A.1 EXISTING CONDITIONS

PREVIOUS PLANS

The City of Saratoga Springs has conducted and facilitated a number of plans in recent years, many of them oriented towards active transportation and streetscape development. Plans that are particularly relevant to this effort have been summarized in the following sections, and their findings will be considered throughout this document.

- City of Saratoga Springs Comprehensive Plan (2015)
- Saratoga Greenbelt Trail Feasibility Study (2013)
- Urban and Community Forests' Master Plan (2013)
- Saratoga Springs Downtown Transportation Plan (2007)

CITY OF SARATOGA SPRINGS COMPREHENSIVE PLAN (2015)

The City of Saratoga Springs 2015 Comprehensive Plan was finalized in June 2015, and it serves as a guide for future development throughout Saratoga Springs. The nearly 250 policy and land use recommendations made in the Comprehensive Plan will help the city maintain its existing character amidst a boom in new residential and commercial developments.

The Plan’s vision for the future of Saratoga Springs is as follows:

“Saratoga Springs is the “City-in-the-Country.” This concept reflects a city with an intensively developed urban core and an economically vibrant central business district, with well-defined urban edges and an outlying area of rural character, comprised of agriculture, open lands, natural and diverse environmental resources, and low density development.

The overriding philosophy that will guide future development of our “City in the Country” will be sustainability. Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainable development makes investments that yield long-term benefits for our community. Sustainable development enhances economic opportunity and community well-being while protecting the human and natural resources, upon which the future of our economy and our community depend.

Recognized for its commitment to history, health, and horses, the City is a small, livable community with a strong sense of pride, family, and voluntarism. The City’s vibrant, walkable core, stable neighborhoods, and high level of mobility support regional economic growth and ensure its position as a world class destination for entertainment, education, and cultural activities."

The Comprehensive Plan serves as an update to the previous Comprehensive Plan adopted in 2001. The recommendations outlined in this updated Plan revolve around four guiding principles:

1. Economic Strength and Stability
2. Environmental Health and Resiliency
3. Transportation and Mobility
4. Community Character

Many of the principles, policies, and recommended actions included in the Plan directly relate to the concept of Complete Streets. The needs and desires outlined in the Comprehensive Plan are just one of the many reasons for
the creation of this Saratoga Springs Complete Streets Plan. This Complete Streets Plan will address a number of the recommendations made in the Comprehensive Plan. Therefore, this Complete Streets Plan is an important element that will help the City of Saratoga Springs reach its vision of the “City-in-the-Country.”

Listed below are key Goals and Recommended Actions included in the Comprehensive Plan that are addressed by this Complete Streets Plan. Please refer to the Appendix for a more thorough list of all relevant goals and recommendations.

**Relevant Goals**

- To re-establish health and wellness as one of the leading reasons why people and businesses shall choose to visit and/or locate in the City, making Saratoga Springs one of the healthiest places to live and work.
- To maintain a City that accommodates all modes of transportation including vehicles, freight, rail, pedestrians, bicyclists, transit, and people with disabilities.
- To encourage walking, bicycling and mass transit to reduce traffic congestions and improve local air quality.

**Relevant Recommended Actions**

**Environmental Health and Resiliency**

- 3.2-20 Continue to implement the City’s adopted Greenbelt Trail.
- 3.3-1 Continue to implement the City’s Complete Streets policy and pursuit of funding opportunities to assist with implementation.
- 3.3-2 Ensure an adequate size and width for public right-of-ways whenever feasible to provide accommodation for bikes, pedestrian, street trees, utilities, and green infrastructure.

**Transportation and Mobility**

- 3.3-5 Prioritize pedestrian, bicycle, and automobile improvements to major activity areas such as parks, educational institutions, large employers, commercial areas, and recreational facilities.
- 3.3-9 Evaluate existing traffic control measures at intersections to determine if changes are necessary for better flow of vehicles, pedestrians and cyclists.
- 3.3-10 Support the creation, implementation and pursuance of funding of the forthcoming citywide bicycle, pedestrian, and transit plan.
- 3.3-13 Implement a consistent wayfinding system and consolidate existing signage to better assist both residents and visitors in navigating the City and its offerings.
- 3.3-17 Develop a comprehensive sidewalk plan to identify existing sidewalk facilities and system gaps.
- 3.3-27 Seek to improve Americans with Disabilities Act (ADA) compliance to improve accessibility throughout the City.
- 3.3-32 Evaluate where it is appropriate in the City to enhance traffic calming measures, circulation and access.
- 3.3-48 Improve passenger rail access by enhancing bicycle and pedestrian connections to the train station, providing accommodations for bikes on train, and improving connections to downtown.
- 3.3-51 Improve the availability of public transit to move people from the outer district to popular destinations and special events within inner district of the City.
- 3.3-55 Encourage and incentivize bus shelters, benches, and other street amenities around bus stops in close proximity to proposed development.
• 3.3-64 Identify opportunities for shuttling from open lots outside downtown to improve pedestrian movement and alleviate peak parking demands.

Community Character

• 3.4-6 Identify priority gateways into the City, such as Route 50 and South Broadway, and develop/review guidelines for appropriate area-specific amenities and treatments.

• 3.4-17 Enhance our City’s award winning and attractive downtown streetscape with a significant tree canopy, street furniture, and other pedestrian amenities that add comfort and interest for shoppers and visitors.

Relevant Recommended Actions

*Bolded* items were included in the main section of this plan.

Environmental Health and Resiliency

• 3.2-1 Provide linkages and public access between existing areas of protected open space and natural resources such as trails.

• 3.2-7 Encourage high quality, aesthetically pleasing gateways into the City.

• 3.2-8 Continue to adopt and enforce land use policies that reduce sprawl, preserve open space, and maintain a compact, walkable urban community.

• 3.2-12 Maintain and expand active recreational facilities that meet the needs for diverse range of age groups and interests.

• 3.2-14 Pursue public/private partnerships to meet identified recreational needs and provide access to nearby water bodies such as Saratoga Lake and the Kayaderosseras Creek.

• 3.2-18 Investigate feasibility for recreational trails when utility easements are being considered.

• 3.2-20 Continue to implement the City’s adopted Greenbelt Trail.

• 3.3-1 Continue to implement the City’s Complete Streets policy and pursuit of funding opportunities to assist with implementation.

Transportation and Mobility

• 3.3-3 Promote educational and enforcement programs relating to “share the road” concepts.

• 3.3-5 Prioritize pedestrian, bicycle, and automobile improvements to major activity areas such as parks, educational institutions, large employers, commercial areas, and recreational facilities.

• 3.3-6 Install more context sensitive public improvement features (traffic lights, parking signs, curb cuts, sidewalks, power lines, etc.) in our residential and mixed use neighborhoods.

• 3.3-8 Consider the establishment of a Generic Environmental Impact Statement to address city-wide traffic impacts.

• 3.3-9 Evaluate existing traffic control measures at intersections to determine if changes are necessary for better flow of vehicles, pedestrians and cyclists.

• 3.3-10 Support the creation, implementation and pursuance of funding of the forthcoming citywide bicycle, pedestrian, and transit plan.

• 3.3-11 Continue to coordinate with State and County on roads under their jurisdiction to ensure improvements plans are consistent with complete street concepts.

• 3.3-12 Develop an interactive digital mapping system to convey information to citizens, tourists, and the general public. This system would also be used as a digital asset management tool for the City to enhance efficiency. Specific information may include:
a. Identify all available parking surface lots and garages with number of spaces, hours, rates (if applicable), and links to driving directions and more information, if available. Identify tips for event and track parking such as trolley and shuttle services.

b. Identify train station, bus routes and stops, trolley routes and stops, and bicycle routes with links to additional information (Amtrak and CDTA websites, schedules).

c. Identify sidewalk system, connections to trail heads, and places where Americans with Disabilities Act (ADA) compliance is lacking. Implement system for reporting issues. Provide link to information on how to obtain City assistance for sidewalk repairs.

d. Physically identify multi-modal facilities in City; color code by use and type (i.e. bicycle, surface, off-street, future) and ensure the availability to the public. Provide links to additional information where appropriate. Show trailhead parking and number of spaces.

- **3.3-13** Implement a consistent wayfinding system and consolidate existing signage to better assist both residents and visitors in navigating the City and its offerings.

- **3.3-15** Adopt streamlined permitting and standard engineering details for residential and commercial EV charging stations. Encourage the establishment of charging stations in the city including placing them in the city owned parking garages/ lots.

- **3.3-16** Promote opportunities for bicycle sharing.

- **3.3-17** Develop a comprehensive sidewalk plan to identify existing sidewalk facilities and system gaps.

- **3.3-18** Prioritize target areas for new construction, maintenance or enhancement, and filling existing gaps within the sidewalk system.

- **3.3-24** Work with neighboring communities to connect regional pedestrian/bicycle amenities and routes.

- **3.3-25** Coordinate with the Special Assessment Districts (SAD) in developing a wayfinding plan, to not only provide direction but create a sense of place as well.

- **3.3-26** Review regulations for inconsistencies as to when and where sidewalks are required to aid in the elimination of gaps.

- **3.3-27** Seek to improve Americans with Disabilities Act (ADA) compliance to improve accessibility throughout the City.

- **3.3-28** Develop a comprehensive citywide, multi-use trail plan that integrates existing pedestrian, bicycle, road, and open space systems.

- **3.3-29** Provide vital linkages to existing and planned facilities and parks such as Railroad Run Trail, the proposed Geyser Road Trail, and the proposed Greenbelt Trail.

- **3.3-32** Evaluate where it is appropriate in the City to enhance traffic calming measures, circulation and access.

- **3.3-35** Promote opportunities for vehicle sharing.

- **3.3-36** Evaluate truck traffic patterns and identify actions that will improve goods movement within the City for both local and regional goods.

- **3.3-43** Install wayfinding signage for truck routes and common destinations for such areas as the Grande Industrial Park.

- **3.3-44** Investigate new park and ride locations in the vicinity of Northway exits 13-15 for regional commuters and local buses.

- **3.3-46** Investigate the feasibility of creating a multi-modal transportation hub in the Downtown area.

* Relevant design guidelines and alignment ideas are outlined in the Saratoga Springs Greenbelt Trail Feasibility Study.
• 3.3-47 Work with CDTA to improve overall ridership and public/private support to facilitate the creation of a year round public trolley that links lodging facilities to activity areas to promote fast and consistent access to local and regional activity centers.

• 3.3-48 Improve passenger rail access by enhancing bicycle and pedestrian connections to the train station, providing accommodations for bikes on train, and improving connections to downtown.

• 3.3-51 Improve the availability of public transit to move people from the outer district to popular destinations and special events within inner district of the City.

• 3.3-52 Support efforts for bus rapid transit (BRT) for improved linkages to the City.

• 3.3-54 Incentivize transit-oriented-development in the development approval process via updates to the City’s land use regulations.

• 3.3-55 Encourage and incentivize bus shelters, benches, and other street amenities around bus stops in close proximity to proposed development.

• 3.3-59 Explore and promote alternative transportation opportunities for seniors.

• 3.3-61 Develop a Citywide parking management plan, including signage, to better utilize existing facilities and understand the need for future facilities.

• 3.3-64 Identify opportunities for shuttling from open lots outside downtown to improve pedestrian movement and alleviate peak parking demands.

• 3.3-65 Consider neighborhood impacts when identifying opportunities for off-street parking.

• 3.3-68 Encourage businesses to offer incentives to employees who do not park downtown.

Community Character

• 3.4-6 Identify priority gateways into the City, such as Route 50 and South Broadway, and develop/review guidelines for appropriate area-specific amenities and treatments.

• 3.4-10 Create new landscape design guidelines for neighborhoods that add safety, comfort, and beauty, while maintaining or enhancing ecosystems, linkages, connectivity, and natural resources.

• 3.4-15 Continue to provide linkage between and among community neighborhoods.

• 3.4-16 Continue to provide linkages and interconnection with and among all the various social, employment, and commercial activity centers.

• 3.4-17 Enhance our City’s award winning and attractive downtown streetscape with a significant tree canopy, street furniture, and other pedestrian amenities that add comfort and interest for shoppers and visitors.
As seen in the map on page 1-4, the Saratoga Greenbelt Trail will form a continuous 24 mile shared use path around the City of Saratoga Springs. This will allow for additional active transportation and recreational opportunities for residents and visitors. The increased safety, accessibility, and mobility provided by the Saratoga Greenbelt Trail will enable users to easily access key destinations throughout the city.

The concept of Complete Streets is based around safety and mobility of pedestrians, bicyclists, transit users, and motorists alike. Therefore, the construction of a shared use path for pedestrians and bicyclists, such as the Saratoga Greenbelt Trail, is directly related to the Saratoga Springs Complete Streets Plan. The Downtown Connector provides inter-connectivity at trail segments along City streets.

The Saratoga Greenbelt Trail Feasibility Study sets policy, programming, and design guidelines for future development of trail facilities and amenities to highlight the Health, History, and Horses heritage of Saratoga Springs.

The following items are key Trail Amenities, Design Guidelines, and Alignment Ideas included in the Saratoga Greenbelt Trail Feasibility Study. These ideas will be taken into consideration during the development of the Saratoga Springs Complete Streets Plan. Additional trail amenities and ideas relating to the concept of Complete Streets can be found in the Appendix.

Relevant Trail Amenities

• Benches and picnic areas provide a place for trail users to stop, rest, and enjoy the surrounding environment. Several of these areas are already provided in Saratoga Spa State Park and Congress Park. Additional possible locations along the trail include along the Boardwalk section, Saratoga National, at the SMBA trails, and at the end of the Spring Run Trail.

• Wayfinding signage is an important component to any trail. Wayfinding markers let trail users know where they are, where they are going, how far a destination is, and can also provide pertinent information regarding trail amenities, and nearby businesses such as ice cream shops, bike shops, and restaurants. Wayfinding signage can provide both distance information and calorie counts between points and destinations.

• Horse head bike racks are already installed downtown along Broadway. This theme should be continued around the Greenbelt Trail with bike racks located at each trailhead.

Relevant Design Guidelines*

• Shared-use paths
• Cycle tracks
• Shared streets
• Roadway crossings
• Wayfinding and orientation signage

*Relevant Design Guidelines include plans for shared-use paths, cycle tracks, shared streets, roadway crossings, and wayfinding and orientation signage.
Relevant Alignment Ideas and Designs*

Intersection and Crossing Improvements

- Vegetated median, push button pedestrian signals, Rectangular Rapid Flash Beacons (RRFBs), roundabouts, and high visibility crosswalks
  a. Route 50
  b. Lake Avenue
  c. Crescent Avenue and Broadway
  d. Crescent Avenue and Nelson Avenue
  e. Daniels Road and Bloomfield Road
  f. Rail Line and Church Street
  g. Rail Line and Washington Street
  h. Rail Line and Grand Avenue
  i. Congress Street and Broadway
  j. South Franklin Street and Congress Street

Bicycle and Pedestrian Facilities

- Buffered bike lanes, colored pavement markings, sharrows, sidewalks, shared street concepts, and bike boxes
  a. Crescent Avenue
  b. Maple Avenue, North
  c. Putnam Avenue
  d. Marion Avenue
  e. Maple Avenue and Marion Avenue
  f. Marion Avenue and Route 50
  g. Lake Avenue and Maple Avenue

Intersection and Crossing Improvements

- CRESCENT AVE AND BROADWAY: Proposed intersection improvements include vegetated median, push button pedestrian signals, and high visibility crosswalks, at all crossing approaches.
- ROUTE 50 - NEW SIGNALIZED CROSSING: The new Route 50 crossing provides a safe connection between Spa State Park and the Railroad Run Trail
- LAKE AVE CROSSING: The Saratoga Greenbelt trail will continue across Lake Ave, via the Bog Meadow Trail trailhead. A high visibility crosswalk will be provided across Lake Ave, along with RRFB signals to ensure safe crossing for trail users. Stop bars will be painted on the approaches to the crosswalk to indicate to motorists where to stop while trail users cross.
- CRESCENT AVE + NELSON ROUNDABOUT: Roundabouts improve the safety and comfort of non-motorized roadway users at intersections. Average travel speeds through roundabouts are comparatively lower than traditional signalized intersections, and crossing distances are shorter and enhanced by the presence of short crosswalks and refuge islands. These features allow pedestrians and cyclists to navigate only one direction of travel at a time. A 5 foot sidewalk is proposed on the north side of Crescent Ave, and striped 5 foot bike lanes are proposed along Crescent Ave east of the roundabout.
- MIDBLOCK CROSSWALK: New Midblock crosswalk on Crescent Ave will provide a direct connection to the
proposed Saratoga Casino and Raceway

• **RECTANGULAR RAPID FLASH BEACONS (RRFBs):** RRFBs are designed to alert motorists to the presence of a pedestrian entering the crosswalk. They have been shown to dramatically improve motorist yield behavior.

• **DANIELS RD + BLOOMFIELD RD** The Saratoga Greenbelt Trail will cross Bloomfield Rd, and continue south on the west side of Bloomfield Rd. A crosswalk is proposed across Bloomfield Rd, along with a stop bar in the north bound lane of Bloomfield Rd to provide a safe crossing location for trail users. The improvements to the intersection will also provide direct access to the new DEC mountain bike facilities to the north of Daniels Rd.

• **RAIL AND ROAD CROSSINGS:** The Amtrak line that runs North/South through the west side of the city provides an ideal opportunity to construct a “Rail with Trail”. The existing railroad corridor is bridged by three roads: Church St.; Washington St.; and Grand Ave. The planning team has devised three solutions to continue the Greenbelt Trail through these constrained intersections. One solution is to build a tunnel under the roadway, separate from the existing railroad tunnel. Another option is to construct a ramp which would bring the trail to the grade of the roadway. The third solution would be to go around the intersection. Each of the three options is appropriate for each of the three bridge locations.

• **INTERSECTION IMPROVEMENT AT CONGRESS ST AND BROADWAY:** Currently, the intersection of Congress St and Broadway is challenging for non-motorized roadway users. The proposed roundabout improvement will mitigate many of the issues that cause the intersection to be uncomfortable. Crossing distances will be decreased and segmented, and a safe connection to Congress park will be provided through the installation of high visibility crosswalks. The roundabout will also allow the city to relocate the historic civil war monument to its original location. This improvement will welcome residents and visitors to Downtown Saratoga.

• **SOUTH FRANKLIN + CONGRESS ST IMPROVEMENTS:** Crosswalks are to be improved, and directional signage installed to direct trail users to different sections of the Greenbelt Trail. Shared Lane Markings are proposed on both South Franklin St and Congress street. Additionally, signals will be modified to permit longer crossing periods for trail users.

• **HIGH VISIBILITY CROSSWALKS:** High visibility crosswalks provide safe crossing locations for all trail users. This type of crosswalk is recommended because they alert drivers of the presence of pedestrians well in advance of the crosswalk.

### Bicycle and Pedestrian Facilities

• **CRESCENT AVE BRIDGE BIKE Lanes:** Bike lanes designate an exclusive space for bicyclists through the use of pavement markings and signage. Bike lanes should be a minimum of 5 feet wide. Bike lane signage (R3-17) should be used to indicate the beginning of the bike lanes.

• **COLORED PAVEMENT MARKINGS:** Colored pavement within a bicycle lane increases the visibility of the bicycle facility. Use of color is appropriate for use in areas with pressure for frequent encroachment of motor vehicles, to clarify conflict areas, and along enhanced facilities such as contra-flow bicycle lanes and cycle tracks.

• **MAPLE AVE + MARION AVE:** Buffered Bike lanes will continue north and south through the intersection of Marion Ave and Maple Ave. The wide (7’) buffered lanes will provide a shared space for cyclists and pedestrians. Optional flexible bollards can be installed to heighten the level of safety.

• **MAPLE AVE, NORTH:** 7 foot Buffered bike lanes are proposed on Maple Ave, between Marion Ave and Daniels Rd to the north. The 7’ lanes will provide a shared space for cyclists and pedestrians. Buffered bike lanes are conventional bicycle lanes paired with a designated buffer space, separating the bicycle lane from the adjacent motor vehicle travel lane. Buffered bike lanes are designed to increase the space between the bike lane and the travel lane. This treatment is appropriate for bike lanes on roadways with high motor vehicle traffic volumes and speed or a high volume of truck or oversized vehicle traffic.

• **MARION AVE:** 5 foot Buffered bike lanes are proposed on Marion Ave, between the Spring Run Trail and Maple Ave to the north. 5 foot sidewalks will be provided for pedestrians in addition to the bike lanes.

• **MARION AVE + RTE 50:** Green bike lanes are proposed north/south through the intersection. Colored
pavement within a bicycle lane increases the visibility of the bicycle facility. Sidewalks are proposed on the north and southbound approaches of the intersection. A bike box is proposed at the northbound approach to the intersection. A bike box is a designated area located at the head a traffic lane that provides bicyclists with a safe and visible space to get in front of queuing motorized traffic during the red signal phase. Motor vehicles must queue behind the white stop line at the rear of the bike box.

- LAKE AVE + MAPLE AVE TREATMENTS: Shared Lane Markings (sharrows) are proposed south of Church St, and 5 foot bike lanes north of the intersection. Colored bike lanes are to be provided through the intersection to highlight conflict areas and alert motorists to the presence of cyclists.

- PUTNAM AVE SHARED STREET: Several improvements are proposed to make Putnam Ave a destination for visitors and residents alike. Putnam Ave is envisioned to become a European style, curbless street - with bollards separating vehicular and bicycle traffic from the pedestrian space. Street cafes and street vendors will help to make the street a lively and active locale.

C. ACCESS AND PARKING CONSIDERATIONS

1. Shared parking or the use of public parking lots is encouraged.

2. On-street parking along the adjacent frontage may be counted toward any parking requirements.

3. Surface parking areas should be screened by a suitable streetwall or continuous hedge between 3.5 and 4.5 feet in height and located at the middle or rear of a property. Streetwall materials should be compatible with the adjacent building façade. Openings in such streetwalls and hedges should be no larger than necessary to allow automobile and pedestrian access.

4. Vehicle access to parking and service areas should be from an alley wherever feasible. Corner lots with alley access should only access parking through the alley. The Planning Board may require granting of cross access easements or dedication of right-of-way to assure appropriate block size and alley access to future development sites.

5. Off-street loading, service or storage areas should be located behind buildings or parking structures, enclosed within the principal building envelope, or screened from view from the street right-of-way. Screening or landscaping should be compatible with adjacent structures and existing building materials.

6. Overhead garage doors should not be located on the front of buildings, but should face the side or rear of the property. If placement at the property front is unavoidable, such doors should be positioned at least 20 feet behind the plane of the principal building façade, and should not exceed 2 cars per garage, or 10 feet per garage space in width.

7. Where otherwise not required, the provision of bicycle parking shall be considered.

D. PARKING STRUCTURES

1. Parking structures should be set back a minimum of 50 feet from the property lines of all adjacent streets to reserve room for liner buildings. If no liner building is constructed in conjunction with construction of the parking structure, the yard should provide publicly accessible civic space.

2. Parking structures without liner buildings should have a façade complementary with adjacent buildings. Façade openings should not exceed 60% of these façades.

3. The first level of all parking structures should be visually screened from the street right-of-way.

4. Parking structures should provide retail uses at grade if located in a mandatory retail frontage area designated in 3.1.4.A.1 or 3.1.5.A.2
Comparable Communities

The following three communities have also received a Bronze-Level designation from WFC and are being highlighted due to their similarities to the City Of Saratoga Springs and their potential as case studies that could provide useful ideas going forward.

Flagstaff, AZ

Flagstaff, Arizona received this award due to its ongoing efforts to improve bicycling and walking conditions throughout the city. The formation of a Pedestrian Advisory Committee and the implementation of the Flagstaff Urban Trail System, a 50 mile non-motorized shared-use path, make Flagstaff’s achievements comparable to the current complete streets efforts in Saratoga Springs. WFC chose to award Flagstaff the bronze-level due to its:

- Pedestrian Advisory Committee
- Flagstaff Trip Diary Survey to supplement the Journey to Work data
- Flagstaff Urban Trail System
- Detailed Level of Service Standards for pedestrian, bicycle, and transit facilities
- Extensive staff training opportunities
- Flagstaff Walks! Weeklong event to raise awareness of walkability issues

Northampton, Massachusetts

Northampton, Massachusetts is almost identical to Saratoga Springs in population, area, and population density. Similar to Saratoga Springs, Northampton was awarded the Bronze-Level designation by WFC. Both cities have adopted complete streets policies, offer density bonuses to developers who include complete streets elements into their designs, and are working on creating a comprehensive trail network.

WFC chose to award Northampton the bronze-level due to its:

- Excellent zoning practices including accessory dwelling units, density bonuses, and mixed-used buildings
- Sustainable Northampton Comprehensive Plan
- Police bike and foot patrols in the downtown and crossing guards at the schools
- Complete Streets Policy
- 22.6 miles of trails and an additional 12 miles planned that link users to key destinations
- Safety Village summer program educates children about bicycle and pedestrian safety

La Crosse, Wisconsin

La Crosse and Saratoga Springs have both contributed to the complete streets effort by encouraging Safe Routes to School initiatives and the improvement of pedestrian conditions in their respective cities.

WFC chose to award La Crosse the bronze-level due to its:

- Safe Routes to School Plan and programs
- Annual programs to update curb ramps to meet ADA standards and repaint crosswalks
- 17 bridges that each include pedestrian accommodations
- New 6 foot wide sidewalk requirement written into the municipal code
After receiving a grant from the Department of Environmental Conservation in 2008, Saratoga Springs has recently completed an Urban and Community Forest Master Plan that aims to “guide the expansion and preservation of the City of Saratoga Springs’ urban forest, with the goal of maximizing the benefits that trees provide to Saratoga Springs.”

Street trees enhance the streetscape for all modes, and are an important aspect of any city’s long-term development. As such, this plan is considered relevant to the Saratoga Springs Complete Streets Plan.

The ultimate result of this plan was that “the City of Saratoga Springs will integrate trees into all planning, zoning, development and infrastructure projects as an overarching tactic,” and the City of Saratoga Springs has committed to the following actions in support of the plan’s vision (quoted directly from the plan):

1. Use planning and legislation to integrate trees more fully into Saratoga Springs’ infrastructure. Review and strengthen provisions regarding trees and the urban forest in all appropriate City ordinances, regulations, and planning documents. Enforce these provisions, and limit exemptions and variances granted by land-use boards.

2. Appoint a City Arborist and update inventory information regularly and review plans and adjust tactics annually. The City needs a point person with proper education in silviculture to bring modern forestry techniques to the management of our urban forest. Routine maintenance of a data-base of information will allow the City to monitor the changing condition of the urban forest, and to make adjustments to ensure that steady progress with our goals for the urban forest.

3. Develop and implement Best Management Practices. Ensure that trees are planted and maintained properly for maximum tree health and survival.

4. Identify, commit, and leverage more resources for the urban forest. Recognizing that the benefits from trees far outweigh the costs, mobilize financial and human resources, public and private, to preserve and expand our urban forest.

5. Promote & cultivate citizen involvement. Engage the citizens in the care and stewardship of our urban forest. Build public-private partnerships to achieve the City’s goals.

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2. Ibid
3. Ibid
SARATOGA SPRINGS DOWNTOWN TRANSPORTATION PLAN (2007)

Initiated by the Saratoga Springs Planning Board, the Saratoga Springs Downtown Transportation Plan was intended to set “a broad new direction for transportation investments in the downtown area” in a way that would avoid ad-hoc transportation impact studies that lack a cohesive vision. Though the plan has not been formally adopted by the City, the work and recommendations remain relevant.

The plan examined a 36-block area in downtown Saratoga Springs, and several build-out scenarios were examined before the plan’s advisory committee selected a scenario that “projects a 60% build-out potential in 20 years with a balanced land-use mix between residential and office uses.” This growth scenario was then used as the basis for the plan’s recommended transportation investments.

All of this resulted in an action plan that would assess new developments within the study area a “fair share contribution cost” to mitigate projected traffic impacts. Overall, these fees were calculated to finance 25% ($2,019,500) of the plan’s transportation improvement program, which included the following future projects:

- Intersection Channelized/Signal Improvements on Broadway at Congress Street and at Van Dam Street
- Flush Median on Broadway in the North and South Sections (to be tested first)
- Neckdown/Bulbouts
- Sidewalk Improvements
- Improved Curbcuts for Accessibility
- Traffic Signal Installation
- Bicycle Lane Improvements
- Bicycle Racks
- Park & Walk Signage
- Bus Shelters
- Bus Stop Signs
- New Pedestrian Connections and Alleys (in conjunction with new development)
- New Street Connections (in conjunction with new development)
- Upgrade South Broadway/Circular Street Intersection
- Addition of 100 new Parking Spaces while requiring the private sector to build between 2,300 and 3,000 parking spaces

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Additional recommendations and analyses that came out of the plan are outlined here:

- CDTC performed a Bicycle Level of Service (BLOS) and Intersection Pedestrian Friendliness (IPF) analysis. Pedestrian levels ranged from B to C and cyclist levels ranged from D to E.
- Identified truck routes through the study area.
- Pedestrian priority area was established and preferred Locations for “Park and Walk” areas were also produced in order to draw parking away from main corridors (see map below).
- Proposed roundabout for Broadway and Congress Street and Broadway and Van Dam.
- Proposed medians along Broadway (see appendix for detailed drawings).
- Rotimized traffic signals and installing new traffic signals along Broadway with appropriate pedestrian crossing times.
- Five new road connections were suggested to increase the mobility of the downtown area for motorists and pedestrians.
- Suggested bike lane installations on Broadway, Putnam, Street, Congress Street, Church Street/Lake Avenue, as well as portions of other streets.
- Suggested bike racks at city hall, Congress Park, and the city library.
- Suggested new bus signs installations along bus routes and a new bus shelter at Broadway and Church Street.
- Suggested the use of traffic calming installations at intersections, such as neckdowns and curb bumpouts.
- Intermodal facility for CDTA and long-distance bus systems (Greyhound, Trailways, etc.) was suggested for the downtown area.
- Parking policies suggested:
  - Create parking fees and meters.
  - Encourage shared parking by commercial entities.
  - Encourage the creation of private parking facilities.

Overall, the Saratoga Springs Downtown Transportation Plan produced numerous recommendations and action items intended to benefit pedestrians, bicyclists, and transit users in the most densely-developed part of the city’s core, some of which have been implemented since the plan’s adoption.

The Saratoga Springs Complete Streets Plan will use this plan and its results as a basis for further work and additional recommendations.
CODES AND POLICIES

A city’s codified policies are often a reflection of past planning efforts, and the City of Saratoga Springs has adopted several sets of codes and guidelines that reflect a commitment to active transportation, transit, and efficient motor vehicle operations. The following outlines the most relevant of those policies.

SARATOGA SPRINGS COMPLETE STREETS POLICY (2012)

In 2011, the Complete Streets bill was signed into law by Governor Cuomo. This requires federal or state funded roadway projects throughout the State of New York to consider complete street design guidelines during the planning and design phases of the project.1 The Saratoga Springs Complete Streets Policy, written by Shared Access Saratoga, was adopted by the City of Saratoga Springs in May 2012.

The following points are drawn directly from the adopted policy, all of which highlight support for the implementation of Complete Streets in the City of Saratoga Springs.

General Points

• Providing for complete streets will assist in creating safe options and opportunities for walking and biking.
• The City Council previously passed the Healthy Transportation Resolution.
• In 2009, the City Council took action by joining the U.S. Conference of Mayors Climate Protection Agreement. Most recently in December 2011, the City became a New York State Climate Smart Community.
• Designing complete streets is not additional work for planners, architects and engineers; it is different work.
• Studies show the costs associated with the routine accommodation of alternative transportation modes (i.e. walking, cycling and transit) generally represent a small percentage of a community’s overall budget. The resources that are spent represent a long-term investment in the financial and physical health of the City.

The Saratoga Springs Complete Streets Plan will refer to the objectives, guiding principles, and recommendations included in the Complete Streets Policy.

Objectives and Guiding Principles

• Encourage collaboration among City departments to develop a comprehensive intermodal transportation system during project planning, implementation and maintenance.
• Incorporate locally sensitive “best practices” from United States Department of Transportation, Federal Highway Administration, American Association of State Highway & Transportation Officials, Institute of Transportation Engineers, NYS Department of Transportation, Americans with Disabilities Act and other appropriate entities to enable citizens to safely travel by all transportation modes, including walking, biking and transit ridership.
• Promote the safe use of a multi-modal transportation system by increasing the awareness of all users through an appropriate educational program for residents, property owners, visitors, developers and City staff. The educational program should be designed to enhance the concept of sharing the road.
• Reinforce collaboration with partners at the local, school district, county, state and federal levels to ensure appropriate connectivity for all travel modes.

Recommended Action Items

• Cooperate with the Saratoga Springs School District to achieve shared goals related to Safe Routes to School within the City. The City of Saratoga Springs’ Complete Streets Policy will promote a fully-connected transportation network for all modes of transportation. While not every street can be designed perfectly for every user, the development of Safe Routes to School supports the goals of the Complete Streets Policy.

• Develop a “Complete Streets” checklist for all public and private projects for review during the project planning and design phase.

• Incorporate complete streets into the City’s routine street maintenance and improvements.

• Promote the safe use of a multi-modal transportation system by increasing the awareness of all users through an appropriate educational program.

• Conduct a comprehensive complete streets audit examining the accessibility, safety, connectivity and quality of place for an area in the City that includes key community features and destinations.

• Complete a Bicycle, Pedestrian and Public Transit Plan including a map, illustrating gaps in pedestrian, bicycle and transit friendly components.

As a result of one of these action items, the City has developed the Complete Streets checklist cited above, which it uses as part of its evaluation of proposed projects. In addition, this Saratoga Springs Complete Streets Plan is directly related to the final action item in this list.

CITY OF SARATOGA SPRINGS ZONING ORDINANCE

Zoning provisions frequently support transit and complete streets objectives, and Saratoga Springs’ code contains numerous sections that are written to facilitate pedestrian- and bicycle-friendly streets. In particular, Saratoga Springs has codified several Transect\(^2\) and Planned Unit Development (PUD) zoning districts that have resulted in land use patterns and designs that are conducive to active transportation. Additionally, Standard Details drawings illustrate the physical requirements for a variety of fixtures, features, and infrastructure including streets and sidewalks. The set of Standard Details can currently be found on the City’s website.\(^3\) An overview of particularly relevant zoning provisions is provided below and organized by category.

Generally Supportive

The sections of the zoning code listed below represent objectives and requirements that generally support an active transportation environment.

• One general objective of all PUD’s is to “enhance integration of transportation systems including vehicular, pedestrian, bicyclist and transit.”\(^4\)

• For all transect zones, shallow build-to-line and minimum frontage build-out requirements are intended to support pedestrian-friendly streets.”\(^5\)

Parking

Adequate parking is essential, yet parking facilities can be designed and regulated in a way that does not detract from street-level vibrancy and balances parking availability while ensuring that an excessive amount of floor area is not

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\(^2\) A “transect” zone is one among a series of form-based zoning districts that regulates land in a way consistent with typologies from dense urban to sparsely-populated rural. In Saratoga Springs, transect zones range from “T4” (urban neighborhood) to “T6” (urban core), and are primarily implemented in the downtown and identified special development areas.

\(^3\) http://www.saratoga-springs.org/469/Standard-Details

\(^4\) City of Saratoga Springs Zoning Ordinance, Amendments, page 5.

\(^5\) City of Saratoga Springs Zoning Ordinance, Overlay Zoning Districts, page 1.
given over to parking. This can also help control curb cuts and make bicycle and pedestrian travel more comfortable on streets that benefit from such designs. The below provisions are reflective of this balance.

• In the Gateway Design District 1 - Rt. 50, Rt. 9:
  □ “No more than 20% of parking shall be located as convenience parking in front of the front line of buildings and this standard may not be waived. The balance shall be located to the side or rear of the building. The area between the street and the parking at the side and front of a building should be landscaped to buffer the visual impacts.”

• In the Gateway Design District 2 - Marion Avenue:
  □ “No more than 20% of the parking in a commercial district shall be located as convenience parking in front of the front line of the building. This standard may not be waived. The balance of the parking shall be located to the side or rear of the building. The area between the street and the parking at the side and front of a commercial building should be landscaped to buffer the visual impacts.

□ One bicycle parking or storage space should be provided for every 15 off-street vehicular parking spaces.

□ Vehicle access to parking and services areas should be from a secondary street or alley whenever feasible. Shared driveways and parking are encouraged.”

• “This Article [6.2] sets minimum standards for off-street parking and loading for new construction and for the expansion or change to existing uses. The purpose of this Article is to ensure that uses have a minimum level of off-street parking to avoid congestion on surrounding streets while avoiding excessive parking.

□ The parking and loading requirements shall apply to all zoning districts with the following exception: there are no minimum off-street parking requirements in the Transect-6 district.

□ The Planning Board shall have the authority to waive the minimum number of required parking spaces in any Commercial, Transect, Neighborhood Complementary Use, or Urban Residential-4A district, provided:

  1. the applicant can demonstrate that sufficient parking accommodations can be provided; and

  2. the applicant can demonstrate that the waiver will not result in any adverse impacts on the subject site or within the District”

□ Maximum Parking Allowed - No use may provide parking quantities greater than 20% over the amount specified in this Article unless waived by the Planning Board.

□ ...In any district, the Planning Board may approve the shared use of a parking facility and up to a 30% reduction in the total parking requirement for two or more principal buildings or uses, either on the same, adjacent or nearby parcels...”

6 City of Saratoga Springs Zoning Ordinance, Overlay Zoning Districts, page 10.
7 City of Saratoga Springs Zoning Ordinance, Overlay Zoning Districts, page 19.
8 City of Saratoga Springs Zoning Ordinance, Supplemental Regulations, pages 7-8.
Sidewalks & Pedestrian Considerations

Many zoning codes require sidewalks or other pedestrian-friendly elements to accompany developments or substantial renovations, and examples of this in Saratoga Springs’ code is laid out in the following list.

- In the Gateway Design District 1 - Route 50, Route 9:
  - “In Zone A, pedestrian systems should be walks that connect buildings with other buildings, buildings with parking areas, and buildings with public amenities (i.e. parks). These walks should be constructed of concrete or unit pavers.
  - In Zone B, pedestrian systems should be trails that link commercial nodes to other use areas (i.e. neighborhoods). These trails should be constructed of flexible type pavements such as asphalt, stone dust, or mulch.”

- In all transect zones, “streetscape elements should include on-street parking, curbs, street trees, sidewalks and streetlights.”

- Zone “BB” of Interlaken Planned Unit Development (PUD):
  - “If the zone is developed as a single family residential project, the following shall take place...(2) A public sidewalk shall be constructed alongside all roads to be dedicated to the City of Saratoga Springs…”

- In the Waters Edge / Woodlands Planned Unit Development (PUD):
  - “The developer, or its successor, shall install sidewalks and curbs within the project site within the City right-of-way.”

- In the Village at Saratoga Planned Unit Development (PUD):
  - “The developer, or its successor, shall install sidewalks, curbing, street trees, street lights, etc. within the proposed public rights-of-way for all streets within the project site.”

Bicycles

In addition to the above-listed bicycle parking requirement in the Marion Avenue gateway Design District, one other bicycle parking provision is listed that applies to all Transect Districts.

- “Within the Transect Districts, one bicycle parking or storage space should be provided for every 15 off-street vehicular parking spaces.”

Traffic Calming

There is one requirement that specifically calls out traffic calming as an accompaniment to development, and it is focused on Marion Avenue. It is a geographically limited requirement, but constitutes a precedent for this type of provision.

- “For properties within the Gateway Design District-2, special considerations should be given to design measures that reduce travel speeds on Marion Avenue. Traffic calming measures include reducing the width of road shoulders and installing curbs, adding street trees, sidewalks and street lighting; and installing bump outs or pedestrian refuge areas at pedestrian crossing points.”

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9 City of Saratoga Springs Zoning Ordinance, Overlay Zoning Districts, page 11.
10 City of Saratoga Springs Zoning Ordinance, Overlay Zoning Districts, page 1.
11 City of Saratoga Springs Zoning Ordinance, Appendix C, page 12.
12 City of Saratoga Springs Zoning Ordinance, Appendix C, page 56.
13 City of Saratoga Springs Zoning Ordinance, Appendix C, page 117.
15 City of Saratoga Springs Zoning Ordinance, Overlay Zoning Districts, page 22.
Transit

Like traffic calming, there is only one requirement that explicitly calls for improving accommodations for bus riders. It is limited, but again can be seen as a precedent.

- “[In Weibel Plaza] an appropriately designed public transit stop or turnout shall also be constructed. The design for these improvements shall be approved as part of the site plan approval for the first phase in Zone A.”

UNIFIED DEVELOPMENT ORDINANCE PROJECT (2016)

A current project is underway to create an update for the City of Saratoga Springs Zoning Code through a unified zoning ordinance. The project is being led by Behan Planning and Design and is scheduled to be completed by the end of 2016.

A unified development ordinance is recognized by the project team as a “tool which combines traditional zoning ... and along with other development standards for items such as design guidelines, stormwater management, signs or street standards into one, easy-to-read reference document.” The project has three established primary goals:

1. To update the existing zoning and subdivision regulations to be in conformance with the newly-adopted Comprehensive Plan.

2. To research and implement new initiatives which would improve the overall sustainability of the City with regards to energy consumption, stormwater management, solar power, walkability and similar measures.

3. To combine and reformat the various development standards into one, single unified document which is easy to read and understand, with improved efficiency and a more streamlined review and approval process.

The project is largely a response to the recommendations in the 2015 Comprehensive Plan and will build off of many of those recommendations. The project is being funded by a Cleaner, Greener Communities Grant provided to the City by the New York State Energy Research and Development Authority. As such, the plan will also aim to meet many of the goals set forth by the grant to create more environmentally friendly and livable communities.

16 City of Saratoga Springs Zoning Ordinance, Appendix C, page 71.
NATIONAL RECOGNITION

Bronze Walk Friendly Communities (WFC) Designation

Saratoga Springs is the only city in New York State to receive any designation from Walk Friendly Communities (WFC) to date. It has also provided a comprehensive report card, dated May 7, 2015, of recommendations to further progress improvements. Such a designation makes the city more attractive to residents and tourists looking for a place where they can easily and safely utilize all forms of transportation, including active transportation options such as walking and bicycling. This recognition validates the City’s complete streets efforts and encourages future support of the implementation of complete streets throughout the city.

WALK FRIENDLY COMMUNITIES

“Walk Friendly Communities (WFC) is a national recognition program developed to encourage towns and cities across the U.S. to establish or recommit to a high priority for supporting safer walking environments. The WFC program recognizes communities that are working to improve a wide range of conditions related to walking, including safety, mobility, access, and comfort.”

Saratoga Springs: Bronze-Level Designation

“Saratoga Springs is designated as a Bronze-level community due to its high mode share for walking, land use and urban design policies, and positive pedestrian signaling practices. Community highlights include:

• Saratoga Springs has 20 miles of trails and plans to continue building more! Trails connect destinations like the State Park, performing arts center, farmer’s market, YMCA, and multiple schools. The city grants density bonuses for developers who provide trails in the city’s conservation districts.

• The city regulates parking in such a way that active land uses take precedence over parking for cars in the core district. There is no required parking in the downtown zone and parking is required to be at the side or rear of a building within multiple districts.

• In 2002, the city started requiring that new or replaced signals that might have a pedestrian consideration during the life expectancy of the signal include pedestrian signals. Since then, 38 new or replaced traffic signals have included pedestrian signals and/or push buttons.

• The Saratoga Springs Police Department employs 17 crossing guards who cover the public and private schools throughout the city. Many of the guards continue their employment as (civilian) Traffic Control Officers during the summer months.”

In summary the Walk Friendly Communities report card found relevant policies, practices, and walkability to be generally positive. Direct from the report card, the following recommendations support the Saratoga Springs Complete Streets effort and recommendations:

- Creating a dedicated pedestrian plan with concrete deadlines and performance measures would be a helpful way of prioritizing and implementing pedestrian facilities and programs in Saratoga Springs.
- Sidewalks are the backbone of a Walk Friendly Community. Saratoga Springs needs to increase the speed at which it is constructing new sidewalks and curb ramps.
- An Open Streets event during which a selected route will be closed to vehicle traffic and opened up for jogging, walking, and cycling would be a great way to promote active living and encourage more walking.
- Develop an ongoing count program to regularly determine the levels of walking in the city. This process will help you determine where people are walking, where you can focus your improvements, and can help "make the case" for more investment in walking programs and facilities.
- There are a number of comprehensive evaluation tools, including Walkability Checklists and Road Safety Audits, which can help planners and residents of Saratoga Springs to understand how to improve the pedestrian environment.
WALK SCORE/BIKE SCORE

INTRODUCTION

Walk Score is the website of a private company based in Seattle, WA that allows users to search for apartments based on the walkability and bikeability of areas within cities in the US, Canada, and Australia.

The Walk Score of a certain area is determined by analyzing all walking routes to amenities throughout the city and points are awarded based on the distance to these amenities, such as parks, schools, grocery stores and other shops.

While Walk Score is a useful quick reference tool, it omits data such as sidewalk presence, intersection configurations, and traffic volumes, and should therefore only be considered alongside the many other variables that will be presented in this plan. The following is a breakdown for the possible ranges of a city’s Walk Score:

• 90-100: Walker’s Paradise
• 70-89: Very Walkable
• 50-69: Somewhat Walkable
• 25-49: Mostly Car-Dependent
• 0-24: Entirely Car-Dependent

Walk Score audits of several locations in Saratoga Springs are presented on the following page.

Bike Score is based on the amount of bike lanes, hills, and key destinations as well as the level of connectivity provided by bicycle routes and the bicycling mode share in the area.

• 90-100: Biker’s Paradise
• 70-89: Very Bikeable
• 50-69: Bikeable
• 0-49: Somewhat Bikeable

Currently, the City of Saratoga Springs as a whole has a Walk Score of 40, making it Mostly Car-Dependent. At this time, no third party Bike Score has been calculated for the City of Saratoga Springs.
City Hall

City Hall is located at the intersection of Broadway and Lake Avenue and boasts a Walk Score of 97. Due to the central location in downtown Saratoga Springs, people in this area can easily walk or bike to numerous amenities and access key destinations in the downtown area.

Beekman Street Arts District

The Beekman Street Arts District currently has a Walk Score of 77, making it a “Very Walkable” area of the city. According to Walk Score, the average person can walk to the downtown in 10 minutes and bike in three minutes.

Lake Avenue Elementary School

The Lake Avenue Elementary School records a Walk Score of 89. Most errands in this area can be completed by foot and the average person can bike to the center of downtown in two minutes and walk to the center in eight minutes.
West Ave/Washington Ave

The area surrounding the intersection of West Avenue and Washington Avenue has a Walk Score of 55 and thus is considered “Somewhat Walkable” as some amenities may not be in the immediate vicinity and therefore errands may not be easily accomplished by foot.

South Broadway

At the intersection with West Fenlon Street, the South Broadway area has a Walk Score of 50, making it a “Somewhat Walkable” area of the city. The average walk time to downtown is over 20 minutes but the area includes access to nearby Saratoga Spa State Park.

Geyser Road Elementary School

The Geyser Road Elementary School records a Walk Score of 14. Almost all errands in this area require a car. Currently, walking to the center of downtown takes an average of over an hour. Note, improvements along this corridor are in progress, including a Safe Routes to School project at Geyser Road Elementary, and the new Geyser Road Trail from the school to Spa State Park.
PEDESTRIAN FACILITIES

EXISTING CITYWIDE PEDESTRIAN FACILITIES

Saratoga Springs boasts 94 miles of sidewalks, and the City’s status as a Bronze-Level Walk Friendly Community demonstrates its historic foundation as a walkable community. The City contains a diverse range of built environments, from the dense and active Broadway corridor to more auto-oriented streets outside of the downtown core. As such, the quality of pedestrian accommodations tends to vary according to the built environment.

Outside of the downtown core, facilities like sidewalks and signalized pedestrian crossings are often lacking, although limited sidewalk networks are present in certain areas. The most notable issue is how many of these pockets of pedestrian infrastructure typically do not connect with the City’s downtown core or major destinations like Saratoga Spa State Park, Skidmore College, the newly-built Waterfront Park, Yaddo, etc. This represents perhaps the most notable opportunity in the future development of sidewalk facilities in the City of Saratoga Springs. Map 1 gives an overview of the city’s existing pedestrian facilities.
EXISTING DOWNTOWN PEDESTRIAN FACILITIES

Of the aforementioned 94 miles of sidewalk, the majority of those miles serve the City’s downtown core. In addition, the bulk of the City’s marked and signalized pedestrian crossings are present in this same area. While this is partially a result of the need to accommodate higher volumes of pedestrian traffic, it is also the result of the incremental development of the pedestrian-friendly environment laid out in policies like the City’s zoning code. It is important to note that Broadway has been nationally recognized with many awards, including being named one of America’s best Main Streets. This recognition provides a foundation for ongoing improvements.

Map 2 and the photos below illustrate the extensive pedestrian facilities in downtown Saratoga Springs. There is, however, always room for improvement, particularly in providing better connectivity to adjacent neighborhoods and ensuring ADA compliance.
EXISTING CITYWIDE TRAIL FACILITIES

Saratoga Springs has an impressive off-street trail system, totaling about 27 miles within the City. Though primarily recreational, an increasing cross-section of users are utilizing the trails as a safe means on foot or by bike to reach destinations such as Fresh Market grocer, the Farmer’s Market, Spa State Park, and downtown Saratoga.

The majority of these trails are located outside of the downtown core, with the Railroad Run Trail and part of the Spring Run Trail as notable exceptions.

As previously mentioned, connecting these trails in the form of the Saratoga Greenbelt Trail is one of the City’s top trail priorities. In addition to that effort, trail crossings and connections to and through on-street routes can always be examined and improved to maximize trail safety and accessibility.

<table>
<thead>
<tr>
<th>TRAIL</th>
<th>DISTANCE (m)</th>
<th>SURFACE</th>
<th>TYPE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saratoga Spa State Park Trails</td>
<td>~19</td>
<td>finely crushed compacted granite</td>
<td>multi-use</td>
</tr>
<tr>
<td>Spring Run Trail</td>
<td>~ 1</td>
<td>asphalt</td>
<td>multi-use</td>
</tr>
<tr>
<td>Skidmore College North Woods</td>
<td>~ 3.5</td>
<td>dirt</td>
<td>multi-use</td>
</tr>
<tr>
<td>Bog Meadow Trail</td>
<td>~ 1.8</td>
<td>dirt, boardwalk</td>
<td>hiking</td>
</tr>
<tr>
<td>Lake Lonely Trail</td>
<td>~ 0.6</td>
<td>dirt, boardwalk</td>
<td>hiking</td>
</tr>
<tr>
<td>Railroad Run Trail</td>
<td>~1.1</td>
<td>finely crushed compacted granite, asphalt</td>
<td>multi-use</td>
</tr>
</tbody>
</table>

Path at Waterfront Park

Trail crossing in Saratoga Spa State Park

Trail in Saratoga Spa State Park
EXISTING DOWNTOWN TRAIL FACILITIES

As in the rest of Saratoga Springs, the City’s downtown trail facilities are a huge asset. However, these facilities are primarily confined to the north and south of the downtown core, with no off-street connections through the heart of the City. While this is partially a result of higher densities and more limited rights-of-way in downtown Saratoga Springs, it is again worth noting that the City has identified the implementation of the Saratoga Greenbelt Trail as a way to forge those connections. Map 3 shows the existing trails in and around downtown, as well as the possible on and off road connections that could be created by a future Greenbelt Trail.

Railroad Run Trail

Trail in Saratoga Spa State Park (Avenue of the Pines)

Railroad Run Trail entrance at W Circular St
**STRAVA HEAT MAPS**

Strava Labs is part of a private company; Strava Inc. The company provides online and app based services by mapping and tracking routes that are taken by joggers and cyclists. Anyone with an account can log their trips with the app or online interface, compare their routes to others’, and identify the most popular routes taken in any given region. Strava Labs is the department of the company that, in part, is tasked to analyze the routes that are logged by users. As a service, the company then posts heat maps, showing the most popular routes in different communities and regions. This includes a heat map for the City of Saratoga Springs.

These heat maps can be used to help identify the most popular routes within a community. The jogging heat map can be used to identify popular pedestrian routes, and the bicycle heat map can be used to identify the most popular cycling routes. Likewise, these heatmaps can be used to identify the effects of different infrastructure or program projects. If new bicycle or pedestrian facilities are installed on any given corridor, changes in the heat maps can help show whether or not the facilities have proven to be effective, or if further mitigation is needed.

The Strava heat maps do have several limitations though. They do not take into account the varying conditions of different corridors, thus it is impossible to tell based upon a heat map whether or not a corridor’s popularity (or lack there of) is based upon its route, scenic views, or availability of facilities. In addition, many of the users that log their trips use the Strava app for recreational purposes only, especially when it comes to the logged pedestrian and jogging data. This means that key pedestrian and cyclist commuting routes may not be as well represented on the Strava heat maps as recreational routes are more likely to be emphasized.

The Strava heat maps can be found at: [www.strava.com/heatmap](http://www.strava.com/heatmap)

An analysis of the Strava heatmaps for Saratoga Springs shows the Skidmore trails, Crescent Ave, Nelson Ave, and Grand Ave as being some of the most popular corridors used by those who log their routes.

![The Strava heat map for the City of Saratoga Springs.](image1)

![The Strava heat map for the State of New York shows that Saratoga Springs is one of the most heavily traveled areas by Strava users in Upstate New York.](image2)
See Click Fix is also a service provided by a private company that allows users to make posts to an online forum that identifies infrastructure or maintenance problems within a community. See Click Fix also allows users to vote on identified problems in order to show community level support for finding solutions to those problems. This open forum is also available to community and municipal officials, giving a platform for them to provide feedback and answers to the posted problems.

Comments on the See Click Fix page can vary greatly on topic, involving discussions on pedestrian facilities, bicycle facilities, motor vehicle service, or even garbage pick up. It is a great resource for any community and gives a voice to the people, allowing them to express their frustrations and concerns.

Saratoga Springs currently has a usership for their See Click Fix forum, with 392 currently open posts. These postings are a good resource to be used alongside other identified variables to assess onset and ongoing conditions of Saratoga Springs and its infrastructure.

The See Click Fix forum can be found at: www.seeclickfix.com
EXISTING CITYWIDE ON-STREET BICYCLING FACILITIES

As maps 5 and 6 indicate, Saratoga Springs has a number of signed bicycle routes that are available to guide bicyclists through different parts of the city. There are few dedicated on-street bicycle facilities in the city; however several sections of road shoulders around the city contain bicycle lane markings. The application of the markings do not appear to provide consistent routes and transitions, but nonetheless are present on several roads including S Broadway approaching Crescent Ave, Loughberry Rd / Excelsior Spring Rd, Ballston Ave, and Excelsior Ave.

The signed route markings break down as follows:

- Route A (~13.3 miles)
- Route B (~6.4 miles)
- Route C (~6.6 miles)

In the spectrum of bicycle facilities, signed bicycle routes represent the lowest level of investment and serve primarily as a wayfinding guide for interested cyclists. In this case, the signed routes appear to cater primarily to recreational riders that wish to see different parts of the city. Moreover, the routes do not correspond to streets that are necessarily well-suitable for cyclists undertaking errands or seeking local trips, which reinforces the recreational focus of this signage system. Unmarked road shoulders are of course available for bicyclists to use, however their widths vary, they are not dedicated facilities, and they are not maintained specifically for bicyclists.

Bicycle racks are available downtown as well as in outlying parts of the city, although there is no comprehensive inventory of bicycle parking.
Saratoga Springs Complete Streets Plan

1/4 Mile Buffer
1/2 Mile Buffer
1 Mile Buffer
2 Mile Buffer

Signed Bicycle Routes

Route A
Route B
Route C

Saratoga Springs Complete Streets Plan

Signed Bicycle Routes

Route A
Route B
Route C

0.25 Miles = 1,100 feet

1 inch = 1,100 feet
While there are no dedicated bicycle facilities in downtown Saratoga Springs, there are numerous routes that are relatively low in traffic volume and provide comfortable bicycling for skilled cyclists, which include streets such as Beekman St, North Broadway, Division St, and Caroline St. There are bike racks available at some locations downtown Saratoga Springs, some of which do not allow, however, for secure locking of the bicycle frames to the racks. Although the City maintains a GIS database, there is no comprehensive inventory readily available to the public.

In addition, bicyclists riding on sidewalks is reportedly a problem in downtown Saratoga Springs. This suggests a demand for which comfortable bicycling facilities that are designed for bicyclists of all ages and abilities are currently lacking.
SKIDMORE COLLEGE’S ‘BIKEMORE’ BIKESHARE

Skidmore College offers their students and faculty the option to engage in a bikeshare program. The program, maintained by the college’s Office of Sustainability, gives students the opportunity to sign out a bike for 5 hours. The bikes can be used to travel wherever the rider wishes, including throughout the campus, to Downtown Saratoga Springs, along the trails throughout the college and City, or throughout the neighboring communities.

Skidmore college has students from more than 45 states and 70 different countries. Travelling to Skidmore from their homes with a bicycle can be quite challenging. The bikeshare system that Skidmore offers is a great resource for those students who would like to travel by bicycle, but may not be able to have their own on campus. The program is also great for teaching the students and faculty the feasibility of travelling by bicycle throughout the campus and City. In 2015, BikeMORE had 390 users.

In order to participate in the program, students and faculty must register at the Office of Sustainability. This registration includes a quick educational program on bicycle safety and how to use the bikeshare system. After registering, users can check out a bike from the BikeMORE racks near the campus library by swiping their campus IDs.
BIKEATOGA BICYCLE WORKSHOP

Bikeatoga is the City of Saratoga Springs local bicycle advocacy group. In addition to advocating for improved bicycle facilities and educating the public on bicycle travel, Bikeatoga also provides the services of its Bicycle Workshop.

The Bikeatoga Bicycle Workshop is a weekly, volunteer-run, bicycle recycling program. The program, which is open on Thursdays from 6-8pm and on Saturdays from 9am-noon, is located at the Church of St. Peter at 241 Broadway. The program is open to the public and teaches individuals the skills of bicycle maintenance.

Earn a Bicycle

As a part of the Bikeatoga Bicycle Workshop, individuals can participate in the ‘Earn a Bicycle’ Program. Participants will earn their own recycled bicycle after completing at least 6 hours of work at the workshop. This program is open to individuals of all ages and backgrounds and helps increase the number of members of the cycling community of Saratoga Springs.

Bicycle Give-away

Bikeatoga also sponsors bicycle give-aways every April and December. They are also open to sponsoring bicycles for children in need of them throughout the rest of the year.

More information on the Bicycle workshop and associated programs can be found at:

http://bikeatoga.org/workshop/
EXISTING CITYWIDE TRANSIT

Service

Transit service in Saratoga Springs is confined to bus lines operated by the Capital District Transportation Authority (CDTA), in addition to long-distance rail travel provided by Amtrak. Much of the city’s existing transit service is geared towards moving people to and from regional population centers (Albany, Schenectady, Ballston Spa, etc.) or significant destinations within Saratoga Springs such as Skidmore College, the Wilton Mall, SPAC, and the Racino. Existing CDTA service is broken down in table 2 below.

Table 2: Existing CDTA Service in Saratoga Springs

<table>
<thead>
<tr>
<th>Route</th>
<th>Description</th>
<th>Days of Operation</th>
<th>Span of Service (Weekdays)</th>
<th>Span of Service (Saturdays)</th>
<th>Span of Service (Sundays)</th>
<th>Peak Frequency (Weekdays)</th>
<th>Peak Frequency (Saturdays)</th>
<th>Peak Frequency (Sundays)</th>
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<td>Route Fifty</td>
<td>Monday-Sunday</td>
<td>4:45a-1:15a</td>
<td>4:45a-1:15a</td>
<td>8:00a-8:21p</td>
<td>45 mins</td>
<td>45 mins</td>
<td>60 mins</td>
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<tr>
<td>#451</td>
<td>Lake Avenue</td>
<td>Monday-Sunday</td>
<td>6:10a-8:05p</td>
<td>6:10a-8:05p</td>
<td>9:15a-5:00p</td>
<td>60 mins</td>
<td>120 mins</td>
<td>120 mins</td>
</tr>
<tr>
<td>#452</td>
<td>Jefferson Street</td>
<td>Monday-Sunday</td>
<td>7:05a-12:15a (MTW) / 4:15a (RF)†</td>
<td>7:05a-12:15a</td>
<td>8:30-6:30p</td>
<td>30 mins</td>
<td>30 mins</td>
<td>45 mins</td>
</tr>
<tr>
<td>#540</td>
<td>Northway Xpress</td>
<td>Monday-Friday</td>
<td>5:34-11:54a, 12:12p-7:15p</td>
<td>N/A</td>
<td>N/A</td>
<td>20-25 mins (approx.)</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>#875*</td>
<td>Saratoga Visitors Trolley</td>
<td>Monday-Sunday</td>
<td>11:30a-11:18p</td>
<td>11:30a-11:18p</td>
<td>11:30a-11:18p</td>
<td>30 mins</td>
<td>30 mins</td>
<td>30 mins</td>
</tr>
</tbody>
</table>

*Route 875 is a seasonal service that runs only from approximately Memorial Day to Labor Day.
†Late-night #473 trips operate only when Skidmore College is in session.

As table 2 shows, peak frequency intervals are relatively long when compared to other cities in the area, reflecting service that is tailored to lower levels of local intracity ridership and higher rates of regional commuting.

Ridership

Bus ridership in Saratoga Springs is fairly low, with 623,853 recorded rides in the 2014-2015 fiscal year. Table 3 at right breaks down the ridership by route. In contrast, CDTA’s entire system logged over 17 million rides in the same fiscal year.

Maps 7 and 8 illustrate where each CDTA route travels, and highlights stops and park-and-rides that received 15-34 average boardings per weekday, and 35+ average boardings per weekday. These data intervals were chosen to correspond with CDTA’s “Waiting Amenities Standards” guideline, detailed in table 4 on page 1-38.

Table 3: FY ‘14-’15 CDTA Ridership by route*

<table>
<thead>
<tr>
<th>Route</th>
<th>Description</th>
<th>Total Ridership (4/2014 - 3/2015)</th>
</tr>
</thead>
<tbody>
<tr>
<td>#50</td>
<td>Route Fifty</td>
<td>302,920</td>
</tr>
<tr>
<td>#472</td>
<td>Lake Avenue</td>
<td>30,256</td>
</tr>
<tr>
<td>#473</td>
<td>Jefferson Street</td>
<td>92,742</td>
</tr>
<tr>
<td>#540</td>
<td>Northway Xpress</td>
<td>194,074</td>
</tr>
<tr>
<td>#875*</td>
<td>Saratoga Visitors Trolley</td>
<td>3,861</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td><strong>623,853</strong></td>
</tr>
</tbody>
</table>

*Route numbers and routes were updated in May 2016. The values in this table represent ridership on previous routes.
EXISTING DOWNTOWN TRANSIT

Bus Stop Amenities

There are a wide range of bus stop amenities in Saratoga Springs, ranging from the bare-bones roadside Route 473 stop on Station Lane to the shelter serving a stop at Broadway and Congress St for Routes 50 / 540 / 875. Photos of those two stops are shown below as examples.

Amenities at bus stops are desirable as a way to enhance the appeal of transit in cities like Saratoga Springs, although existing ridership is a key factor for CDTA in determining where to invest in those amenities (see table 4). Maps 7 and 8 highlight stops and park-and-rides where ridership has met these thresholds.

Shelters are currently installed at the following stops:

- EB - Church & Myrtle (Saratoga Hospital)
- NB / SB - Broadway & Congress St (Congress Park)
- SB - Broadway & South St (Price Chopper Plaza)
- SB - Broadway & Ellsworth Jones Pl (City Center)
- SB - Weibel Ave & Hannaford Plaza

<table>
<thead>
<tr>
<th>Boardings / weekday</th>
<th>Shelter</th>
<th>Bench</th>
<th>Trash / Recycling</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt; 15</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>15-35</td>
<td>No</td>
<td>Yes</td>
<td>Case-by-case</td>
</tr>
<tr>
<td>35+</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
</tbody>
</table>

Table 4: Waiting Amenities Standards (CDTA)
CDTA ROUTE RESTRUCTURING AND SYSTEM UPDATE

Route Restructuring

In May 2016, CDTA restructured the routes that serve Saratoga County, including those serving Saratoga Springs. It came as a part of an update to the restructuring plan that began in Albany, Rensselaer, and Schenectady Counties in 2007. This plan has been accredited to have played a major role in the increase in ridership that the bus services have experienced, reaching record highs for ridership in the 2014-2015 fiscal year. The plan will likely result in an additional increase in ridership across the Capital District as it will incorporate new features such as the upcoming Navigator Swipe Card program.¹

A major goal of this project has been to better align the services to Saratoga Springs to the demand that is generated, as well as increase ridership. The plan is also working on concentrating a large number of the Saratoga Springs routes onto Broadway Avenue, turning Broadway into the primary transit corridor. Park and Ride locations around Saratoga Springs will play a large part in determining the new routes as well.

NAVIGATOR PROGRAM

Among other developments and upgrades being pursued by CDTA, the most notable by far is the new Navigator Program. Released in Spring 2016 alongside the Saratoga route restructuring, the Navigator program debuted as the nation’s first smart card and mobile ticketing application payment systems to be simultaneously introduced. This introduction was part of CDTA’s New Fare Collection System (NFCS). The system is predicted to increase the mobility of riders by introducing more options for payment. The NFCS will incorporate the new Navigator Program as well as the basic cash payment option.

Introducing the smart card and mobile payment application options will do more than just present new forms of payment for CDTA riders. It will also help to reduce the headways of buses by reducing dwell times. Dwell times are the average amounts of time spent by a bus standing at a bus stop. One of the bigger factors contributing to bus dwell time is payment structures. Buses with on-board payment systems have a large amount of time that is generally spent by riders paying the bus drivers in cash or with swipe cards. Introducing smart cards that can be simply scanned rather than swiped or mobile applications can reduce the amount of payment time the average rider needs and can result in smaller dwell times and better headways for buses.

The program has additionally made large strides in branding the new payment system. It has consisted of a large marketing and outreach campaign to spread the word of the new system and create mass appeal. Advertisements, informational videos, and pamphlets are just some examples of the extensive media campaign that has been used for the new program. These educational tools will greatly help the public transition from the current system to the new one.¹

¹ http://www.cdta.org/news/cdta’s-navigator/11088

Source: CDTA.org
FREIGHT INTERACTIONS

Freight movement is essential to any city, and in Saratoga Springs freight arrives and departs primarily by truck. Although freight operations benefit everyone, this plan will consider how trucks, transit, and active transportation in Saratoga Springs can interact with each other as safely and efficiently as possible.

In particular, many of the City’s main truck routes also serve as generators for bicycle, pedestrian, and transit traffic. These mixing zones can be found along portions of the City’s State routes, US Route 9, and many of the roadways that are owned and operated by Saratoga County. For example, the businesses along Broadway (US Route 9) in downtown Saratoga Springs attract a large number of truck deliveries, while simultaneously acting as one of the most significant draws for pedestrians in the City. Similarly, new residential developments are being built along Church St (New York State Route 9N) - a truck route. As an additional example, Geyser Road (Saratoga County Route 43) is home to an elementary school and residential side streets (including a new subdivision), with heavy truck volumes servicing the commercial and industrial tracts located along that route.

While freight, transit, and active transportation are not incompatible, the relative size and weight of many trucks pose unavoidable challenges to traveler comfort. Therefore, this plan will consider areas of potential conflicts, like the ones listed above, to ensure that efficient freight movement is considered alongside the comfort and safety of all road users. To this end a design toolbox has been developed and included in the recommendations for occasions where truck traffic and other user groups coexist.

Broadway (US Route 9) downtown is a heavily used truck route that experiences both through traffic and local deliveries.
A truck approaching Church St from West Ave, a heavy-traffic intersection that is adjacent to several new residential developments.

Routes like Geyser Rd are common truck routes that share a corridor with schools and residential neighborhoods.
CRASH DATA SUMMARY AND ANALYSIS

Examining where crashes involving vehicles and bicyclists/pedestrians is an important step during this planning process. Areas or intersections with historically high concentrations of incidents should be prioritized for immediate upgrades and future capital investment.

Information for crashes involving pedestrians and bicycles within the City of Saratoga Springs was extracted from the NYS ALIS LESQR/QRA database containing data from the NYS DMV and DOT for a ten year time period from January 1, 2004 to December 31, 2013. Data is complete for the ten year time period. Ten years is a long time, during which intersection and/or street safety improvements may have already been implemented.

In sum, 189 crashes involving pedestrians or bicyclists occurred within the City in this period. 118 (62%) of those crashes involved pedestrians and 71 (38%) involved bicyclists. Further analysis of crash factors such as severity, geography, enforcement, and environment, led to several highlights.

Severity

- 151 (80%) of the 189 crashes involved ‘injuries’ or ‘property damage and injuries.’ There were 11 fatalities. There were a total of 161 persons injured. Of those 161 injuries, 24 (15%) were classified as a serious injury.

- 35 (19%) of the 189 crashes involved children under the age of 18. 14 were operating bicycles, 17 were pedestrians, and 4 were vehicle drivers involved in pedestrian crashes.

- Seniors age 65 and over were drivers in 9 (13%) of the 71 crashes involving bicyclists, and 10 (8%) of the 118 pedestrian crashes. Seniors accounted for 13 (11%) of the pedestrians involved in crashes, including 2 fatalities. One (<1%) was a bicyclist involved in a crash.

Enforcement

- Citations were issued in 38 (32%) of the 118 pedestrian crashes, with 36 vehicle drivers and 5 pedestrians cited. Citations were issued in 14 (20%) of the 71 bicycle crashes, with 11 vehicle drivers and 4 bicyclists cited.

Environment

- The majority of crashes (76%) occurred on dry roads. 123 (65%) of the crashes occurred during daylight, 37 (20%) on a dark but lit roadway, and 18 (10%) on a dark, unlit roadway.

- 75 (40%) of the crashes occurred in areas where there was no traffic control device. 93 (49%) of the crash locations had traffic control devices, with 65 (70%) occurring at traffic signals and 25 (27%) occurring at stop signs. 111 (59%) of the 189 total crashes occurred at intersections. One crash occurred in a highway work zone and involved a highway worker.

- Crashes were fairly evenly dispersed throughout the years and seasons, however, the months of July and August have crash frequencies that are nearly twice that of the other months of the year. 60 (32%) of the crashes occurred during the months of July and August, during which Saratoga experiences a surge in visitors and associated traffic.

*Data Sources: NYSDOT, CDTC

Disclaimer: Crash data provided by the NYS Department of Transportation’s Accident Location Information System
Saratoga Springs Complete Streets Plan

Crashes Involving Bicycles & Pedestrians
1/1/04 - 12/31/13

Crash Density:

Lower

Higher

Data Sources: NYSDOT, CDTC

Disclaimer: Crash data provided by the NYS Department of Transportation's Accident Location Information System
Geography

Crashes were spread throughout the city, although the majority occurred in the downtown core. Maps 11 and 12 illustrate the density of crashes using kernel density estimation. The results were then symbolized so that heat distributions began (yellow) when three crashes occurred in significant proximity, with more intense shades of color illustrating higher crash frequencies from there.

In sum, there were 13 locations within the city where 3 or more crashes involving bicyclists or pedestrians occurred. It is important to note that while the maps represent high crash areas, the list below only identifies specific intersections. These two resources should be used in conjunction.

- Lake Ave/NY 29, Church St/NY 9N & Broadway/US 9 (10 crashes)
- Caroline St & Broadway/US 9 (6 crashes)
- Congress St & Broadway/US 9 (6 crashes)
- Division St & Broadway/US 9 (6 crashes)
- Lake Ave/NY 29 & High Rock Ave (5 crashes)
- Lake Ave/NY 29 & Maple Ave (5 crashes)
- Spring St/NY 9P & Putnam St (5 crashes)
- Crescent St & Broadway/US 9 (4 crashes)
- Caroline St & Henry St (3 crashes)
- Church St/NY 9N & Woodlawn Ave (3 crashes)
- Circular St & Broadway/US 9 (3 crashes)
- Lincoln Ave & Broadway/US 9 (3 crashes)
- Union Ave/NY 9P & Circular St (3 crashes)

These results will be used to help prioritize recommendations later in this plan.

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1 The default gaussian approximation setting, or “Silverman’s rule of thumb,” was used in the GIS analysis.
BICYCLE COMFORT ASSESSMENT & INTERSECTION PEDESTRIAN FACILITIES ANALYSIS

INTENT & GOALS

This plan conducts an analytical assessment of bicycle comfort level along select roadways in Saratoga Springs and of pedestrian facilities at select intersections. The goals of each of these assessments are to:

- Provide the City of Saratoga Springs with a set of roadways and intersections that have been assigned values according to how amenable they are to bicycle or pedestrian travel;
- Develop an analytical process that results in values that accurately reflect existing conditions;
- Provide a visually intuitive overview of the bicycle and pedestrian friendliness of key parts of the city’s road network;
- And ensure that the resultant values can be used to prioritize projects, and also that the city can track their progress by adjusting the values whenever new bicycle and pedestrian facilities are installed.

PROCESS

With these goals in mind, this plan utilizes a scoring system for each analysis that is then broken down into letter grades for easier categorization. The scores and grading are as below, and the inputs and their associated weights/scores are listed in tables 5 through 7.

### RESULTS

The results of both the bicycle comfort analysis and the pedestrian intersection facilities (IPF) analysis are displayed on the maps 11 and 12. As the maps indicate, the IPF scores are generally better in the downtown area, while the bicycle comfort assessment scores are more geographically varied.

These scores will be used in later stages of this plan, particularly in determining where facilities (bicycle or pedestrian) may need updating and as a base for future reassessments as Saratoga Springs improves its complete streets infrastructure.

---

1 Both assessments encompass roadway classifications of Minor Collector (18) and above, with the exception of Interstates (11).
Table 6: Bicycle Comfort Analysis Inputs (>8,000 Annual Average Daily Traffic)

<table>
<thead>
<tr>
<th>ABOVE 8,000 AADT</th>
<th>Value / Score</th>
<th>% Weight</th>
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<td>Score</td>
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<td>&lt; 3,000</td>
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<td>On-Street Parking</td>
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</tr>
<tr>
<td></td>
<td>Partial or Full with Low Turnover</td>
<td>0</td>
</tr>
<tr>
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<td>Partial or Full with High Turnover</td>
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<tr>
<td>TOTAL POSSIBLE</td>
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Table 7: Bicycle Comfort Analysis Inputs (<8,000 Annual Average Daily Traffic)

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<th>UNDER 8,000 AADT</th>
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<td>1</td>
</tr>
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<td></td>
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<td>8,000 - 9,999</td>
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<td>10,000 - 14,999</td>
<td>4</td>
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<td></td>
<td>15,000+</td>
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<tr>
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<td>Value</td>
<td>Score</td>
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<td>Bus and Truck Route</td>
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</tr>
<tr>
<td>TOTAL POSSIBLE</td>
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</tbody>
</table>
ENVIRONMENTAL JUSTICE

INTRODUCTION

Per federal requirements, the Capital District Transportation Committee (CDTC) undertakes an analysis of Environmental Justice in all Community and Transportation Linkage Planning Program (Linkage Program) initiatives to evaluate if transportation concepts and recommendations impact Environmental Justice populations. Impacts may be defined as those that are positive, negative and neutral as described in CDTC’s Environmental Justice Analysis document, published March 2014 (available at http://www.cdtcmpo.org/ej/ej.htm). The goal of this analysis is to ensure that both the positive and negative impacts of transportation planning conducted by CDTC and its member agencies are fairly distributed and that defined Environmental Justice populations do not bear disproportionately high and adverse effects.

This goal has been set to:

- Ensure CDTC’s compliance with Title VI of the Civil Rights Act of 1964, which states that “no person in the United States shall, on the basis of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance,”

- Assist the United State Department of Transportation’s agencies in complying with Executive Order 12898 stating, “Each Federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations.”

- Address FTA C 4702.1B TITLE VI REQUIREMENTS AND GUIDELINES FOR FEDERAL TRANSIT ADMINISTRATION RECIPIENTS, which includes requirements for MPOs that are some form of a recipient of FTA, which CDTC is not.

DATA AND ANALYSIS

In developing a methodology for analysis, CDTC staff created demographic parameters using Summary File 1 data from the 2010 United States Census as well as data from the 2007-2011 American Community Survey (ACS). Threshold values were assigned at the census tract level to identify geographic areas with significant populations of minority or low-income persons. Tracts with higher than the regional average percentage of low-income or minority residents are included on Map 14 as Environmental Justice populations. Minority residents are defined as those who identify themselves as anything but white only, not Hispanic or Latino. Low-income residents are defined as those whose household income falls below the poverty line.

The transportation patterns of low-income and minority populations in CDTC’s planning area are depicted in Table 8, using the commute to work as a proxy for all travel. The greatest absolute difference between the defined minority and non-minority population is in the Drive Alone and Transit categories: The non-minority population is 17.5% more likely to drive alone, slightly more likely to work at home, 10.1% less likely to take transit, and is also less likely to carpool, walk, or use some other method to commute. The greatest absolute difference between the defined low-income population and the non-low-income population follows the same trend, with the non-low-income population 20.9% more likely to drive alone and 11.7% less likely to commute via transit.
### Table 8. Commute Mode 4-County NY Capital Region

<table>
<thead>
<tr>
<th>By Race</th>
<th>Drive Alone</th>
<th>Carpool</th>
<th>Transit</th>
<th>Other</th>
<th>Walk</th>
<th>Work at Home</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Workers (16+)</td>
<td>80.0%</td>
<td>8.3%</td>
<td>3.2%</td>
<td>1.2%</td>
<td>3.6%</td>
<td>3.7%</td>
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<tr>
<td>White Alone Not Hispanic or Latino</td>
<td>82.5%</td>
<td>7.8%</td>
<td>1.8%</td>
<td>1.0%</td>
<td>2.9%</td>
<td>3.9%</td>
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<tr>
<td>Minority</td>
<td>65.0%</td>
<td>11.0%</td>
<td>11.9%</td>
<td>2.1%</td>
<td>7.4%</td>
<td>2.6%</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>By Income</th>
<th>Drive Alone</th>
<th>Carpool</th>
<th>Transit</th>
<th>Other</th>
<th>Walk</th>
<th>Work at Home</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Workers (16+) for whom poverty status is determined</td>
<td>80.7%</td>
<td>8.3%</td>
<td>3.2%</td>
<td>1.2%</td>
<td>3.0%</td>
<td>3.6%</td>
</tr>
<tr>
<td>At/Above 100% Poverty Level</td>
<td>81.7%</td>
<td>8.2%</td>
<td>2.6%</td>
<td>1.1%</td>
<td>2.8%</td>
<td>3.6%</td>
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<tr>
<td>Below 100% Poverty Level</td>
<td>60.8%</td>
<td>10.2%</td>
<td>14.3%</td>
<td>3.1%</td>
<td>7.7%</td>
<td>3.9%</td>
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</tbody>
</table>

Data: American Community Survey 2011 5-year estimates, tables B08105H + B08122. Other incl. taxi, motorcycle, bicycle

The Saratoga Springs Bicycle, Pedestrian and Public Transit Master Plan (Complete Streets Plan) Study area is included in the Environmental Justice area based on the study area Census Tracts having a higher than regional average percentage of minority residents. Consideration for including these populations in the planning process was given in the following ways:

- The Internet was used to display and advertise information about the study.
- Social media was used to provide information and input opportunities.
- Two formal public participation opportunities were provided, with meetings held in the evening in transit accessible locations to neighborhood residents.
- Public comment was accepted throughout the study process.
- Final products will be posted to CDTC’s website, the City of Saratoga Springs website and on social media.
MAP 14

Environmental Justice Populations within the Saratoga Springs Bicycle, Pedestrian and Public Transit Master Plan Linkage Project Study Area

[Map showing environmental justice populations and the linkage project study area]
CONCLUSION

CDTC defines plans and projects with a primary or significant focus on transit, bicycling, walking, or carpool as being “positive”. As the primary purpose of the Saratoga Springs Bicycle, Pedestrian and Public Transit Master Plan (Complete Streets) Study is to comprehensively examine existing and desired conditions and networks for bicyclists, pedestrians and transit users consistent with the City’s adopted Complete Streets Policy and sustainability goals and to create a Bicycle, Pedestrian, and Transit Plan to continue to expand and strengthen mobility choices to residents and visitors across the City, which includes neighborhoods with Environmental Justice populations, it has been determined that the Saratoga Springs Complete Streets Plan will have a positive impact on the affected populations. The Plan makes recommendations for pedestrian-bicycle facilities and transit improvements which, if implemented, will provide positive benefits for Environmental Justice populations in the study area.

Environmental Features Scan

CDTC’s New Visions 2040 regional transportation plan encourages smart growth as well as investment and development in urban areas as a method to protect natural resources. Smart growth policies also help to protect rural character and open space, and protect quality of life in the Capital Region. CDTC has undertaken review of natural and cultural resource mapping, and for the development of the Regional Transportation Plan consulted with federal, state and local agencies on environmental issues as an important part of the environmental mitigation process. Along with evaluating the impacts to environmental systems of candidate transportation projects for federal funds, CDTC documents the environmental systems present in the study areas for Linkage Program planning initiatives.

Map 2 provides an overview of the environmental systems present in the Saratoga Springs Complete Streets Plan Study area. CDTC uses GIS mapping of the below environmental systems to screen for potential project impacts. Features within 0.25 miles of the study area are included in Map 2. Implementation of study concepts (such as new facilities on a new alignment) may be subject to requirements under the NYS Environmental Quality Review Act (SEQRA) and/or National Environmental Policy Act (NEPA) and are the responsibility of the implementing agency.

Environmental features include:

- sole source aquifers
- aquifers
- reservoirs
- water features (streams, lakes, rivers)
- wetlands
- watersheds
- 100 year flood plains
- rare animal populations
- rare plant populations
- significant ecological sites
- significant ecological communities
- state historic sites
- national historic sites
- national historic register districts
- federal parks and lands
- state parks and forests
- state unique areas
- state wildlife management areas
- county forests and preserves
- municipal parks and lands
- land trust sites
- NYS DEC lands
- Adirondack Park
- agricultural districts
- agriculture parcels taxed as farmland
- agriculture parcels in farm use
- Class I & II soils
Saratoga Springs Bicycle, Pedestrian and Public Transit Master Plan Linkage Study: Environmental Features within 0.25 miles

Legend:
- Significant Ecological Sites
- Rare Animal Populations
- Rare Plant Populations
- Roads
- Streams
- 0.25 Mile Buffer
- Project Study Area
- Water Features
- Wetlands
- State Parks and Forests
- County Parks
- Municipal Parks and Preserves
- Land Trust Sites
- National Historic Register Districts
- Parcels in Farm Use
- Parcels Taxed as Farmland
- Agricultural Districts
- Class 1 & 1 Soils
- 100 Year Floodplain
- Aquifers
A.2 PUBLIC ENGAGEMENT

PUBLIC ENGAGEMENT OVERVIEW

Public involvement for this complete streets plan was done in several parts and stages. As part of the existing conditions analysis, feedback was requested both online through a project website and at in-person meetings in order to identify perceived opportunities and challenges in the City of Saratoga Springs as they relate to walking, bicycling, and transit.

A public open house was held on June 29, 2015 from 6pm to 8pm as the first in-person engagement session. A brief presentation with an overview of the plan and plan goals was given and five tables were set up to engage the public in discussions about a range of topics regarding opportunities or ‘good’ existing facilities (green) and challenges or barriers (red). Topics included pedestrian connectivity, bicycle connectivity, trails, transit, and policies and programs. Maps and a list of questions relevant to each topic were provided and attendees were requested to circulate to each table throughout the evening workshop.

Public comments through the project website came in three forms: the plan survey, an online interactive map (Wikimap), and direct comments.

A series of key stakeholder meetings were held on December 3, 2015. Meetings were also held with each City Council member, and the Complete Streets Advisory Committee, as well as with NYSDOT and CDTC. A second public meeting was held in the Spring of 2016 before the plan was presented to the City Council for adoption.

PUBLIC OPEN HOUSE

Bicycle Facilities

Opportunities / Good Facilities

- Road diet potential on Broadway (4 to 3) with bike lanes
- Good bicycling routes: Railroad Run, Avenue of the Pines, Spring Run Trail, Marion Ave, Baker Road, West Ave to Amtrak Station

Challenges / Barriers

- Roadways in need of improvements and bicycle facilities: Denton Rd, Daniels Rd, Bloomfield, Broadway, Ballston Ave, Route 50 from Exit 15 to Broadway, and South Broadway/Route 9, Grand Ave, Clinton St, Circular St, Route 9 before Exit 13, Crescent Ave Bridge to Lake Lonely.
- Poor signal timings for bicyclists, particularly at Route 9/Crescent
- Lack of motorist and bicycle education
- Poor access to downtown because of one-way streets

Meetings were advertised in a number of ways, including the distribution of this flyer.
Pedestrian Facilities

Opportunities / Good Facilities

- Good walking routes include: Phila Street, 5th Avenue, Upper Caroline St, West Ave, Broadway, Union from Congress Park to the Track, Beekman St, Washington St/Route 29 from Beekman St to Broadway, Lake Ave between East Side Park and Excelsior Spring Ave, and Railroad Run

- Key pedestrian destinations include: Lake Lonely, Geyser Road Elementary, Saratoga Spa State Park, Saratoga High School, YMCA, Amtrak Station, Congress Park, Yaddo, East Side Park, and the Racetrack

- Stop & Look signs on crosswalks

Challenges / Barriers

- Lack of sidewalks or poor condition: east of St. Clements, Excelsior Springs to Spring Run Trail, Route 50, Empire Ave, Lake Ave between Excelsior Spring Ave and Wedgewood Dr, Weibel Ave, Ballston Ave, Greenfield Ave, and Van Dam St

- Lack of amenities such as restrooms and water

- Lack of poor pedestrian crossings at: Congress St/1st St, CVS Plaza, Church St/Woodlawn Ave, Church St/Railroad Place, Railroad Run/Congress Ave, Railroad Run/ West Circular St, Union Ave/Clark St, Division St/Clinton St, and Park Place/ Circular St

- Lack of Yield to Pedestrian crosswalk signs and poor crosswalk compliance

- Poor snow removal from sidewalks

- Sidewalk gaps and overall lack in ADA compliance

- Lack of a safe route to Maple Ave Middle School

- Traffic calming efforts where speeding is prevalent

Trails

Opportunities / Good Facilities

- Historical signage and SSHS trail app

- Trail opportunities: connection from Skidmore to Mall, connections to/from Spring Run Trail, connection to Zim Smith Trail, Rail with Trail between Skidmore and Geyser Road, Loughberry Lake, extend Railroad Run Trail north to Washington St, Spring Run Trail to Bog Meadow Trail, Pitney Farm Trails, Northwoods, complete Lake Lonely Trail, Woods Hollows Trails to SPAC

Challenges / Barriers

- Biking prohibited on Route 50 north of Broadway

- Narrow bike lanes on Route 9/South Broadway

- Lack of signage

Transit

Opportunities / Good Facilities

- Consider a shuttle/park-and-ride between the Dance Museum and Exit 13, and at Exits 14 and 15

- Need for a regular shuttle to the train station with schedules posted and/or extend #50 bus route to train station

- Great transit stop by the mall but the schedule is confusing

Challenges / Barriers

- No sidewalks or crosswalks to the frequently used stop at Cromlin/Wagner (#472)

- Lack of bus stops at: the senior center/stonequint, Maple Ave Middle School, SPAC, Gick Road

- Lack of bus routes to: Global Foundries, GB Soloman Cemetery, east of I-87 to new city park

- Need better local transit to more places, including shuttles to the Track

- Clear snow at bus stops during the winter
Programs & Policies

Opportunities / Good Facilities

- Opportunity to improve direct access to developments and farmland
- Opportunities to provide safe walk/bikeways to all public schools
- Could improve bicycling by changing the law/policy regarding bicycling on sidewalks, which is currently not enforced
- Install signs that inform bicyclists and motorists regarding sharing the road and shoulder use
- Educate pedestrians and bicyclists about traveling against and with traffic, respectively.
- Create a policy that warns vehicles, then fines vehicles, that park on sidewalks.
- Utilize the media for education of both motorists and cyclists
- Audible crossing signals, where appropriate and reverse countdown timers
- More enforcement – yield to pedestrians, stop signs, right on reds
- Allow walking and bicycling along Route 50 and make improvements to accommodate this use

Challenges / Barriers

- Improvements to the safety on Route 9N and Route 9
- Planning/zoning allowing building storefronts to be built up to sidewalks with no area for bicycling (Washington and Route 29)
- New developments should be required to incorporate bicycle and pedestrian facilities and connections
- Open restroom on Spring Street for year round use
- Enforcement doesn’t seem to be a priority
- CSAB should have a stronger role

ONLINE INTERACTIVE MAP

The online interactive map allowed participants to identify routes that were comfortable or needed improvement for walking or bicycling. It also allowed users to identify points that were barriers to walking, bicycling, or transit. Others could view these comments and either agree or disagree and leave additional comments. Only one route was identified on the online map as a good bicycling route – North Broadway, north of Route 50, and East Ave to Skidmore College. An image of the overall map is included here and barriers and routes with numerous comments are summarized on the next page.
Map Comment Summary

- West Circular/Beekman Street/Railroad Run Intersection
  - 5 Barriers to Bicycling
  - 3 Barriers to Walking
- South Broadway/Lincoln Avenue Intersection
  - 2 Barriers to Bicycling
- Putnam Street/Phila Street Intersection
  - 2 Barriers to Walking
- Henry Street/Lake Avenue Intersection
  - 4 Barriers to Walking
- Lake Avenue Elementary
  - 4 Barriers to Bicycling
- Woodlawn Avenue/Church Street Intersection
  - 3 Barriers to Walking
  - 1 Barrier to Bicycling
- Woodlawn Avenue/Van Dam Street Intersection
  - 3 Barriers to Walking
- Maple Avenue/Rock Street Intersection
  - 4 Barriers to Walking
- Catherine Street/Maple Avenue Intersection
  - 4 Barriers to Walking
- Veterans Way/Route 50/Gick Road
  - 3 Barriers to Bicycling
- 3rd Street/State Street/Skidmore corner
  - 6 Barriers to Walking
- Grand Avenue
  - 3 Barriers to Bicycling

ONLINE SURVEY

Who Responded?
An online survey was available on the project website, and there were 114 respondents as of August 2015. A summary of respondent demographics is provided below.

<table>
<thead>
<tr>
<th>Demographic Factor</th>
<th>Result</th>
</tr>
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<tbody>
<tr>
<td>Female Responders:</td>
<td>34</td>
</tr>
<tr>
<td>Male Respondants:</td>
<td>78</td>
</tr>
<tr>
<td>Unidentified Gender Respondants:</td>
<td>2</td>
</tr>
<tr>
<td>17 or younger</td>
<td>1</td>
</tr>
<tr>
<td>18-20</td>
<td>1</td>
</tr>
<tr>
<td>21-29</td>
<td>10</td>
</tr>
<tr>
<td>31-39</td>
<td>22</td>
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<td>41-49</td>
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<td>51-59</td>
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<td>61-69</td>
<td>14</td>
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<td>71-79</td>
<td>4</td>
</tr>
<tr>
<td>80 or older</td>
<td>2</td>
</tr>
<tr>
<td>Unidentified</td>
<td>3</td>
</tr>
</tbody>
</table>
What Did They Say?

A full list of survey results can be found in the Appendix, but this section highlights some of the questions that provided particularly actionable information.

Some questions revealed locations in Saratoga Springs that survey respondents identified as in need of bicycle or walking improvements:

• **Top three locations identified as desirable walking destinations that cannot be reached due to a lack of facilities:**
  - Downtown
  - Skidmore
  - YMCA

• **Top three locations identified as desirable biking destinations that cannot be reached due to a lack of facilities:**
  - Malls
  - Saratoga State Park
  - Schools

• **Top three road corridors identified as desirable for improving bicycle conditions:**
  - Rt. 50*
  - Clinton Ave
  - Ballston Ave*

Other questions gave insight into what factors are preventing some residents of Saratoga Springs from walking, bicycling, or using transit more regularly.

As the plan continues, two demonstration projects will be installed on a temporary basis to receive feedback on specific implementation strategies and spark additional interest in the plan, along with key stakeholder meetings. Another open house and online input period will be completed to solicit comments on the draft recommendations.
What are the three main reasons you would NOT walk to a destination?

- No convenient stop near my house
- Service is infrequent and/or unreliable
- Does not travel to enough destinations I want to get to
- Poor conditions at nearby bus stops
- No safe or accessible route to a nearby bus shelter
- No travel service information (real-time tracking website or application)
- Have never tried it, don’t know anything about it
- Other

What are the three main reasons you would NOT bike to a destination?

- No convenient stop near my house
- Service is infrequent and/or unreliable
- Does not travel to enough destinations I want to get to
- Poor conditions at nearby bus stops
- No safe or accessible route to a nearby bus shelter
- No travel service information (real-time tracking website or application)
- Have never tried it, don’t know anything about it
- Other

What discourages you from taking public transit?

- No convenient stop near my house
- Service is infrequent and/or unreliable
- Does not travel to enough destinations I want to get to
- Poor conditions at nearby bus stops
- No safe or accessible route to a nearby bus shelter
- No travel service information (real-time tracking website or application)
- Have never tried it, don’t know anything about it
- Other

* State routes
PUBLIC ENGAGEMENT DATA

Less Than One Mile Travel: Walking
- Sometimes: 75%
- Always: 23%
- Never: 2%

Less Than One Mile Travel: Biking
- Sometimes: 77%
- Always: 10%
- Never: 12%

Less Than One Mile Travel: Transit
- Sometimes: 7%
- Never: 93%

Less Than One Mile Travel: Drive Alone
- Sometimes: 84%
- Always: 5%
- Never: 11%

Less Than One Mile Travel: Carpool
- Sometimes: 51%
- Never: 49%

More Than One Mile Travel: Walking
- Sometimes: 83%
- Never: 15%
- Always: 2%
More Than One Mile Travel: Biking

- Never: 9%
- Sometimes: 87%
- Always: 4%

More Than One Mile Travel: Drive Alone

- Always: 16%
- Sometimes: 81%
- Never: 3%

More Than One Mile Travel: Transit

- Never: 69%
- Sometimes: 31%

More Than One Mile Travel: Carpooling

- Never: 27%
- Sometimes: 69%

Do you use bus or rail service?

- Yes: 32%
- No: 68%

What type of trip do you take on public transit?

- Work/School: 23%
- Other: 29%
- Restaurants/Bars: 8%
- Errands/Appointments: 10%
- Parks/Trails: 15%
- Shopping/Stores: 10%
- Houses: 4%
What routes do you use?

- Route 50: 48%
- Route 473: 20%
- Route 472: 12%
- Route 540: 8%
- Route 475 (Visitor's Trolley): 3%

How would you rate the transit service provided in the area?

- Good: 35%
- Fair: 35%
- Poor: 21%
- Excellent: 9%

If you don't take transit what would encourage you to do so?

- More Transit Routes: 16%
- More Desirable Destinations: 24%
- More Reliable Service: 10%
- More Transit Stops: 13%
- Improve Facilities: 5%

What discourages you from taking public transit?

- No convenient stop near my house: 25%
- Service is infrequent and/or unreliable: 15%
- Does not travel to enough destinations I want to get to: 10%
- Poor conditions at nearby bus stops: 5%
- No safe or accessible route to a nearby bus shelter: 5%
- No transit service information (real-time tracking website or application): 5%
- Have never tried it, don't know anything about it: 5%
- Other: 5%

How would you rate the bicycle service provided in the City of Saratoga Springs?

- Good: 21%
- Fair: 51%
- Poor: 27%
- Excellent: 1%

How would you rate the pedestrian service provided in the City of Saratoga Springs?

- Good: 32%
- Fair: 56%
- Poor: 5%
- Excellent: 7%
What locations are you most interested in walking to?

If the streets were improved for pedestrian use, how likely is it that you will choose to walk rather than drive for trips LESS than one mile?

If the streets were improved for pedestrian use, how likely is it that you will choose to walk rather than drive for trips MORE than one mile?

What locations are you most interested in biking to?

If the streets were improved for bicycle use, how likely is it that you will choose to bike rather than drive for trips LESS than one mile?

If the streets were improved for bicycle use, how likely is it that you will choose to bike rather than drive for trips MORE than one mile?
If available and convenient, where would you take public transit?

Positive Impacts on the Decision to Walk Rather than Drive

Positive Impacts on the Decision to Bike rather than Drive

What are the three main reasons you would NOT walk to a destination?

What are the three main reasons you would NOT bike to a destination?