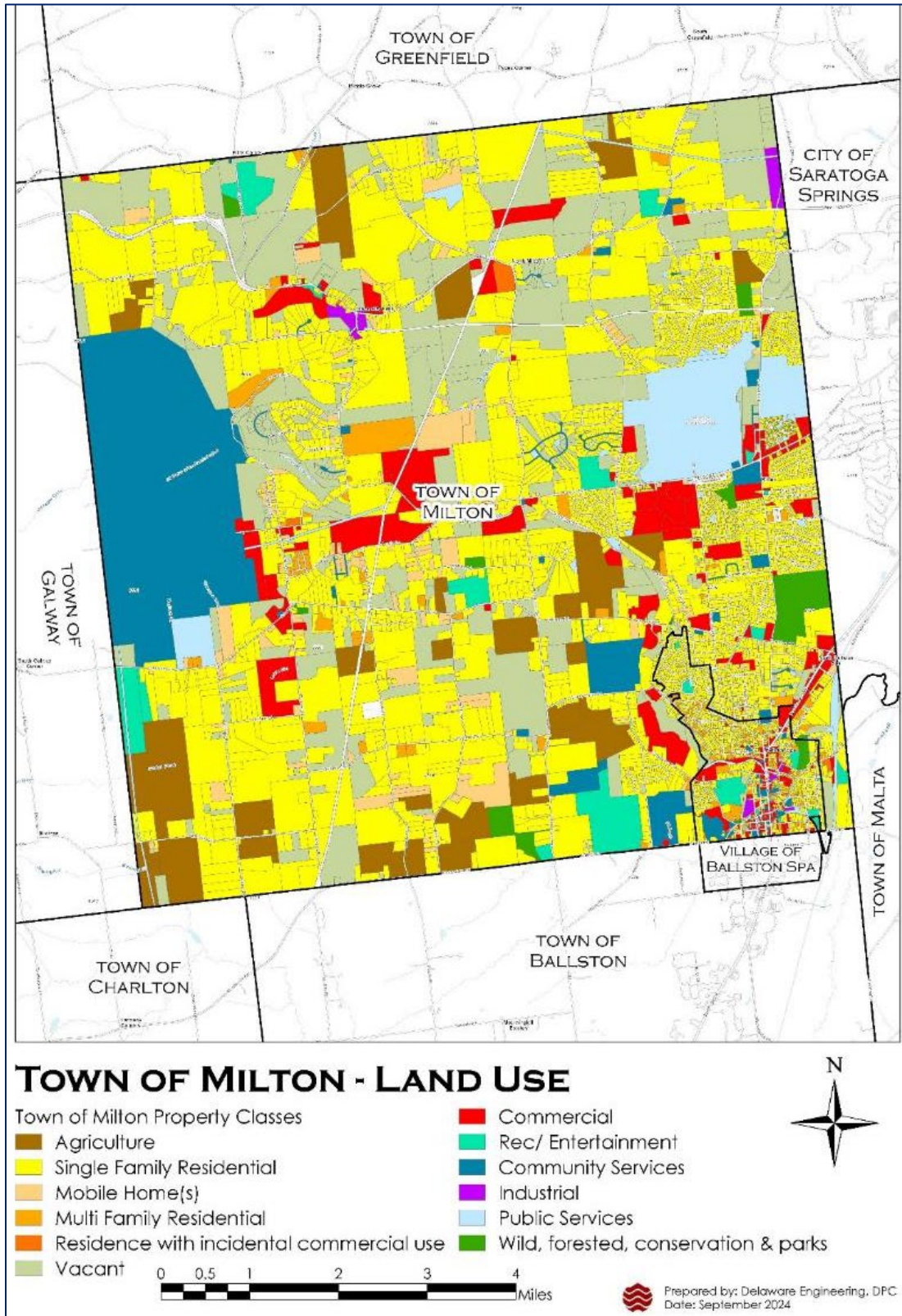


Figure 14. Land use as depicted by tax assessment property class codes

Agriculture and Open Space

While not equivalent, open space and agriculture are related and interdependent, and both aspects of the Town’s landscape encompass many of the natural resources described above.

Agriculture in Milton

As defined in the Town’s Farmland Protection plan, agriculture and farm operation are “the land and on-farm buildings, equipment, manure processing and handling facilities, and practices which contribute to the production, preparation and marketing of crops, livestock and livestock products as a commercial enterprise, including a commercial horse boarding or equine operation, a timber operation and compost, mulch or other biomass crops. Such farm operation may consist of one or more parcels of owned or rented land, which may be contiguous or noncontiguous to each other.”

The Town’s Farmland Protection Plan, adopted in 2016 and incorporated into this Plan Update as part of Volume 3, characterized agriculture in the Town as follows: “There are approximately 140 parcels in the Town of Milton, totaling approximately 4,850 acres, that are known or believed to be, involved in agriculture (Figure 15).

Agriculture is the primary use for approximately 40% of these 140 properties in Milton, while the remainder are residential properties with an agricultural use.

Agricultural uses on the residential properties range from small horse paddocks to large fields that are rented for hay or other field crops. While agricultural parcels account for only 3% of the total number of parcels in the town (excluding the Village of Ballston Spa), they comprise 23% of the town’s land area.” As the plan notes, “Dairy farms which once were predominant have given way to a more diverse mix of farm operations, with equine operations being one of the larger and growing aspects of Milton’s agricultural base.”



“We love the area and love living there. I think we would love to see the town's growth managed carefully so we don't lose the original character and charm.”

~ Community Survey Respondent

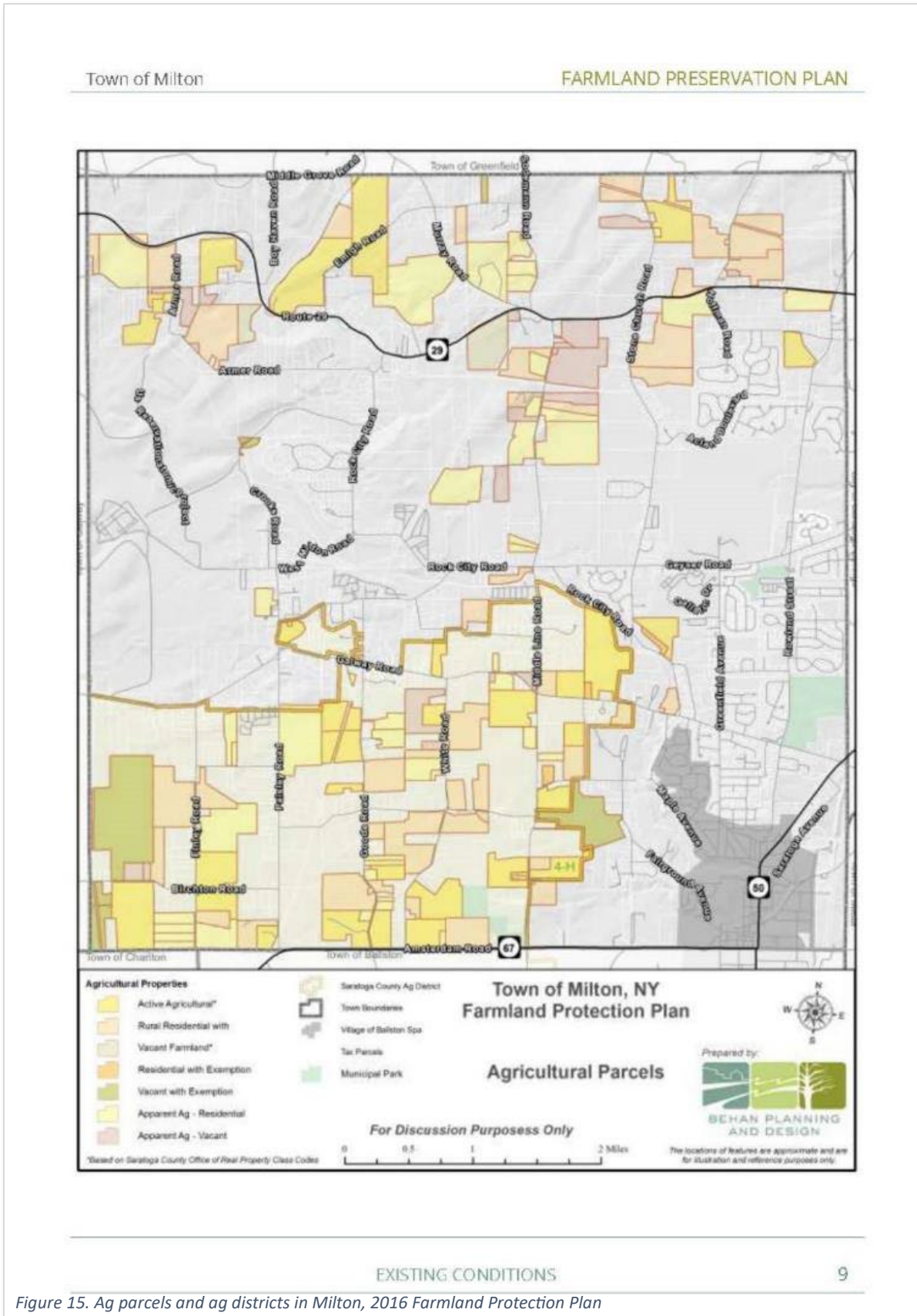


Figure 15. Ag parcels and ag districts in Milton, 2016 Farmland Protection Plan

Topic III: Natural Resources, Open Space and Agriculture

The Farmland Protection Plan outlines several factors influencing this picture of agriculture in the Town. Among the trends identified as opportunities included the diversity of type of agriculture practiced in Milton’s and the increase in equine-related operations, as well as landowners contributing rental land. Trends identified as threats included: growing development pressure and financial viability. These trends are still influential today.

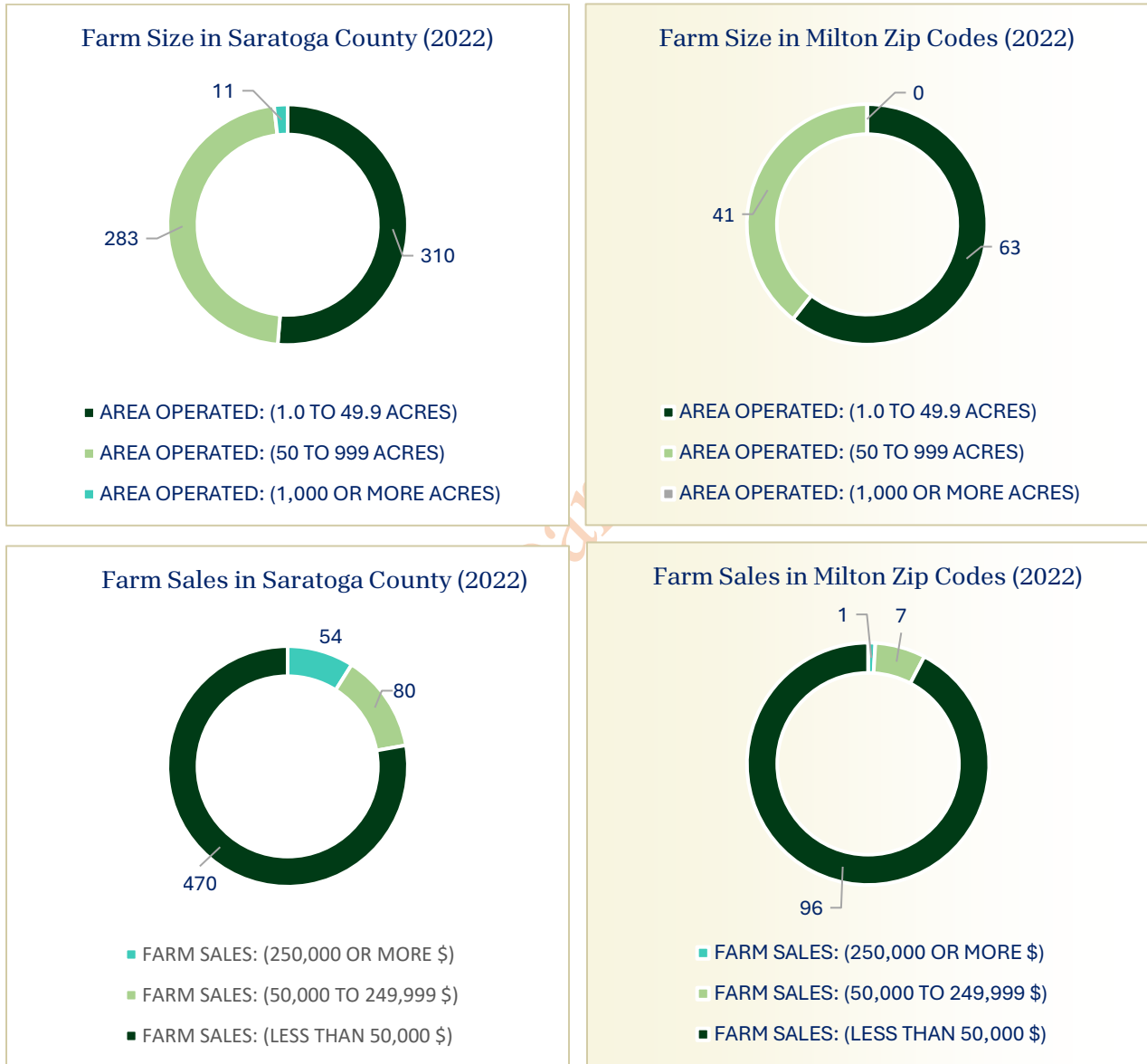


Figure 16. Farm size and sales, Milton and Saratoga County, Census of Agriculture, 2022

Ag census data collected by USDA provides context.²⁹ The number of farm operations in the County increased between 2017 and 2022 but, in the Milton zip codes, decreased over the same period. As Figure 16 shows, from the most recent 2022 census, farm operations in the Milton zip codes generally smaller as compared to Saratoga County, with no large farms. But farms in the Milton zip codes³⁰ proportionally smaller sales figures as compared to the County, with 92% with less than \$50,000 in sales compared to 78%, or a difference of 14 percentage points. This could be because farm operations in Milton are smaller, or due to the nature of farm activity in Milton.

Saratoga County Agricultural District 2 (see heavy parcel outline on Figure 15) encompasses most of the southwestern quadrant of the Town, with a few parcels along and north of Geysers Rd. also included. Milton has adopted a right-to-farm law, and has recently undertaken zoning code adjustments to address the needs of the agriculture community. The 2016 Farmland Protection Plan includes a farm-friendly zoning audit and a number of recommendations for sustaining and enhancing agriculture in Milton.

Open Space

Open space may be defined as “Open space is simply land or water that is undeveloped (free from residential, commercial, industrial, or institutional use). Open space can be either private or publicly owned and includes areas such as forests, agricultural field, public parks and preserves, and coastal lands. These spaces can be as small as a vacant lot or as large as the Adirondack and Catskill Forest Preserve.” Open space provides a number of social, economic, and ecological benefits, including aesthetics, ecological function, recreation and tourism, areas mitigating effects of flooding or heat, wildlife habitat, and food and forest production.³¹

In Milton, open space is provided by both public, private, and non-governmental organizations. As described in the Parks, Recreation, and Community Amenities chapter, Milton operates a number of public parks, which contribute to open space. Saratoga County owns forest land in the Town, consisting of a 10 acre parcel off of Barrett Rd and a 22.5 acre parcel between Acland Blvd and Rowland Street. New York State owns lands comprising Middle Grove State Forest, which is managed by NYSDEC as state forest land and is about 220 acres in size. Another important contributor to

²⁹ USDA uses the following definition of agriculture: “a farm is defined as any place, urban or rural, that produced and sold, or normally would have sold, \$1,000 or more of agricultural products during the census year.”

³⁰ Milton’s zip codes are 12020 (Ballston Spa) and 12863 (Rock City Falls). It is important to note that these zip codes do not follow the Town’s boundaries. Zip code 12020 covers portions of other Saratoga County municipalities, including the towns of Saratoga, Malta, Ballston, Charlton, and Galway. Zip Code 12863 is wholly contained within Milton.

³¹ <https://dec.ny.gov/nature/open-space>

Milton's open space is the US Government through its activities at the Kesselring site. This site occupies over 1,400 acres in Milton, or about 6% of the Town's land area, along its western boundary, but the primary developed area (excluding some site facilities beyond the security fence) is about 66 acres; the balance of the site is wooded and undeveloped.

Beyond open space managed by public entities, agricultural operations and other private landowners provide the majority of the Town's undeveloped area. As noted above, land associated with farm operations comprises about a quarter of Milton's land area. As depicted by the Land Use Classification map, nearly a quarter of tax parcels in Milton are classified as vacant lands, and it is likely that this undercounts certain parcels small portions of which are developed and therefore not classified as vacant. While the data were created from different sources and likely overlap, the contribution to the Town's open space by private landowners is significant.

The majority of these private open space lands in the Town are not protected. Review of national easement databases reveals a small NYSDEC easement along the Kayaderosseras Creek (near its intersection with CR-49). The land trust active in Saratoga County, Saratoga PLAN, also holds easements, and according to information from PLAN, PLAN has protected 13 acres in fee and hold two easements protecting an additional 31.29 acres in the Town. In 2006, the County undertook a regional landscape planning exercise, which produced the Green Infrastructure Plan for Saratoga County (see Figure 17). The core strategy of this plan was to grow partnerships for conservation. The vision for the county's green infrastructure network is a system of unfragmented wildlife "hubs," linked together by conservation greenways, as depicted in the concept map.

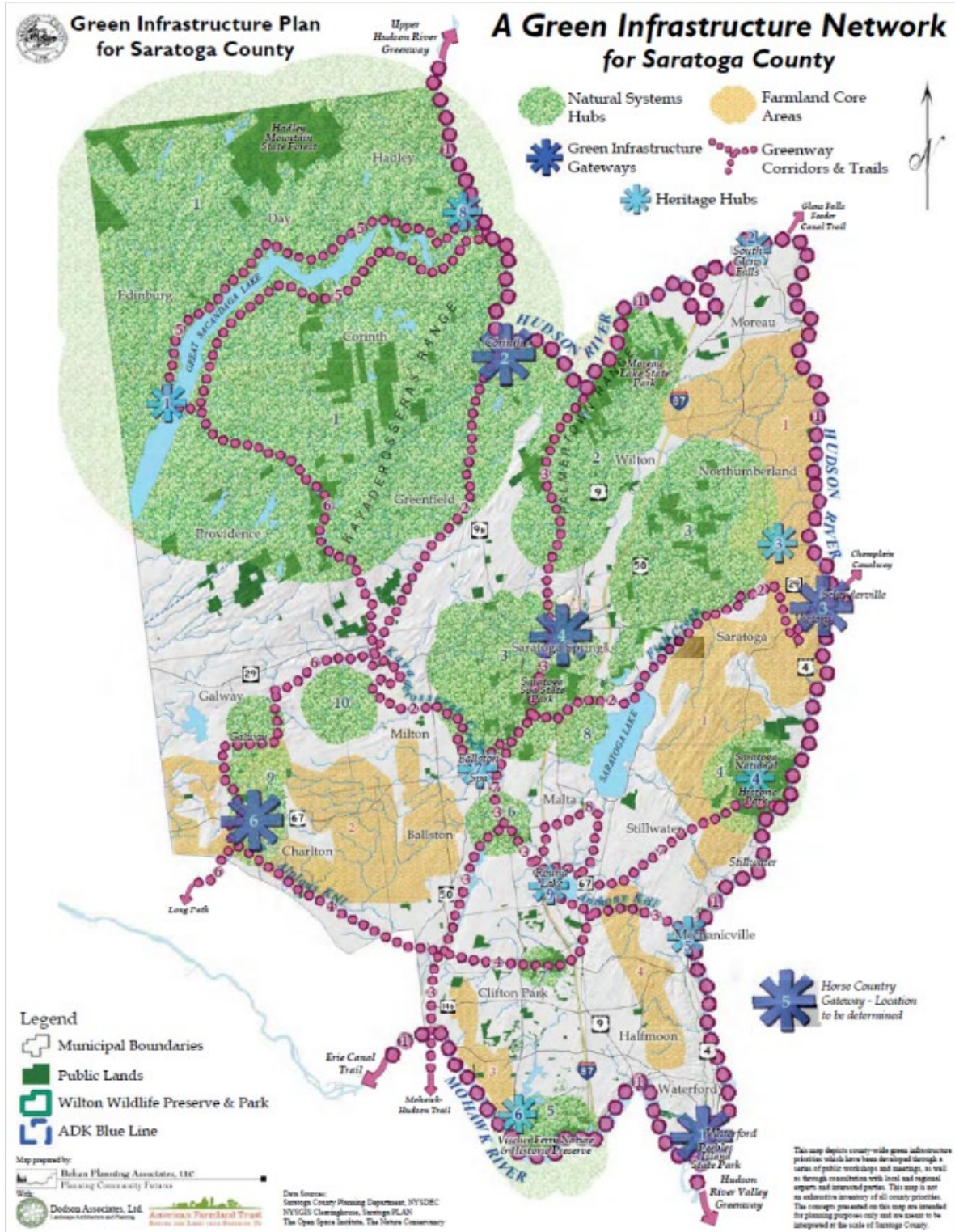


Figure 17. Saratoga County Green Infrastructure Map: A conceptual map of the plan’s green infrastructure network.

Assets and Challenges

Assets

- ✓ *Public and Private Dedication to Natural Resources, Open Spaces, and Agriculture* – In Milton, protection and preservation of land for natural resources, open spaces, and agriculture are done on both public and private locations. The work of these landowners ensures that critical ecosystem and ag services are maintained and supported. The Town and other public entities have contributed open space and to natural resources conservation, such as through land acquisition, land management strategies, and land development review requirements. Partners, like Saratoga PLAN, are active in Milton and provide additional mechanisms to achieve open space and farm protection goals.
- ✓ *Existing Plans and Land Use Framework for Maintaining and Enhancing Natural Resources, Open Space and Agriculture* – In the years since adoption of the Town's 2001 Comprehensive Plan, the Town has put in place a foundation of planning and land use regulations aimed, in part, at natural resources conservation. Clear evidence of the effectiveness of these activities can be seen in the changes in land use cover types in the years between 2007 and 2023: Development has largely been directed to the eastern portion of Town, pursuant to the Town's vision.
- ✓ *Water resources* – Milton's streams, riparian areas, wetlands, and aquifers are significant assets to the Town, and also place Milton in an important position regionally, from a watershed perspective. Important to the Town's history, Milton's streams continue to be assets for open space, recreation, tourism, and ecological services. Milton also has abundant groundwater resources in the form of several highly productive unconsolidated aquifers.
- ✓ Development can also be an asset in terms of enhancing the Town's tax base and providing opportunities for resource conservation when investments in the Town are proposed.

Challenges

- ! Water Resources Among the key challenges to water resources is stormwater runoff, primarily from developed areas. So-called non-point sources of pollution affect water quality in surface waters. In addition, runoff carrying road salt from roadway snow and ice operations also infiltrates into groundwater systems, and elevated chloride levels in groundwater are closely tied to land development. There are few cost-effective solutions to remove roadway salt from groundwater resources once present there.

- ! *Development Pressure* – Conversion of farmland to other uses through land development can and has impacted farming in many ways. The first of which is the loss of prime farmland to other land uses through site development. As of the 2016 Farmland Preservation Plan, 22% of the town’s prime soil has been lost to development.³² Development not only converts productive farmland but also can result in disintegration of large parcels or fragmentation of access to remaining lands. The creation of parcels “too big to mow but too small to farm” is a result, and leads to loss of large intact or large contiguous areas suitable for farm operations. In addition to this loss of land, development leads to rising land prices, taxes, and costs involved with securing and maintaining working farmland. This makes it harder for farmers to find land to rent or buy. The loss of rented land, such as due to property sales to non-farm use, is an increasing problem. Among the specific types of challenges is demand for land for utility-scale solar energy facilities. Development pressure is also a challenge relative to open space, and similar to agriculture, both conversion to other uses and fragmentation of larger areas can both impact Milton’s open spaces.

- ! *Rising Costs* – Rising costs, across the board, are hindering Milton’s ability to create, maintain and protect land area for natural resources, open spaces, and agriculture. This trend is clearly viewed through the cost of land. As previously discussed, development and other influencing factors have led to a rise in land prices. This impacts both those trying to preserve land for natural resources or open space and those in the agriculture industry. In addition, farmers and land managers are facing rising costs in all facets of operations. This includes costs associated with infrastructure (implementation and maintenance), tools,

³² See *Town of Milton Farmland Preservation Plan*, (June 1, 2016), p. 10.

supplies, and labor (both wages and fees involving housing). Farm laborers are increasingly difficult to find as fewer young generations choose farming as a profession. Zoning and other land use regulations may also increase costs to farm operations due procedural and substantive requirements.

- ! *Climatic Changes* – Milton is grouped with the North Hudson Region in the NYS 2024 Climate Impact Assessment’s section on changing climate, and it is predicted that average annual temperatures in this region will increase of as much as 6.4°F by the 2050s and 10.5°F by the 2080s compared with the 1981–2010 average. Milton’s neighbor, Saratoga Springs, has historically experienced an average of one day per year over 95°F. This number is projected to increase to 8-19 days per year by the mid-century and continue further to 15-43 days by the end of the century. Warming temperatures mean less snow and ice, and increasing rain precipitation could lead to flooding in all seasons, with a number of likely impacts to humans, ecologies, and agricultural landscapes.

Goals and Strategies

GOALS: Building from the Town’s Vision Statement, the following Natural Resources, Open Space, and Agriculture goals are established:

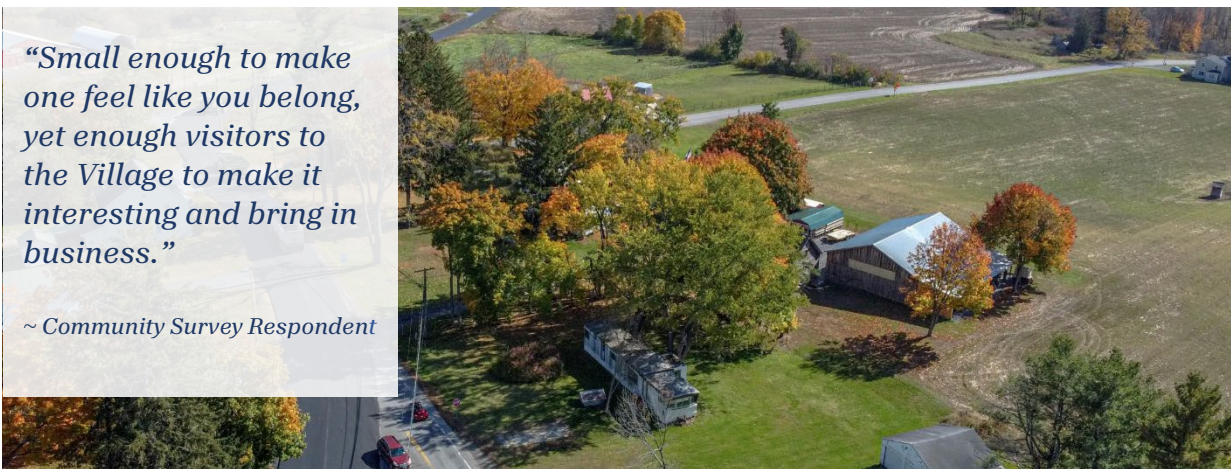
- A. Plan for and strategically expand protection of Milton’s natural resources and open spaces, including providing opportunities for public access
- B. Implement the Town’s plan for agriculture and farmland protection, including land use regulations, and ensure it is kept updated to address and support Milton’s evolving agricultural sector, farm diversification, and the needs of farm operations and ag practices in the Town
- C. Balance development, including that of alternative energy infrastructure, with natural resource and agriculture protection, and partner with individuals and organizations in these efforts
- D. Continue to protect Milton’s abundant surface and groundwater resources and strengthen these protections, including to increase climate resiliency
- E. Incentivize open space, farmland protection, and natural resource conservation efforts.

STRATEGIES: To achieve these goals, the following strategies are recommended. While each assigned a number, the numbering in this section is not indicative of prioritization.

1. Assess the effectiveness and ease of implementation of existing zoning and land use regulations related to natural resource conservation, and address conservation of lands suitable for agriculture (including limiting fragmentation of existing large farm-supportive parcels), forestry and forest conservation, and water resources protection as part of zoning code updates.
2. Partner with land conservation organizations and other stakeholders active in the Town and region on open space and agriculture promotion initiatives.
3. Develop and implement a standard protocol to assess lands offered for acquisition by the Town, whether by private individual owners, as part of land development projects, or as part of other Town-initiated actions. This protocol should also address post-acquisition needs, such as public access, capital project needs, and ongoing management.
4. Evaluate and update the Town’s zoning and land use regulations to address the evolving nature of agriculture and farm operations in the Town.
5. Actively plan to provide a framework for informing strategies to meet natural resource, open space, and agriculture goals:
 - a. Consider updating the Town’s Open Space Plan and evaluate the need to update the Town’s 2016 Farmland Protection Plan.
 - b. Evaluate the need to develop a natural resources inventory (NRI) that includes both historic and scenic resources components.

“Small enough to make one feel like you belong, yet enough visitors to the Village to make it interesting and bring in business.”

~ Community Survey Respondent



TOPIC 4: LOCAL ECONOMY

Economic activity in Milton is generated by an interwoven set of relationships among households in the Town, businesses situated in the Town, and those of regional and larger actions beyond the Town’s boundaries. In addition, the landscape and other physical features of Milton, such as land use patterns and infrastructure availability, form another set of drivers of local economic activity. This chapter provides an overview, from household to regional scales, of these relationships, presents assets and challenges of the Town, and provides related recommendations.

Existing Conditions Overview

Households and Demographics

Demographic statistics from the U.S. Census and other sources provide many clues as to the economic conditions and possibilities of an area in terms of income levels, education attainment, and employment statistics.

The data generally show that Milton’s population has higher median income as compared with the broader region but is also comparable to average values for Saratoga County, with a few differences. According to the most recent estimates, median household income in the Town was \$95,830, which is slightly lower than median income for the County, which was \$99,653, but is 11% higher than income in the four-county region, which was \$86,072. For comparison, median income in New York State was \$84,578 in 2023.

Mean household income for the Town was \$113,023, which shows an influence (skew) of households with incomes larger than the median, and census tract data show that within the Town, median household income values are uneven. As compared to the Town median income of \$95,830, the tract generally surrounding the Village and south of Geysers Rd. had median income of \$100,781; the tract generally north of Geysers and south of Route 29, \$149,777; and the remainder of the Town outside the Village, \$78,233. The Village median income was \$82,323.³³

Median age in the Town, according to 2023 census estimates, was 43.2, which is slightly lower than the figure of 43.9 for Saratoga County, and higher than the median of 40.5 for the four-county region. Since 2010, the median age in the Town has been

³³ To see the census tract boundaries on a map, refer to the map showing Manufactured Housing on page 20 of Topic VI Housing, Neighborhood Character, and Placemaking.

unsteady, decreasing from 38.1 to 37.0 in 2015 and increasing to 43.5 in 2020, but the trend since 2020 has been toward a younger population.

Table 2 shows, when compared to Saratoga and the region, a smaller proportion of Milton households have received bachelor’s degrees or higher. Employment statistics show that, as compared to Saratoga County, more of the population is employed in the blue collar and service sectors in Milton (Figure A). About 66% of Milton’s population aged 16 years and older participate in the labor force, according to Census data.

Table 2. Households that have earned bachelor’s degrees or higher

	Milton	Saratoga County	Region
No high school diploma	6.4%	5.8%	6.9%
High School Graduate	27.7%	24.4%	24.3%
Some College/Associate’s degree	31.8%	26.1%	27.9%
Bachelor's or higher	34.1%	43.8%	40.9%

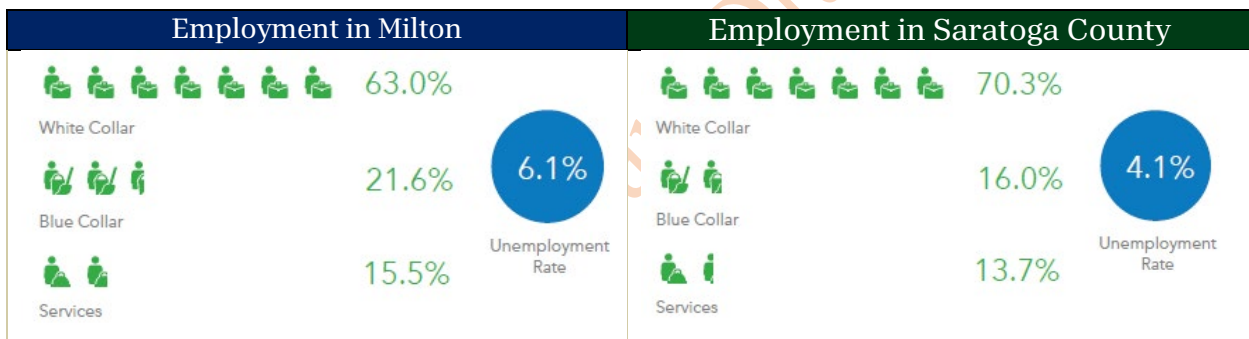


Figure 18. Employment by sector, Town of Milton and Saratoga County

As Figure 18 shows, over half of Milton’s population is employed in the educational services, and health care and social assistance, retail trade, professional, scientific, and management, and administrative and waste management services, and transportation and warehousing, and utilities. Milton’s unemployment rate in 2024 was also about 2 points higher than that of the broader County.

Table 3. Percent of Civilian Employed Population 16 yrs.+

Town of Milton : % of Civilian Employed Population 16 yrs and over	
Educational services, health care and social assistance	21.6%
Retail trade	11.8%
Professional, scientific, and management, and administrative and waste management services	9.9%
Transportation and warehousing, and utilities	9.3%
Arts, entertainment, recreation, and accommodation & food services	9.0%

Town of Milton : % of Civilian Employed Population 16 yrs and over	
Manufacturing	8.0%
Finance, Insurance, real estate, and rental and leasing	7.8%
Public Administration	7.6%
Other services, except public administration	6.2%
Construction	3.9%
Information	2.6%
Wholesale Trade	1.5 %
Agriculture, forestry, fishing, hunting, and mining	0.7%

According to data from Esri’s business analyst, businesses located in Milton employ about 5,435 people. Census inflow/outflow analysis shows that the majority of these employees commute from outside of Milton, with about 16.5% of those living in Milton working in Milton. Most people (78%) travel alone in a vehicle to get to work, reflecting both typical car-oriented settlement generally but also the Town’s and County’s perceived status as a bedroom community, and this is also reflected in the existing land use patterns.

When asked about the state of the Town’s local economy, residents responding to the Community Survey, most (65%) respondents indicated economic conditions in the Town are Excellent or Good, while another 28% characterized conditions as Fair. When asked to elaborate answers, many respondents pointed to the variety, longevity, and apparent success of local businesses as a key indicator. As one respondent stated, “It seems we have thriving business, with many services.” Others pointed to new housing development and availability of jobs, generally, as reasons for their response. Negative elaborations related to run down appearance of certain places in Town and apparent socio-economic inequality.

Several responses noted socio-economic diversity as both a positive and a negative indicator of local economic conditions, with one respondent stating that “It appears Milton is vibrant. Jobs are available in the area. there are varying income levels and living situations, but that is typical in any community.” A number of others cited their perception of the status and well-being of those around them as reasons for their response, such as “Community members seem to be prosperous but some are struggling.”

Milton’s Businesses

According to data from Esri’s business analyst, there are 510 business establishments in Town. Table 4 provides a breakdown of the businesses in Town by industry. Personal

services (“other services,” and including establishments like auto repair, laundries, religious organizations, and private households), retail, construction, accommodation & food services, and government together account for about 55% of Milton’s businesses and 52% of employment, respectively. It is notable that education is also a top employer, with about 18% of employees.

Table 4. A breakdown of the businesses in Town of Milton by industry

NAICS Code Description	# of Businesses	% of Total	# of Employees	% of Total
Other Services (except Public Administration)	78	15.3%	329	6.1%
Retail Trade	64	12.5%	474	8.7%
Construction	47	9.2%	249	4.6%
Accommodation & Food Services	45	8.8%	332	6.1%
Public Administration	45	8.8%	1465	27.0%
Professional, Scientific & Tech Services	38	7.5%	145	2.7%
Health Care & Social Assistance	38	7.5%	296	5.4%
Unclassified Establishments	24	4.7%	9	0.2%
Finance & Insurance	20	3.9%	100	1.8%
Manufacturing	19	3.7%	310	5.7%
Administrative, Support & Waste Management Services	18	3.5%	370	6.8%
Educational Services	17	3.3%	983	18.1%
Real Estate, Rental & Leasing	16	3.1%	83	1.5%
Arts, Entertainment & Recreation	14	2.7%	86	1.6%
Wholesale Trade	10	2.0%	26	0.5%
Transportation & Warehousing	8	1.6%	99	1.8%
Information	5	1.0%	54	1.0%
Agriculture, Forestry, Fishing & Hunting	2	0.4%	4	0.1%
Mining	1	0.2%	15	0.3%
Management of Companies & Enterprises	1	0.2%	6	0.1%
	510		5435	

Respondents to the Community Survey frequently cited local businesses as important assets and among the positive qualities that make the Town a great place. The Town Center shopping area was frequently highlighted as an asset. As one respondent noted, a great asset is *“The cluster of buildings around the intersection of Geyser Road and Rowland Street. The shopping center has everything I need (supermarket, restaurants, hardware store, etc.). There is also gas stations and a car wash nearby. Plus, I can walk to those places as well.”*

Another way to look at Milton’s business environment and influences in the local economy is to identify anchor institutions. Anchor institutions can include universities, hospitals, sports facilities, performing arts centers, libraries and large corporations. These institutions are often rooted to a location through an investment in land, facilities, or to a particular clientele and provide significant employment opportunities to a region. Due to their ties to places, these institutions also tend to invest in their communities as part of their business practices.

Anchor institutions in the Town of Milton:

- **Kesselring Site of Knolls Atomic Power Laboratory** – Kesselring was originally developed for testing early reactor designs but in 1950 changed its focus to testing of propulsion plants and subsequently for training Navy operators for these propulsion plants. Today’s primary mission of the site is to train nuclear Navy personnel to operate the United States Navy’s nuclear-powered aircraft carriers and submarines. The Kesselring Site employs engineers, scientists, and support personnel in prototype plant operations, operator training, training development, prototype plant maintenance, and procedure preparation activities. The secure facility owned by the US Government occupies about 3,900 acres in Galway and Milton, with about 1,400 acres in Milton. According to news reports, there may be as many as 2,000 personnel at the site at a given time, with a breakdown of about 900 sailor students trained each year, 500 Naval staff, and 400 civilian employees.
- **Village of Ballston Spa** – Ballston Spa was settled in 1771 and incorporated in 1807, making it one of the oldest continuously incorporated Villages in the United States. The Village, the majority of which lies in the Town of Milton but is also situated within the Town of Ballston, had a population of 5,111 at the 2020 census. At the heart of the Village is the Downtown area, which hosts a number of businesses as well as recreation opportunities and other amenities laid out in walkable environment. Events held Downtown, including parades, farmer’s markets, car shows, concerts in the park, First Fridays, sidewalk sales, Family Fun Day, and the Winter Festival, draw people from around the region.
- **Saratoga County Government Facilities** – Saratoga County operates several facilities within the Town. The primary sites are a 117 acre site off of County Farm Rd, at which the Department of Public Works, Emergency Services, County jail, and County Animal Shelter are located. The County operates the Saratoga County Airport, near the Town Center area. In addition, within the Village, are located the County government headquarters, County fairgrounds, and County Department of Social Services. According to recent financial

reporting, throughout the County, the government employs about 1,200 people, including about 100 part-time employees, making it one of the County's largest employers.

- **Hannaford Supermarkets** – Hannaford operates a roughly 45,000 sf grocery superstore in the Town, which provides an anchor to the Town Center cluster of retail and other businesses. It is a subsidiary of Ahold Delhaize Group, a publicly traded Dutch multinational retail and wholesale holding company. The company operates a number of stores throughout the County and in the region.
- **Stewart's Shops** – Stewart's Shops is a privately held company that operates several of its regional chain of over 400 locations convenience stores in the Town, in 3 locations: At the intersections of W Milton Rd and Galway Rd, Geysers Ave and Rowland St, and Northline Rd and Route 50. Just to the north, in the Town of Greenfield, lies its dairy products manufacturing plant, which employs 350 people. The company has over 4,500 employees in total, across three states. Stewart's is headquartered in Malta.
- **Ballston Spa Central School District (BSCSD)** – According to Saratoga County IDA figures, BSCSD employs about 730 people. In Milton, the District operates the Wood Road campus, which hosts the Milton Terrace Elementary School, Wood Road Elementary School, and Gordon Creek Elementary School. Malta Avenue Elementary School and the district offices are located in the Village.
- **Pompa Brothers and DA Collins Aggregates and Construction Materials** – Located in the Town and immediately adjacent lands in the City of Saratoga, these facilities consist of quarrying, production, and trucking activities and supply stone, asphalt, and other construction materials to the region. DA Collins has applied to NYS to develop a third quarry on adjacent lands to the west located wholly within the Town. These businesses operate in the County's industrial sector, and as noted in a recent Saratoga Economic Development Corporation report, this sector accounted for 14%, 18%, and 18% of the County's total jobs, earnings, and sales, respectively.

Anchor institutions outside the Town but within close proximity include:

- **Global Foundries** – Global Foundries, Inc. is a multinational semiconductor manufacturing and design company with headquarters in Malta at the Luther Forest Technology Campus. It is Saratoga County's largest employer, with 3,200 employees, according to the IDA. Global Foundries is a major component of the region's "Tech Valley" concentration of semiconductor research and manufacturing interests.

- **Saratoga Performing Arts Center** – Saratoga Performing Arts Center is a large outdoor amphitheater located in Saratoga Springs, New York, on the grounds of Saratoga Spa State Park. It presents summer performances of classical music, jazz, pop and rock, country, comedy, and dance, and is one of the Region’s premier performing arts venues. There is capacity for about 25,000 people.
- **Saratoga Race Course** – Saratoga Race Course is an iconic thoroughbred horse racing track located in Saratoga Springs. Opened in 1863, it is among the oldest major sporting venues of any kind in the U.S, and is among the drivers of the City and area economy, and also contributes to the state and regional economy.
- **Skidmore College** – Skidmore College is a nationally-ranked private liberal arts college located in the City of Saratoga Springs. It has employment of 1,120, according to the IDA, and an undergraduate enrollment of about 2,800 students.

Regional Context

A 2023 report prepared by the Saratoga County IDA identifies the Commercial, Industrial, Manufacturing, Life Sciences, and Agriculture and Equine sectors as major contributors to Saratoga County’s economy.³⁴ Together, the five sectors directly provided 42%1 of the county’s jobs, 71% of its earnings, and 64% of industry sales in 2022. The study notes that the remaining 58% is predominately spread throughout sectors such as Government, Healthcare and Social Assistance, and Accommodation and Food Services (Tourism).

The County IDA earlier studied tourism related to Saratoga County’s major tourism drivers, including Saratoga Race Course, Saratoga Performing Arts Center (SPAC), Saratoga Casino Hotel, and the Saratoga National Historical Park, were found to contribute nearly 5,800 jobs \$266.9 million in associated employee earnings, and nearly \$647.6 million in sales to the Capital Region economy, annually.³⁵ The study examined various direct, indirect, and other induced impacts of these key tourism sites. Among these impacts are visitor spending, employee spending, and spending on capital projects and with suppliers. With respect to the impact of the race course, for example, the study notes positive impacts on both the equine industry and impact on farmland in the County.

According to 2022 census of agriculture data, the number of farms in the County has increased from 583 in 2012 to 604 in 2022, and land in farms decreasing slightly from 78,849 acres to 73,771 acres over that same time period. In 2022, farms in Saratoga County had sales of \$115,483,000, which is a decrease of about 20% in inflation-

³⁴ <https://www.saratogacountyny.gov/wp/wp-content/uploads/2024/05/Business-SEDC2024-2024Mar28.pdf>

³⁵ CITE TO CAMOINE IDA STUDY 2021

adjusted dollars since 2012. Milton’s 2016 Farmland Protection Plan notes that while Milton is not known for a particular industry (e.g., dairy), the diversity of farm operations is, itself, a source of strength, noting that everything from smaller cut flowers operations to large horse farms are located in Milton, with equine operations being one of the larger aspects of Milton’s agricultural base.

Milton and Saratoga County lie within broader regional contexts, often defined as the four-county Albany-Rensselaer-Saratoga-Schenectady area or the Tech Valley region, which encompasses counties just north of New York City to the Canadian border and which is much larger. While employment in government is central to the economy of the four-county region, manufacturing has, as in many northern US regions, declined, with other industries emerging. As described in several regional economic development plans³⁶ industry clusters have emerged in the clean energy, semiconductor, software development, and life sciences industries, and employment growth in technology sector employment between 2010 and 2020 increased by 39%. Among the strategies in the 2024-2028 strategic plan for economic development in the region is fostering growth in these sectors. In addition, public administration, higher education, tourism, agriculture, and health care are also important industries to the regional economy.

Assets and Challenges

Assets

- ✓ Milton’s small businesses are an important asset. These businesses not only meet basic needs of the Town’s residents but also contribute to a sense of a strong local economy and sense of place.
- ✓ The population in the Town generally has higher household income as compared to the region and the State, although as noted above, income is unevenly distributed within the Town, and the population, while slightly older, shows evidence of becoming younger since 2020.
- ✓ The Town, situated within New York’s Capital Region and Tech Valley as well as hosting Saratoga County’s government, is positioned within the region’s economic main stream: It benefits from the location of government – historically the region’s economic anchor – but also has the opportunity to take advantage of

³⁶ [CITE TO CEDS/CDRPC & REDC]

activity and growth in other industry clusters, such as semiconductors. For example, there are opportunities to attract businesses in these developing industry clusters, such as firms engaged in engineer-to-order solutions, systems integration, and other engineering services. In addition, there are opportunities to provide services to the workforce, such as childcare. As well, the Town's close proximity to many of the County's key tourism drivers provides additional opportunities.

- ✓ And as stakeholders informed the Committee, land use regulations and processes can add to these costs. However, the Town has made recent investments in the land use permitting and review processes, including hiring of a Town Planner and hiring a consultant to assist with updating forms and procedures. These investments represent an asset to the Town in this context.

Challenges

- ! With regard to businesses locating in the Town, especially small businesses, the cost of real estate is a challenge.
- ! Housing affordability and availability in the Town are currently challenges. In addition, the area's strong tourism economy also creates related challenges, such as conversion of dwelling units to short-term rental units.
- ! There is an overriding need to balance any business investment and associated land use and land development changes in the Town, including expansion of existing businesses, with preserving Milton's community character and small town feel.

Goals and Strategies

GOALS: Building from the Town's Vision Statement, the following Local Economy goals are established:

- A. Affirmatively and proactively take steps to support the needs of Milton's small businesses
- B. Foster growth in the Town's small business sector
- C. Identify and pursue economic development opportunities related to regional business sectors to sustain the Town's economic base

STRATEGIES: To achieve these goals, the following strategies are recommended. While each assigned a number, the numbering in this section is not indicative of prioritization.

1. Review land development regulations and procedures and update as needed to ensure predictability and clarity in requirements and processes.
2. Work to establish regular lines of communication with regional economic development partners and an open line of communication with those interested in investing in Milton in order to facilitate making connections, shorten the process to understand the Town and its desires and processes, and be a clearinghouse of information.
3. Evaluate the zoning code in light of opportunities in growing regional industry clusters, such as semiconductors, and address barriers zoning or other land use regulations may create in attracting these investments to the Town.
4. Evaluate and update zoning codes governing ag and farm uses and operations to better reflect farm income diversification and emerging opportunities, such as agritourism and craft breweries, while addressing neighborhood compatibility. Implement the recommendations of the 2016 Farmland Protection Plan, such as updating zoning districts to help protect agriculture; creating buffer zones between Ag uses and future subdivisions; elimination of ag-related special permit requirements; potentially loosening the 50-foot height limitations for silos; providing for accessory retail and other farm-related businesses.
5. Conduct outreach to Milton’s local businesses with the aim of fostering a sustained, open dialog to build understanding and create a forum to solve problems and facilitate communication.
6. Reevaluate Town Center zoning requirements with respect to the needs of Milton’s small businesses and strike an appropriate balance between placemaking goals and the needs of business owners, especially with respect to expansion on existing sites in the Town. Consider establishing a zoning overlay district in areas in the eastern part of the Town where residential structures have or may transition to commercial uses.

7. Evaluate and update the Town's zoning code with respect to the sustainability of existing local businesses.
 - Especially in the area encompassed by the Town's current R-2 zoning district, provide appropriate opportunities to establish and continue businesses, including those that may be co-located with residences and pre-existing, non-conforming uses, ensuring neighborhood compatibility and consistency with the goals of this plan.
 - Create clarity of land use regulations with respect to mining operations.
8. Work with regional partners, such as the Saratoga County Economic Development Corporation, Capital Region Chamber of Commerce, and CDTA, to increase east-west public transportation options. An on-demand transit service, like CDTA Flex, could be a solution.

Town Board Draft 1

TOPIC 5: INFRASTRUCTURE AND COMMUNITY SERVICES

Key to the Town’s future are that the systems, programs, and entities providing essential services of water supply, wastewater disposal, communications, education, and emergency services continue to meet the public’s needs while also accommodate the Town’s vision of the future. In Milton, the Town itself is not directly responsible for providing most of these services, but Town government does play an important role, depending on the infrastructure and service type, in funding, coordinating, and oversight. In addition, Town decision-making, such as with respect to land development, has the potential to affect these systems.

Existing Conditions Overview

This section describes these systems, the entities involved, administrative frameworks, and current operating conditions. It is divided into two sections: Public Utilities and Community Services.

Public Utilities

This infrastructure meets the basic needs of Milton’s residents, businesses, and visitors, and generally consists of networked systems, whether publicly or privately owned. It includes: water supply, wastewater disposal, stormwater management, energy, and telecommunications.

Water Supply and Distribution

As shown in Figure 19, many of the residents and businesses located in the portion of the Town generally east of Middleline Rd are connected to one of four public water supply systems operating in the Town. Properties situated outside of this area, with a few exceptions, such as the Kesselring Site, are supplied water by private, on-site systems (generally, groundwater wells). In addition to providing potable water, public water systems also can provide water supply for fighting fires.

Private water suppliers are regulated similar to other public utilities under NYS law and, in Milton, maintain both water supply systems (groundwater wells) and

“I am impressed with the care and attention Milton gives to it's residents. It is a lovely community and I enjoy living here!”

~ Community Survey Respondent



distribution networks. Their water withdrawals from sources are also regulated by NYSDEC under the state's water withdrawal program as well as for water quality, by NYSDOH. Rowland's Hollow Water Works operates a well field consisting of six wells yielding between 25 and 250 gallons per minute and with a maximum permitted withdrawal capacity of 756,000 gallons per day. It provides water to about 624 service connections (est. population served of 1,560) via a distribution system consisting of about 5 miles of water mains. Heritage Spring Water Works operates three well fields with a total of 7 wells yielding between 15 and 200 gallons per minute and a permitted withdrawal capacity of 583,200 gallons per day. It serves about 1,500 connections (est. population of 3,100) via mains of about 15 miles in length. These two private systems have been interconnected in order to transfer water between them, and their service areas are located wholly within the Town.

Public (i.e., municipal) water suppliers are similarly regulated by NYSDEC and NYSDOH but their operations are governed under applicable NYS municipal law. The Village of Ballston Spa is the largest provider of water to residents and businesses in the Town. It supplies water from a well field located in the Town consisting of five wells with capacities ranging from 300 to 650 gallons per minute. In 2023, its system provided water service to approximately 1,300 Town residents (about 600 households) through 341 service connections. (When combined, the system serves a total of about 6,500 people through 2,445 service connections via about 40 miles of mains.)

The City of Saratoga Springs in total serves approximately 28,000 people through 9,680 service connections, and its source waters include surface water withdrawals and two well fields and has a permitted maximum withdrawal of 14.5 million gallons per day. One of these fields, the Geyser Crest well field, supplies about 280 service connections in the Town of Milton via about 5 miles of mains and has a capacity of roughly 1,700 gallons per minute. (The Geyser Crest field has the ability to back feed other parts of the City in an emergency.)

While not providing water to the Town, the Saratoga County Water Authority (SCWA) operates a transmission main extending from the Hudson River source in the Town of Moreau to near the Luther Forest Technology Park in Malta, and a portion of this main passes through the Town, along the easterly municipal boundary generally south of Malta Ave (CR-63). SCWA is a bulk supplier and does not own or operate distribution systems providing service to individual customers.

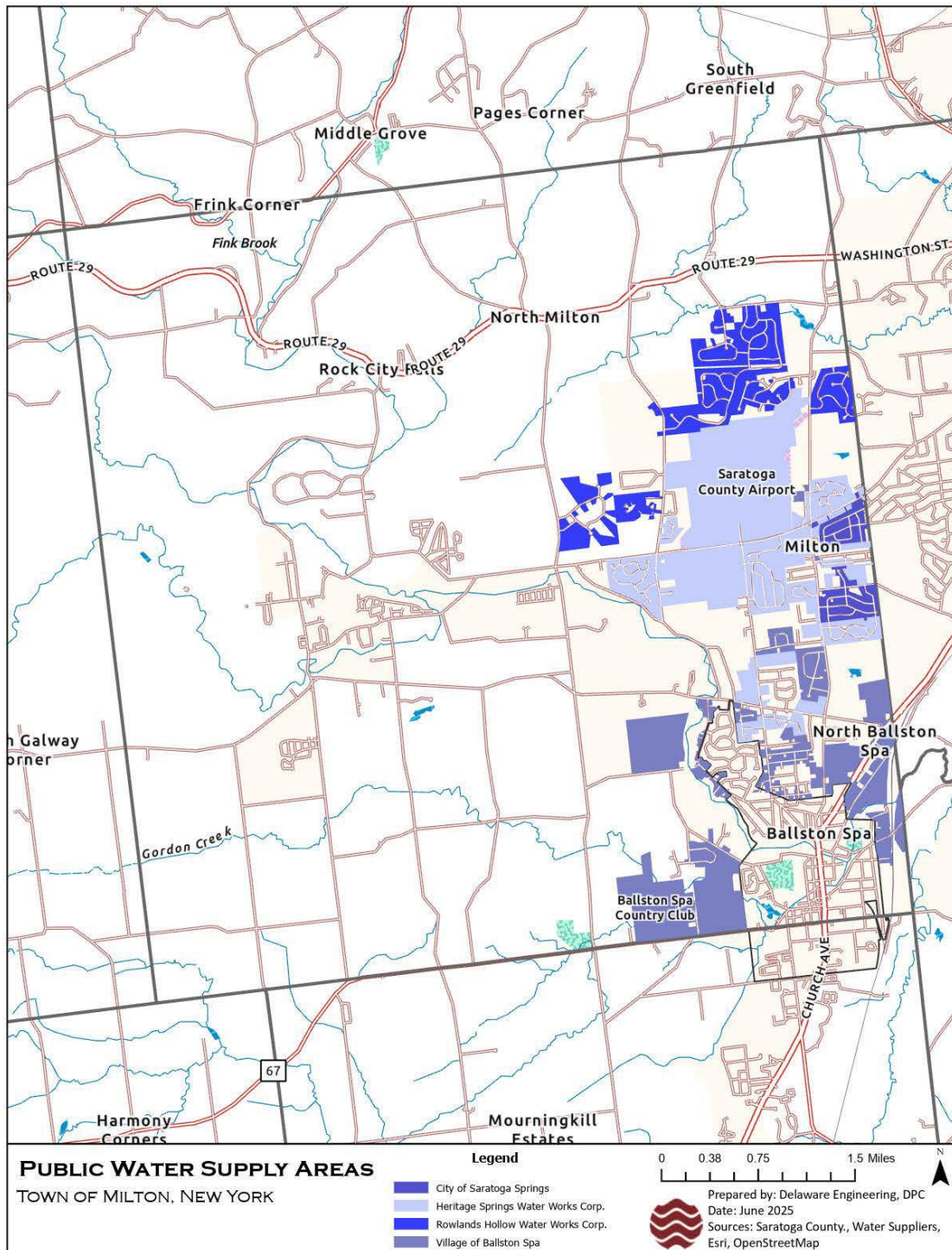


Figure 19. Areas in Milton with access to public water supply

While the Town does not own or operate sources of water supply, it does own certain portions of the water distribution infrastructure supplying water to twelve water districts located within the Town. These districts, formed under NYS town law and

shown on Figure 20, are supplied water primarily by the Village of Ballston Spa and by Heritage Springs Water Works. These districts have been created over time, and the Town Board has recently engaged in a process to consolidate districts for administrative efficiency. Municipal corporations supplying water within the municipal boundaries of the Town must provide this service either via agreements with individual users or to a Town water district, and the Town Board has been working with both the Village and the City to address these requirements.

Sanitary Waste Conveyance and Treatment

As with water supply, public sanitary sewer service is available generally in the eastern portion of the Town; elsewhere, it is handled privately, by on-site facilities. Where public service is available, all waste is ultimately treated at the Saratoga County wastewater treatment plant, which is operated by the Saratoga County Sewer District #1. The SCSD is a county wide sewer district that serves about 160,000 people in the cities of Mechanicville and Saratoga Springs, all or parts of the Towns of Ballston, Clifton Park, Greenfield, Halfmoon, Malta, Milton, Stillwater, Saratoga, and Wilton, and the Villages of Ballston Spa and Round Lake. SCSD boundaries generally extend along Route 29 west from the City boundary and then south along Middle Line Rd to the Town of Ballston boundary. Not all areas within this geography are served by sanitary sewer collection facilities. Waste is conveyed to the plant via a combination of conveyances owned, variously, by SCSD, the Village, and Heritage Springs Sewage Works Corporation. Those few areas in the Town served by Village-owned infrastructure are generally limited to individual properties adjacent to the Village.

The treatment plant itself was designed for upwards of 40 mgd and currently operates at a reduced permit capacity of 22 mgd, pending certain ongoing upgrades. Flow at the plant is about 15 mgd. Heritage Springs Sewage Works is a private regulated public utility (transportation corporation). In late 2024, the Town, working with the utility and SCSD, took steps to facilitate the conveyance of Heritage Springs Sewer Works assets to the Saratoga County Sewer, and upon completion of that process, SCSD will assume responsibility for providing sanitary sewer service in the areas formerly served by Heritage Springs Sewage Works, which is slated to occur in 2025. Given Milton's topography, much of the collection systems serving the Town operates via pressure.

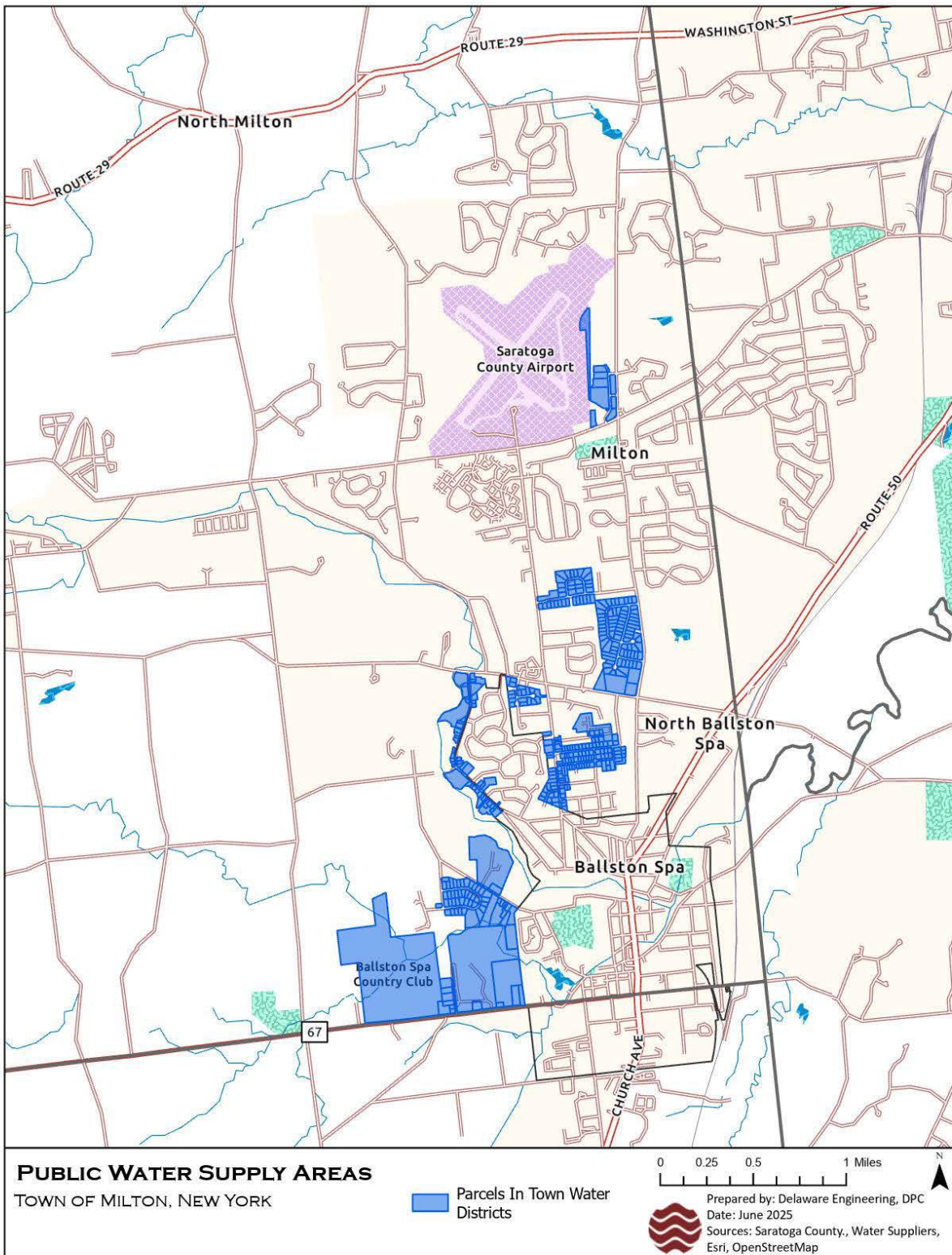


Figure 20. Areas within Town of Milton water districts

Stormwater Management

Stormwater runoff occurs when the landscape is unable to absorb water falling on it. Land development and related activities tend to both increase so-called impervious surfaces, like asphalt and building roofs, through which virtually no water infiltrates, and to simplify landcover types, such as conversion of forest or old fields to lawn areas. This process of urbanization results in more runoff generated, and runoff, especially from impervious surfaces, tends to accumulate contaminants, such as sediments from erosion, fertilizers from lawncare, and oils from parking lots. Consequently, urbanization alters both water quantity and water quality in watersheds, and to address these issues, federal and state regulations are in place.

Accordingly, the Town of Milton, due primarily to its population density, has been deemed to operate a regulated storm sewer system, a so-called “municipal separate storm sewer system” or “MS4,” and is required to comply with permits issued by NYSDEC. In general, the Town must implement a series of best practices, required under the permit, relating to education and outreach, illicit discharges, runoff from construction sites, and management of Town facilities.

In Milton, storm sewers are operated by several entities, both public and private. In general, those systems serving public roadways and residential developments are operated by the roadway owner, which is the Town of Milton for most residential development. When installed as part of commercial or institutional development, those systems are operated by privately but are still subject to Town oversight. The Town itself owns at least 14 stormwater management areas – most of these installed as part of residential developments – and is responsible for a total of 26 stormwater management practices.

The MS4 permit imposes certain administrative, reporting, inspection, and maintenance requirements, and the Town has developed a stormwater management program plan which outlines how the Town intends to achieve permit compliance. The Town funds these activities primarily with own-source revenues, with the stormwater management officer, building and codes department, and highway department assuming primary day-to-day implementation responsibility.

Like water supply and wastewater disposal, stormwater management is an important service provided in the Town. Recognizing the important contribution to public health and safety, as well as to water quality, there are regulations at the state level governing how stormwater and drainage are to be managed, including from land development, industrial sites, and public infrastructure, such as roadways. Due to the Town’s

population and density, it has been designated a “regulated” municipal separate storm sewer system (MS4) operator, pursuant to federal and state law.

The Town’s MS4 consists mainly of the system of water quantity and quality management practices (e.g., rain gardens or infiltration basins), above-ground and underground (pipes) stormwater conveyances, and the points of discharge to surface waters (outfalls). This system consists of infrastructure that is both owned by the Town and privately owned and operated. It also consists of active construction sites and those sites, such as the Town’s highway department facilities, where regulated activities (e.g., salt storage, vehicle washing) occur. The Town operates and manages this system pursuant to a permit issued by NYSDEC under the state pollutant discharge elimination system (SPDES) and must regularly inspect, clean, and report on its management activities.

Operation and management of this system requires expenditure of resources, of both staff and capital, and the Town has partnered with the Saratoga County Intermunicipal Stormwater Management Program to address certain MS4 permit compliance requirements, such as public education and outreach. The County also, for example, hosts inventory information and GIS mapping about the MS4 infrastructure itself. The Town’s highway, planning, and building departments are each responsible for various activities.

Runoff in Milton ultimately flows to the Hudson River via Fish Creek. With the exception of the northwest quarter of the Town, much of Milton has gentle topography. A majority of the Town is also underlain by soils with good drainage properties, with the exception being the southwest quarter of the Town. Although there may be isolated areas in the Town experiencing recurring stormwater drainage and management issues, no significant concerns were raised as part of the planning process. It is important to note that changes in the climate underway will result in different precipitation patterns, with storms of more intensity and higher rainfall amounts over shorter time periods.

For instance, the statistical 24-hour rainfall with a 1% annual chance of occurring, also referred to as the 100-year storm, has increased from about 5.5” to 6.0” between 2003 and 2026, according to NYSDEC stormwater design criteria. The most current design guidance recommends that designers account for the “increasing frequency and higher volumes of extreme precipitation events and the likelihood of increased potential for flooding due to climate change.” Stormwater management practices have lifespans of 20 to 100 years. Given the lifespan of these facilities, it is possible that systems

installed in accordance with historical statistical rainfall events will not perform as designed.

Under the aforementioned stormwater regulations, as land development occurs, stormwater generally is managed on a site-by-site basis, with each development subject to regulation (generally, when land disturbance equals an acre or more) responsible for not exceeding predevelopment runoff rates and addressing water quality requirements. Under certain circumstances, including land subdivision activity, these systems are offered for dedication to the Town, and the Town has an inventory of a number of permanent stormwater management facilities it owns and operates, having taken them over after development is complete. Prior plans have recommended that the Town consider developing centralized systems into which multiple individual developments might discharge and, therefore, provide a coordinated approach which can allow more efficient use of lands on individual sites.

Energy and Telecommunications

Review of the NYS broadband map shows that the majority of the Town is served with high-speed internet, with cable broadband being the most common across the Town; according to this mapping, only about 1.3% of the population in Town is unserved; satellite broadband may eliminate this coverage gap. This information includes service by cable as well as satellite. Mapping of the cable provider's, Spectrum, coverage suggests that the majority of Milton has access to cable internet, with the largest gaps in coverage in the northeast corner as well as along Paisley Rd, near the southern Town boundary. The NYS broadband map also suggests that enterprise-class service (10,000 Mbps) is found along Rowland, between the Village line and the Geyser Rd intersection; along Northline Rd from the eastern Town boundary to Middleline Rd; along Route 50 in the Town; as well as along the entirety of Route 29 coincident with a First Light Fiber line.

While wireless (cellular) service is generally available across the Town, public input received during the process indicated a desire for improved service. Survey respondents pointed to improvements being necessary along Rock City Rd., along Rowland Street and Geyser Rd, and generally in the area around the airport. Wireless providers have continued buildout of so-called "macro cell" conventional cell tower network to address coverage gaps and other issues, like



(Above) Installation of 5G Service: High-speed internet refers to internet connections with download speeds of 25 Mbps or faster

capacity challenges, due to changes in use of wireless broadband (i.e., in-home, so-called internet of things connected devices), including recently approved proposals for new towers. An emerging technology is next generation 5G technology. This service operates on a much higher radio frequency and, therefore, requires more frequent spacing of the “small-cell” antennas.

The Town is within the service territory of the regulated public utility National Grid. In the Town are several high voltage transmission lines which have generated interest in utility-scale solar energy system development proposals. Traversing the eastern half of Milton is a 115 kV transmission line, and National Grid also operates “sub”transmission line that is roughly parallel, passing along Rowland St. near its intersection with Geyser Rd. Both types of lines facilitate the bulk movement of electricity. Typically, smaller-scale solar (and other distributed generation sites) are not large enough to support the additional infrastructure needed to connect directly to these transmission lines and, instead, connect to the distribution network, provided there is capacity on the serving substation.

The Town’s regulations of utility-scale solar energy systems date to 2012. Review of NYSERDA public data and aerial imagery show that there are three existing community-scale (5 MW) systems located in the Town: a roughly 22 acre site located at 830 Murray Rd, a roughly 22 acre site situated at 781 Route 29, and a roughly 24 acre site situated off of Sodeman Road. (A fourth system was conditionally approved by the Town Planning Board in 2023.) Two of these utility-scale solar energy systems are in former sand and gravel minds; one, on/adjacent to a former landfill; and one, on a former horse farm with hay fields. Information from National Grid indicates that there is no capacity to host additional community-scale systems in the distribution network serving the Town; however, should investments in substations, energy storage, and other equipment occur, additional capacity can become available. A related emerging land use is battery energy storage systems (BESS). BESS exist at a variety of sizes, from residential units to utility-scale stand-alone, grid-tied installations. The Town currently lacks BESS regulations.

In NYS, the 2016 Climate Leadership and Community Protection Act (CLCPA) set targets for the State’s grid aimed at increasing renewable energy sources to 70% of generation by 2023 and 100% of generation by 2040. The State is projecting to add another 1,600 MW of storage capacity in the next five years, with a goal of 6,000 MW of BES by 2030. NYSERDA has suggested as much as 12,000 MW will be needed in 2040 and 17,000+ MW by 2050. Under current NYS law, the NYS Department of Public Service regulates large capacity systems of 25 MW and more. Much of the eastern part

of Milton receives natural gas service, and there is a major transmission main serving the County located in Town. With respect to natural gas, NYS has taken steps with state legislation that limits use of fossil fuel-based heating, cooling, and other appliances in certain types of new construction.

Community Services

Education, emergency services, and local government also provide essential services in the Town and are discussed in this section.

Education

Primary and secondary education in Milton are provided by three school districts: Saratoga Springs Central School District (CSD), Ballston Spa CSD, and Galway CSD with 2021 enrollment figures of approximately 6,000, 4,000, and 900 students, respectively. Enrollments of Ballston Spa and Galway CSD have been generally stable between 2011 and 2021, while enrollments at Saratoga Springs CSD have generally declined from highs of 7,000 students the district had experienced through the late 2000s. Only Ballston Spa CSD has facilities located in the Town. The districts each operate facilities that are used by the community for various purposes, such as sport events and recreation. Historically, some area community organizations have also used Ballston Spa CSD facilities in support of their programming.

Emergency Services

In towns in New York State, fire protection is provided by independent fire districts, fire protection districts, or a combination of both, the latter of which is present in Milton. The Town of Milton is served by the Village of Ballston Spa Fire Department, which serves the Milton Fire Protection District and the following fire districts, which are separate units of local government: the Rock City Falls Fire District (Milton Eagles Fire Department) and the Harmony Corners Fire District (Harmony Corners Fire Department).

Fire Districts are separate political subdivisions established for the purpose of providing fire protection and responding to certain other types of emergencies in an area of a town. As in the case of a city or village, a fire district usually has its own fire department and the members of the fire department are organized into one or more fire companies. However, it may contract with a city, village, fire district or an incorporated fire company headquartered outside the district for fire protection services. A fire district may also provide coverage outside of the fire district pursuant to contract or a call for assistance.

Fire Protection Districts are administrative units of towns, not independent public corporations. Towns, on behalf of their fire protection districts, contract with fire companies, fire districts, cities or villages for the provision of fire protection and certain other services within the fire protection districts. The amounts paid under these contracts are assessed and levied on taxable property within the districts at the same time and in the same manner as town taxes. In 1963, the Town established the Milton Fire Protection District #1, which serves 2,457 parcels located outside of the Village of Ballston Spa.

There are three primary fire protection service providers involved in the Town, all of which are volunteer-run:

- Village of Ballston Spa Fire Dept.– This department operates out of two stations situated in the Village and provides fire service protection to the Town under contract to Town of Milton Fire Protection District No.1
- Harmony Corners Fire – This department operates out of one station located along NYS Route 67, near its intersection with Peaceable St. located in the Town of Charlton.
- Rock City Falls Fire (volunteer) – This department operates out of two stations, one located off of Rock City Rd and the other off of Geysers Rd, in Milton’s Town Center area.

In addition, the Kesselring site maintains a fire service, the Knolls Atomic Power Laboratory Fire Department (dispatched as Station 81 of Saratoga County). This department also appears to provide fire protection service to the KAPL site, located in the Town of Niskayuna.



(Above) Rock City Falls Volunteer Fire Department; Photo Credit: Rock City Falls Fire District

Finally, the Saratoga County Office of Emergency Management maintains an office of the Fire Coordinator. The County Fire Coordinator is the person appointed by a county pursuant to Section 225-a of the New York State County Law and administrates the mutual aid plan, manages the state outreach fire training program pursuant to Subdivision 6 of Section 156 of the Executive Law, and performs other duties. County Fire Coordinators also provide assistance to responding agencies at scenes of emergencies and assist when state-level resources are triggered. The County also operates a fire training center.

Ambulance Districts are administrative units of towns, not independent public corporations. Towns, on behalf of their ambulance districts, contract with emergency service companies for the provision of ambulance protection. The amounts paid under these contracts are assessed and levied on taxable property within the districts at the same time and in the same manner as town taxes. The Town of Milton established the Ambulance District in 1977, which presently serves 6,744 parcels. At present, the Town contracts with the Community Ambulance Corp to provide these services.

Established in 1966 by a group of concerned citizens, Community Ambulance Corp is a non-profit emergency medical service organization serving the citizens of the Village of Ballston Spa, the Town of Milton, part of the Town of Ballston, and the Middlegrove Fire District in Greenfield by providing 24/7 Advance Life Support Ambulance service through the base of volunteers and career personnel. In 2024, it opened a new eight-bay 12,000 square foot facility on Geysers Rd. It will have eight bays for emergency vehicles. The Kesselring site is also served by its own EMS.



(Above) New Community Ambulance Corp Facility, Ballston Spa

Local Government

The government of the Town of Milton operates in accordance with NYS Town Law and is led by the Town Supervisor and Town Board consisting of five (5) members (inclusive of the Supervisor). This Board is fiscally responsible for the Town (with the Supervisor serving as Chief Financial Officer), and prepares the Town’s budget, which in turn, is the basis for the local tax levy. Using these and other funds, the Town’s government provides many essential services, including: tax assessment and collection; budget oversight and implementation; highways and public facilities operation and maintenance (an elected Highway Superintendent oversees these functions); custodian of official records (the Town Clerk, an elected position, is the Town’s records management officer); operation of the justice court; land use and building construction permitting; and animal control. The Town also has a Town Historian and a Recreation office. The Village of Ballston Spa, which operates pursuant to NYS Village Law, also provides local government services within the boundaries of the Town.

“In 2025, the Town received the Distinguished Budget Presentation Award from the Government Finance Officers Association, a national public finance organization. Approximately 1,800 governments, including states, cities, counties, special districts, school districts, and more have been recognized for transparency in budgeting. To earn recognition, budget documents must meet program criteria and excel as a policy document, financial plan, operations guide, and communication tool.”

“Milton continues to improve and strive to enhance infrastructure to attract residents and businesses leads to additional revenue sources.”

~ Community Survey Respondent



Assets and Challenges

Assets

- ✓ Public water is available in the eastern portion of the Town, and while certain areas may experience capacity constraints in the distribution system or are not provided with flow and pressure required for fire-fighting, the suppliers generally have capacity in their sources. The SCWA infrastructure provides the Town with the ability to expand supply or provide a lower cost alternative.
- ✓ Sanitary sewer service is also generally available in the eastern portion of Milton, though some of the denser neighborhoods near and north of the Village lack sewer service and rely on on-site facilities. Treatment capacity at the SCSD plant is available, and capacity in the trunk portions of the collection system in the Town is generally not constrained. An important asset is the SCSD itself, which is a large system and can provide service efficiently.
- ✓ The three school districts serving the Town have generally retained students and, with the exception of the City CSD, have experienced comparatively small declines over the past decade, resulting in stable enrollments. In general, stable enrollments provide districts the opportunity to continue offerings at the programmatic level.
- ✓ Milton is served by enterprise-class broadband along several key commercial and transportation corridors. As the need among businesses and residents for higher speed connections increases, the availability of this infrastructure is an asset, including with respect to business investment. In addition, as telecommunication industry stakeholders discussed with the Town, this backbone of capacity can be a foundation for increasing speeds available to a greater proportion of the Town (so-called “fiber to the home”).
- ✓ Like many other municipalities, Milton operates a regulated MS4, and in Saratoga County, the Saratoga County Intermunicipal Stormwater Management Program provides a means to assist with permit compliance, education and outreach, and problem-solving. Much of the Town, including the more densely developed eastern part of the Town, is underlain by soils with good drainage properties, suitable for infiltration of stormwater.

Challenges

- ! Fire departments and volunteer-based emergency services providers relying on volunteers experience challenges in getting members to respond to calls, as many members commute out-of-town for work during the day.
- ! Public Water. There is demand, both within and outside existing service areas, to be connected to public water. The overall system serving the Town is complex and involves four suppliers and does present challenges with respect to coordination during, for example, land development projects and requests to connect to the system. In addition, the Town, while it does not own any water sources or treatment facilities does own infrastructure but relies on both the Village and the City for operation and maintenance.
- ! Cellular service is generally available in the Town, but the Community Survey revealed that there are likely gaps in service (whether wireless broadband or voice – or both) in the Town. Presently, the Town’s zoning permits towers in all zones except R1 and TC.
- ! New York State law mandates that the electric grid serving the state transition to 100% renewable energy sources by 2040. This means there will be a continued interest by enterprises active in distributed generation (solar) and energy storage in developing projects to meet these goals, and this may include additional sites in the Town. The Town currently lacks BESS regulation.
- ! Like many other municipalities, Milton operates a regulated MS4, and in Saratoga County, the Saratoga County Intermunicipal Stormwater Management Program provides a means to assist with permit compliance, education and outreach, and problem-solving. However, stormwater management will continue to be an important component of land development processes and will continue to require expenditure of Town resources.

Goals and Strategies

GOALS: Building from the Town’s Vision Statement, the following Infrastructure and Community Services goals are established:

- A. Recognizing the role of other public and private service providers, develop and implement a framework for efficient and responsive administration and management of the public water and sewer systems serving the Town’s residents and businesses; plan for investments in and expansion of these critical systems
- B. Work to ensure that communications infrastructure in the Town meets the needs of its residents and businesses and is compatible with community character, and plan for next generation communications technologies
- C. Manage stormwater and drainage infrastructure similar to other public utilities, including through the use of asset management strategies, to ensure long-term sustainability and resiliency
- D. Support the organizations providing critical emergency services in the Town
- E. Continue investments in delivering essential services provided by Milton’s Town government, and in delivering these services in an efficient and streamlined manner, with a focus on customer service, to meet the needs of the community

STRATEGIES: To achieve these goals, the following strategies are recommended. While each assigned a number, the numbering in this section is not indicative of prioritization.

- 1. Continue ongoing efforts to rationalize and streamline administration of the Town’s twelve water districts.
 - a. Ensure that all parcels served by public water suppliers (Village of Ballston Spa and City of Saratoga Springs) are provided service through an appropriate legal mechanism, which in most cases will be incorporating them inside a Town water district.
 - b. Develop and implement a consistent, repeatable, efficient process to add new users to these districts, including as part of Planning Board review processes.
 - c. The water suppliers in the Town supply a critical service to Town residents, and creating open lines of communication with these suppliers is an important objective.
- 2. As it relates to new building construction, and during land development review processes, develop and implement procedures to facilitate connections to public water and sewer, where available, conformance to the providers’ standards, and provide clarity for those seeking investment in the Town.
 - a. Collect information, such as using a form included with standard building department permit application intake processes, from

- prospective builders needed to assess potential connection requirements.
- b. Identify opportunities to coordinate provision of water and sewer infrastructure, including identifying opportunities to provide service where none presently exists.
3. Support efforts of the volunteer first responder organizations to recruit and retain fire fighters and emergency medical services providers.
 4. Continue to implement the requirements of the Town’s MS4 permit for stormwater management, while identifying opportunities to increase efficiency and reduce taxpayer burden.
 - c. Consider establishment of drainage districts. Authority is found under Article 12 of the NYS town law. Similar to other special improvement districts, such as for water supply, these entities would be managed by the Town Board and increase the ability of the Town to fund necessary operation and maintenance costs. As a first step, drainage districts could be created to fund new permanent post-construction stormwater management practices offered for dedication to the Town new constructed as part of land development projects.
 - d. Continue to support and partner with the Saratoga County Intermunicipal Stormwater Management Program.
 - e. Implement procedures to ensure that, during land development review processes, permanent post-construction stormwater management practice selection, siting, and construction are optimal for long-term operation and maintenance – especially where this infrastructure is intended to be offered for dedication to the Town.
 - f. Leverage technology, such as enterprise GIS with integrated inspection and reporting forms, to increase efficiency in inspection fieldwork, recordkeeping, and permit compliance (reporting).
 - g. Work to address capacity and function of existing and future stormwater management systems in the context of climate change.
 5. Update the Town’s zoning law with respect to next generation 5G wireless “small-cell” technology to create clear expectations and regulation clarity for providers.

6. Evaluate approaches to close cellular service coverage gaps in the Town. This could include updating zoning regulations to allow towers in more areas of the Town, with appropriate standards for neighborhood compatibility, or modifying the code with respect to height limitations.

Town Board Draft 1

TOPIC 6: HOUSING, NEIGHBORHOOD CHARACTER, AND PLACEMAKING



“We love how close we are to everything - we have a sense of neighborhood but also privacy.”

~ Community Survey Respondent

Housing is fundamental to the Town and the plan broadens this focus to address the aspects of where people live, work, and play in the Town that make these spaces unique. Neighborhoods are distinct areas within the Town composed of places people live, but also contain other elements, including streets, parks, and businesses, that make them unique and identifiable. Finally, placemaking, focused on the public realm and the developments that frame it, is an intentional process by which communities shape these public spaces according to shared desires.

Existing Conditions Overview

With the Town’s development pattern maturing, now is the most opportune time to strengthen its built environment, existing neighborhoods, and housing variety through improved interconnections, branding, residential options, and employment diversity. During the public participation process, participants continued to be most concerned with their quality of life in terms of traffic safety, public amenities, and conserving and strengthening the character of the community. Housing variety paired with enhanced mobility options is a major driver of economic diversification, allowing for improved infrastructure, the attraction of employers, strong neighborhoods, and attractive public spaces.



Figure 21. Milton’s Neighborhoods and Housing Types

Neighborhood Character

Neighborhood character may be defined in the as “an amalgam of various elements that give a neighborhood its distinct personality.”³⁷ Multiple elements of the civic landscape contribute to this character, including land use codes, public policy, socioeconomic conditions, open space, historic and cultural resources, building design, built environment, visual resources, and transportation infrastructure. The Town of Milton is often divided into two (2) major development areas: the eastern section (including Ballston Spa), with higher residential and commercial density served by public water and sewer, and the western section, with small hamlet centers and low-density development and rural land uses primarily served by private water and sewer systems.

Figure 22: Housing Development Sign



Within the two (2) broad development areas, there exists a diverse neighborhood landscape. No one-size-fits-all approach can fully encapsulate the definition of a neighborhood; historic hamlets, housing developments, multifamily complexes, manufactured housing (mobile home) parks, rural landscapes, primary streets, and major intersections are all considered to be neighborhoods to those living in these locations. In terms of character, each of these categories will likely convey commonalities that provide for a sense of place so often associated with neighborhoods.

Figure 23: Residential Area Sign



Neighborhoods within the Town of Milton are most easily discernible when associated with the names of housing developments. Geyser Crest, Rowlands Hollow West, Rowlands Hollow East, and Milton Oaks are the primary named single-family neighborhoods. Winner’s Circle, Woodlands Edge, Knollwood Hollow, and Deer Run represent the

³⁷ See, e.g., City Environmental Quality Review Technical Manual (2021), https://www.nyc.gov/assets/oec/technical-manual/2021_ceqr_technical_manual.pdf

major multifamily housing complexes. The largest manufactured housing developments include Saratoga Acres, Kayadeross Acres, Saratoga Village, Northern Pines, White Pines, Country Manor, Shady Acres, Forest Hills, Stone Church Village, and Saratoga West. Other areas of town are defined more by their historic hamlet names than by the names of housing developments or street names. Additionally, locations outside of hamlet centers and residential developments are generally associated with the street name.

Upon entering a residential neighborhood, the Town indicates to travelers that they are entering a different use area through the installation of signs near their intersection with a main thoroughfare. These single-family neighborhoods are generally similar in their character, with somewhat uniform densities, lot sizes, structure sizes, and road layouts. Multifamily neighborhoods are primarily characterized by their higher building heights, high densities, pedestrian-oriented infrastructure, and community amenities. Manufactured housing parks in Milton are single-use neighborhoods with higher densities of buildings, fewer people per unit, and single-story buildings. Those areas of the community defined by their street names tend to be more rural in nature, with larger lots and lower densities amongst active farms.

Figure 24: Milton Hamlet



The Hamlet of Milton is partially defined by the boundaries associated with the Milton Census-Designated Place, which includes all areas between the Town's boundary with the City of Saratoga Springs, Rock City Road, Geysers Road, and Northline Road. This hamlet is centered around the junction of Geysers Road (County Route 43) and Rowland Street (County Route 47) – Milton's Town Center – and extends approximately 0.25 miles north of the intersection to encompass the commercial and residential

Figure 25: North Ballston Spa



development along Rowland Street and Geyser Road. This hamlet possesses a wide mix of commercial, government, and residential uses, including small and large retail, multifamily housing, single-family housing, manufactured housing parks, Milton Town Hall, Milton Community Center, senior housing, and recreational amenities.

The Hamlet of North Ballston Spa encompasses the area immediately to the northwest of the Village of Ballston Spa. This hamlet is also defined as the North Ballston Spa Census-Designated Place. The primary hamlet area includes the area between the City of Saratoga Springs boundary to the east, the Village of Ballston Spa boundary to the south and west, and Northline Road to the north. The hamlet is primarily single-family residential with similar house styles and ages; commercial development is limited to NYS Route 50 and consists of a shopping plaza and low-rise services and retail.

The Hamlet of West Milton, formerly known as Spiers Corners and Clutes Corners, is centered at the intersection of West Milton Road (County Route 49), Crook's Grove Road, and Atomic Project Road. West Milton Road travels between Galway Road and Geyser Road/Rock City Falls Road and is the easiest way to define the hamlet's extent. It is also the area of town most associated with the Kesselring Site. Aside from the lab and a few commercial properties, the hamlet is largely made up of manufactured housing parks with a scattering of single-family homes.

Figure 27: West Milton



Figure 26: Milton Center



The Hamlet of Milton Center is located at the intersection of Geyser Road (County Route 43) and Middleline Road and lies at the geographic center of town. This area is

almost exclusively residential, split equally between single-family homes and manufactured housing parks.

Figure 28: Factory Village



The Hamlet of Factory Village is a historic area just to the north of the Ballston Spa Village boundary, centered at the intersection of Maple Avenue with Galway Road (County Route 45). It was the former location of two (2) paper mills, which allowed for residences to develop around them. Current uses are exclusively residential, with a split between manufactured housing parks and single-family residential.

Figure 29: North Milton



The Hamlet of North Milton is primarily an area focused on low-density commercial and utility uses at the intersections of Middleline Road, Sodeman Road, and Murray Road with Washington Street (NYS Route 29). Just a handful of residences are located

Figure 30: Rock City Falls



within the immediate area, but areas approximately one (1) mile to the east and west of the hamlet center are comprised only of single-family residential.

The Hamlet of Rock City Falls is a historic area founded around the development of major mills along the Kayaderosseras Creek. Cottrell Paper is still located next to the Rock City waterfall. The hamlet is loosely bounded to the west and south by the creek, to the east near Hudson Lane, and to the north by the rapid limit of development. Aside from the mill, the area is mostly residential with manufactured housing and single-family homes, some historic sites, and a few service sector uses.

Placemaking

According to the Project for Public Spaces (www.pps.org), placemaking is a collaborative process that shapes public spaces to strengthen the connection between people and the places they share. Furthermore, placemaking involves the engagement of people in the planning, design, and management of public spaces to reflect and enhance the unique characteristics of a place. In rural and suburban landscapes, placemaking at the town level is a more difficult task due to the lower density development and isolated neighborhoods. At the neighborhood level, placemaking is somewhat easier as people tend towards connecting at smaller scales rather than a larger, less-defined scale.

There are opportunities to enhance Milton's places. At present, many of the Town's places do not announce their presence to visitors, with certain exceptions in the public spaces primarily concentrated on the eastern side of town and within the Village. The existing spaces outside the Village, including Burgess Kimball Memorial Park, the Town Hall Clock, Treible Park, Boice Family Park, Woods Hollow Nature Preserve, Suzanne's Playground, and Doubleday Fields, are each highly valued by the community, which was readily apparent from the responses to the Reimagine Milton Community Survey. While these are valuable placemaking amenities that positively contribute to Milton's quality of life, they are poorly connected to the surrounding neighborhoods. The Community Survey shows that Woods Hollow is considered to be the most valuable public space; however, while it sits between three residential neighborhoods, no sidewalk or crosswalks are in place to provide safe and comfortable access.

Treible Park and Boice Family Park are located in more rural areas of Milton and do provide placemaking amenities to build outside of eastern Milton. Treible Park is located in south-central Milton along NYS Route 67 on two (2) town-owned parcels totaling 60.55 acres. The park has picnic tables and a historical kiosk. Boice Family Park is located in and around the Creekside Park neighborhood off Rock City Road on

162.79 acres. The park consists of four (4) miles of hiking trails along Kayaderoseras Creek and acts as a protective buffer between the creek and the neighborhood.

Milton's Town Center is an example of a commitment to placemaking. The 2001 Town Center Master Plan and Design Guidelines are oriented toward enhancements of the public realm concurrent with investments by private developers, and as a result, today, the Town Center is a recognizable place in Milton and the region. Requirements like

Figure 31: Boice Family Park



Photo credit: <https://kayaderos.org/park/boice-family-park/>

curbing, sidewalks, and street trees combine to create a consistent feel.

And Milton has already seized a substantial opportunity to enhance the Town Center as a place with the Reimagine Milton initiative, with proposed placemaking elements to include a public atrium, courtyard, playground, pavilion, gazebo, picnic areas, stage, basketball and tennis courts, athletic field, and community garden, as well as connections to surrounding destinations. These future amenities will enhance the public realm through the creation of diverse spaces within a single place, including promoting social and physical connection to the town government through the sharing of the public spaces surrounding Town Hall.

For the continued improvement in placemaking throughout Milton, the same concepts embedded into the Town Center Master Plan should be spread to other corners of town, specifically to the historic hamlet centers of West Milton and Rock City Falls, which already possess strong local identities.

Figure 32: Playgrounds, Pavilions, and Gazebo (Reimagine Milton Concept Rendering by Delaware Engineering, DPC)



Figure 33: Town Hall Expansion and Courtyard (Reimagine Milton Concept Rendering by Delaware Engineering, DPC)



Housing

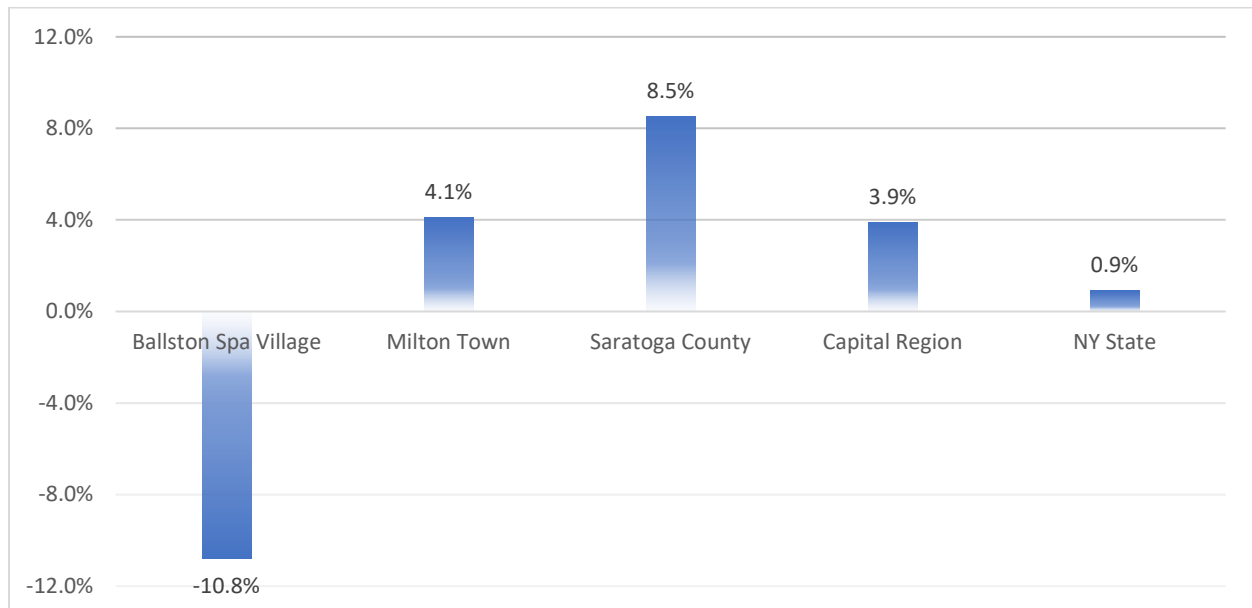
Demographic-Housing Interplay

The population and housing units within the Town of Milton are split between the portion of the Village of Ballston Spa within Milton and the Town of Milton outside of the Village. In order to accurately depict the population and housing units of the Town outside of the Village, the Village's population and housing units are split by town (Ballston and Milton); then the population and housing units within the Milton side of the Village are subtracted from the total population and housing units in the Town.

The housing units and population outside the Village both grew between 2010 and 2023. The population grew by 1,293 people or 9.2%, while housing grew by 287 units or 5%. This is a growth ratio of 4.5 people per unit added over this period. With a median household size of 2.5, a considerable amount of growth would likely be contributed to an increase in the size of existing households.

Figure 34 visualizes and compares the percent change in population between the 2010 and 2020 decennial censuses for the Town, Village, County, Region, and State. The population of the Town continues to rise despite the significant loss of population from the Village.

Figure 34: Population Change from 2010-2020 Decennial Censuses



The median age in Milton is slightly lower than that of the County, higher than that of Ballston Spa, the Capital Region, and NYS, as shown in Figure 35. Each of these geographies trend higher than the national average age of 38.7 (2023). Figure 36 and Figure 38 present the percentage of the population under 18 and over 65, respectively. The percentage of the population under 18 is lower in Milton than in Ballston Spa, while those over 65 are higher in the Village than in the Town.

Figure 35: Median Age (ACS 2023 5-Year Estimates)

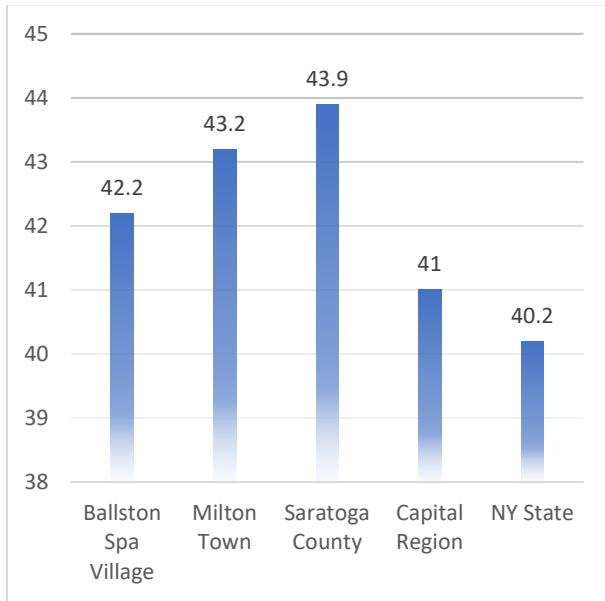


Figure 36: Population Under 18 (ACS 2023 5-Year Estimates)

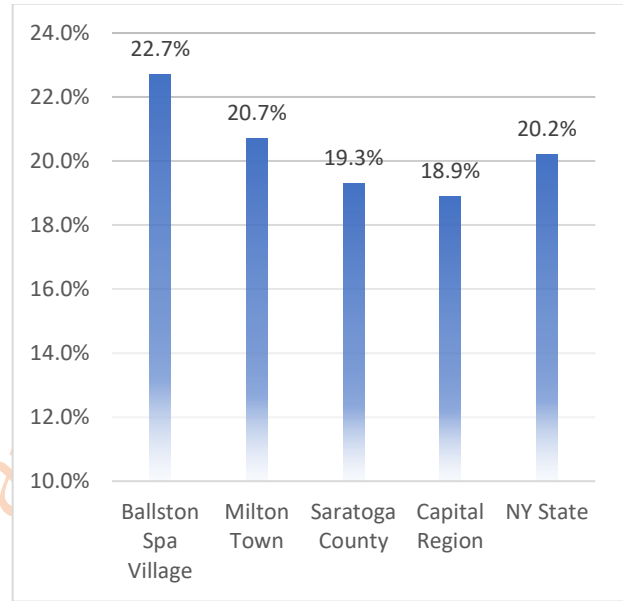


Figure 38: Population Over 65 (ACS 2023 5-Year Estimates)

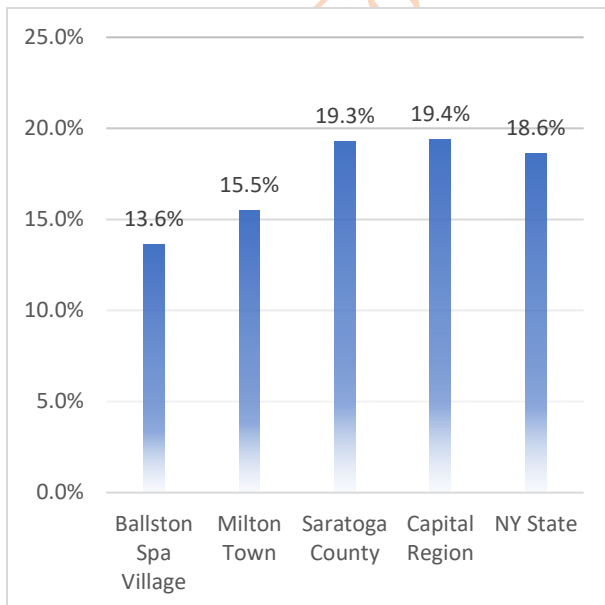


Figure 37: Percent Female (ACS 2023 5-Year Estimates)

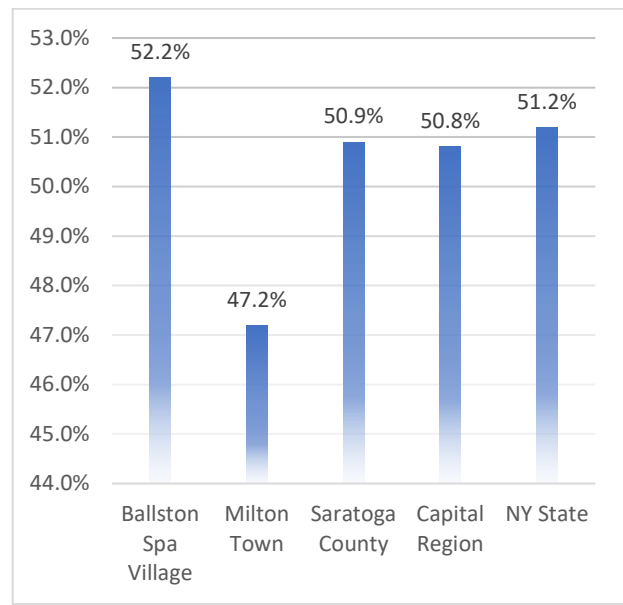
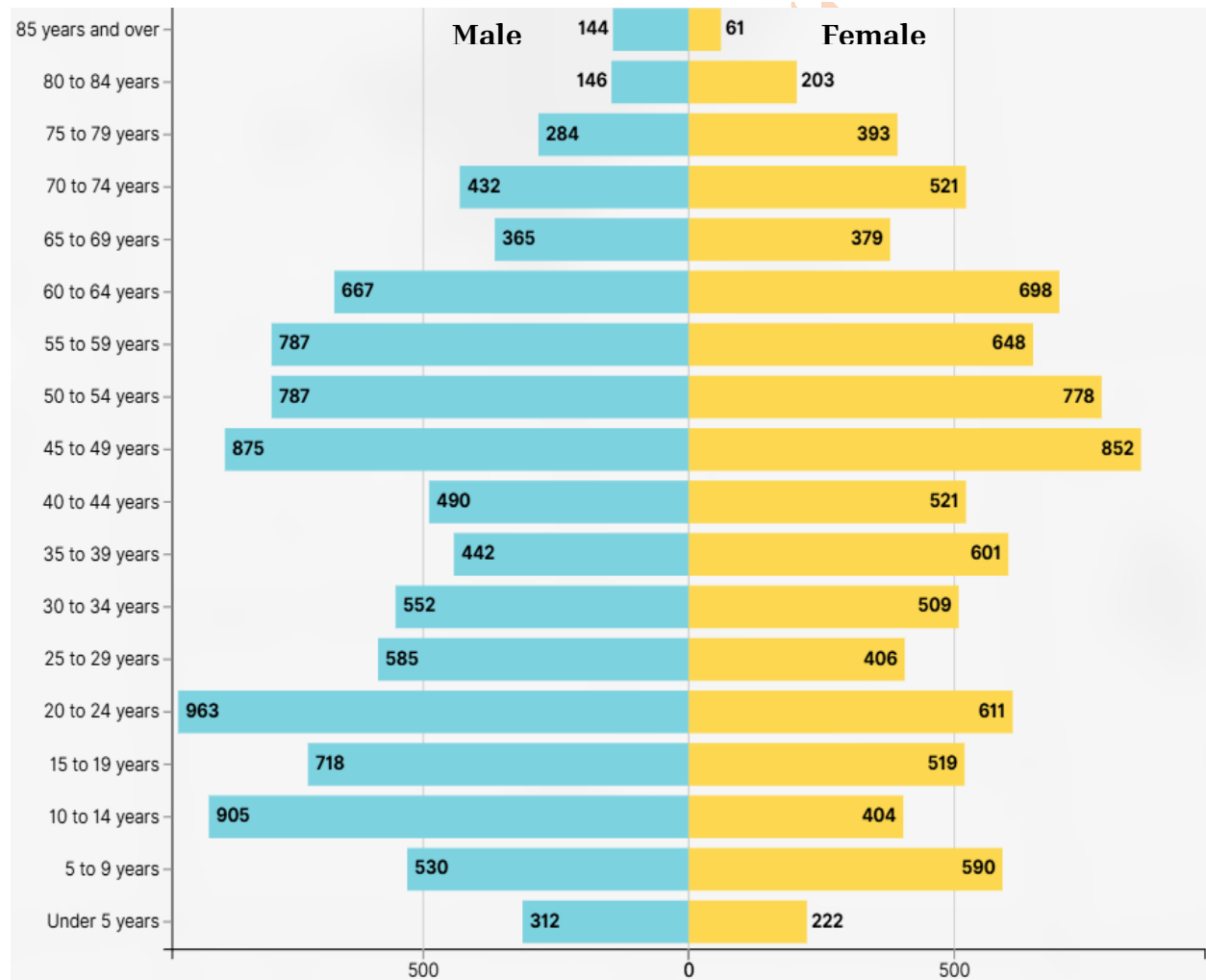


Figure 37 shows the percentage of females for each geography, with the Town of Milton well below the percentage of Village residents who are female. This means that with the Village population removed from the Town, the percentage trends even lower. Women make up a larger proportion of people within the County, Region, and State, as well. Figure 39 provides a breakdown of the population in 2023 by age group and gender (population pyramid). The gender discrepancy is readily apparent when looking at the younger generations, with a ratio of nearly 3:2 males to females. The largest group at the time for men, and overall, was those between 20 and 24, at 963 people. The largest group for women was those 45 to 49, at 852 people. The smallest age group for men, women, and overall was those 85 and over, at just 205 people. The female population becomes larger than the male population at age 60; however, it drops off precipitously at age 85.

Figure 39: Population by Age and Sex (2023 ACS 5-Year Estimates)



Housing Profile

Housing in Milton is not only the principal use throughout the Town, but is also its situation as a bedroom community of Saratoga Springs, Ballston Spa, and the greater Capital Region. Housing construction within Milton began in the late 1700s, mostly within the Village, and persisted as the principal housing stock within the Town until the 1940s, with the steady increase in suburban style development trends. Figure 41, below, depicts how this growth continued until the recession, when the construction trend reversed.

The US Census categorizes housing units as either single-family detached, single-family attached, multifamily 2-9 units, multifamily 10 or more units, or mobile, boat, RV, van, etc. The Town's distribution of each housing category is depicted in Figure 40, with the vast majority of parcels and acreage dedicated to single-family homes and rural residential. While the density of housing units is concentrated on the eastern side of town, each housing type is spread evenly throughout the whole of the town.

Approximately 85% of the Town's tax parcels are primarily used for residential purposes. Of these parcels, nearly 75% are single-family detached housing units. According to the 2023 American Community Survey (ACS) 5-Year Estimate, there were a total of 7,954 housing units within the Town of Milton. The housing breakout by unit is shown in Figure 14, with single-family homes accounting for 63% of all units, followed by mobile homes with 13%, and multifamily units making up the remaining 24%.

Figure 40: Housing Units by Type (2022)

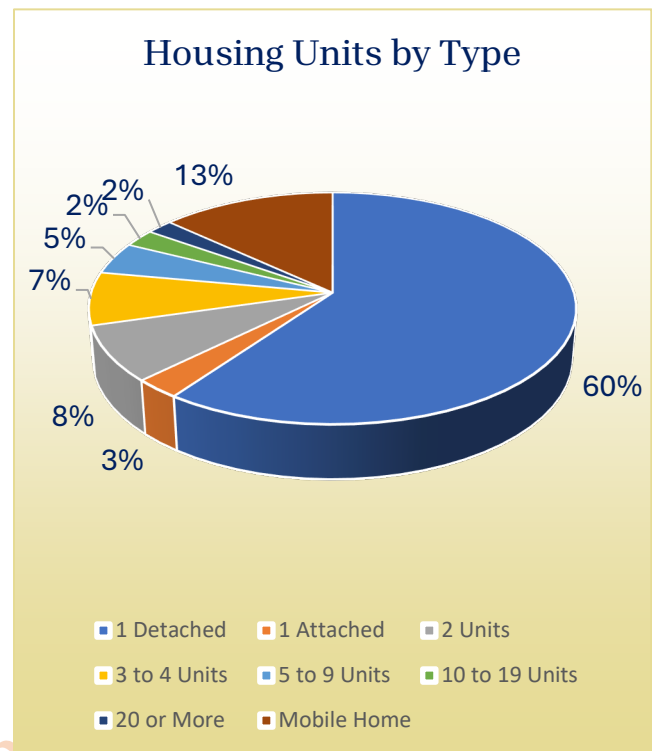
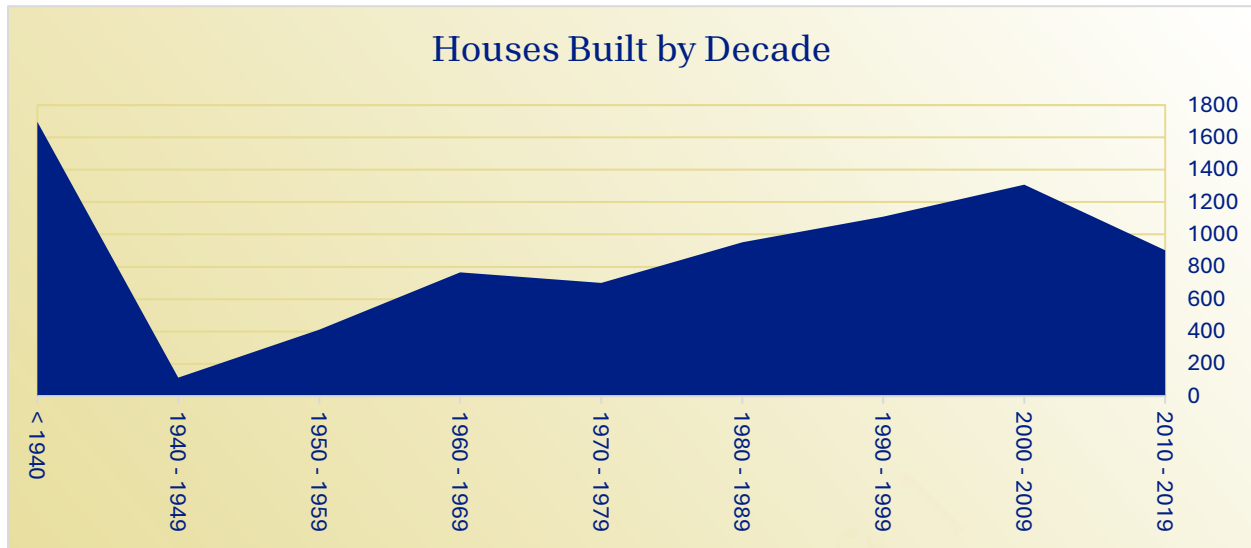


Figure 41: Houses Built by Decade (1940-2019) (ACS 5-Year Estimates)



The total number of housing units within the Town in 2010, 2020, and 2023 is shown in Figure 42. Also shown is the breakout and change in the housing units between the Ballston Spa portion of the Town and those outside of the Village boundary. The number of housing units has steadily grown within the Town when excluding the Village, while the Village has demonstrated a recent loss in housing units. The overall trend was shown to level off between 2020 and 2023 after a period of growth between 2010 and 2020.

Figure 42: Change in Housing Units Breakout (US Census)

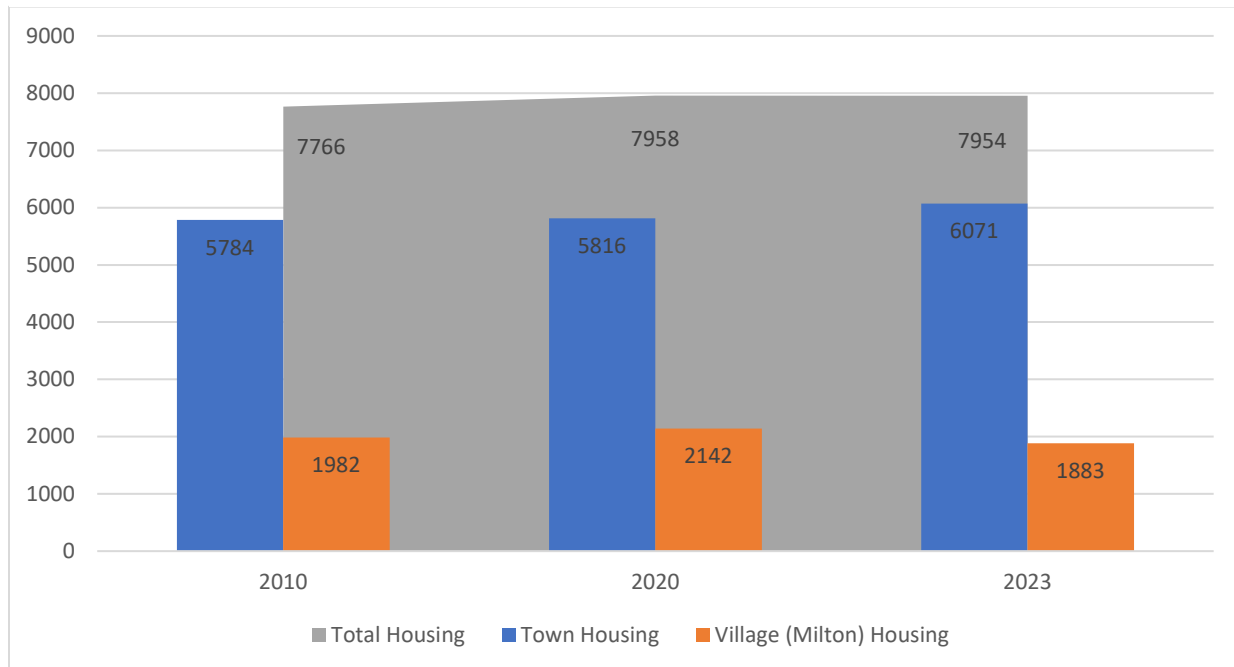
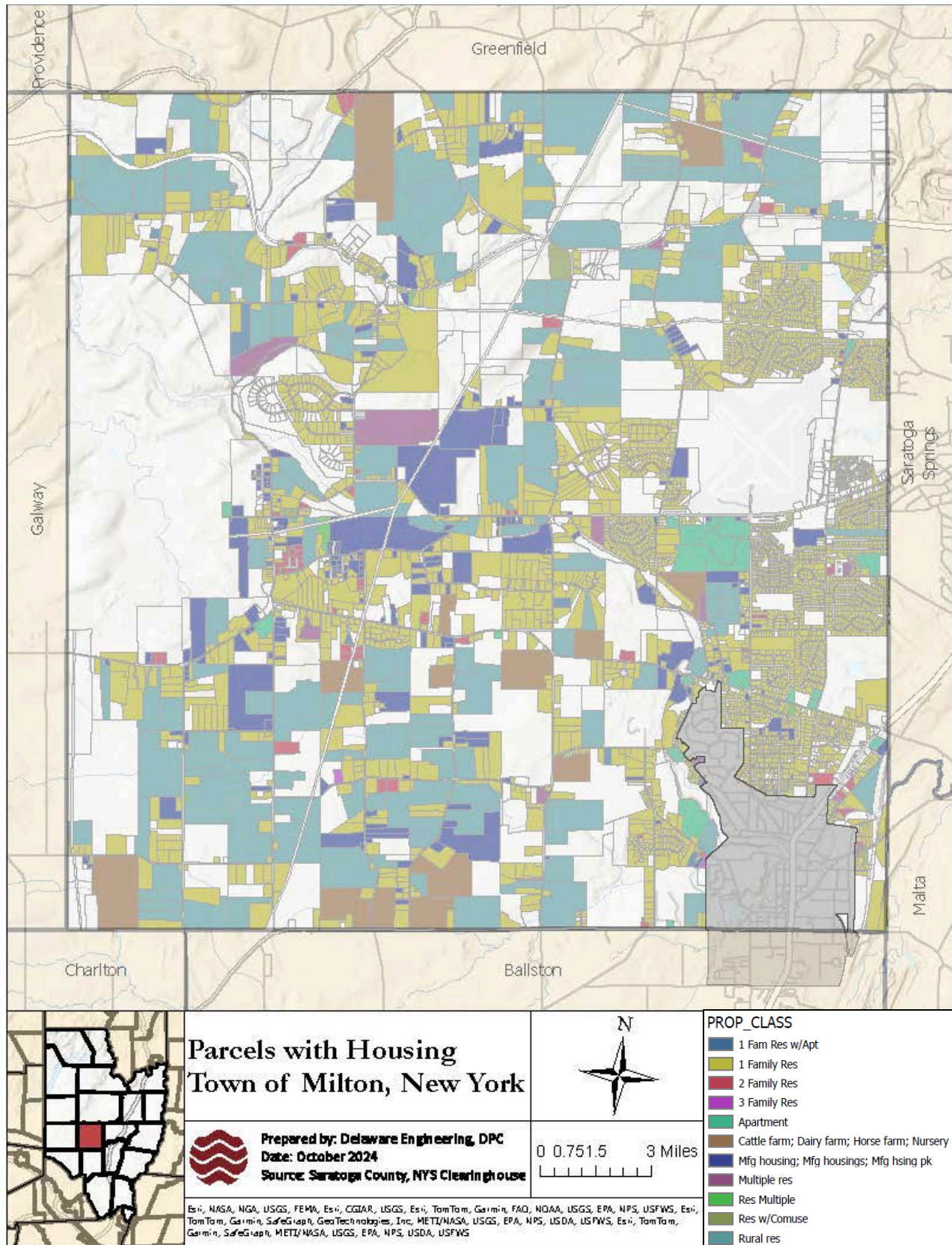
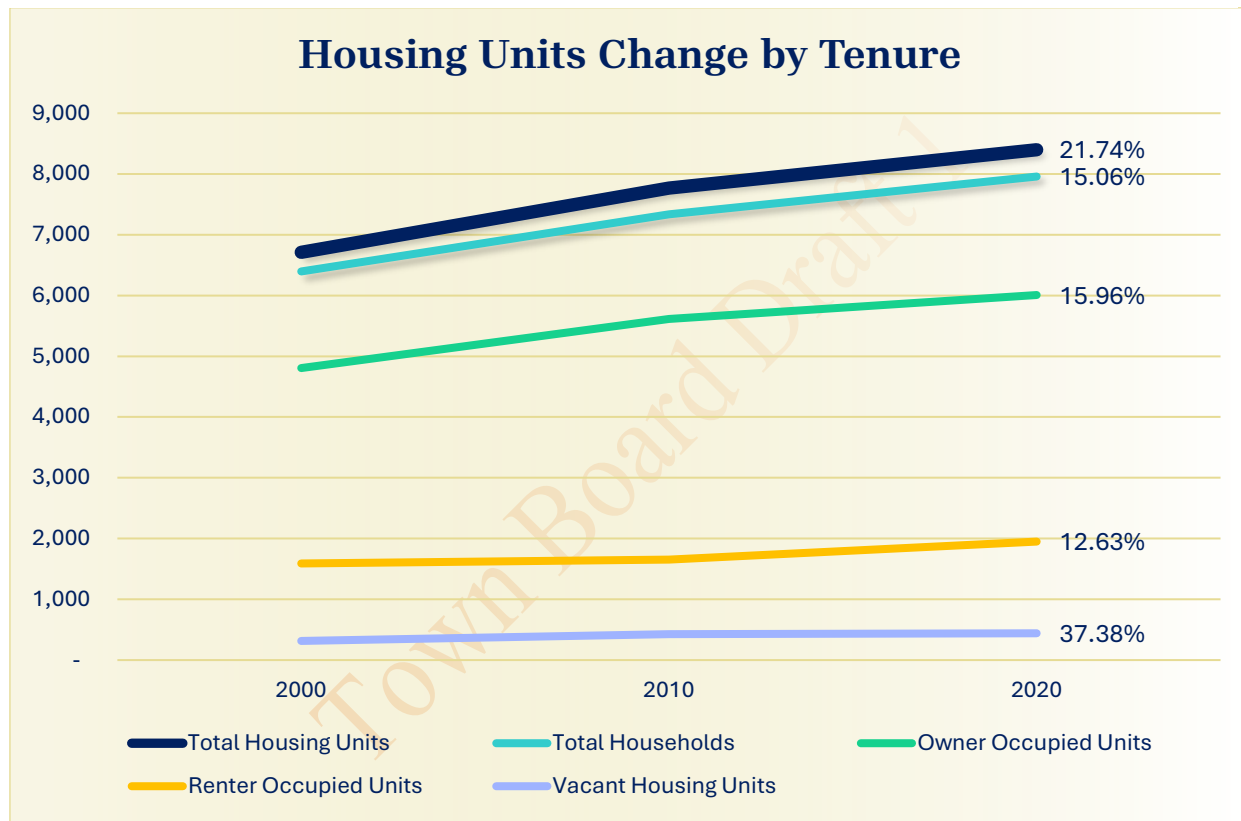


Figure 43: Housing Type by Parcel



Milton’s housing units in 2023 had approximately a 95% occupancy rate. Single-family, attached units had the highest rate of occupancy at 100%, and multifamily housing with 2-9 units had the highest rate of vacancy at 14.7%. Figure 44 provides the percent change between the 2000 and 2020 decennial censuses, with nearly 22% growth in overall units, a 15% increase in households, a 16% increase in owner-occupied units, and a 12.6% increase in rental units. Total vacant housing units increased by 37.4%, but the number of vacant units is far smaller than any of the occupied categories, and that number continues to be smaller.

Figure 44: Housing Units Change by Tenure



Using the data depicted in Figure 46, single-family housing units are shown to have grown by 35%, with a new 1,364 units added between 2000 and 2020. Mobile home units increased in 2010 but then fell back to just under the quantity in 2000 at the 2020 census. Mirroring trends in the Capital Region, multifamily units grew by 25% with the addition of 362 units between 2000 and 2020. Multifamily housing unit trend data are further detailed in Figure 45, which shows a decrease in 2-unit and 10 or more units between 2010 and 2020 but an increase in homes within 3-9 unit buildings. There is a distinct shift during this decade involving the conversion of two-family homes to

accommodate additional units and the combination of units within 10 or more unit buildings.

Figure 46: Change in Multifamily, Single-family, & Manufactured Housing Units

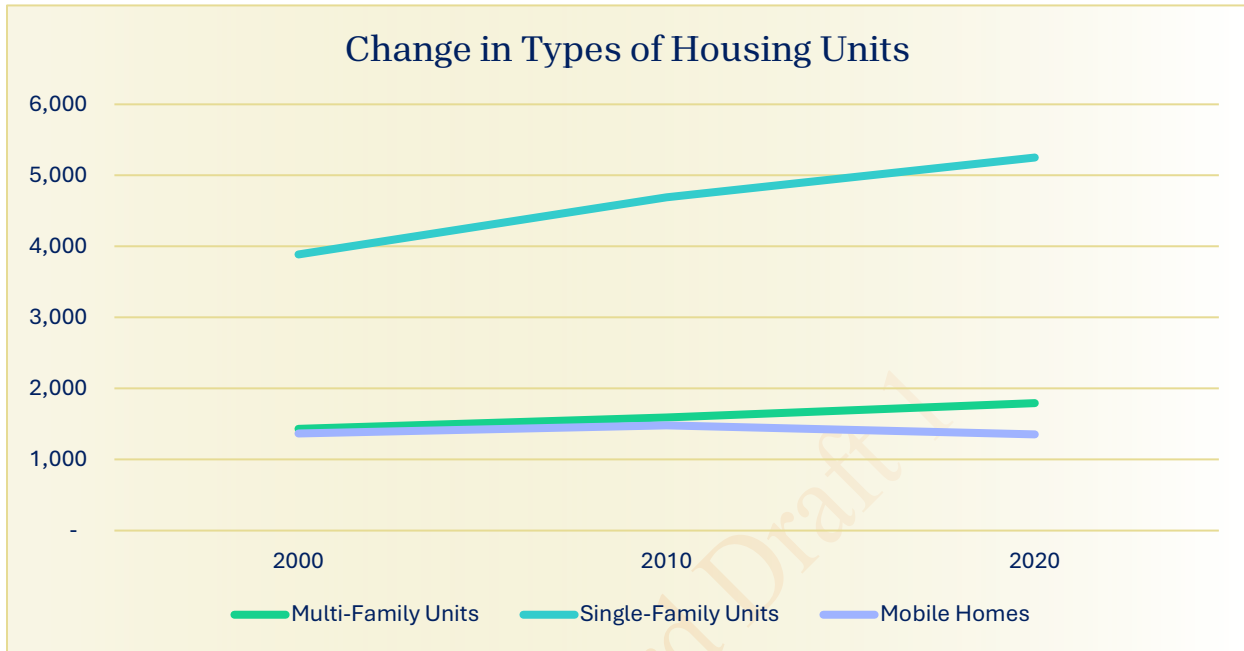
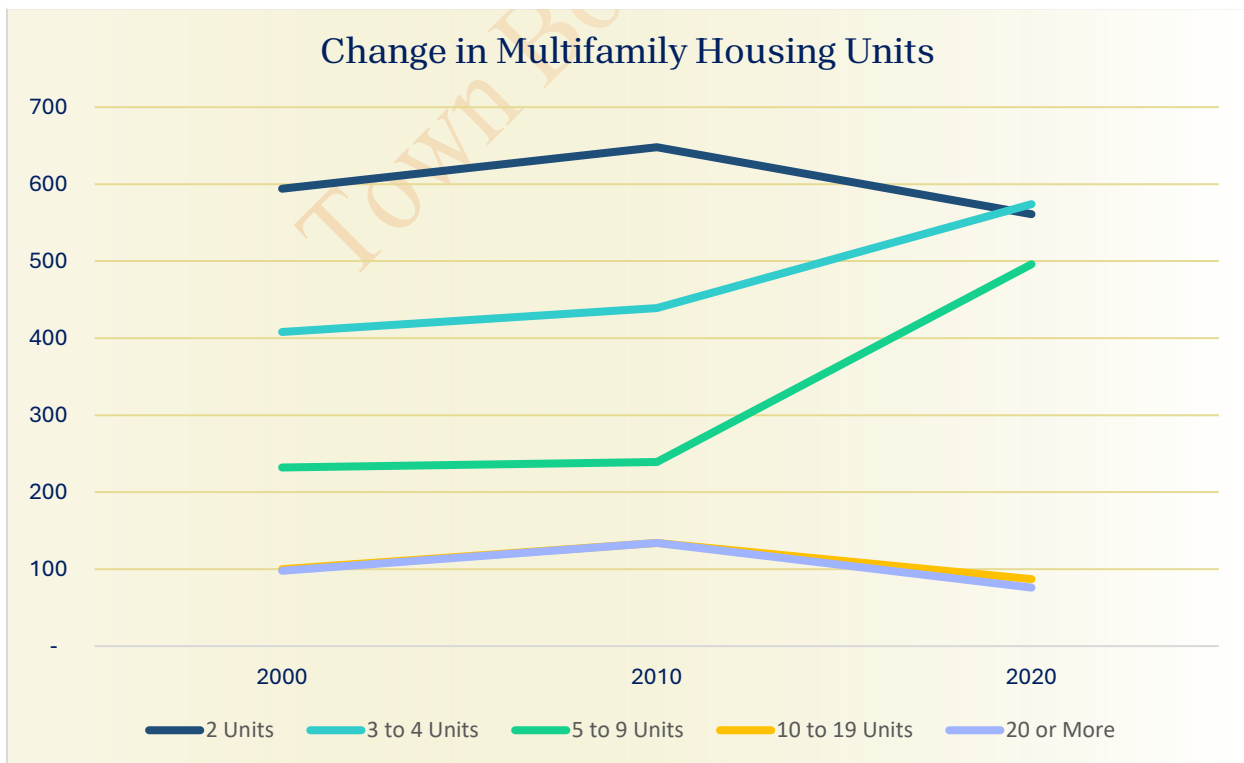


Figure 45: Change in Multifamily Housing Units



There is currently a jobs-housing mismatch within the Town of Milton and throughout Saratoga County. Housing has not kept pace with job growth and wage stagnation due, in part, to the unfortunate realities of the unaffordability of homes and the inaccessibility of workplaces. Median home value data, as shown in Figure 47 and Figure 48, provides evidence for the stark increase in the cost of housing. Additionally, Figure 47 shows the rapid loss of attainable homes throughout Milton. The average cost of a home changed by nearly \$100,000 or 38.5%, while median household income only grew by \$10,000 or 14.3%.

Figure 47: Median Home Value to Household Income (2023 dollars)

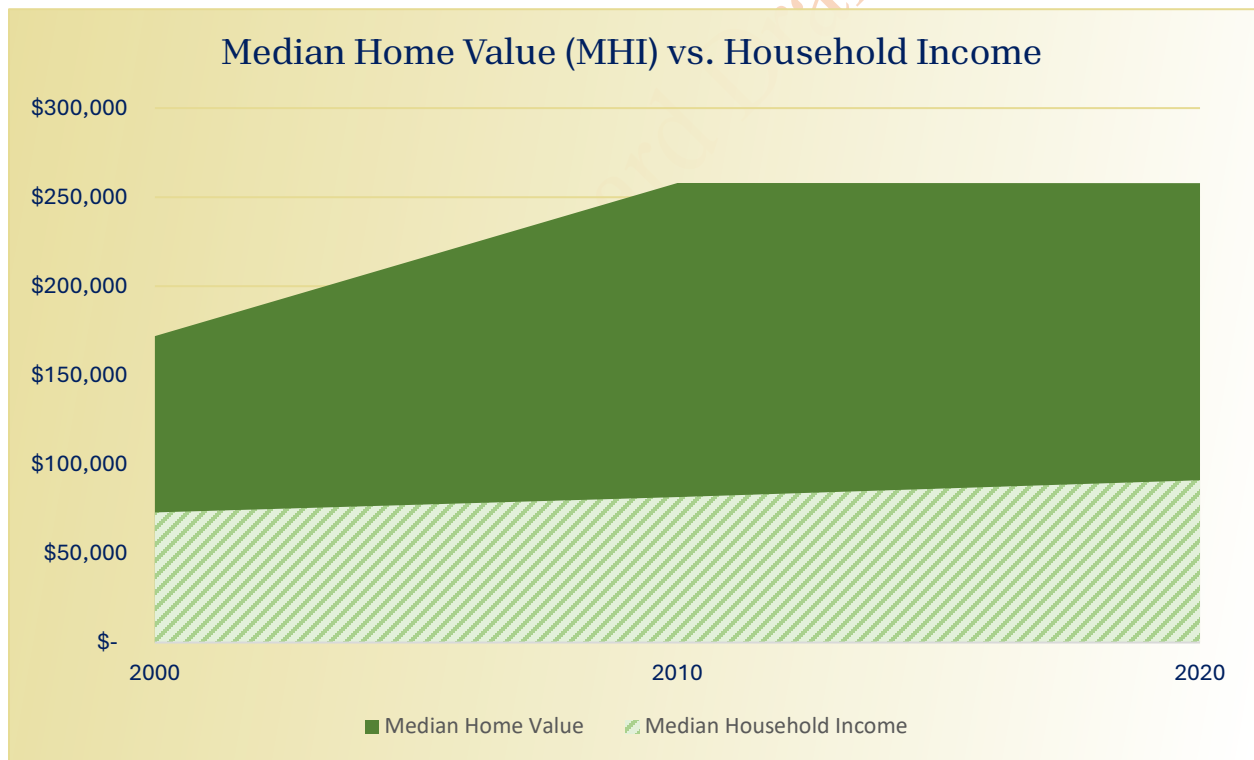
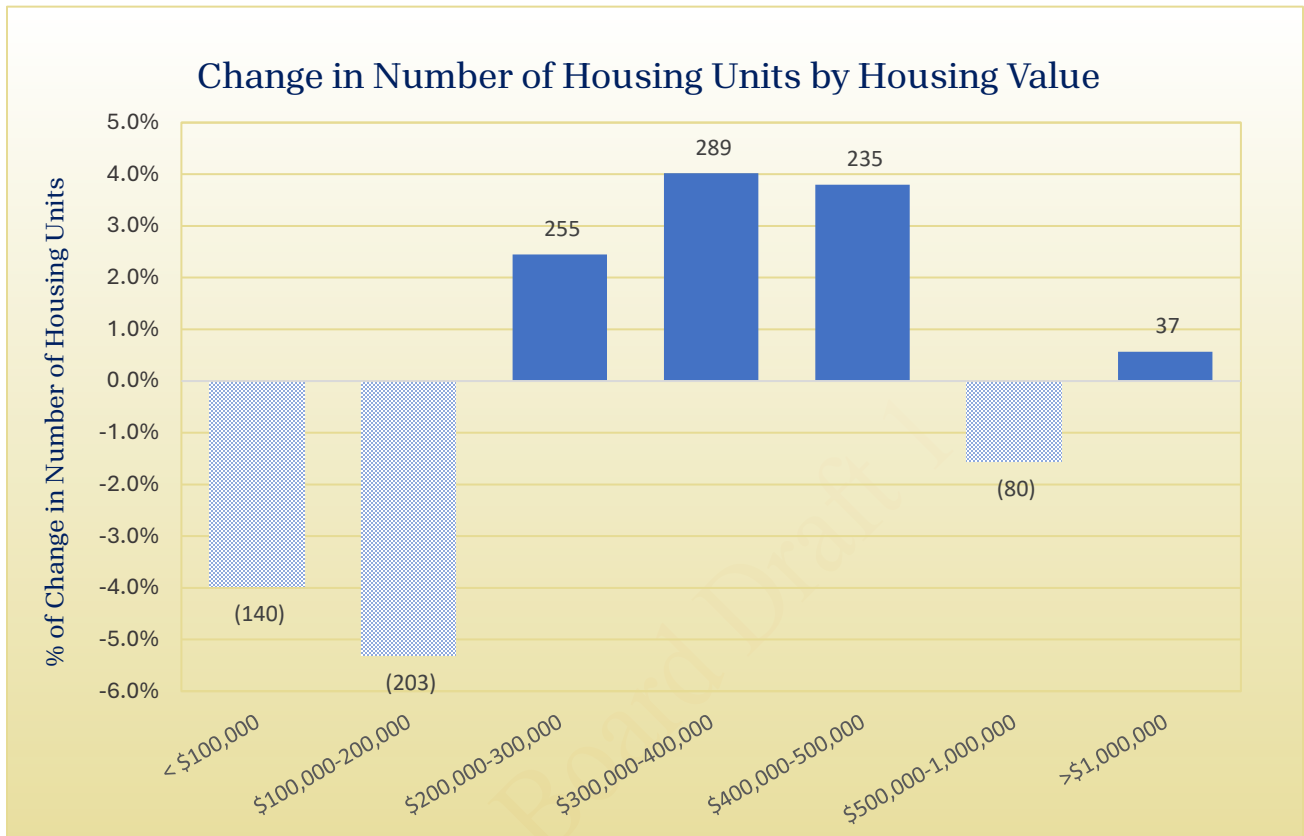
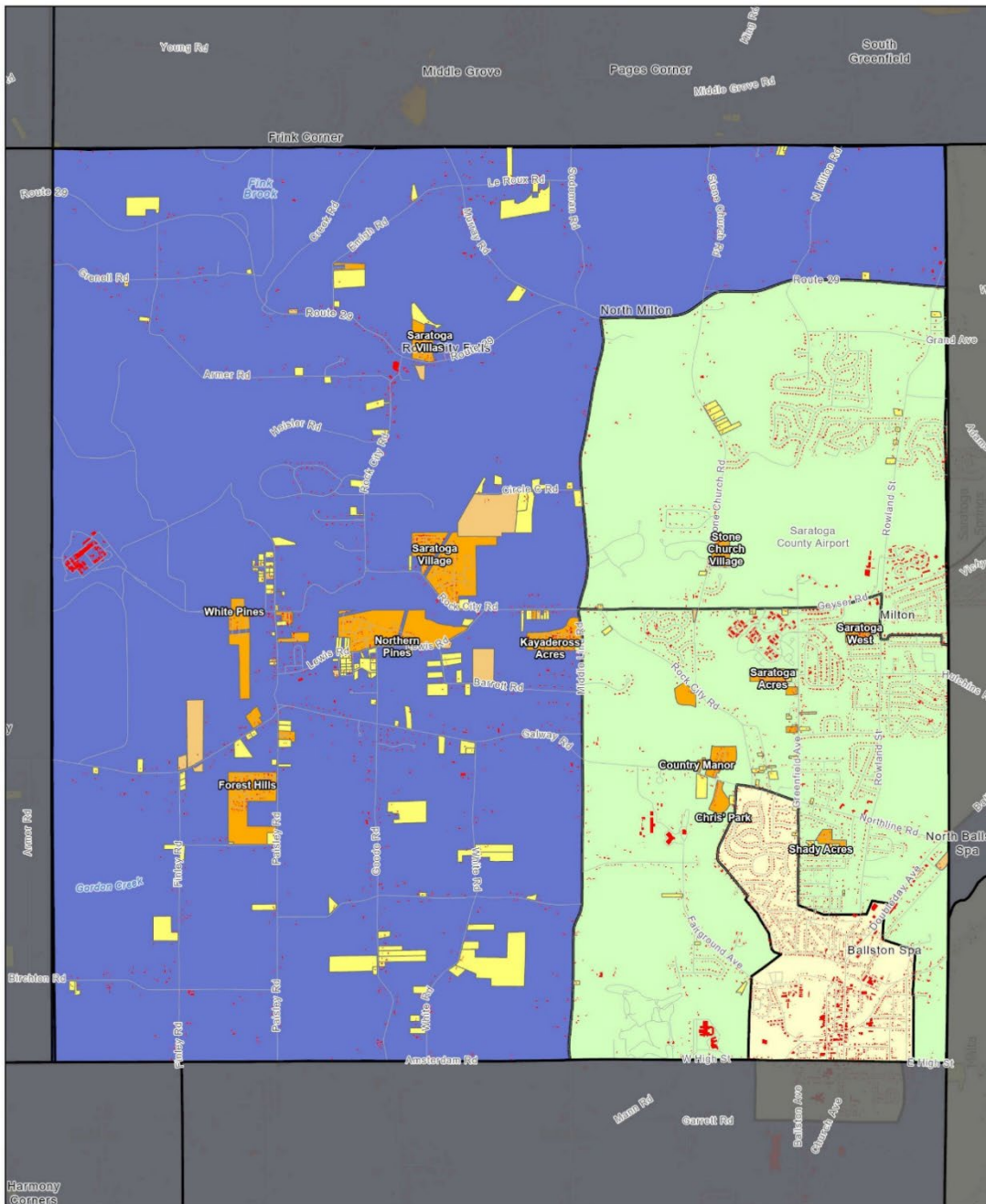


Figure 48: Change in Number of Housing Units by Housing Value over a 10-year Period (2010 – 2020)



Mobile homes (also called manufactured housing, adhering to federal terminology and regulations) and mobile home parks account for a significant supply of the Town’s affordable housing stock. Saratoga County has a high rate of mobile home units compared with other New York State counties; however, with 17 mobile home parks located in Milton, the Town likely possesses the highest concentration of mobile homes in the county. According to the 2023 ACS, there are approximately 1,125 mobile home units in Milton, constituting more than 14% of all housing units with just a 2.2% vacancy rate. The Town continues to have this high rate of mobile homes, even with the closure of some parks and the enactment of a zoning policy precluding mobile homes outside of parks. Figure 49 depicts the town-wide distribution of manufactured housing parks along with mobile homes by percent of housing units by census tract. Within the Village of Ballston Spa, they make up less than three (3) percent of the total housing units, in eastern Milton, they account for up to 10% of total housing units, while in western Milton, they account for over 60%.

Figure 49. Map of manufactured housing by property class and census tract



MANUFACTURED HOUSING
TOWN OF MILTON, NEW YORK

0 0.5 1 2 Miles



Esri, NASA, NGA, USGS, FEMA, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community, Oak Ridge National Laboratory (ORNL); Federal Emergency Management Agency (FEMA) Geospatial Response Office, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community

Legend

- Surrounding Municipalities
 - Buildings/Structures
 - Manufactured Home
 - Multiple Manufactured Homes
 - Manufactured Home Park
- % of Housing Units by Census Tract**
- >60%
 - 3-10%
 - <3%



Prepared by: Delaware Engineering, DPC
Date: June 2025
Source: Saratoga County, NYS Clearinghouse

Town of Milton Subdivision Records data provided in Figure 50, and Figure 51 displays the total building permits peaking at regular intervals between 2000 and 2024, with the recent trend towards a decrease in the overall number of lots approved and created. Building permit data from the Town provides an average of 10 single-family units constructed per year since 2011, with relatively wide but regular fluctuations. The years 2015 and 2021 are the primary outliers for total residential building permits. This increase is mainly due to large multi-family developments in those years. In six (6) of the eight (8) years since 2017, no multifamily permits were issued. Figure 6 also demonstrates that manufactured housing permits per year have been surprisingly consistent since 2011: The number of permits for manufactured housing has fluctuated between 25 and 45 units; however, the mean, median, and mode each equate to 35 units per year. It is important to note that the number of manufactured housing units has remained constant, with the permits likely involving renovations and replacements.

Figure 50: Total Subdivided Lots (2000-2024)

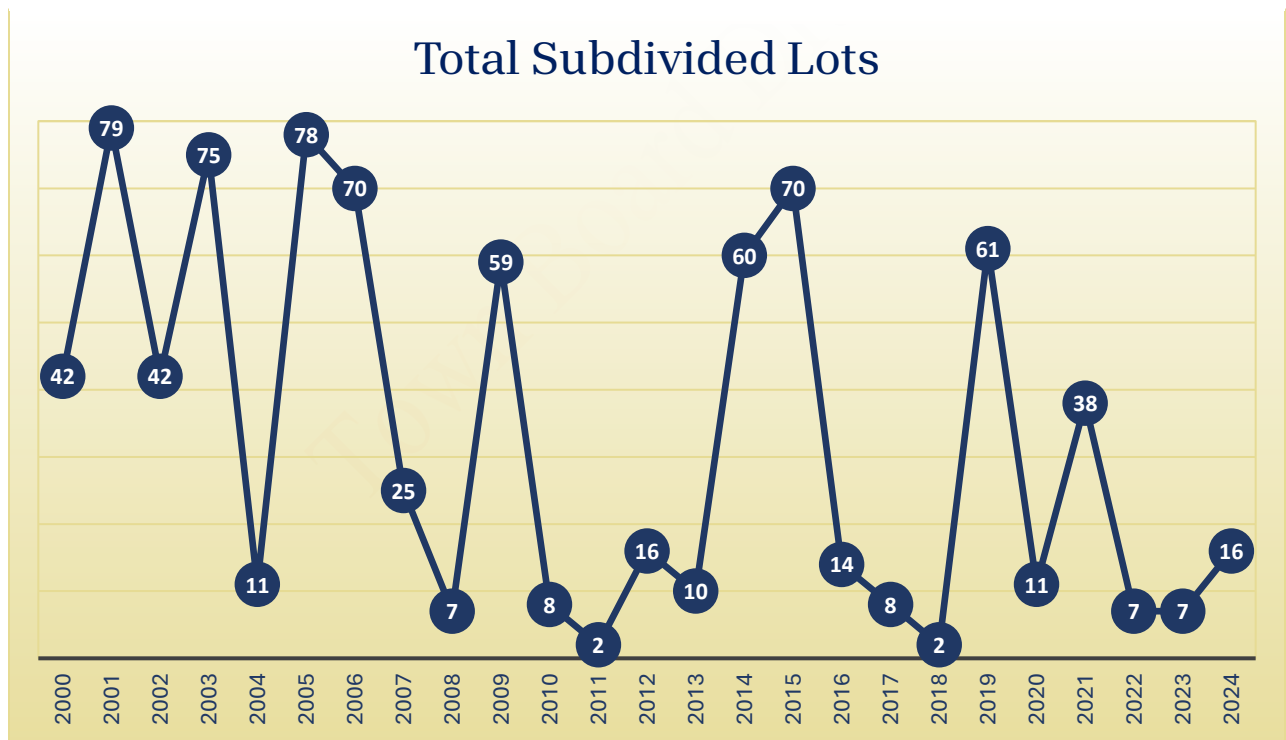


Figure 51: Building Permits for New Residential Units

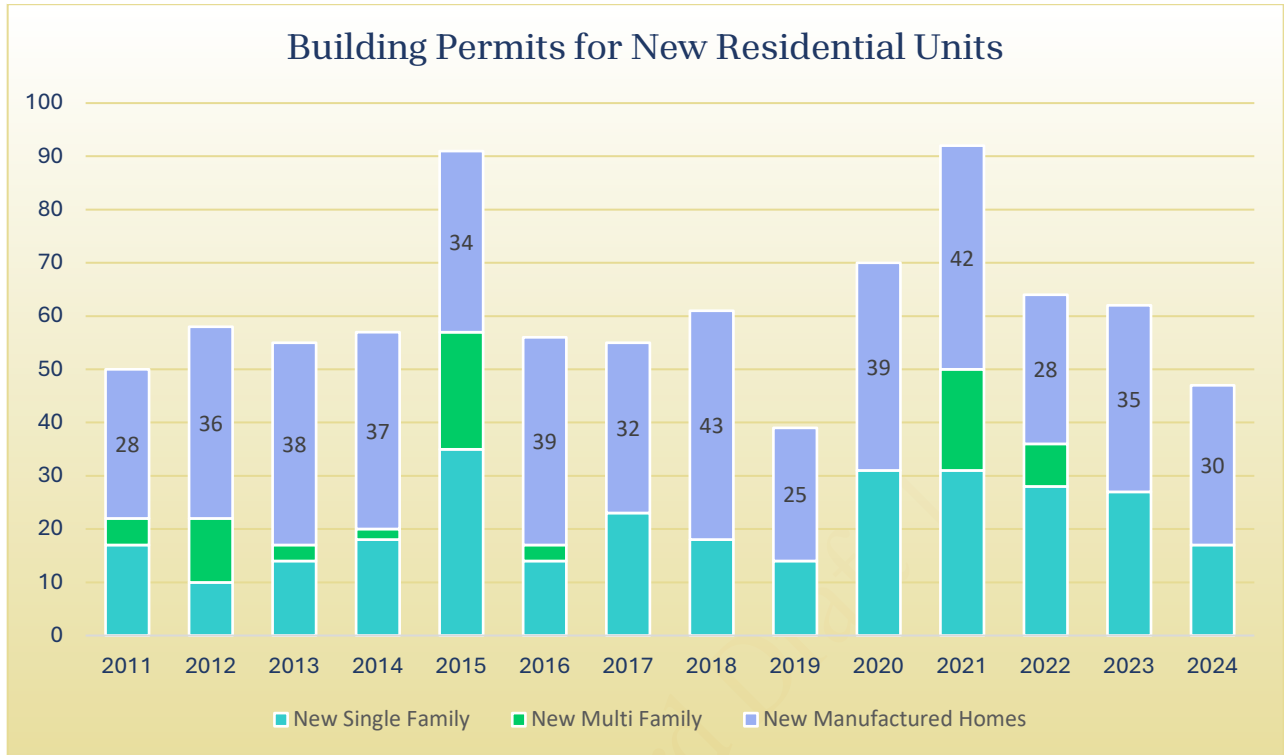


Figure 52 maps the change in parcels with housing between 2011 and 2023. While the higher-density residential areas were historically located in the eastern third of the town, there has been a substantial development shift to the west. This map shows that recent residential development has generally been spread evenly throughout Milton. Figure 53 is a heat density map of all address points within Milton as of 2024. The highest density areas are shown in yellow and are attributed to those locations with mobile home parks and multifamily housing complexes, such as apartments, townhomes, and condos. Most of the Village of Ballston Spa is also shaded in yellow due to its smaller lot sizes and higher density of multifamily housing.

Figure 52: Change in Parcels with Housing (2011-2023)

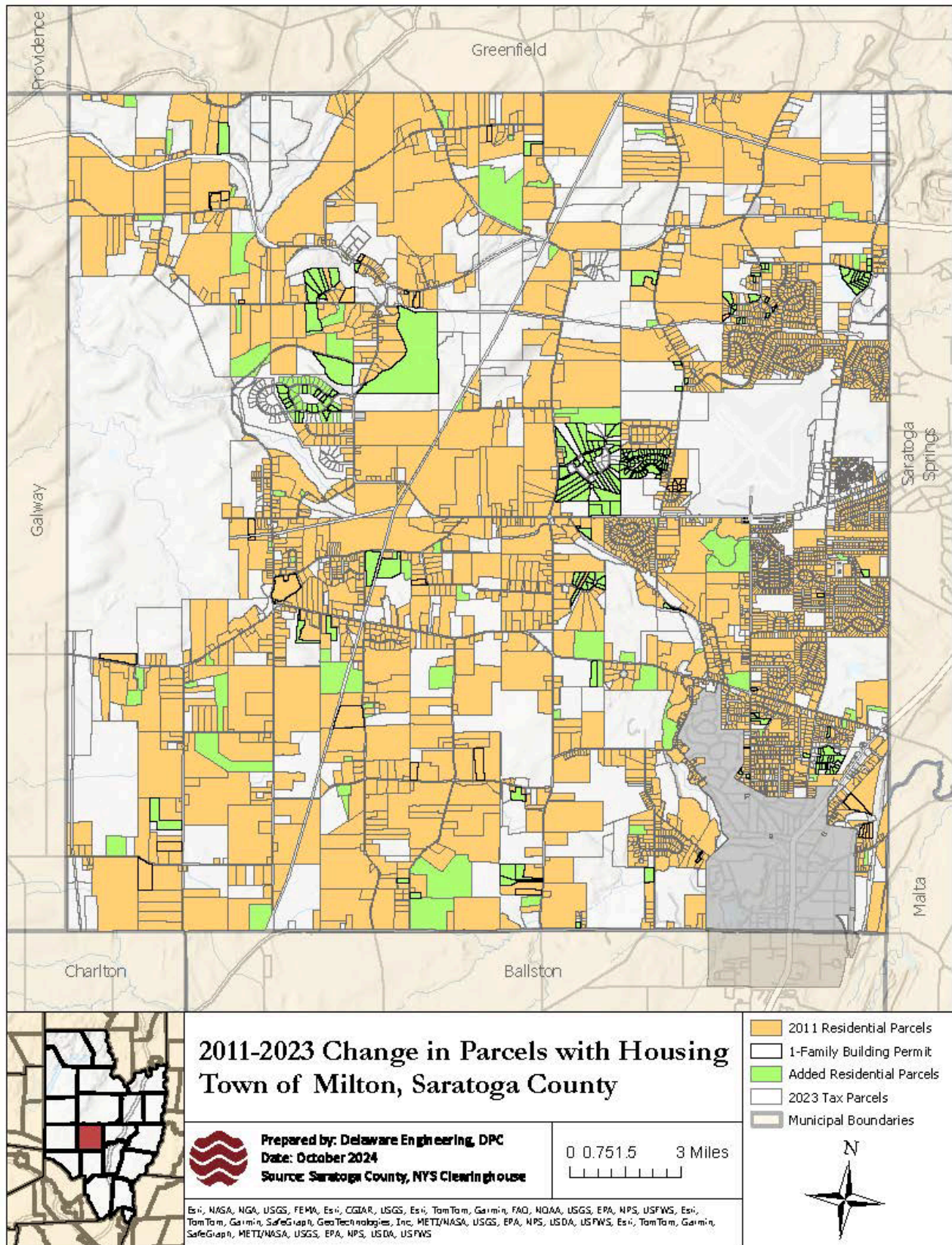
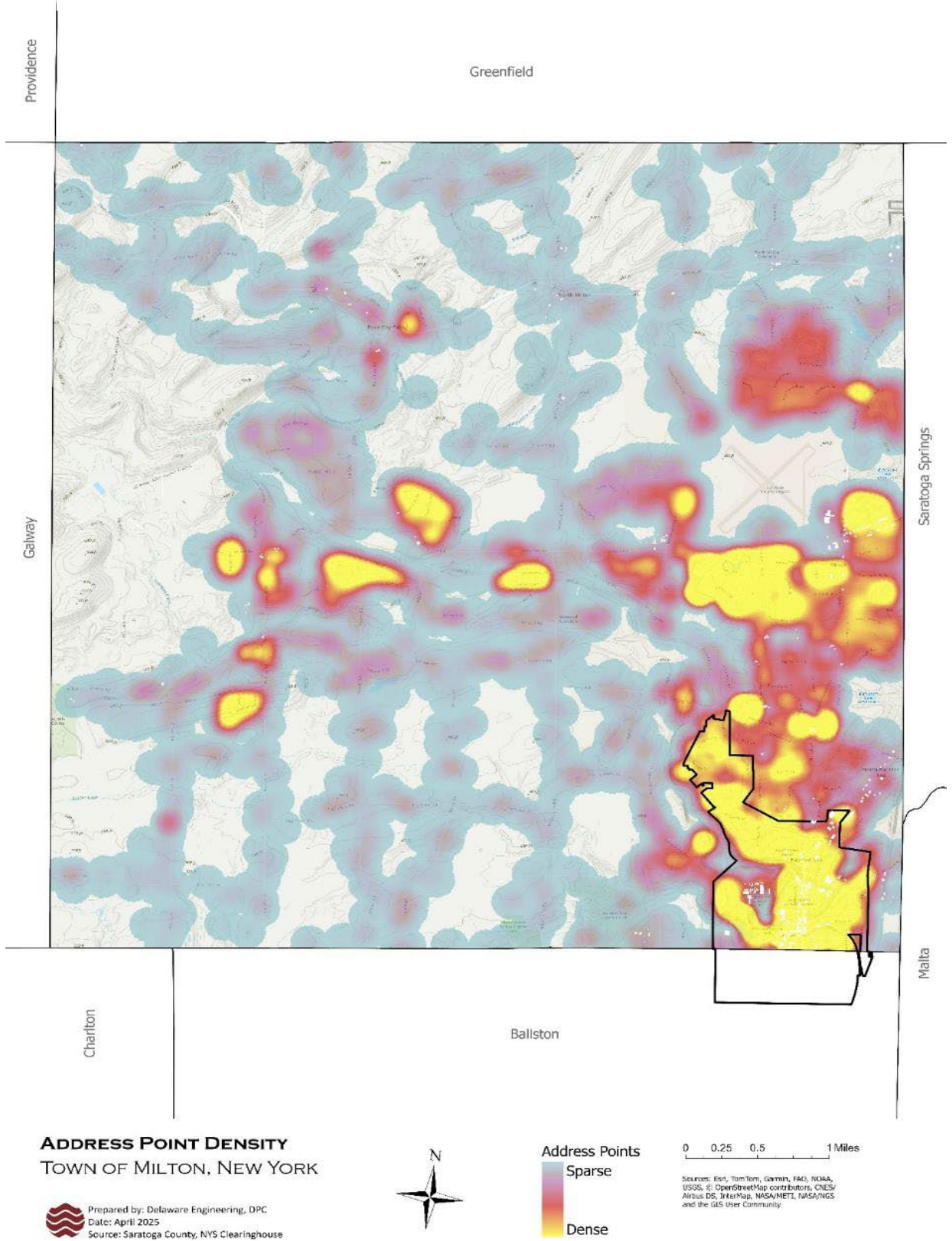


Figure 53: Address Points Heat Map



“Right to farm is the best thing about here, although I wish it was expanded to the residential zones. Also it’s quiet and safe which is amazing.”

~ Community Survey Respondent



Assets and Challenges

Assets

- ✓ **The housing stock is diversifying** with single-family, multifamily, townhouse, condominiums, row houses, and manufactured home parks within Milton’s suburban and rural settings.
- ✓ **The manufactured housing parks in Milton were described as assets** as they provide residents with a sense of place and possess unique qualities, while providing more affordable housing inventory to the community. The park owners have expressed interest in attracting new people and investment into their properties.
- ✓ **The placemaking situation is poised to vastly improve** with the development of the new Town Center complex and park area. The future amenities will enhance civic life for all residents through the creation of diverse spaces within a single place.
- ✓ **Existing development and public spaces** already provide for a higher quality of life.
- ✓ **Strong neighborhood identities** within each type of housing development (manufactured, single-family, apartments, townhouses, etc.).

- ✓ **Spaces exist for small retail and offices** to better balance with the dominance of the residential land uses.
- ✓ **The Town has largely achieved its vision of more development** in eastern Milton balanced with rural, lower density development, open space, and agriculture to the west; this presents an opportunity to improve its existing settlement patterns and quality of life for residents.
- ✓ **The most successful affordable and multifamily housing developments prioritize** those locations nearest to existing infrastructure, transit, and community services through the enactment of modern use codes.
- ✓ **Increasing the diversity and number of multifamily housing units** presents an opportunity to increase housing attainability and the number of options for residents in all stages of life.
- ✓ **Spread of fundamental placemaking concepts** - The concepts embedded in the Town Center Master Plan and Reimagine Milton initiative represent an opportunity to spread these fundamental placemaking concepts to other corners of town, specifically to the historic hamlet centers of West Milton and Rock City Falls, which already possess strong local identities.

Challenges

- ! **Diminishing rate of return** -A major hurdle to affordable housing projects is their ever-diminishing rate of return. Regulatory review processes can add to these costs.
- ! **Home cost vs. household income** - The average cost of a home changed by nearly \$100,000 (38.5%) between 2000 and 2020, while median household income only grew by \$10,000 (14.3%).
- ! **Existing housing stock** - With the average cost for a new single-family home in the Capital Region upwards of \$400,000, the existing housing stock has become the de facto “affordable” or “attainable” housing option for area residents. As existing housing options on the market decrease, multi-family housing options increasingly fill in this gap.
- ! **Connectivity to public spaces** - Woods Hollow is considered to be the most valuable public space per the survey; however, while it sits between three

residential neighborhoods, connectivity to these areas is a challenge, with no sidewalk or crosswalks are in place to provide safe and comfortable access.

- ! **Widespread residential development** - If recent trends involving widespread residential development continue, it will be challenging for the Town to achieve its vision. An opportunity lies in the enactment of stronger land use controls to limit residential sprawl and direct large subdivisions to the most appropriate locations with access to municipal amenities and utilities.
- ! **Balancing population growth and ag and rural land preservation** - Given the growth in Milton's housing stock, and population growth in Saratoga County, balancing the preservation of agricultural and rural land uses with the need to provide places for residential development, a challenge the Town has confronted over the past two decades, will likely remain as such.
- ! **Increase in expenditures related to development** - As the Town's population grows due to higher-density developments, planning will be necessary for the anticipated increase in expenditures related to infrastructure, services, and public schools.
- ! **Compatibility of development with existing settlement patterns and uses** is a challenge. For example, converting residential parcels into small-scale commercial parcels can pose challenges depending on hours of operation, intensity of use, and more.
- ! **Aging infrastructure** - The Route 50 corridor exemplifies many aging, auto-oriented strip commercial areas, characterized by challenging aesthetics and insufficient space for infrastructure associated with modern roadway corridors.
- ! **Perceived loss of community character** - An overarching challenge is the perceived loss of Milton's community character and changes to the Town's identity.

Goals and Strategies

GOALS: Building from the Town's Vision Statement, the following Housing, Neighborhood Character, and Placemaking goals are established:

- A. Provide a variety of high-quality housing options that meet the needs of multiple generations and are attainable for a range of household needs, preferences, and financial capabilities
- B. Work to encourage development of diverse housing options and to invest in and retain existing housing stock
- C. Preserve the character of Milton’s existing neighborhoods and ensure new development is compatible in scale
- D. Recognizing the important contribution to the Town’s attainable housing supply, support efforts by mobile home park owners and residents to invest in their communities while implementing appropriate land use regulations
- E. Leverage public transit, water, and sewer services to provide appropriately-scaled housing opportunities
- F. Update local regulations, codes, and procedures where these influence housing production; coordinate infrastructure development; and partner with providers and supporters of attainable housing options to increase production of these units.

STRATEGIES: To achieve these goals, the following strategies are recommended. While each assigned a number, the numbering in this section is not indicative of prioritization.

- 1. Take steps to increase housing diversity and attainability.
 - a. Work with local, regional, and state partners to provide assistance to developers, homeowners, and renters to stabilize Milton’s attainability and economic sustainability.
 - b. Provide support to and promote property investments that improve the diversity and quality of the town’s housing stock.
 - c. Evaluate potential expansion of accessory residential units and multi-family units where these types of development are compatible with required infrastructure and existing neighborhoods to support additional housing stock and opportunities for multi-generational housing.
 - d. Consider pursuing the creation of a transit-oriented development district around bus stops, allowing for greater density and height, and a wider mix of uses, including commercial uses.
 - e. Coordinate residential development with infrastructure expansion. Require developers to assist in funding required upgrades to water and/or sewer systems.

2. Continue and strengthen the Town's placemaking efforts.
 - a. Within the major subdivision approval process, require developers to provide quality of life provisions such as sidewalks, bike paths, playgrounds, open spaces, and/or parkland.
 - b. Update design guidelines to preserve and expand the current character of each neighborhood found to be the most desirable by the community.
3. In areas where new development will occur, integrate this development with existing neighborhoods create connectivity between these and existing neighborhoods:
 - a. New development should connect with the surrounding commercial and residential developments to provide inter-neighborhood access and allow for pedestrian access to commercial and social amenities, thereby improving traffic flow on major thoroughfares and lessening parking demands at local destinations.
 - b. Interconnect future development with current development to create a diverse housing landscape and provide continuity within neighborhoods. Allowing for housing transitions within the same neighborhood to generates a greater sense of community, provides a more affordable existing housing stock, and provides for the connection of existing homes to new amenities, increasing desirability and investment.
 - c. Promote and incentivize development opportunities that direct development away from rural areas and improve connections to and between existing neighborhoods, public services, and commercial establishments.
 - d. Where redevelopment of existing parcels and neighborhoods may occur, evaluate the need for land use and design standards to address its compatibility with the existing built environment.
4. Use the Town's land use codes and building codes to promote neighborhood vitality and quality:
 - a. Adhere to local development standards per zoning district for building scale, setbacks, lot coverage, and lot size.
 - b. Enforce design guidelines to preserve and expand the current character of each neighborhood found to be the most desirable by the community.
 - c. As neighborhoods age, it becomes increasingly important to enforce and strengthen the property maintenance code in order to preserve the character that initially attracted the original residents.

- d. Strengthen the property maintenance code to address older neighborhoods losing their community character.
5. Ensure that land use changes and associated activities are compatible with surrounding neighborhoods.
- a. Where multiple zoning districts abut, require that buffer areas be included within the subdivision and site plan regulations.
 - b. Update the Town's land use codes to address compatibility between commercial and residential uses, such as through regulation of intensity of use, screening and buffering, and noise, odor, and lighting restrictions.
 - c. Update local development standards per zoning district for building scale, setbacks, lot coverage, and lot size.

Town Board Draft 1

TOPIC 7: TRANSPORTATION, ACCESSIBILITY, AND MOBILITY

Fundamental to human settlement is movement of people within and among places. This topic is oriented toward the different ways we, and the goods that sustain us, move – the modes of transportation, from walking to bicycling, public transportation, and driving as well as freight transportation – and is further concerned with the ability to reach our destinations (accessibility) and operational characteristics of the various modes and their relationships on the Town’s transportation network (mobility).

Existing Conditions Overview

Milton’s transportation, accessibility, and mobility are commonly understood to include how people move within and among places. This topic is oriented toward the different ways we, and the goods that sustain us, move – the modes of transportation, from walking to bicycling, public transit, and driving, as well as freight transportation. Additionally, this movement is concerned with the ability to reach destinations (accessibility) along with operational characteristics of the various modes and their relationships on the Town’s transportation network (mobility).

Milton’s Multi-Modal Transportation System

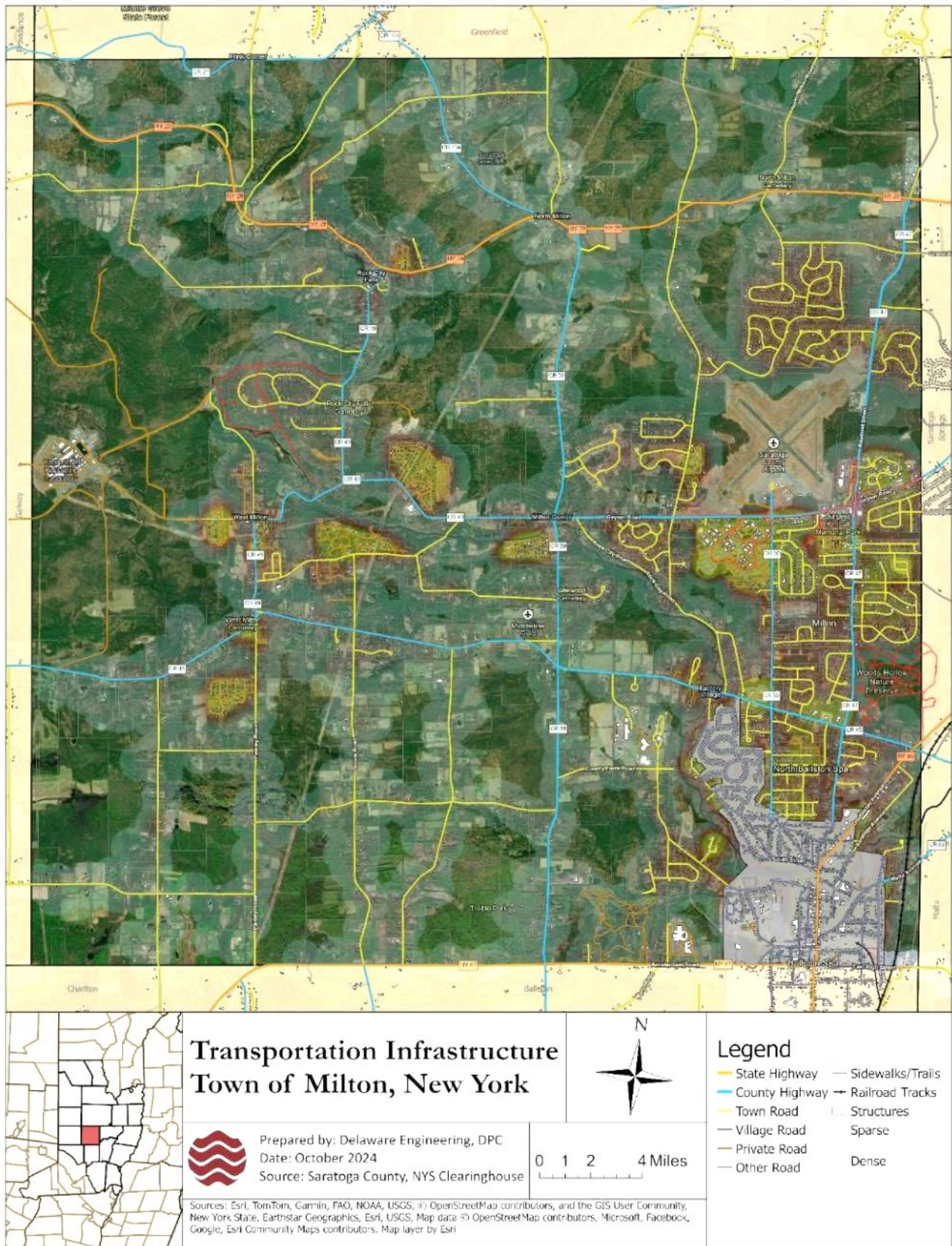
The Town’s transportation infrastructure consists of approximately 150 miles of roadways for vehicular circulation, sidewalks within the Milton Town Center area, crosswalks at Route 50 and Northline Road, Geyser Road and Woodthrush Court, and Geyser Road and Rowland Street, the 517-acre Saratoga County Airport, 1.5 miles of shared freight and passenger railroad, 786 feet of a 1,500-foot freight rail spur for the Village of Ballston Spa, and the Capital District Transportation Authority’s (CDTA) 450 bus route between Wilton and Schenectady and the Northway Express between Milton and downtown Albany.

“I am impressed with the care and attention Milton gives to it’s residents. It is a lovely community and I enjoy living here!”

~ Community Survey Respondent



Figure 54: Transportation Infrastructure



Roadways

The primary roadways within the Town of Milton include:

- NYS Routes 29, 67, and 50, totaling about 12 miles;
- Saratoga County Routes 43 (Geysers Road), 47 (Rowland Street), 59 (Middle Line Road), 45 (Galway/North Line Road), and 50 (Greenfield Avenue), totaling about 27 miles);
- Town roads, totaling about 82.5 miles; and
- Private roads found throughout Milton but concentrated primarily within the manufactured housing parks, schools, golf course, Winners Circle, and the Kesselring property. Private roads total about 35.5 miles.

Of Town roads, major thoroughfares include Rock City Road, White Road, Goode Road, Lewis Road, Paisley Road, Finley Road, Barrett Road, Fairground Avenue, and Maple Avenue. It is also important to note that those portions of Geysers Rd. and Rowland St. within the area currently zoned Town Center are owned and operated by the Town, which assumed control from the County as part of Town Center placemaking initiatives.

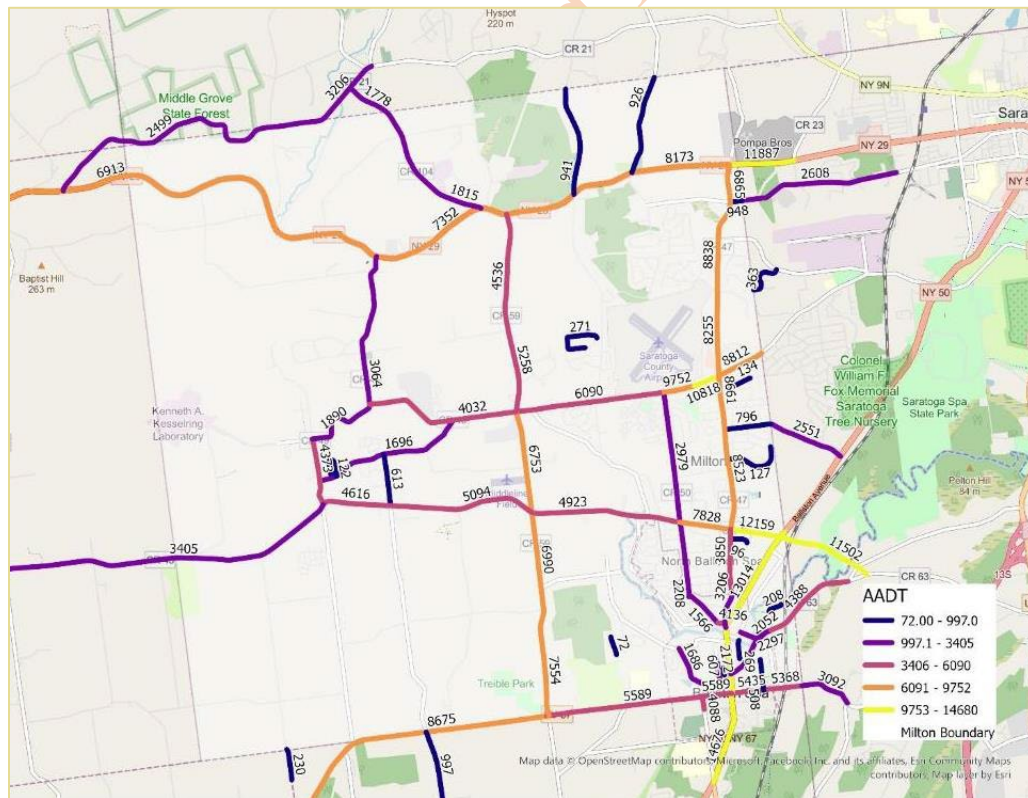


Figure 55. Average annual daily traffic on routes in Milton (where data available) (Source: NYSDOT RIS)

There are a total of ten bridges in the Town, all but one of which are owned by Saratoga County. According to recent NYSDOT bridge inventory information, no bridges are weight restricted (e.g., due to structural condition); one bridge, along West Milton Rd. (CR-49) where it crosses the Kayaderosseras, between its intersections with Crooks Road to the west and Geysers Rd to the east, has been rated in poor condition, according to USDOT standards, which is assigned if any major component (deck, superstructure or substructure) receives a score of 4 or below, the bridge is rated “poor.”. It was built in 1953.

Figure 56, below, depicts those portions of the Town’s road network that are eligible to receive federal-aid transportation funding. The above-referenced NYS roadways as well as portions of several County roadways are eligible. Town roads eligible include: Geysers Rd and Rowland St. within the Town Center area and Hutchins Rd. A review of the draft 2025-2030 regional transportation improvement program (TIP) shows two projects slated to occur in the Town of Milton, both sponsored by Saratoga County: design of a northern extension of the Zim Smith Trail generally along the CSX RR line and County sanitary sewer trunk line passing through the Town’s far SE corner, and a new roundabout at Northline and Route 50. The latter is also to include a multi-use path through the intersection.



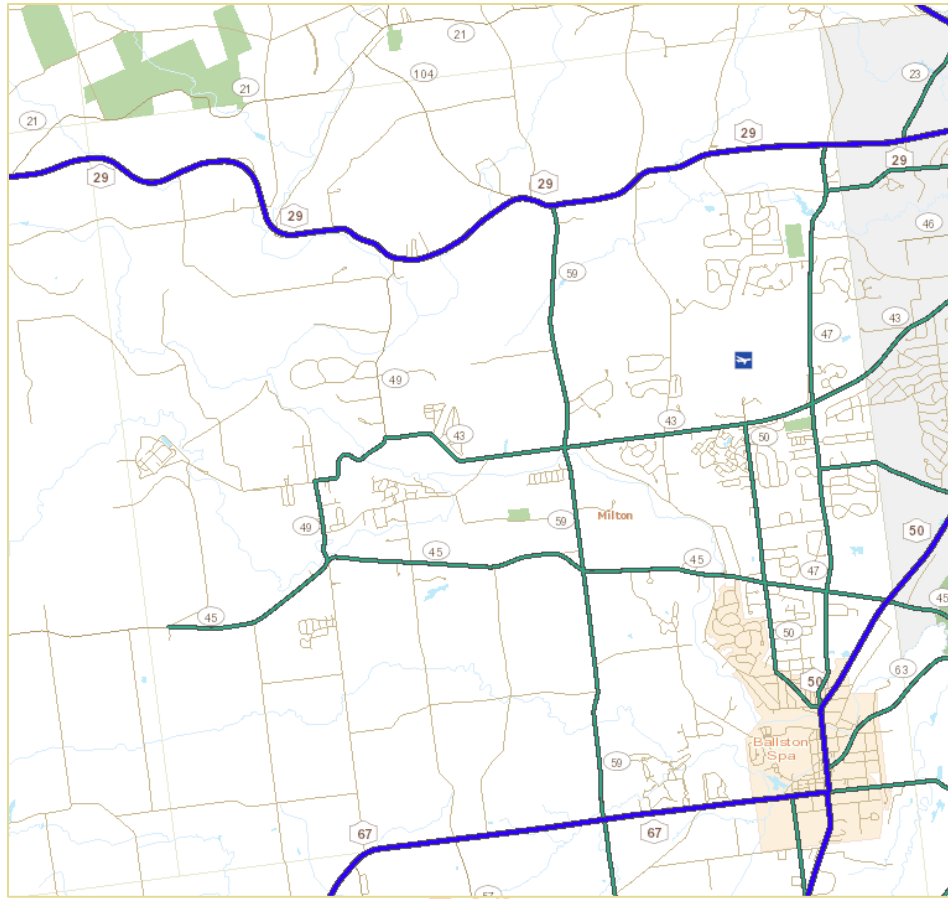


Figure 56. Federal-aid eligible roadways in the Town. Eligible segments are shown in blue (NYS routes) and green (local roads) (Source NYSDOT Roadway Inventory System Viewer)

The Town’s highway department is led by an elected Superintendent of Highways, under whom is the Town’s Deputy Superintendent of Highways. In 2024, the Department had eighteen staff. Also within the highway department is the Supervisor of Buildings and Grounds’ office, comprised of three full-time and two part-time staff. which is responsible for planning and overseeing maintenance and repairs of Town buildings and parks. New highway department facilities are under construction with an anticipated completion in late 2025.

Roadways are considered to be well-kept by the Town Highway Department and are satisfactory for automobile travel. Intersection configuration has been the primary issue highlighted through public feedback. The intersection of Rowlands Street (CR47) and Geyser Road (CR43) is the Town’s major intersection and is planned to undergo a transformation to make it more efficient and improve safety.

In early 2025 the Town adopted the Town Center Plan, which was prepared in cooperation with the Town of Milton and the Capital Region Transportation Council; the plan and its recommendations are incorporated into this Plan Update as part of

Volume 3. This subarea plan focused on the portions of Rowland St. and Geysers Rd. within the area currently zoned Town Center, with the study area extending along Rowland St. south to Northline Rd. and then east along Northline Rd. for about 1,500 feet. The 2025 Town Center Plan takes a multi-modal approach, and provides recommendations for all modes. The Town Center Plan recommends consideration of two alternative projects at the intersection of Geysers Rd.: signal and intersection realignment or installation of a one-lane roundabout.

Sidewalks, Bike Paths, and Shared-Use Paths

There are approximately 5.5 miles of sidewalks concentrated mostly within Milton Town Center, along with 5.25 miles of trails within the Woods Hollow Nature Preserve and 3.71 miles of trails in Boice Family Park. Walkability has not been prioritized historically, but the Town is working to increase supporting infrastructure in the Town Center, and to implement its 2022 Trail Master Plan.

Rowland Street, Geysers Road, Northline Road (CR45), Greenfield Road (CR50), and NYS Route 50 connect neighborhoods to recreational, government, and commercial amenities but, with certain exceptions, lack pedestrian and bicycling infrastructure. No dedicated bicycling infrastructure has been developed within the Town of Milton. The NY Route 50 corridor is a signed on-road state bicycle route. Cyclists utilize the wide shoulders along the highway as bike lanes. State Routes 29 and 67 also have wider shoulders that can accommodate cyclists. The County roads have narrower shoulders, while the majority of the Town roads have similarly narrower shoulders or lack them altogether. Additionally, where sidewalks have been implemented along County roads, the shoulders have been removed.

The 2022 Trail Master Plan also provides a framework for making additional, off-road connections. In addition to the 2022 Trail Master Plan, the 2025 Town Center Plan also recommends a number of bicycling and pedestrian projects, and the Reimagine Milton Initiative supports these recommendations. A summary of these projects is provided in Table 5.

Table 5. Transportation projects identified in recent planning exercises

Project	Type	Location	Description	Supporting Plans
Intersection Improvements (signal upgrade)	Multi-Modal	Intersection of Rowland St. and Geysers Rd.	New traffic signal with updated actuation sensors, pedestrian signals and phasing, realignment to improve intersection geometry	2025 Town Center Plan
Roundabout	Multi-Modal	Intersection of Rowland St. and Geysers Rd.	Single-lane roundabout to replace existing signalized intersection	2025 Town Center Plan
Shared Multi-use Path (East)	Bike-Ped	Rowland St./ Geysers Rd. intersection to City line	Complete connection to City of Saratoga off-road trail that connects the users to Geysers Park and into Saratoga Spa State Park	2025 Town Center Plan
Shared Multi-use Path (West)	Bike-Ped	Rowland St./ Geysers Rd. intersection to Stone Church Rd.	Constructing a shared-use path on the north section of Geysers Rd. from the start of Stone Church Rd. to the Geysers/Rowland intersection	2025 Town Center Plan
Shared Multi-use Path (South)	Bike-Ped	Rowland St./ Geysers Rd. intersection to Wood Hollow	Connect the Town Center to the Woods Hollow Preserve with off-road shared-use path to better support connections for residents living within this area to the Town Center.	2025 Town Center Plan 2023 Reimagine Milton Report 2022 Trail Master Plan (Project 2)
Enhance Pedestrian Infrastructure	Ped	Various See 2025 Town Center Plan Study Area	<ul style="list-style-type: none"> • New crosswalks at various locations • Extend sidewalks from Northline Rd. to Town Center • Sidewalk infill in the Triebel Ave/Hannaford Plaza area • Sidewalk infill in the Triebel Ave/Hannaford Plaza area • Extend sidewalks from Geysers/Rowland intersection to south to Burgess-Kimball Park and to Woods Hollow Nature Preserve 	2025 Town Center Plan 2023 Reimagine Milton Report 2022 Trail Master Plan (Project 2)
Zin-Smith Connection	Bike-Ped	Saratoga County Airport and vicinity	Connection to the Zim Smith Trail at the intersection of County Route 45 and NYS Route 50; bridge gaps between Saratoga Springs and Malta, Milton, and Ballston Spa	2022 Trail Master Plan (Project 1)
Saratoga County Airport	Bike-Ped	Around Saratoga County Airport connecting the sidewalk along Geysers Rd. at Greenfield Ave. and the sidewalk at Milton Center Plaza	Constructing a looped trail around the airport could create tremendous opportunities for trail connections in all directions	2022 Trail Master Plan (Project 6)

Public Transit

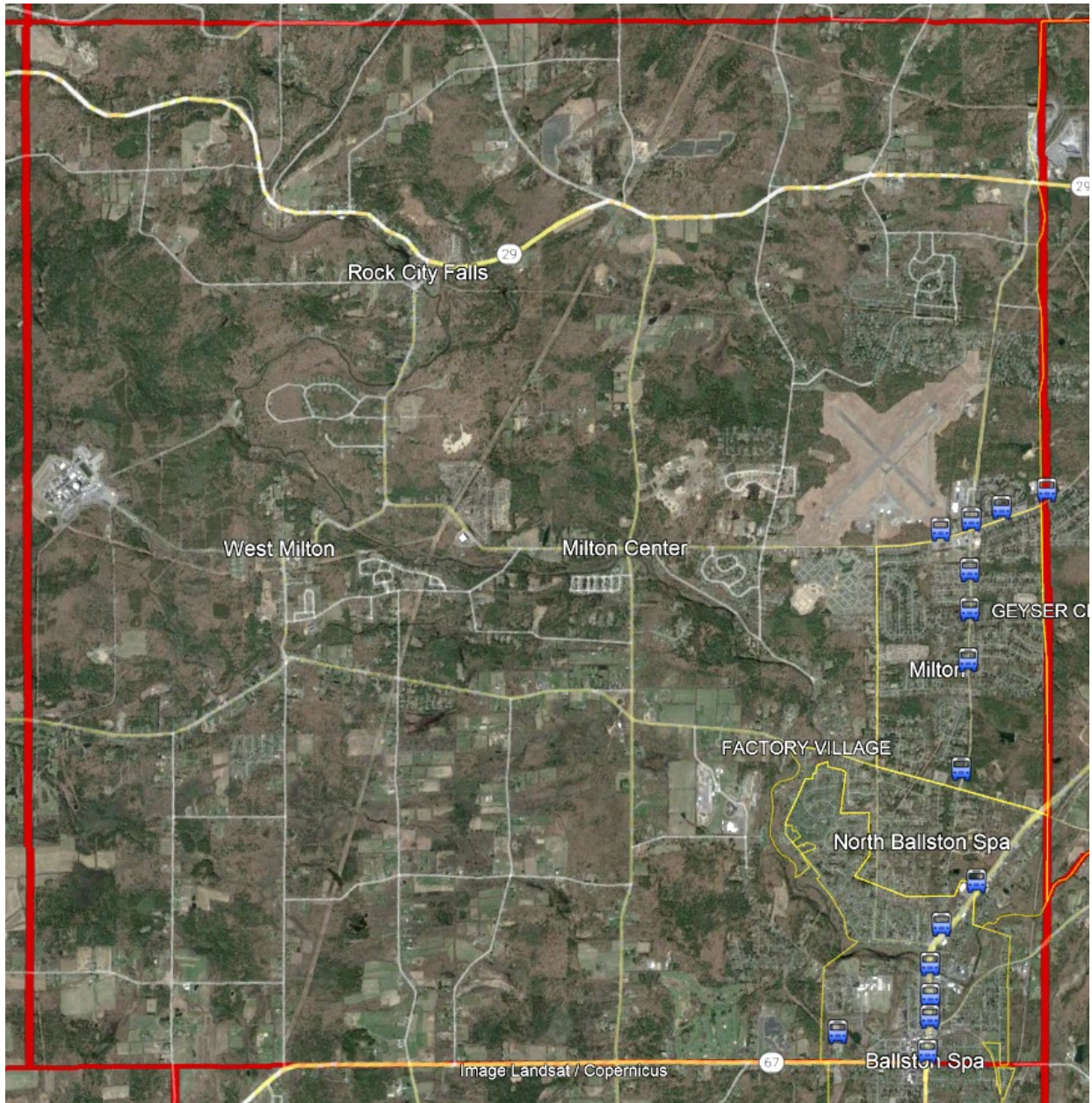
The Town of Milton is provided with bus transit service by the CDTA through two (2) routes: the Northway Express and the 450. The Northway Express stops at the park-and-ride next to Town Hall on Geysers Road (Route 43) on weekdays. This service provides four (4) AM pick-ups and PM drop-offs, and six (6) AM drop-offs and PM pick-ups in Milton. The primary destinations on this route include Saratoga Springs, Wilton (exit 15), Malta (exit 12), Clifton Park (exits 9), and downtown Albany.

Bus Route 450 provides service between Schenectady and Wilton via Route 50. Major destinations include downtown Schenectady, Scotia, East Glenville, Burnt Hills, Ballston Center, Ballston Spa, Milton, Saratoga Spa State Park, downtown Saratoga Springs, and Wilton Mall. This route stops at six (6) locations on the Milton side of Ballston Spa 33 times on weekdays, 22 times on Sundays, and 29 times on Saturdays. These stops include the intersection of Route 50 with Route 67, Malta Avenue, Van Buren Street, Prospect Street, Union Street, and Carousel Village. There is an additional stop at the Saratoga County Social Services Building (152 West High Street) seven (7) times a day on weekdays. The stop at Carousel Village is the only daily service within Milton outside of Ballston Spa Village.

This route provides commuter service on weekdays to seven stops in Milton along Rowlands Street and Geysers Road (Route 43) from 6:24 to 6:32 am and 3:51 to 3:59 pm. These stops include the intersection of Rowlands Street with Northline Road, Pinehollow Drive, Hutchins Road, and Margaret Drive, and the intersection of Geysers Road (Route 43) with Rowland Street, Deer Run Drive, and Hayes Drive (just over the boundary with Saratoga Springs).



Figure 57: Bus Stops in the Town of Milton



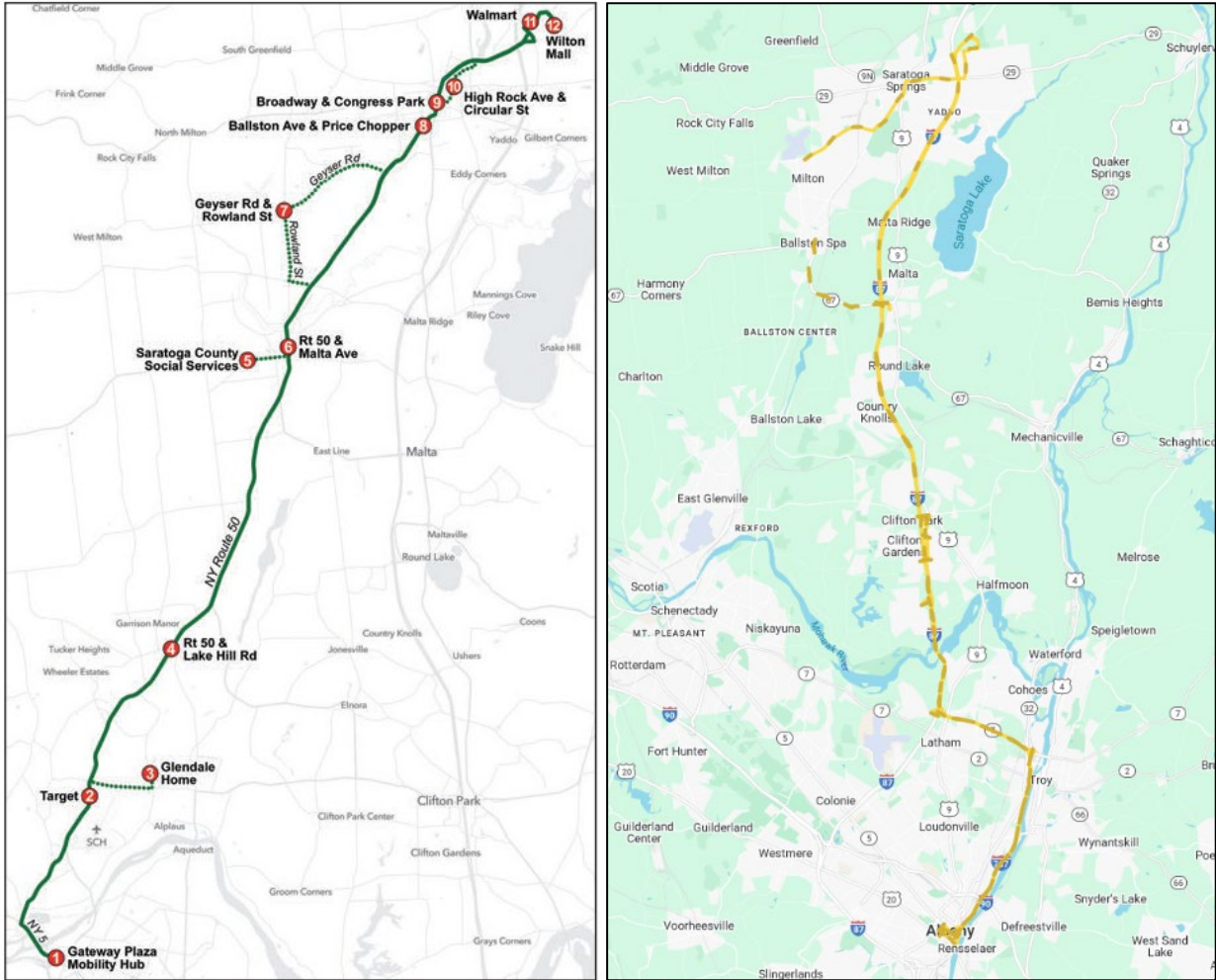


Figure 58. Bus routes serving Milton

Rail

One and one-half miles of shared freight (CSX) and passenger (Amtrak) railroad runs through the far southeast corner of Milton. This line is part of the national Class I rail network, which is based on revenue of the railroad owning the tracks. According to 2023 USDOT grade crossing inventory data, daily train traffic levels involve two thru trains and one night thru train. An additional 786 feet of a 1,500-foot freight rail spur provides service to the Village of Ballston Spa within the far southeast corner of the Town.

The closest Amtrak station is located approximately five (5) miles away in the City of Saratoga Springs with service to the Adirondack Line between Montreal and New York City, and transfers available in Montreal, Whitehall, Schenectady, Rensselaer, and New York City. In the case of any future commuter rail within the Capital Region, the former

Ballston Spa train station (located at the end of Columbia Avenue outside the Village) could once again provide service to the Town of Milton, which has a population density that would make it viable; existing conditions mean reactivating this stop could be efficient.

Air

The Saratoga County Airport is located on the north side of Geysers Road on approximately 517 acres and serves small aircraft on two (2) runways of 4,200 and 5,100 linear feet. The airport is classified as a regional general aviation facility for purposes of the national aviation system. (It does not provide passenger service.)

As noted in Topic 2: Parks, Recreation, and Community Amenities, there are two (2) glider operator hangars on-site operating from April until November and occasionally during the winter if conditions permit. The glider activity is recreational in nature and peaks during weekends and present a unique aspect to air operations at the airport. Also unique is the uptick in traffic during horse racing season, which sees a major influx of corporate jet and turboprop activity. July and August accounted for 53% of the annual corporate turboprop and jet activity at the Airport in 2012. Prior years have similar activity levels. Due to the Race Season, the Airport has a higher concentration of itinerant aircraft than a typical General Aviation Airport.

Saratoga County Airport experienced 38,550 flight operations in 2014 (no change from 2009), which puts it generally in the average over similar regional/corporate business service airports. There were 65 aircraft based at the airport in 2014. According to the most recent master plan, FAA forecasting predicts that the general aviation hours flown will increase at 1.5% annually through the twenty-year planning period. The FAA projected that much of the growth in hours flown would be associated with turbine and helicopter activity.

From a land use standpoint, federal regulations and airport operational requirements involve certain restrictions aimed at safety and security of air operations. One example is the runway protection zone (RPZ), which is generally a surface extending from runways at increasing elevation coincident with aircraft approach and departure pathways and must be kept clear of obstructions (e.g., buildings and trees). The County has secured aviation easements providing control over portions of the RPZs, including the Town of Milton Town Hall site. Projects occurring in the vicinity of the airport generally involve review by FAA for hazards to navigation. The airport's master plan identifies planned facilities and uses within the facility, and it identifies a portion of its frontage along Geysers Rd., generally east of the main facility entrance, for non-

airside uses. An example of what implementation of this plan may involve, from a land development standpoint, is the Milton Fire District Station 2 located at 520 Geyser Rd.

Also according to the master plan, dated May 2015, airport facility requirements over the 20-year planning period include runway extensions and a new taxiway; addressing control over RPZ areas and removing aviation obstructions; increases in hangar space; increased transient aircraft parking areas; and additional fuel tanks. Recent capital projects at the airport include a new terminal and 20,000 square-foot hangar as well as a new restaurant.

Freight and Goods Movement

The Town’s transportation network moves people as well as goods, and as in NYS, most goods in Town move by highway. According to CRTC’s 2016 Regional Freight and Goods Movement Plan, Route 50 is classified as a minor freight priority network (FPN)

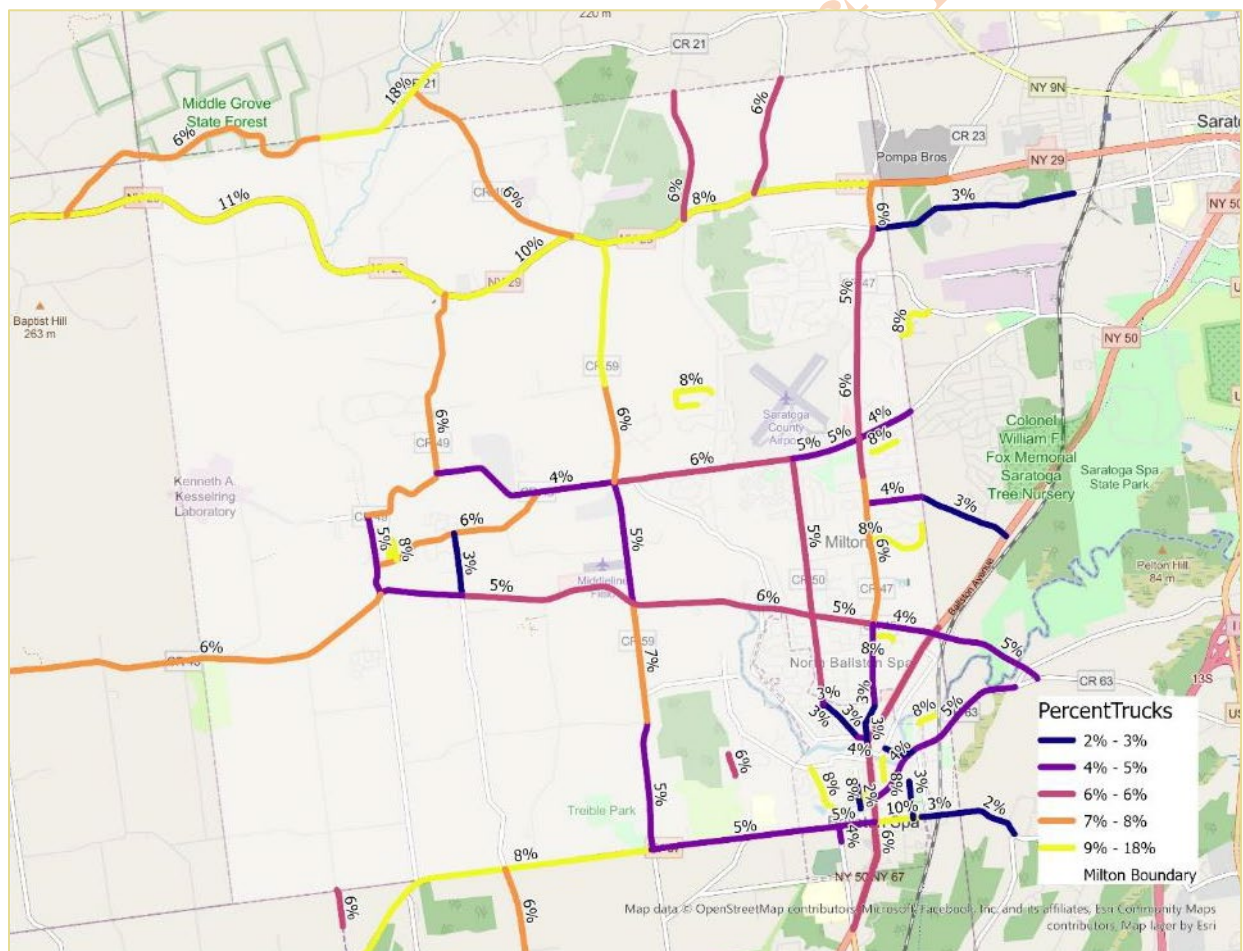


Figure 59. Percent of average annual daily traffic classified as trucks

route, which are “Routes designed, maintained, and operated to facilitate general mixed traffic, while supporting significant truck movements” and providing

“connections between Major FPN Routes and major trucking activity clusters, forming the core of the inter-regional transportation network.” From a goods movement perspective, Route 50 provides north-south access mainly to local manufacturing centers between the City of Saratoga Springs and the City of Schenectady.

In Milton and its immediate vicinity, the Pompa and Palette Stone quarries, north of Route 29, contribute truck movements along Route 29 (see Figure 59), which is the second-busiest corridor for trucks in Town, and south, along Rowland St. Route 29 serves as a link between the Adirondack Northway and the NYS Thruway in the Johnstown area. The W.G. Grand Industrial Park, located in the City about two miles east of the Rowland-Geyser intersection, is also an important freight trip generator in the area.

In Milton, there are concerns about movements of heavy vehicles through the Town Center area, including geometric issues at the Rowland-Geyser intersection that hamper movement of large vehicles, especially those moving west and north through the intersection. Portions of Middleline Rd. also have relatively higher percentages of truck traffic. In addition, the Kesselring Site very likely contributes to some freight traffic, but elsewhere around Town, goods movement is likely to be last mile deliveries to local businesses, such as the Hannaford grocery store in the Town Center, and residences.

Accessibility

Accessibility involves the ability of people to reach destinations through different transportation modes. The physical characteristics of accessing public and private places and spaces are the ways in which residents and visitors experience and view a community. The easier it is to access a place, the more likely visitors are to find it comfortable when they navigate it and attractive to make repeat visits.

The Town faces a number of accessibility challenges, including the lack of pedestrian infrastructure and transportation options, especially for those with physical impairments. Milton’s residential and commercial growth have led to a mismatch between its transportation infrastructure and accommodating the demands of a larger, more diverse population with varying transportation requirements. Most areas of the community lack continuous sidewalks and crosswalks, whether in the Town’s suburban, rural, or hamlet settings.

The Reimagine Milton initiative and its intention to modernize and enhance municipal buildings and public spaces has already created additional non-motorized access to Burgess-Kimball Memorial Park through construction of the Milton Mile;

implementation of other aspects of the initiative will involve additional public accessibility improvements.

At the same time, the Town has, in the area currently zoned Town Center, required developers to provide sidewalks and other streetscape enhancements. As noted in Topic IV: Local Economy, some of these requirements have also had unintended consequences for the Town's local businesses. Incorporating and enforcing accessibility measures within the approval process for future land development proposals will accommodate the necessary private accessibility improvements. Subdivision regulations and design standards are land use tools that require periodic review and updating to better reflect the changing landscape of mobility, technology, and development practices.

Mobility

Mobility is the ability of individuals or goods to move through a transportation network. Mobility encompasses a set of network measurements that quantify the use of a transportation system, but it is also used in relation to the ability of individual social, economic, or demographic groups to utilize a transportation system. Mobility also encompasses safety.

Multi-modal transportation – which is a concept used to describe both the reality that people and goods move by different means of transportation as part of a single trip as well as the ability to interlink different types of transportation alternatives to address various transportation objectives and issues – is limited in the Town's current state. Stronger mobility includes connecting automobile infrastructure with pedestrian, biking, air, train, and bus infrastructure, thereby creating a circulation system that provides users in the Town with options and for increased efficiency and enhanced mobility.

Mobility throughout the Town of Milton is highly auto-dependent, with only a few options for bus access in the east and no options west of Rowland Street. Some newer neighborhoods have implemented sidewalks, but few of the sidewalks within the Town connect to each other, or to amenities oriented toward bicyclists and pedestrians. The area in and around Ballston Spa possesses the highest level of mobility, with ample parking, multiple daily bus stops, and the northern terminus of the Zim Smith Trail, as well as a network of sidewalks connecting these and other destinations.

One way of measuring mobility vehicular mobility is the amount of delay experienced at certain points along the road network. In Milton, there are several locations where

road users encounter increased delays, and these locations generally coincide with commuting routes, particularly those affording access to the Adirondack Northway.

For example, as the 2023 Route 50 Study notes, “The intersection of Northline Road and NYS Route 50 is well known to exhibit long delays along Northline Road in both directions. Vehicular delay is typically measured by Level of Service (LOS). LOS is the term used to describe the operating conditions of a roadway. LOS A generally represents free-flowing traffic while a LOS F represents the roadway is at or near capacity. The Northline Road corridor segment is a heavily utilized commuter route, and the poor LOS typically occurs in the morning (7:00 am and 8:00 am) and evening peak (4:30 pm to 5:30 pm) hours.”

In 2019, CRTTC released a Local Road Safety Action Plan,³⁸ which provided an assessment of crash data 2011 through 2016 with a focus on local roads. (NYSDOT regularly carries out similar assessments of its network for safety concerns.) This Action Plan included an evaluation of road safety in Saratoga County and the Town of Milton. The report focused on overrepresentation of types of crashes (fatal and serious injury) by municipality when these data were compared with each municipality’s share of County population. By this analysis, the following types of crashes occur disproportionately higher in Milton: road user behavior crashes (impaired driver and distracted driver); age-related (younger drivers); bike-ped (pedestrian crashes); motorcycle crashes; and lane departure crashes.

More recent mapping of 2015 to 2020 fatal and injury pedestrian crash data indicates a pattern of pedestrian-involved crashes along Geysers Rd between the Town Center area and Milton Center to the west. This pattern, in which the crashes do not cluster on a single intersection, is unusual in the sense that it appears to suggest a corridor-wide issue as opposed to an intersection-based issue.

Assets and Challenges

Assets

- ✓ ***Facilities for and safety of pedestrians and bicyclists*** – The Town has a history of planning to address the needs of pedestrians and bicyclists. Pursuant to the 2001 Town Center Master Plan and associated land development design guidelines, the Town has overseen provision of pedestrian infrastructure in the Town Center area. More recently, the 2022 Trails Master Plan, Reimagine Milton

³⁸ https://www.capitalmpo.org/wp-content/CRTTC/images/safety/Final_Report_October_2019_web.pdf

initiative, and the 2025 Town Center Plan Update have all provided a framework for addressing these needs.

- ✓ **Transit service and accessibility** Regular public transit service in the Town has recently resumed. The Town has partnered with CDTA to address transit needs in the Town, including as part of the Reimagine Milton initiative to continue the commuter bus service to the Town Hall site. These services and relationships are an asset in terms of providing a foundation for the Town to work with CDTA on future service modifications.

- ✓ **Maintenance of roadways, especially Town roadways, is an asset** – The Town has made substantial investments in its highway department, and feedback from the community suggests satisfaction with the roadway maintenance and other services provided by the department. Land development activities have increased the Town’s roadway ownership footprint, which is a challenge, but the Town has also updated and streamlined its procedures and construction specifications for roadway dedication.

- ✓ **Convenient location** – Among one of the most common responses when asked about why they reside in Milton, many indicated that the Town, while maintaining a small-town atmosphere, is convenient to shopping, recreation, jobs, and entertainment destinations, as well as affording efficient access to the Adirondack Northway (Interstate 87).

- ✓ **Non-motorized transportation facilities** - Gaps in this infrastructure, a growing population, community involvement, and operational safety data all suggest there is need for increasing these facilities in the Town. Therefore, there is a need for development of additional non-motorized transportation facilities various types, with the most common being more sidewalks, bike lanes and paths, and increased walkability in activity centers. The Town currently does not have a complete streets policy to provide a comprehensive framework for addressing needs of all road users, comprehensively, as part of Town decision-making processes.

- ✓ **Airport operations and development** – The Saratoga County Airport is a unique asset in the Town. The Community Survey indicated a general ambivalence with the airport, while others felt it contributed positively to the Town.

Challenges

- ! **Delays and mobility concerns at certain locations, and potential increased development to contribute to these issues** – Delays and other mobility issues regularly occur at certain locations in the Town associated with commuting routes and times. These challenges can be exacerbated by increased development resulting in more demands placed on the Town’s transportation system. Some developments in Town have one or two connections to collector roadways that must serve hundreds of units, resulting in a lack of route options and congestion at certain locations. A lack of accessibility by other modes, like transit, bicycle, and walking, to destinations within and beyond the Town also provides road users with fewer choices other than private motor vehicle.
- ! **Transit service and accessibility** – Regular public transit service in the Town has recently resumed, albeit with a fairly limited schedule and location of stops.
- ! **Freight and goods movement challenges** – With the exception of stone quarries, the Town lacks major freight trip generators within its borders. However, the Town’s location means that local and regional freight traffic does impact roadways in the Town, especially in the Town Center area, and available truck routes in the region do present challenges both to area municipalities and industry.
- ! **Challenges due to increased traffic on the Town’s rural roads** – The Region does have many rural roads, many of which have experienced increased traffic although they may not have been designed to carry such levels of traffic.
- ! **Airport operations and development** – The Saratoga County Airport is a unique asset in the Town that also presents certain challenges. The Community Survey indicated a general ambivalence with the airport, with some citing concerns about expansion (both in terms of its physical plant but also operations)

Goals and Strategies

GOALS Building from the Town’s Vision Statement, the following Transportation, Accessibility, and Mobility goals are established:

- A. Continue to invest in maintenance of the Town’s local roadway network
- B. Expand the Town’s bicycle and pedestrian infrastructure and connect more neighborhoods and destinations to increase accessibility on foot and by bike

- C. Support increased public transit service and access in the Town, including using emerging transit solutions and services and to meet the needs of all residents
- D. Address safety needs of all road users through partnerships and projects aimed at addressing these needs
- E. Evaluate and apply methods to improve circulation for people and goods along key commercial and residential corridors
- F. Plan for investments in mobility and capacity of the road network, work with regional partners to address these needs, and ensure costs of these investments are equitably distributed

STRATEGIES To achieve these goals, the following strategies are recommended. While each assigned a number, the numbering in this section is not indicative of prioritization.

1. Increase provision of bicycle and pedestrian infrastructure and connectivity in the Town:
 - a. Implement the related recommendations of the 2025 Town Center Plan Update.
 - b. Implement the Town’s 2022 Trail Master Plan recommendations as they relate to transportation-oriented projects and strategies (e.g., as opposed to recreational trails):
 - i. Coordinating with the Saratoga County DPW to facilitate the airport perimeter trail;
 - ii. Support and participate in the County’s efforts to complete the Zim Smith connector trail;
 - iii. Explore opportunities for sidewalk connections along Route 47 to create a north-south connection to the Town Hall and Burgess Kimball Memorial Park.
 - iv. Investigate opportunities for on-road bike lanes and signaled crossings on Routes 45 and 50.
 - c. Consider developing and implementing a Complete Streets policy.
2. Implement the recommendations of the 2025 Town Center Plan Update relating to the intersection of Geysers Rd. and Rowland St. as well as land use, transit, other strategies recommendation for the study area.

3. Partner with regional transportation organizations, such as the Capital MPO, NYSDOT, and Saratoga County, to address and collaborate with respect to transportation needs involving regional approaches and funding sources:
 - a. Work to evaluate safety trends, issues, and solutions, including funding sources.
 - b. Pursue grant funding opportunities, and participate in and contribute to capital project planning and funding processes.
4. Work with regional partners, such as the Saratoga County Economic Development Corporation, Capital Region Chamber of Commerce, and CDTA, to increase east-west public transportation options. An on-demand transit service, like CDTA Flex, could be a solution.
5. Consider developing a generic environmental impact statement (GEIS) related to growth in the Town to identify potential impacts, mitigative measures to address those impacts, and development of a mitigation fund to support the Town's efforts to both proactively address impacts and fairly and equitably spread costs among involved entities.
6. Continue to partner with CDTA to ensure transit and commuter service meets the needs of the Town's residents and businesses.
7. Proactively work with Saratoga County to plan for growth and change at the Saratoga County Airport.
8. Provide actors in the land development process sufficient planning, guidance, and tools to help ensure that, as projects are proposed and constructed, these investments lead to a balanced, efficient, and connected transportation system.
 - a. Consider developing and implementing an Official Map, pursuant to NYS Town Law Section 273, showing existing and planned streets, non-motorized connections, and other improvements.
 - b. Evaluate proposals for opportunities to implement the recommendations of the extensive non-motorized transportation planning completed by the Town.
 - c. Implement the Town's recently adopted Land Development Procedures with respect to land development projects proposing to dedicate infrastructure to the Town.

TOPIC 8: LAND USE AND ZONING

Among the most important functions of the comprehensive plan is to guide land use decision-making in order to achieve the Town’s vision, and land use regulations, including zoning, are key tools the Town can use in this regard.

Existing Conditions Overview

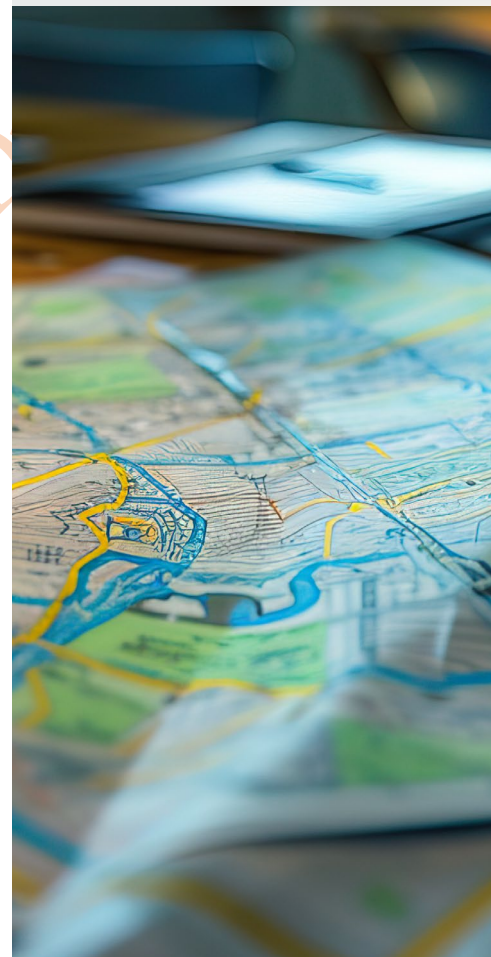
Milton presently has adopted zoning and, in its current form, is rooted in the Town’s 2001 Comprehensive Plan. This plan, which was reviewed and validated in 2012, was undergirded by a vision to maintain Milton’s small-town qualities mainly by modulating residential density. The western portion of the Town would have a maximum residential density of 5 acres, with the West Milton and Rock City Falls hamlet areas allowing mixed uses and more intensity of development. The eastern portion of the Town, which has the most accessibility to public water and sewer, would have a maximum residential density 10 times higher than western Milton, set at 0.5 acres. The eastern portion would also serve as the location of other, more intensive land use areas, including the Town Center, Route 50 corridor, mixed use, and airport.

This zoning framework has served the Town well in guiding development and land use over the past nearly three decades. Below are three maps that illustrate this. The map at left is the concept land use map from the Town’s 2001 plan; in the middle is the current zoning map, which was last amended in 2023; and at right is current land use patterns, determined from real property tax assessment data.

As these maps show, the Town has achieved key elements of its vision: The eastern portion of the Town, extending north from the Village line, is generally more densely developed than the more rural western portion, which was a central element of the

“A place that is free from strict rules and regs. Government stays out of our lives and keeps taxes down. Stops us from being Clifton Park.”

~ Community Survey Respondent



Town's prior planning documents. Within eastern Milton, the most predominant land use is single-family residential. There are several multi-family residential developments, the largest of which is Winners Circle, off of Geysers Rd. The Saratoga County airport also occupies a large area of eastern Milton. Commercial parcels center on the Route 50 corridor and the Town Center area.

The Town Center area is an outgrowth of the Town's 2001 Comprehensive Plan also contained as an appendix a Milton Town Center Master Plan. This Master Plan recommends applying principles of traditional neighborhood design and placemaking to a roughly 1/3 sq. mile area centered on the intersection of Geysers Rd and Rowland Street in order to achieve the overall vision of development of a pedestrian-friendly mix of residential, commercial, and institutional uses. This Master Plan is associated with a related document, the Town Center Guidelines, which have been adopted into the Town's zoning law, along with certain zoning provisions for the Town Center zoning district.

Outside of the hamlets of Rock City Falls and West Milton, and the Kesselring Site, the western Milton area is predominantly low-density residential. In addition to single-family homes, including homes occupying relatively larger acreage, there are a number of manufactured housing developments. Interspersed are several parcels in agricultural use, with the majority of these south of the Kayaderosseras Creek; and according to the 2016 Farmland Protection Plan, a relatively smaller number of agricultural uses are also found along the Route 29 corridor, to the north and south.

Assets and Challenges

Assets

- ✓ The Town has implemented a strong planning and land use regulation framework, which has generally been successful in achieving the vision of a more rural western Milton and a more developed eastern Milton. While this framework has been successful in this regard, the Town now has over two decades of experience with implementation, and there is a need to both bring it into alignment with this plan and also update it based on this experience and changes in the Town's land development patterns since then.

Challenges

- ! Milton lies within fast-growing Saratoga County and will continue to experience both opportunities and challenges associated with growth and development pressure. Between 2010 and 2020, Saratoga's population grew by 7.4%, which

was much faster than the other Capital Region counties as well as New York State, which saw population growth of 4.2% over the same period.

- ! Among the challenges associated with growth pressure are loss of agricultural lands (e.g., due to creating smaller parcel sizes or conversion to other uses), loss of open space, and changes in land cover associated with urbanization, such as increases in impervious cover, which affect land and water resources. Under present R-2 zoning, parcels, five acres is the minimum lot size, and 25% impervious surface is allowed. These standards can result in both parcels too small to farm but also result in substantial structures and improvements leading to impervious surfaces, land clearing, etc.
- ! As detailed in the Local Economy chapter, the combination of land prices, land availability, parcel configuration, and certain zoning requirements can combine to create challenges to Milton's small business community. For example, an existing business seeking to expand within the Town may not be able to a) find attainable sites and b) expand on their existing site.
- ! As noted in the Infrastructure and Community Services chapter, state law mandates that 100% of electrical power in the state be generated from renewable sources by 2040, and these mandates have resulted in development of several utility-scale solar energy systems in the Town. The Town currently lacks regulation for battery energy storage systems. Given the 2040 mandate, and the fact that capacity in the electrical grid to receive power from solar energy systems is not static, the Town will need to work to find a balance between use of land for these developments while achieving other goals, such as open space and farmland protection.
- ! As revealed during the public engagement process, there are broad concerns in Milton about the extent and scale of development. Many residents expressed concerns that new development currently allowed in the Town (especially in the Town Center area) is out of character with Milton's small town character.

Concept Land Use Framework

This section presents a future land use concept in order for the Town to achieve the vision set forth in this plan. It is important to note that the direction, district descriptions, and future land use map presented in this plan is not zoning; but the Town's zoning must be consistent with this plan. The concept land use areas identified

and described in this section are also depicted on the following Concept Land Use Map (Figure 60).

Residential – The intent of this district is to provide for residential and compatible uses at a density similar to existing settlement patterns in these areas of the Town, more densely developed eastern areas where public water and sewer is available. Residential uses include detached single family occupied structures, along with single-family attached structures of between two and four units, multi-family structures of up to four units, and accessory dwelling units. Compatible uses would include cultural facilities, schools, public buildings, and recreation areas, as well as very small-scale commercial activities, such as bed-and-breakfasts, and home occupations, including day care.

Rural Transition – The residential transition area is intended to exist between the more densely developed eastern Residential areas and rural western Milton, and to provide for a balance between development and natural areas. It covers areas served by public utilities and their adjacent areas; residential density may be increased where public water and sewer is available but generally is lower than Residential areas. Density increases are offset by incentivizing open space conservation or enhanced non-motorized connectivity, such as through the use of cluster subdivision techniques. Uses are primarily residential and compatible uses, similar to Residential areas, but residential uses would be limited to single-family detached structures, two-unit attached single-family structure, and accessory dwelling units.

Rural Reserve – The Rural Reserve area is intended to permit agricultural, rural residential, and open space uses. Agricultural uses, in particular, are encouraged in the rural reserve. This area may include farm operations, nature preserves, parks, scenic areas, and low-density residential uses.

Town Center – The intent of the Town Center area is to create an attractive, pedestrian-scale destination to live, shop, work, and gather that serves as a recognizable place within the Town where a mix of activities occur. While the scale and intensity of development in the Town Center is greater than provided in other areas, building form, massing, and height are consistent with Milton’s small town feel, with new or redeveloped buildings compatible in scale with existing structures and streetscapes while balancing the continued development and evolution of the Town’s primary activity center. This area includes a mix of retail, commercial, higher-density residential, and offices in a compact, walkable area accessible by multiple transportation modes.

Corridor Mixed Use – This area is defined by NYS Route 50, a primary north-south corridor in the region that, locally, links the Village of Ballston Spa downtown core with the City of Saratoga Springs. The intent of this area is to continue to allow for auto-oriented uses, as this corridor serves as an important hub of commercial activity in the Town, but to also provide for a mix of uses, such as mixed-use buildings with small-scale retail or commercial activity on the first floor and residential or additional office uses on upper floors. Building heights should be consistent and compatible with the scale of existing development within the corridor to create unity of the streetscape. Additionally, it is the intent of this area to allow for more flexible and creative infill development or redevelopment. As one of Milton’s gateways, increasing the sense of arrival in town and a sense of place should be encouraged. Ensuring uses along the corridor are compatible with adjacent residential uses is an important objective.

Hamlets – This planning area covers the historical centers of activity of the hamlets of Rock City Falls and West Milton, which are situated in otherwise rural western Milton. The intent of these hamlet areas is to conserve and strengthen their unique character by allowing a mix of residential and appropriately-scaled, compatible commercial uses.

Airport – The intent of this area is to provide for continuation and development of the Saratoga County Airport and associated uses compatible with the airport, and it generally encompasses airport property and adjacent property owned by Saratoga County. Commercial and light industrial uses may also occur.

Neighborhood Commercial Overlay - The intent of this area is to provide transitional areas where existing single-family home structures can transition or be converted into personal and professional offices and other compatible commercial enterprises, allowing commercial services while maintaining the small-scale community neighborhood. Restaurants and other types of shops may be permitted as special uses to ensure neighborhood compatibility. There is a stronger emphasis on residential and other uses allowed within the underlying district, but with supportive and compatible commercial uses.

Stream Corridor Overlay - The intent of this area is to provide special protection water resources to preserve their scenic character and water quality, remaining and existing historic mill site structures and equipment, as well as reducing the risk of damage from flooding. It is generally located along the center line of any Department of Environmental Conservation (DEC)-classified stream or federal or state classified wetland, and areas of special flood hazard as mapped by FEMA. Within this area, especially where lands are undeveloped, there is a focus on suitability of lands for the

development or use, vegetation clearing, stream banks and shorelines, and historic mill sites.

Runway Protection Zone Overlay – These areas are coincident with the runway protection zone areas required by the Federal Aviation Administration (FAA) and intended to enhance protection of people and property on the ground.

Goals and Strategies

GOALS Building from the Town’s Vision Statement, the following Land Use and Zoning goals are established:

- A. Ensure that development of new commercial sites and redevelopment of existing sites into new commercial uses are compatible with existing developed areas and residential neighborhoods
- B. Update the Town Center area zoning regulations to ensure that desired investment is encouraged in keeping with the intended character of the area
- C. Evaluate the existing R-2 zoning district in light of this plan in order to enhance protections for rural character, agriculture, and natural resource conservation
- D. Update land use regulations to be consistent with this plan

STRATEGIES The following objectives and actions are recommended:

- 1. Update the Town’s zoning districts, use regulations, and area and bulk standards, and other use-specific and supplementary regulations to be consistent with the concept land use framework identified in this plan.
- 2. To achieve the objectives of the Rural Reserve area, implement changes to the subdivision law to minimize creation of small parcels, balancing conservation objectives with the ability of landowners to realize value from their assets. Consider implementing density averaging (fixed-ratio) zoning and maximum non-agricultural lot sizes.
- 3. Evaluate land use regulations governing solar energy system development to ensure a balance with the vision of maintaining rural character, protecting open space, and protecting farmland; implement battery energy storage regulations.

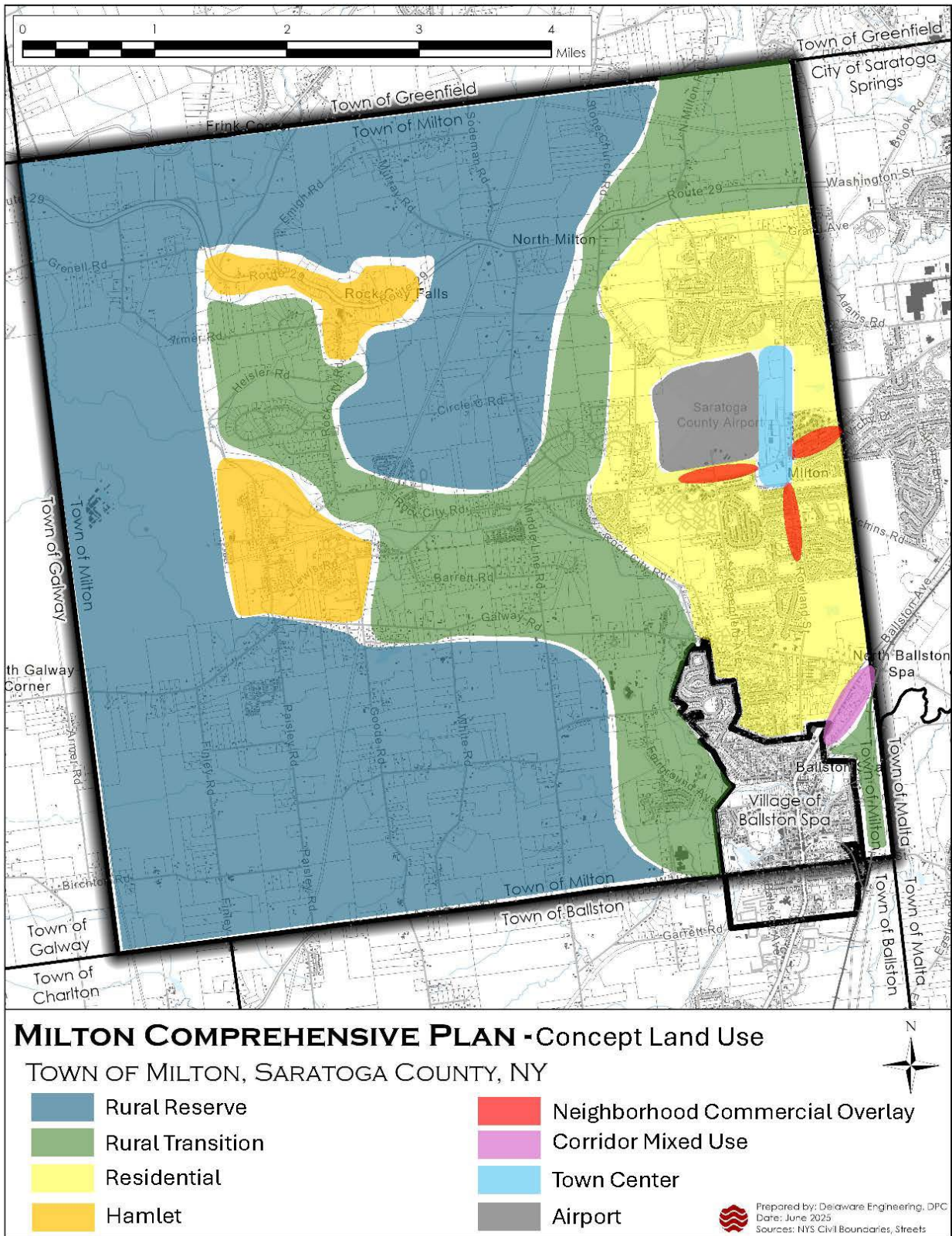


Figure 60. Concept land use map

ACTION PLAN

This section is rooted in the direction set by this plan in the preceding chapters and is, more specifically, tied to the specific recommendations and strategies set forth for each Topic Area. It is intended to “operationalize” those recommendations and, ultimately, to guide future development and help the town achieve its desired vision. That vision will only be realized if the plan is properly administered and implemented. Effective implementation is the lynchpin of the success of this comprehensive plan.

Presented in this section is the Action Plan component of the Comprehensive Plan. It identifies a number of specific projects and initiatives that the Town, its residents, businesses, and partners can use to bring the plan’s goals, policies and strategies to fruition. Several proposed “action items” are provided in tabular format organized by topic area, and categorized according to type of action, the timeframe within which it should be implemented, possible partners, potential funding sources, and immediate next steps in order to begin implementation.

Finally, many action items are cross-cutting, in that each may help the Town achieve the direction set across and within Topic Areas. In addition, action items depend on, and are rooted in, additional details and direction, laid out in the Topic Areas, that are critical for implementation of the Plan. Therefore, the rightmost column identifies these Topic Linkages, which are references to the goals, strategies, and topic areas providing both support and this additional direction necessary for implementation.

There are five broad types of actions:

- **Land Use Regulations** that will guide future development;
- **Policies and procedures** that will guide future decisions;
- **Capital projects** requiring the expenditure of funds;
- **Studies** to determine the appropriate solution to a particular problem; and
- **Outreach** to particular organizations or stakeholders to increase awareness coordination, communication, and collaboration.


It is not realistic to expect that all of the action items will be implemented immediately. Those items that require immediate action are identified within each section by topic. Other items are classified as either Short Term actions that should be implemented within the next 1-2 years, Medium Term actions targeted for implementation within a 2-5 year timeframe, Long Term actions with a timeframe greater than 5 years, or ongoing initiatives with no definitive timeframe.

Successful implementation of the plan will require proactive measures by the Town Board, working in collaboration with community-based organizations, regulatory agencies, county government and the private sector over a period of years. In the short-term, the Town Board should appoint a Comprehensive Plan Implementation Committee to review the action items that are identified as “immediate” priorities in the Action Plan and determine what steps are necessary to successfully implement them. Working groups or task forces can be formed as a subsidiaries of the Implementation Committee to tackle specific initiatives and/or general topic areas.

Finally, to ensure that the Comprehensive Plan remains an effective guide for decision-makers over the long term, the Town Board should conduct major evaluations of the plan’s goals and policies at least once every five years. The evaluation process should consider the following:

- Progress in implementing the plan;
- Changes in community needs and other conditions that form the basis of the plan;
- Fiscal conditions and the ability to finance public investments recommended by the plan;
- Community support for the plan's goals and policies; and
- Changes in state or federal laws that may impact plan implementation.

In the table of Actions that follows, High-Priority Actions are identified by a yellow box enclosing the Action number.



The actions are presented in two forms. The next section, High-Priority Actions, is intended as an easy-to-use guide to the highest-priority actions identified as the immediate next steps in order to implement this plan. These high-priority actions have been extracted from the table of actions that follows thereafter. That table of actions presents the full array of actions the Town should take as part of implementing this plan. Immediately below is a list of acronyms found in the next section and in the following table of actions.

Table 6. Action Plan list of acronyms

Acronym	Full Name
CDRPC	Capital Region Planning Commission
CDTA	Capital District Transportation Authority
CFA	Consolidated Funding Application
CLGP	Certified Local Government Program
CRTC	Capital Region Transportation Council
DPW	Department of Public Works

Acronym	Full Name
HSPC	Historic Structures and Places Committee
NPS	National Park Service
NYSDAM	New York State Department of Agriculture and Markets
NYSDHCR	New York State Department of Housing and Community Renewal
NYSDOS	New York State Department of State
OPRHP	New York State Office of Parks, Recreation, and Historic Preservation
SCISMP	Saratoga County Intermunicipal Stormwater Management Program
SHPO	New York State Historic Preservation Office
SLIHC	NYS Low Income Housing Tax Credit Program
WQIP	Water Quality Improvement Program

High-Priority Actions

The following actions are high-priority. This list serves as a guide to immediate next steps in terms of plan implementation. The following list of actions is presented in numerical order of the action numbers.

Action #2	<i>Invest in a Town GIS Platform to integrate Town and other data with a location, serve as a foundation for ongoing data collection, facilitate needed administration and reporting, and provide mapping for a variety of needs, stakeholders, and the public.</i>	
	Type: Capital	Partners: Saratoga County; SCISMP
	Next Step(s):	
	<ul style="list-style-type: none"> • Begin process to document requirements for a Town GIS Platform • Scope project and procurement for consultant/IT assistance 	
	Funding Source(s): CLGP; WQIP	

Action #11	<i>Implement the Town’s Reimagine Milton initiative and support development of the Burgess-Kimball Memorial Park and Town Hall site into a vibrant hub of a variety of recreation activities.</i>	
	Type: Capital	Partners: Community recreation organizations; Open Space Committee; DPW; Facilities Committee
	Next Step(s): Continue activities outlined in 2023 Reimagine Milton report	
	Funding Source(s): CFA; private foundations; National Grid; developers	

Action #12 &49	<i>Implement the Town’s 2022 Trail Master Plan recommendations, including as they relate to transportation-oriented projects and strategies (e.g., as opposed to recreational trails).</i>	
	Type: Capital	Partners: CRTC; CDTC; DPW; Planning Dept.; County
	Next Step(s):	
	<ul style="list-style-type: none"> Identify project lead. Follow implementation recommendations contained in the Plan. Monitor grant funding cycles for and pursue opportunities to apply. 	
Funding Source(s): CFA; private foundations; National Grid; developers		

Action #13	<i>Develop, as part of a broader GEIS related to growth in the Town, a plan for Milton's recreation needs over the next 20 years, and tie these projects to payment-in-lieu of recreation facilities and other mitigation payments that development projects are required to contribute.</i>	
	Type: Study	Partners: Planning Board; Planning Dept.; Open Space Committee; CRTC; CDRPC
	Next Step(s):	
	<ul style="list-style-type: none"> Identify resources needed, such as consultant resources and regional planning organizations Scope project for development of a GEIS in accordance with 6 NYCRR Part 617 	
Funding Source(s): CFA; private foundations; National Grid; developers		

Action #16	<i>Develop additional staff resources, such as a recreation coordinator, to strengthen and develop recreation and community-oriented programs and partnerships.</i>	
	Type: Policy	Partners: Personnel Committee
	Next Step(s):	
	<ul style="list-style-type: none"> Identify budget requirements. Create job description(s). 	
Funding Source(s): -		

Action #18, #23, #27, #41, & #59	<i>Update the Town’s zoning districts, use regulations, area and bulk standards, and other use-specific and supplementary regulations to be consistent with the concept land use framework identified in this plan.</i>	
	Type: Land Use Reg.	Partners: -
	Next Step(s): Convene a body to shepherd the update process and scope project.	
	Funding Source(s): NYSDOS; CDRPC	

Action #22	<i>Develop and implement a standard protocol to assess lands offered for acquisition by the Town, whether by private individual owners, as part of land development projects, or as part of other Town-initiated actions. This protocol should also address post-acquisition needs, such as public access, capital project needs, and ongoing management.</i>	
	Type: Policy	Partners: DPW; Open Space Committee; Facilities Committee; area non-profits
	Next Step(s):	
	<ul style="list-style-type: none"> Identify project lead and scope project. Work with regional conservation and open space organizations to understand landscape-scale contexts and priorities (e.g., large unfragmented blocks of forest). 	
Funding Source(s): -		

Action #25	<i>Conduct outreach to Milton's local businesses with the aim of fostering a sustained, open dialogue to build understanding and create a forum to solve problems and facilitate communication</i>	
	Type: Outreach	Partners: Director of Economic Planning; Planning
	Next Step(s): Identify and pursue opportunities for regular dialog and coordination.	
	Funding Source(s): -	

Action #43	<i>Coordinate residential development with infrastructure expansion. Require developers to assist in funding required upgrades to water and/or sewer systems.</i>	
	Type: Policy	Partners: Planning Dept.; Facilities Committee; DPW; Planning Board
	Next Step(s):	
	<ul style="list-style-type: none"> Provide easy access to information to land development stakeholders about existing infrastructure. Involve infrastructure owners and DPW in review processes. 	
Funding Source(s): Private investment		

Action #48	<i>Implement the related recommendations of the 2025 Town Center Plan Update.</i>	
	Type: Capital	Partners: CRTC; CDTC; DPW; Planning Dept.; County
	Next Step(s):	
	<ul style="list-style-type: none"> Identify project lead. Follow implementation recommendations contained in the Plan. Monitor grant funding cycles for and pursue opportunities to apply. 	
Funding Source(s): USDOT; NYSDOT		

Action #51	<i>Consider developing and implementing a Complete Streets policy.</i>	
	Type: Policy	Partners: CRTC; CDTC; DPW; Planning Dept
	Next Step(s):	
	<ul style="list-style-type: none"> • Review technical assistance available from CRTC and local needs regarding operation and maintenance, capital projects, and land development review. • Develop and implement a policy and implementation assistance, such as checklists, lists of best practices, design standards, etc. 	
Funding Source(s): -		

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Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
Topic 1: Historic and Cultural Resources							
#1	Create an inventory, such as in GIS mapping, of Milton’s historic resources, awarded buildings and sites, and signage and other awareness-building efforts.	Capital	Short-Term	HSPC	CLGP WQIP	<ul style="list-style-type: none"> • Begin process to document requirements for a Town GIS Platform • Scope project and procurement for consultant/IT assistance 	I-2 I-6 V-4.d
#2	Invest in a Town GIS Platform to integrate Town and other data with a location, serve as a foundation for ongoing data collection, facilitate needed administration and reporting, and provide mapping for a variety of needs, stakeholders, and the public.	Capital	Short-Term	Saratoga County; SCISMP	CLGP; WQIP	<ul style="list-style-type: none"> • Begin process to document requirements for a Town GIS Platform • Scope project and procurement for consultant/IT assistance 	I-2 I-6 V-4.d
#3	Create a historic resources “toolkit” to inform and assist owners of historic sites, such as mill sites and cemeteries, about condition assessment and preservation strategies for these resources, especially where located on private property.	Study	Short-Term	SHPO; NPS; Landowners; HSPC	CLGP	<ul style="list-style-type: none"> • Scope project • Gather existing information • Develop outreach methods and survey methodology 	I-1
#4	Working with owners of historic mill sites and cemeteries, create a GIS-based “virtual tour” of these sites to facilitate appreciation and awareness of the contributions of these resources to Milton’s history and identity	Study	Medium-Term	Landowners; HSPC	-	<ul style="list-style-type: none"> • Scope project • Gather existing information • Develop outreach methods and survey methodology 	I-2 I-6 V-4.d
#5	Consider creation of a Town historic resources commission by local law, and participating in the federal-state-local preservation partnership known as the Certified Local Government program.	Policy	Medium-Term	SHPO	-	<ul style="list-style-type: none"> • Adopt preservation ordinance • Appoint a qualified review commission • Apply to SHPO 	I-3 I-4
#6	Continue support for the office of Milton’s Town Historian, the Historic Structures and Places Committee, and	Policy	Ongoing	County Historian	-	<ul style="list-style-type: none"> • Review dept. budget • Active participation in committee 	I-3

Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
	their initiatives, such as signage, awards, and events.						
#7	Develop processes and tools, such as GIS mapping and checklists, to support Planning Board review of relationships between land development and historic sites, and evaluate and update, as needed, existing land use codes to promote clarity and efficiency in complying with codes on the part of both applicants and the Town's land use boards.	Policy	Short-Term	HSPC; Planning Dept.; Planning Board	-	<ul style="list-style-type: none"> Update Town's zoning and subdivision laws Work with Planning Dept. and Planning Board to develop appropriate tools 	I-4
#8	Encourage and partner with those involved in land development projects and investment in Milton's economy to highlight Milton's historic resources as foundations for their projects and enterprises.	Outreach	Ongoing	Development Community; Economic Development Organizations; HSPC	-	<ul style="list-style-type: none"> Identify the key actors Create developer incentives and regulations 	I-7
#9	Enhance existing historic resources and hamlets' awareness and promotion activities by, for example, creating marketing and branding materials aimed at diverse audiences, such as developers, economic development actors, and the public, and increasing accessibility and visibility of these materials.	Outreach	Medium-Term	HSPC	-	<ul style="list-style-type: none"> Identify project lead Develop scope 	I-5 I-7

Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
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Topic II: Parks, Recreation, and Community Amenities							
#10	Continue the Town's efforts to increase accessible recreation facilities, including parks and fishing access sites, to ensure all groups of people have adequate opportunity to use the Town's public parks and recreation areas.	Capital	Medium-Term	DPW; NYSDEC	NYSDEC; OPRHP; NYS Sea Grant; private foundations	<ul style="list-style-type: none"> Identify project lead Update 2022 facilities inventory with accessibility information as needed, identify needs, and prioritize and plan to address these needs 	II-1
#11	Implement the Town's Reimagine Milton initiative and support development of the Burgess-Kimball Memorial Park and Town Hall site into a vibrant hub of a variety of recreation activities.	Capital	Short-Term	Community recreation organizations; Open Space Committee; DPW; Facilities Committee	CFA; private foundations; National Grid; developers	Continue activities outlined in 2023 Reimagine Milton report	II-1 II-2 II-7
#12	Implement the Town's 2022 Trails Master Plan.	Capital	Ongoing (see plan)	Open Space Committee; Saratoga County; CRTC; community recreation organizations/nonprofits; private landowners; Planning Board	USDOT; CFA; developers; private foundations	<ul style="list-style-type: none"> For priority projects, conduct outreach to stakeholders and potential funding agencies Refine project scope and components. Pursue grant opportunities. 	II-5
#13	Develop, as part of a broader GEIS related to growth in the Town, a plan for Milton's recreation needs over the next 20 years, and tie these projects to payment-in-lieu of recreation facilities and other mitigation payments that	Study	Short-Term	Planning Board; Planning Dept.; Open Space Committee; CRTC; CDRPC	CDRPC	<ul style="list-style-type: none"> Identify resources needed, such as consultant resources and regional planning organizations Scope project for development of a GEIS in accordance with 6 NYCRR Part 617 	Topic II Topic V Topic VII

Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
	development projects are required to contribute.						
#14	Develop and/or strengthen partnerships with other organizations and sites providing similar services active in the Town.	Policy	Ongoing	Community recreation organizations; Open Space Committee	-	To start, identify key people at potential partner organizations and create a framework for sustained engagement.	II-3
#15	Balance the creation of and investment in added recreation and park amenities with the need to maintain these facilities to ensure a high-quality experience.	Policy	Short-Term	Open Space Committee; DPW; Planning Board	-	Create a policy and an assessment framework, informed by an asset management-style approach.	II-6
#16	Develop additional staff resources, such as a recreation coordinator, to strengthen and develop recreation and community-oriented programs and partnerships.	Policy	Medium-Term	Personnel Committee	-	<ul style="list-style-type: none"> Identify budget requirements. Create job description(s). 	II-4
#17	Continue to engage the Milton community to understand needs, challenges, and emerging opportunities as part of the Town's parks and recreation efforts.	Outreach	Ongoing	Open Space Committee; community recreation organizations/ nonprofits; Development Community	-	<ul style="list-style-type: none"> Leverage community engagement information from prior plans and studies. Identify and pursue opportunities for public engagement at various levels of program and project development 	II-7

Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
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Topic III: Natural Resources, Open Space and Agriculture							
#18	Update the Town's land use laws and regulations to be consistent with the recommendations of this Topic, including Strategies and Recommendations III-1 and III-4.	Land Use Reg.	Immediate	-	NYSDOS; CDRPC	Update Town's zoning and subdivision laws.	III-1; III-4
#19	Update the Town's Open Space Plan and evaluate the need to update the Town's 2016 Farmland Protection Plan.	Study	Medium-Term	NYSDAM; Saratoga PLAN; Farm Bureau; agricultural community; Planning Dept.; Planning Board	NYSDAM	Identify project lead and consider creating working group to make recommendations to Town Board as to need and project scope.	III-5.a
#20	Evaluate the need to develop a natural resources inventory (NRI) that includes both historic and scenic resource components.	Study	Medium-Term	HSPC; Open Space Committee; area non-profits; Planning Dept.; Planning Board	CDRPC	Identify project lead and consider creating working group to make recommendations to Town Board as to need and project scope.	III-5.b
#21	Partner with land conservation organizations and other stakeholders active in the Town and region on open space and agriculture promotion initiatives.	Policy	Ongoing	Saratoga PLAN; Saratoga County; adjoining municipalities	-	Identify and pursue opportunities for regular dialog and coordination.	III-2

Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
#22	Develop and implement a standard protocol to assess lands offered for acquisition by the Town, whether by private individual owners, as part of land development projects, or as part of other Town-initiated actions. This protocol should also address post-acquisition needs, such as public access, capital project needs, and ongoing management.	Policy	Short-Term	DPW; Open Space Committee; Facilities Committee; area non-profits	-	<ul style="list-style-type: none"> Identify project lead and scope project. Work with regional conservation and open space organizations to understand landscape-scale contexts and priorities (e.g., large unfragmented blocks of forest). 	III-3

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Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
Topic IV: Local Economy							
#23	Update the Town's land use laws and regulations to be consistent with the recommendations of this Topic, including Strategies and Recommendations IV-1, IV-3, IV-4, IV-6, and IV-7.a-b identified in that section.	Land Use Reg.	Immediate		NYSDOS; CDRPC	Update Town's zoning and subdivision laws.	IV-1, IV-3, IV-4, IV-6; IV-7.a-b
#24	Work with regional partners, such as the Saratoga County Economic Development Corporation, Capital Region Chamber of Commerce, and CDTA, to increase east-west public transportation options. An on-demand transit service, like CDTA Flex, could be a solution.	Policy	Medium-Term	Director of Economic Planning; Planning Dept.; CDTA; area economic development organizations	-	Identify and pursue opportunities for regular dialog and coordination.	IV-8; VII-4
#25	Conduct outreach to Milton's local businesses with the aim of fostering a sustained, open dialogue to build understanding and create a forum to solve problems and facilitate communication.	Outreach	Short-Term	Director of Economic Planning; Planning Dept.; area economic development organizations	-	Identify and pursue opportunities for regular dialog and coordination.	IV-5
#26	Work to establish regular lines of communication with regional economic development partners and an open line of communication with those interested in investing in Milton in order to facilitate making connections, shorten the process to understand the Town and its desires and processes, and be a clearinghouse of information.	Outreach	Medium-Term	Director of Economic Planning; Planning Dept.; area economic development organizations	-	Identify and pursue opportunities for regular dialog and coordination.	IV-2

Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
Topic V: Infrastructure and Community Services							
#27	Update the Town's land use laws and regulations to be consistent with the recommendations of this Topic, including Strategies and Recommendations V-5 and V-6 identified in that section.	Land Use Reg.	Immediate		NYSDOS; CDRPC	Update Town's zoning and subdivision laws.	V-5; V-6
#28	Leverage technology, such as enterprise GIS with integrated inspection and reporting forms, to increase efficiency in inspection fieldwork, recordkeeping, and permit compliance (reporting).	Capital	Short-Term	DPW; Town MS4 Coordinator; Building Dept.; Development Community	WQIP	Begin process to document requirements for a Town GIS Platform and scope project and procurement for consultant/IT assistance.	V-4.d
#29	Support efforts of the volunteer first responder organizations to recruit and retain firefighters and emergency medical services providers.	Policy	Ongoing	Milton's fire service departments; Saratoga County Fire Coordinator	-	Identify and pursue opportunities for regular dialog and coordination, including ascertaining existing strategies and needs and potential opportunities for the Town to assist.	V-3
#30	Continue to support and partner with the Saratoga County Intermunicipal Stormwater Management Program.	Policy	Ongoing	DPW; Town MS4 Coordinator; Building Dept.; SCISMP	-	Continue participation with and support of SCISMP.	V-4.b
#31	Create and maintain a five-year capital plan for infrastructure investments.	Policy	Ongoing	DPW; Facilities Committee	-	Beginning with existing capital planning documents, such as the 2022 Building Condition Assessment, create a more formal five-year capital plan. Annually review the plan as part of the Town's budgeting process.	All Topic Areas

Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
#32	Annually evaluate the content and recommendations of this comprehensive plan, such as part of the Town's annual organizational meeting process.	Policy	Ongoing	Planning Board; Zoning Board of Appeals; Town standing committees	-	Identify members of a potential workgroup to be formally given responsibility as part of the annual organization meeting to, within a specified period of time, make recommendations about the plan and progress toward recommendations and actions.	All Topic Areas
#33	Ensure that all parcels served by public water suppliers (Village of Ballston Spa and City of Saratoga Springs) are provided service through an appropriate legal mechanism, which in most cases will be incorporating them inside a Town water district.	Policy	Short-Term	Water Suppliers in the Town; DPW; Facilities Committee	-	Continue ongoing efforts to review service areas and special districts and take appropriate special district actions at Town Board level.	V-1.a
#34	Develop and implement a consistent, repeatable, efficient process to add new users to these districts, including as part of Planning Board review processes.	Policy	Short-Term	Building Dept.; Facilities Committee; DPW; Water Suppliers	-	Develop procedure and forms.	V-1.b
#35	As it relates to new building construction, and during land development review processes, develop and implement procedures to facilitate connections to public water and sewer, where available, conformance to the providers' standards, and provide clarity for those seeking investment in the Town.	Policy	Short-Term	Building Dept.; Facilities Committee; DPW; Water Suppliers; Planning Dept.; Planning Board	-	Develop procedure and forms.	V-2
#36	Collect information, such as using a form included with standard building department permit application intake processes, from prospective builders needed to assess potential connection requirements.	Policy	Short-Term	Building Dept.; Facilities Committee; DPW; Water Suppliers; Planning Dept.; Planning Board	-	Develop procedure and forms.	V-2.a

Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
#37	Identify opportunities to coordinate the provision of water and sewer infrastructure, including identifying opportunities to provide service where none presently exists.	Policy	Short-Term	Building Dept.; Facilities Committee; DPW; Water Suppliers; County Sewer District; Planning Dept.; Planning Board; Development Community	-	<ul style="list-style-type: none"> Complete water district consolidation process Implement water use law(s), as appropriate Make available district and system mapping to support land development review processes. 	V-2.b
#38	Implement procedures to ensure that, during land development review processes, permanent post-construction stormwater management practice selection, siting, and construction are optimal for long-term operation and maintenance – especially where this infrastructure is intended to be offered for dedication to the Town.	Policy	Short-Term	DPW; Town MS4 Coordinator; Building Dept.; Development Community; Planning Board	-	<ul style="list-style-type: none"> Review maintenance requirements based on Town's experience with similar facilities to determine appropriate guidance for developers and in the land development review process. Provide Planning Board with education and opportunities for those involved in maintenance and operation to participate in plan review. 	V-4.c
#39	Consider the establishment of drainage districts. Authority is found under Article 12 of the NYS town law. Similar to other special improvement districts, such as for water supply, these entities would be managed by the Town Board and increase the ability of the Town to fund necessary operation and maintenance costs. As a first step, drainage districts could be created to fund new permanent post-construction stormwater management practices offered for dedication to the Town newly constructed as part of land development projects.	Policy	Medium-Term	DPW; Town MS4 Coordinator	-	<ul style="list-style-type: none"> Research district creation and examples in NYS Prepare a map, plan, and report, as required under NYS Town Law. 	V-4.a

Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
#40	The water suppliers in the Town supply a critical service to Town residents, and creating open lines of communication with these suppliers is an important objective.	Outreach	Short-Term			Identify and pursue opportunities for regular dialog and coordination.	V-1.c

Topic VI: Housing, Neighborhood Character, and Placemaking

#41	Update the Town's land use laws and regulations to be consistent with the recommendations of this Topic, including Strategies and Recommendations VI-c, VI-2, VI-3, and VI-5 identified in that section.	Land Use Reg.	Immediate		NYSDOS; CDRPC	Update Town's zoning and subdivision laws.	VI-1.a-b; VI-1.e-f; VI-2.a-c; VI-3.a-d; VI-5a-c
#42	Consider pursuing the creation of a transit-oriented development (TOD) district around bus stops, allowing for greater density and height, and a wider mix of uses, including commercial uses.	Study	Long-Term	CDTA; Planning Dept.; CRTIC; CDRPC	CDRPC	Continue coordination with CDTA with respect to bus service levels and advocate for higher service levels needed to support TOD.	VI-1.k
#43	Coordinate residential development with infrastructure expansion. Require developers to assist in funding required upgrades to water and/or sewer systems.	Policy	Ongoing	Planning Dept.; Facilities Committee; DPW; Planning Board	Private investment	<ul style="list-style-type: none"> Provide easy access to information to land development stakeholders about existing infrastructure. Involve infrastructure owners and DPW in review processes. 	VI-1.l
#44	Evaluate the property maintenance code and strength it, as appropriate, to address older neighborhoods losing their community character. Encourage compliance with the Town's land use codes and building codes to promote neighborhood vitality and quality.	Policy	Medium-Term	Building Dept.; Planning Dept.		<ul style="list-style-type: none"> Inventory most common code issues affecting community character in the Town. Review Town's existing code and update as needed. 	VI-4.a; VI-4.b; VI-4.c; VI-4.d

Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
#45	Work with local, regional, and state partners to provide assistance to developers, homeowners, and renters to stabilize Milton's attainability and economic sustainability.	Outreach	Long-Term	Rebuilding Together Saratoga County; Affordable Housing Partnership of the Capital Region; NYSDHCR	SLIHC; CFA	Identify and pursue opportunities for regular dialog and coordination.	VI-1.c
#46	Provide support to and promote property investments that improve the diversity and quality of the town's housing stock.	Outreach	Long-Term	NYSDHCR	NYSDHCR	Explore grant funding programs and other programs supporting and providing assistance to homeowners with upkeep	VI-1.d

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Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
Topic VII: Transportation, Accessibility, and Mobility							
#47	Provide actors in the land development process sufficient planning, guidance, and tools to help ensure that, as projects are proposed and constructed, these investments lead to a balanced, efficient, and connected transportation system.	Land Use Regulation	Short-Term	Planning Board; Planning Dept.; DPW; Development Community		As part of any zoning and subdivision law changes, incorporate complete streets elements, such as specific references to provision of planned trails, sidewalks, transit and bicyclist accommodation, etc.	VII-8; AI-#9
#48	Implement the related recommendations of the 2025 Town Center Plan Update.	Capital	Medium-Term	CRTC; CDTC; DPW; Planning Dept.; County	USDOT; NYSDOT	<ul style="list-style-type: none"> Identify project lead. Follow implementation recommendations contained in the Plan. Monitor grant funding cycles for and pursue opportunities to apply. 	VII-1.a
#49	Implement the Town's 2022 Trail Master Plan recommendations as they relate to transportation-oriented projects and strategies (e.g., as opposed to recreational trails).	Capital	Medium-Term	CRTC; CDTC; DPW; Planning Dept.; County	USDOT; NYSDOT	<ul style="list-style-type: none"> Identify project lead. Follow implementation recommendations contained in the Plan. Monitor grant funding cycles for and pursue opportunities to apply. 	VII-1.b
#50	Implement the recommendations of the 2025 Town Center Plan Update relating to the intersection of Geyser Rd. and Rowland St., as well as land use, transit, and other strategies recommend for the study area.	Capital	Medium-Term	CRTC; DPW; Planning Dept.; County; Planning Board	USDOT	<ul style="list-style-type: none"> Include project in capital planning processes. Submit the project for consideration on CRTC's regional transportation improvement program (TIP) for federal funding; budget for any required match (typically, 20% of project costs). 	VII-2

Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
#51	Consider developing and implementing a Complete Streets policy.	Policy	Short-Term	CRTC; CDTC; DPW; Planning Dept.		<ul style="list-style-type: none"> Review technical assistance available from CRTC and local needs regarding operation and maintenance, capital projects, and land development review. Develop and implement a policy and implementation assistance, such as checklists, lists of best practices, design standards, etc. 	VII-1.c
#52	Consider developing a generic environmental impact statement (GEIS) related to growth in the Town to identify potential impacts, mitigative measures to address those impacts, and development of a mitigation fund to support the Town's efforts to both proactively address impacts and fairly and equitably spread costs among involved entities.	Study	Short-Term	CRTC; CDRPC	CDRPC	Determine level of outside support needed and scope project.	VII-5
#53	Consider developing and implementing an Official Map, pursuant to NYS Town Law Section 273, showing existing and planned streets, non-motorized connections, and other improvements.	Study	Medium-Term	DPW; Planning Dept.; NYSDOT; County		Identify project lead and begin process to plan for and develop future transportation network.	VII-8.a
#54	Partner with regional transportation organizations, such as the Capital MPO, NYSDOT, and Saratoga County, to address and collaborate with respect to transportation needs involving regional approaches and funding sources, including: Work to evaluate safety trends, issues, and solutions, including funding sources; and Pursue grant funding opportunities, and participate in and	Outreach	Ongoing	NYSDOT; CRTC; DPW; Planning Dept.; County		<ul style="list-style-type: none"> Identify and pursue opportunities for regular dialog and coordination Allocate resources to participate in CRTC planning processes Coordinate with Saratoga County officials in this regard. 	VII-3

Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
	contribute to capital project planning and funding processes.						
#55	Continue to partner with CDTA to ensure transit and commuter service meet the needs of the Town's residents and businesses.	Outreach	Ongoing	CDTA; CRTC		Identify and pursue opportunities for regular dialog and coordination.	VII-6
#56	Proactively work with Saratoga County to plan for growth and change at the Saratoga County Airport.	Outreach	Ongoing	County; Planning Dept.		Identify and pursue opportunities for regular dialog and coordination.	VII-7
#57	Coordinate with the Saratoga County DPW to facilitate the airport perimeter trail.	Outreach	Short-Term	County; Planning Dept.; Planning Board; DPW		<ul style="list-style-type: none"> Engage Saratoga County DPW and the County airport consulting engineer with respect to the various segments and lands involved to understand project parameters and level of effort Ensure that Planning Board reviews leverage potential opportunities. 	VII-1.b.i
#58	Support and participate in the County's efforts to complete the Zim Smith connector trail.	Outreach	Short-Term	County; DPW; Planning Department; Open Space Committee		<ul style="list-style-type: none"> Engage Saratoga County DPW during design process and assist with promotion efforts Understand any maintenance requirements. 	VII-1.b.ii

Action #	Description	Type	Timeframe	Partner(s)	External Funding Source(s)	Next Step(s)	Topic Linkages
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Topic VIII: Land Use and Zoning

#59	Update the Town’s zoning districts, use regulations, area and bulk standards, and other use-specific and supplementary regulations to be consistent with the concept land use framework identified in this plan.	Land Use Reg.	Immediate		NYSDOS; CDRPC	Convene a body to shepherd the update process and scope project.	VIII-1
#60	To achieve the objectives of the Rural Reserve area, implement changes to the subdivision law to minimize creation of small parcels, balancing conservation objectives with the ability of landowners to realize value from their assets. Consider implementing density averaging (fixed-ratio) zoning and maximum non-agricultural lot sizes.	Land Use Reg.	Immediate		NYSDOS; CDRPC	Convene a body to shepherd the update process and scope project.	VIII-2
#61	Evaluate land use regulations governing solar energy system development to ensure a balance with the vision of maintaining rural character, protecting open space, and protecting farmland; implement battery energy storage regulations.	Land Use Reg.	Immediate	Agriculture Community; Solar Energy Developers	NYSDOS; CDRPC	Convene a body to shepherd the update process and scope project.	VIII-3
#62	Implement the land-use related recommendations of the 2025 Town Center Plan Update.	Land Use Reg.	Immediate		NYSDOS; CDRPC	Convene a body to shepherd the update process and scope project.	VII-2