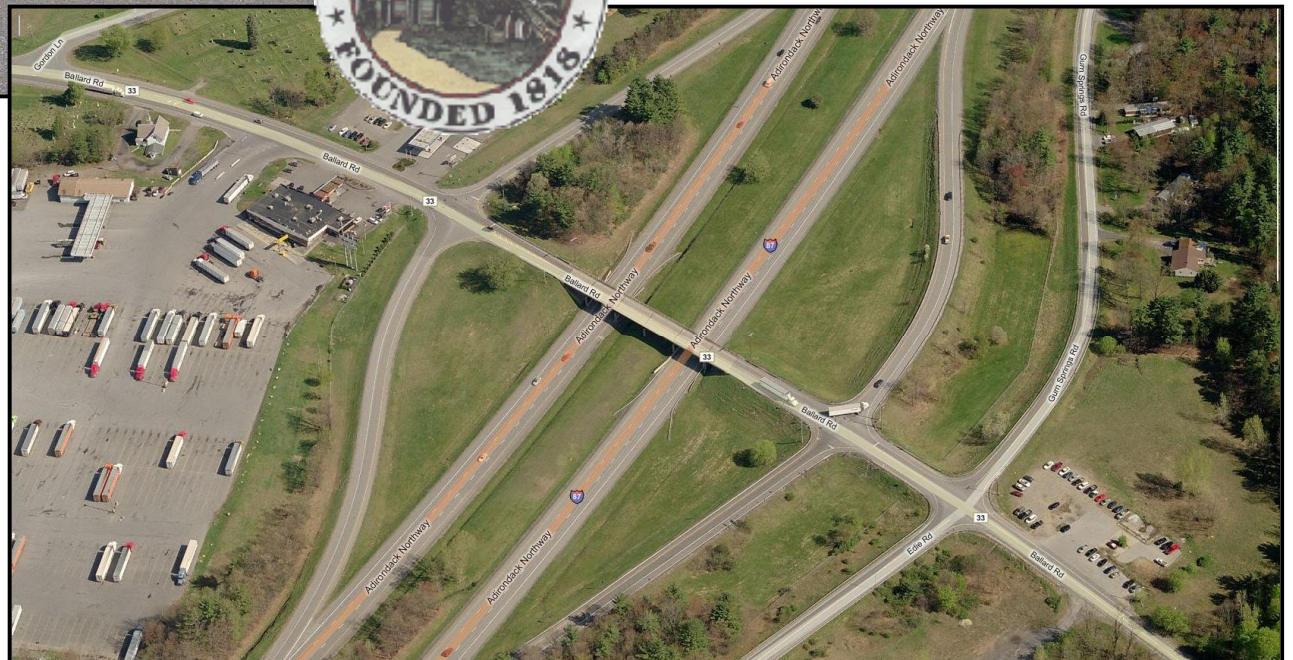




# Wilton Exit 16 Linkage Study





## Town of Wilton, New York November, 2011

This report was prepared in cooperation with the Town of Wilton, Capital District Transportation Committee (CDTC), Saratoga County Planning Department, Capital District Transportation Authority (CDTA), Capital District Regional Planning Commission (CDRPC), and New York State Department of Transportation (NYSDOT). This report was funded in part through grant[s] from the Federal Highway Administration [and Federal Transit Administration] and the United States Department of Transportation. The contents do not necessarily reflect the official views or policies of these governmental agencies.

The land use and transportation recommendations presented in this report are designed to help support the existing and future land use pattern described in the Town's Comprehensive Plan and other land use studies commissioned by the Town of Wilton. The various land use and transportation options identified in the report are based on an analysis of existing and expected future conditions in the study area. Many of the actions identified in the study are not intended for short-term implementation. A considerable amount of design work still remains to be done before any of these projects can be constructed. The recommendations set forth in this report are conceptual in nature and do not commit the Town of Wilton, CDTC, CDTA, NYSDOT, or Saratoga County to funding any of the improvements. The concepts need to be investigated in more detail before any financial commitment can be made.



## Acknowledgements

This project was made possible with the participation and contribution of ideas and information from numerous individuals, stakeholders, organizations and interested groups. They are represented as follows:

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## Project Overview

### Project Background & Purpose

The Capital District Transportation Committee (CDTC) is the designated Metropolitan Planning Organization (MPO) to carry out federal requirements for cooperative transportation planning and programming within the metropolitan areas surrounding the greater capital district area including Saratoga Springs. The Linkage Program, sponsored and administered by CDTC, was created in part to assist local communities implement the broader regional transportation goals and strategies of CDTC's "New Visions 2035" regional transportation plan.

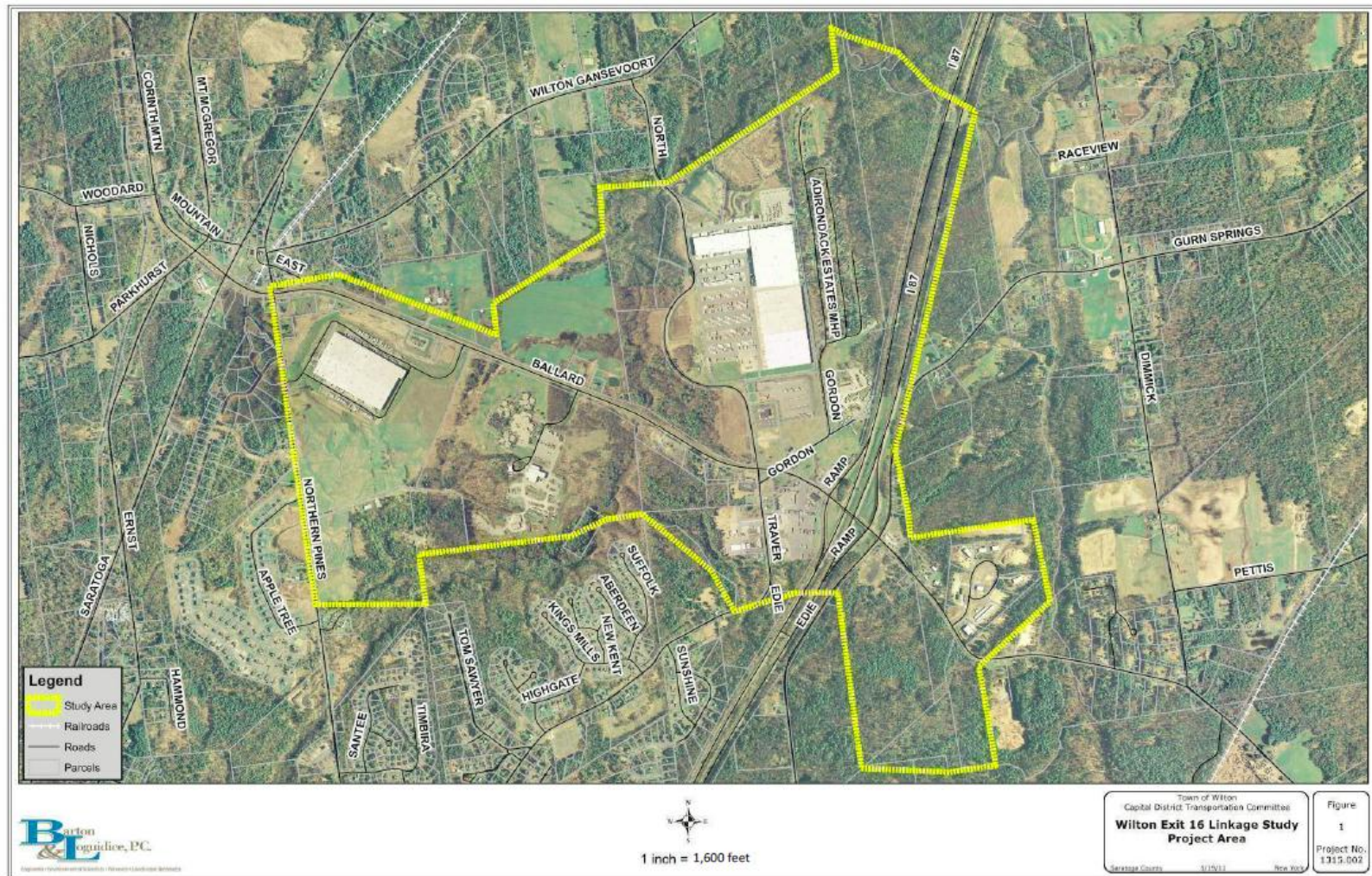
The Wilton Exit 16 Linkage Study was proposed by the Town of Wilton to CDTC to evaluate the study area around Northway Exit 16 and develop recommendations that can be implemented to ensure a true center of the community is created, capitalizing on the existing Hamlet zoning within this area, with a strong sense of identity and adequately provides for the multi-modal needs of residents, businesses and property owners.

The Town of Wilton, located in north-central Saratoga County is one of the fastest growing communities in upstate New York. A benefactor of this commercial growth is the Adirondack Northway's Exit 16 area which is in transition from a rural setting to a center for light industry, warehousing and commerce. The primary study area is centered here on Ballard Road (County Route 33) from I-87 Exit 16 to Northern Pines Road.

Within this approximately one and a quarter mile stretch of roadway are located several large regional commercial warehousing businesses such as the Target and Ace distribution warehouses, multiple smaller commercial business, a well known truck stop and restaurant, Ballard Elementary School, a fire department the Global Business Tech Park, the Wilton Medical Arts facility, an RV Sales & Service Center, a small industrial park and an informal but well used park and ride lot on private property. In addition to these general land uses, this area is also where the Town of Wilton Municipal Offices are located as well as the Town DPW maintenance facilities. There are also large tracts of yet to be developed vacant land in the study area as well as municipal sewer and water infrastructure which makes this part of Wilton prime for continued commercial development.



Figure 1: Study Area Map







The primary purpose of this study was to work with stakeholders to identify prudent growth strategies that respond to the following conditions present in the Northway Exit 16 Corridor:

- Formulation of possible redevelopment strategies towards the creation of a new town center on Ballard Road east or west of the Northway, building on existing facilities such as the Town Hall, the Ballard Road Elementary School, the Ballard Road Firehouse and the NYS Police Barracks;
- A distinct transition from industrial and commercial to retail traveling from west to east along Ballard Road, which might indicate the need to create a more diverse mix of land uses on the corridor both east and west of the Northway;
- Pedestrian, streetscape and gateway upgrades that address the current lack of these amenities and might improve the public perception of the Exit 16 Corridor;
- Mitigation strategies that acknowledge and address the existing conflicts between heavy truck traffic and viable commercial uses which rely on this form of transportation;
- Access opportunities that might provide crossings of naturally constrained areas, and Interstate 87;
- Formalization of pedestrian and vehicular linkages and interconnections between the Hamlet zone and difficult to access commercial areas such as the Ace Hardware Warehouse, the Target warehouse facility and other smaller-scale adjacent retail uses;
- Branding of the corridor, drawing from the success of the Wilton Global Job Development Corporation's Blueprint for Economic and Job Growth, to firmly link the corridor to the new hamlet and nearby technology centers, thereby raising the awareness of the Exit 16 corridor as a site for new technology based industries;

Addressing these conditions has been at the forefront of the Town's recent planning initiatives and are supported by the Town's 2004 Comprehensive Plan (See Planning Area 7 of the Comprehensive Plan), as well as the initiatives expressed in the 2009 Wilton "Blueprint for Economic and Job Growth." The ultimate purpose of this linkage study is to identify and address current and proposed future land use development patterns, address vehicular and traffic safety concerns at key intersections, identify and address alternative modes of transportation such as bicycle and pedestrian improvements within and to the corridor, and increase the overall connectivity both through and to the emerging hamlet.





## Public Participation & Planning

To assist in the development of this study, and to provide local as well as regional guidance to the consultant team working on the study, a broad and diverse group of individuals was assembled to form the Exit 16 Linkage Study Advisory Committee (SAC). This group met on a semi-regular basis to discuss the development of the study and consisted of representatives from the Capital District Transportation Committee (CDTC), the Town of Wilton Town Board; the Town of Wilton Engineering and Planning Department; the Saratoga County Planning Department, the New York State Department of Transportation (NSYDOT), the Capital District Regional Planning Commission (CDRPC), the Wilton Water & Sewer Authority, Saratoga Economic Development Corporation, local business and/or land owners, and several residents of the Ballard Road area. Copies of all SAC meeting minutes can be found in Appendix A.

In addition to the input and oversight provided by the SAC, the Ballard Road area has been the focus of several past land use, planning and economic development studies that prescribed various recommendations and strategies for continued growth of the corridor. Elements of many of these existing studies were incorporated to some degree into this study. The following is a list of those previous studies:

- 2004 Town of Wilton Comprehensive Plan
- 2009 Wilton Blueprint for Economic and Job Growth
- 2009 Town of Wilton Traffic Planning Study Update Report
- Town of Wilton Zoning Ordinance
- 2007 Open Space, Recreation and Pathways Plan

Collectively, based on the current conditions of the study area, and future growth and development anticipated by the 2004 Comprehensive Plan, the Study Advisory Committee developed four primary goals to focus the study recommendations. Based on these goals, concept plans and recommendations were created to address the specific needs of the study area. These concept plans are intended to guide the emergence of the Hamlet and more intense development activity in the surrounding areas:

### Wilton Exit 16 Linkage Study Goals:

1. Address truck and vehicular access and circulation at the Northway Exit 16 interchange and ramps as well as at other key intersections within the corridor.
2. Identify potential pedestrian, bicycle and trail improvements throughout the corridor including:
  - ✓ Sidewalks
  - ✓ Trail Connections within and connecting to the corridor
  - ✓ Pedestrian safety and flow

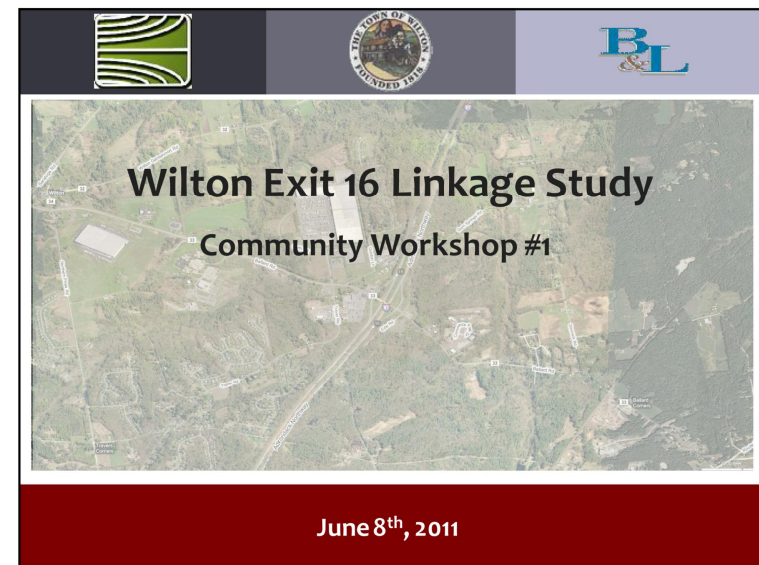


3. Accommodate future Light Industrial commercial growth in the corridor.
4. Encourage the emergence of the Hamlet at the Ballard Road/Traver Road intersection.

In addition to the guidance provided by the SAC, and to further support and validate the needs and objectives of the study, several meetings were held and various approaches were utilized to collect input from as many stakeholders as possible who may have had an interest or direct connection to the corridor and/or its businesses. Specifically, the public input process included the following elements:

1. A public Visioning Workshop
2. Survey of Park & Ride Users
3. Individual Meetings with Key Stakeholders
4. Discussions with the NYS Department of Transportation
5. Public Information Meeting on the final plan

The project SAC officially met for the first time in March 2011 to conduct a study kick off meeting. The purpose of this initial meeting was to allow committee members to meet each other, coordinate the tasks associated with the project, to discuss the overall project schedule and to discuss preliminary ideas, issues and concerns with the Study area. In addition, at several of the early SAC meetings, key stakeholders were identified who could be interviewed about their particular issues and concerns. These stakeholder interviews occurred during the mid-late summer 2011 and their comments were incorporated into the study's preliminary alternatives and concepts.



In addition to identifying important stakeholders in the project study area, the SAC recognized the need to study and address a rather unique transportation amenity found in the Exit 16 Linkage study area... that being the existence of an informal park and ride lot located on the east side of the Exit 16 interchange near the intersection of Edie Road and Ballard Road. Given the heavy use of this site, it was determined by the SAC that outreach should be made to the 40-50 commuters who frequent and use the informal park and ride lot on a daily basis. As such a park & ride user survey was developed and distributed by CDTC interns over a period of a week in the Summer of 2011 to determine who was using this lot, their travel patterns, and explored the possibility of establishing a formal park & ride facility on this site or at some other location within the study area. There was a 27% return rate on the surveys which was a very strong response. The full park & ride user survey and results can be found in Appendix B.



To further bolster public input, an initial public information workshop was conducted in June 2011 to introduce the project to the general public, share existing conditions data about the corridor with the public and solicit general feedback on opportunities and constraints that the SAC should be made aware of that exist within the study area. A summary of the workshop including the Power Point presentation is included in Appendix C. However the following excerpts are from public comments received at this workshop that provide some insight into the issues and concerns expressed by the public:

*"Northway bridge at interchange gets congested due to truck traffic and the ramps being so close together"*

*"Cars heading west (on Ballard Road) can't get around trucks turning south (same with cars heading east and trucks turning north)"*

*"No center turn lane (on Ballard Road) is an issue, trucks don't use the center lane near truck plaza for turning"*

*"The Corridor currently still has a rural feel, residents would like to maintain that rural-ness"*

*"Can have businesses develop closer to road but maintain rural atmosphere through design guidelines and standards (buffers – trees, berms)"*

In addition, it was the original intent to review these draft alternatives with NYSDOT Region 1 staff. However due to NYSDOT scheduling and staffing constraints, the draft alternatives and concept plans were reviewed by the NYSDOT representative liaison to the SAC. The purpose of having NYSDOT review the draft alternatives was to ensure that the plans formulated for the Ballard Road/Northway Exit 16 Interchange were technically and fiscally feasible and not in conflict with long range state highway planning and implementation initiatives.

Based on the initial SAC meetings, the stakeholder interviews, the park & ride user survey results, NYSDOT review and input from the public information workshop, preliminary preferred transportation and pedestrian alternatives and concept plans were developed for the Exit 16 study area. These draft alternatives and concept plans were reviewed with the SAC and modified based on their input. The final draft alternatives and concepts expressed in this study represent preferred ideas to address short term and long term efforts to modify and improve current and anticipated future transportation and pedestrian issues found within the study area.



## Existing Conditions

### Community & Regional Setting

Located only a few miles north of the City of Saratoga Springs, the Wilton Exit 16 Linkage study is centered around the Ballard Road/Northway Exit 16 interchange in the northern portion of the Town of Wilton in Saratoga County. This part of northern Saratoga County and the Town is defined by its relatively rural, suburban character. Wilton has experienced significant residential and commercial growth over the past twenty years, particularly in the southern portion of town. However this growth has continued to move north up the I-87 corridor and is now evident in the new residential subdivisions and commercial uses found along and in close proximity to Ballard Road.

As noted previously, the primary spine of the study area is the Ballard Road (a.k.a., County Route 33) corridor that runs from Commerce Park Drive in the east to Northern Pines Road in the west. The study area is also one of only two areas in the Town of Wilton to have an I-87 - Adirondack Northway northbound and southbound exit interchange. Unlike the Exit 15 area which has become the retail/commercial center in Wilton, the Ballard Road/Exit 16 area has emerged as one of the primary centers for light industrial and large-scale warehouse use in the Town.

The Town of Wilton does not have any incorporated Villages within its municipal boundaries however several smaller hamlet areas do exist. One such hamlet area is located at the intersection of Ballard Road and Traver Road. Traditionally known as the "Gurn Springs" Hamlet, this immediate area is characterized by smaller scale commercial uses typical of many older hamlets. However unlike most hamlets, this area is not well defined as a hamlet and has minimal residential land uses in close proximity to the central intersection. More dense residential neighborhoods can be found to the west and south of the hamlet area. The one exception is the Adirondack Estates Mobile Home Park located roughly one-quarter of a mile to the north of the hamlet on Gordon Road.

Although uses in this area are predominately commercial in nature, there are governmental and educational uses as well. There are no direct rail lines or connections within the study area nor are there any regional airports. The Town's 2004 Comprehensive Plan actively encourages supporting the larger-scale light industrial and warehouse uses in this area as well as supporting further development and re-definition of a mixed-use hamlet. Existing conditions can be seen in Figure 12 of Appendix H.

### Land Use

The Exit 16 study area contains a diversity of land uses with the majority being commercial and light industrial in nature. There are also significant tracts of open/vacant land suitable for future development in close proximity to Ballard Road and adjacent existing commercial land uses. In the immediate Study area, there are approximately 85-90 parcels comprising roughly 1,200 acres of land.



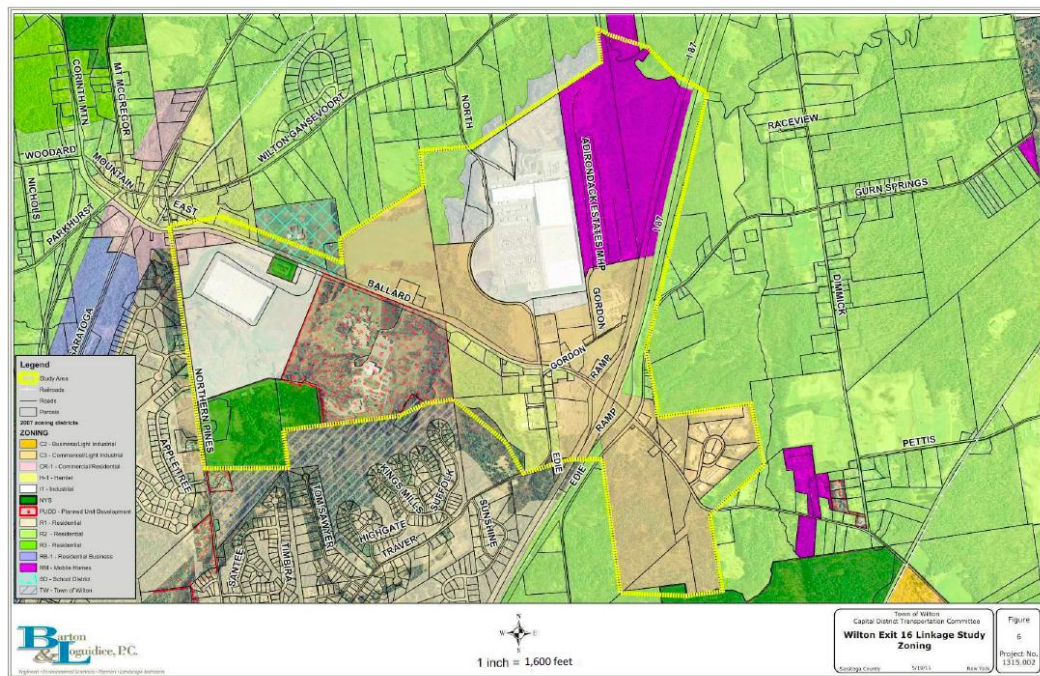


According to the 2009 Blueprint for Economic and Job Growth report, roughly 48 percent (578 acres) of the land area in the study area is comprised of commercial uses. Additionally, approximately 30 percent (360 acres) of land within the study area is classified as vacant, which offers prime opportunities for future development. As noted previously, the only significant concentration of residential uses directly within the study area are the 140+/- unit Adirondack Estates Mobile Home Park located at the northern end of the study area off Gordon Road. In addition, a small cluster of approximately 30 apartments have recently been built at the western end of Ballard Road near the intersection with East Street. The next closest residential development is the Kings Mills subdivision located south of Ballard Road off of Traver Road. There is no direct road interconnection of the Kings Mills subdivision with Ballard Road or the study area.

## Zoning

As noted in the 2009 Blueprint for Economic and Job growth report, the existing land use patterns are a direct reflection of revised zoning to allow for diverse future development options across the study area that will expand the economic tax base and employment options of the Town. Within the immediate study area there are eight (8) separate zoning districts represented (See Appendix H Figure 6) and Figure 2 below.

Figure 2: Existing Zoning





In addition to the specific zoning district requirements found in the Town's Zoning Ordinance, the Town adopted revised H-1 Hamlet District regulations in 2008. The intent of the H-1 district is to *"encourage increased pedestrian oriented residential, commercial and retail activity and create a location where greater flexibility is permitted and encouraged for the mixed use of retail, office and residential uses"*. Within the Exit 16 Study area, the H-1 Hamlet zone is generally located on the southwest side of the Ballard Road/Traver Road intersection, and extends southward past the Wilton Town Office complex. A thin sliver of the lands to the east of Traver Road are also included in this H-1 zoning district. It was envisioned by the Comprehensive Plan that this small portion of the Ballard road corridor could be developed into a mixed-use hamlet center providing smaller-scale retail and office uses to support the larger, more intense commercial uses in the area.

These H-1 regulations included specific design guidelines as summarized below:

*Building Location & Setbacks* – buildings are to be located between 15-25 feet of the right-of-way to minimize the amount of open frontage and still accommodate necessary utility infrastructure like sewer and water mains.

*Site Design* – in order to accommodate implementation of a "Greenbelt Plan" in the H-1 district, the required front 15 feet of a parcel shall only be used for municipal easement of infrastructure amenities as well as ornamental light poles, street trees, grassy areas, etc.

*Architectural Design Standards* – buildings and their main entries shall be located towards the front and relate to public streets. Entrances to buildings should be architecturally defined and articulated by architectural elements.

*Parking and Vehicle Access* – Parking shall be in the side or rear yards of buildings. Interconnections between adjacent commercial uses shall be required.

*Pedestrian and Bicycle Access* – Sidewalks and multi-use trail should be incorporated into the site planning process. Public spaces are strongly encouraged in the H-1 district.

Guidelines for new buildings encourage multi-story, mixed-uses with commercial/retail uses on the ground level and apartments or offices on the upper levels. Buildings shall generally relate in design features and scale to the adjacent buildings. Buildings should be designed to enhance and contribute to the surrounding area, rather than detract from it.

Guidelines for new building design discourage long uninterrupted stretches of wall or roof plane. Pitched hip or gable roofs are encouraged. Mechanical equipment such as air conditioning units, HVAC systems, exhaust pipes or stack, elevator housings and satellite dishes and other telecommunications-related devices shall be reasonably screened from view from public right-of-ways.



## Major Employers

Proximity to the I-87 Exit 16 interchange and access to an improved County highway (Ballard Road) have led to the development of several large, regional, commercial distribution facilities (see Appendix H Figure 13). The Ace Hardware distribution facility is roughly 700,000 square feet in size and is located at the western end of the study area on Ballard Road. The Target Corporation distribution facility is roughly 1,000,000 square feet in size and is located in the center of the study area just to the north of Ballard Road on North Road. In addition to these stand alone distribution centers, there is a concentration of new office space (Wilton Medical Arts Center & Wilton Global Business Park) as well as small scale retail uses and educational and civic uses. Approximately 20 individual businesses and organizations were identified that currently are located within the study area. These businesses and organizations employ roughly 1,650 people who travel to and from the study area every day. Table 1 below outlines these employers, their locations within the study area and the number of employees each has.

Table 1: Major Employers

	Business	Address	# of Employees
1	Target Distribution Center	129 North Rd.	700
2	Ace Hardware Distribution Center	55 CR 34	345
3	Wilton Medical Arts	North Rd.	200
4	DA Collins	265 Ballard Rd.	100
5	Parillo - Wilton Travel Plaza	215 Ballard Rd.	71
6	Ballard Elementary	300 Ballard Rd.	49
7	Granite & Marble Works	8 Commerce Park Dr.	18
8	Ernst Repair Garage	9 Commerce Park Dr.	2
9	Adirondack Mechanical Services / Eagle Construction	1 Commerce Park Dr.	18
10	Redbud Development	2 Commerce Park Dr.	3
11	Affordable Storage	3 Commerce Park Dr.	6
12	Highland & Company	10 Commerce Park Dr.	25
13	Saratoga / Titan Propane	4 Commerce Park Dr.	9
14	KLN LLC / Premium Provisions	12 Commerce Park Dr.	8
15	Rodney Powers - Contractor	14 Commerce Park Dr.	2
16	Town of Wilton	22 Traver Rd.	71
17	Alpin Haus	30 Gordon Lane	15
18	Stewart's	225 Ballard Rd.	6
19	NYS Police	301 Ballard Rd.	N/A
20	Wilton Fire Department	270 Ballard Rd.	N/A
	<b>TOTAL:</b>		<b>1648</b>



## Natural Resources

Within the Exit 16 study area there are several areas of natural resources that merit consideration if additional development is to occur. Bisecting the study area in a north-south orientation is the Snook Kill. This is the primary surface water resource in this part of northern Wilton and is classified as C(T). This water quality classification indicates that recreational use of the stream is acceptable as is fishing. As such the NYS Department of Environmental Conservation (DEC) stocks this portion of the Snook Kill with Brown Trout on a yearly basis.



There are also substantial State (NYS DEC) and Federal wetlands within the Exit 16 study area. According to the Blueprint for Economic and Job Growth Report, there are approximately 150 acres of wetlands that traverse through the study area. Most of the federally designated wetlands are found along the Snook Kill, while the State designated wetlands are somewhat more dispersed across the study area. It is also noteworthy to mention that of all the lands within the study area that are constrained, just five parcels contain almost 50 percent of those constrained lands. There is also a large aquifer complex that underlies a majority of the study area and is a source of water for local homes and businesses that do not enjoy municipal water service. Maps of these resources can be found in Appendix H Figures 7-10.





## Public Infrastructure

There are significant public infrastructure assets within the Exit 16 study area. Vehicular access to the Exit 16 study area is primarily via the Adirondack Northway and NYS Route 9 and is more fully described in the following section. Other important public infrastructure assets include municipal water, municipal sewer, gas, electricity, fiber optics and telecommunications.

Adirondack Northway Interchange 16



Based on information provided by the Town of Wilton, municipal water is present in the central and southern portion of the study area and is distributed through a series of water mains that extend along Ballard Road from Traver Road on the east to the Ballard Elementary School in the western portion of the corridor. The recent completion of the new 36" Saratoga County water main along NYS Route 9 has provided additional opportunities for interconnection of the municipal water supply in the western portion of the study area.

Sewer infrastructure is also present in the study area. A trunk line extending from a 10" primary sewer main along Northern Pines Road provides wastewater collection to the southern and central portion of the study area. Situated along Ballard Road, this sewer line services the bulk of the existing businesses in the corridor up to and including those on North Road. Currently there are no municipal water or sewer services east of the



Northway on Ballard Road, limiting larger-scale commercial development potential on these vacant lands. (See Figure 14 in Appendix H for mapping of sewer and water infrastructure in the study area).

### Transportation Infrastructure

The primary roadway through the study area is Ballard Road which is owned and maintained by Saratoga County (CR 33). Within the limits of the study area, Ballard Road extends from Northern Pines Road east to Commerce Park Drive. It is a two- to three-lane facility with wide shoulders. Signalized intersections along Ballard Road include Traver Road/North Road and the southbound and northbound ramps at I-87 Exit 16. The functional classification of Ballard Road is Rural Major Collector from Northern Pines Road to Traver Road/North Road and east of the Exit 16 interchange, and Urban Collector from Traver Road/North Road to Exit 16.

A number of transportation related studies have been previously completed for the corridor including:

- **2004 Town of Wilton Comprehensive Plan**  
The town's Comprehensive plan recommended a corridor study of the Ballard Road area to address issues such as future land use conflicts, access management, development buffers, landscaping and site plan requirements. In addition, the development of a Hamlet at Travers Road/Exit 16 was recommended with design elements that consider traffic calming, pedestrian accessibility, an attractive streetscape, site designs with buildings placed closer to the street and parking in the rear or on the side, quality green space, mixed uses (i.e. residential over office space), access management, and shared parking arrangements.
- **Open Space, Recreation and Pathways Plan, April 2007**  
This plan was prepared to develop strategies to preserve and enhance open space, recreation and pathways throughout the town for the enjoyment of future generations. Fifteen recommendations were proposed for pathways including the development of a bike and walking trail system that links parks, subdivisions, open space parcels, service providers, shopping areas and natural areas. The trail system should include a variety of trail types (including on-road bike paths and off-road multi-use trails) and should have the dual purpose of facilitating transportation as well as offering recreational opportunities. Future reconstruction of the bridge at Exit 16 by NYSDOT should consider the incorporation of bicycle and pedestrian pathways to safely connect the trail opportunities on both sides of the Northway.
- **2009 Update to the Traffic Planning Study, May 2009**  
The purpose of this study was to update the assessment of existing and projected traffic conditions and recommend necessary improvements to accommodate increased traffic volumes associated with further development within the Town of Wilton over the next 10+/- years. The study primarily focused on town owned facilities. Within this study, the intersection of Ballard Road/Traver Road was evaluated and operates with little delay. However, future traffic projections indicate significant increases in volumes on the Ballard Road corridor and recommended a future study of the corridor. This current study implements that recommendation.



- Traffic Impact Study, Wilton Global Development Campus, October 2003  
This study was prepared to evaluate the traffic impacts of a potential 500,000 square foot (SF) mixed-use development at the former Wilton Developmental Center along the south side of Ballard Road. Uses include the corporate headquarters of D.A. Collins Construction Co. and possibly office, light industrial, research & development, etc. The results of the study indicate that the Ballard Road roadway network could support up to 300,000 SF of development with signal timing changes and without the need for infrastructure improvements. To accommodate the build-out at 500,000 SF, roadway improvements would be needed along Ballard Road between Traver Road and I-87 as well as ramp widening at the Exit 16 northbound off-ramp.

#### *Traffic Counts and Levels of Service*

Intersection turning movement counts for the weekday afternoon peak hour were provided by CDTC for the intersections of Traver Road/North Road (April 2011) and the Exit 16 Ramps (October 2010). See Appendix H Figure 4 for the existing traffic volume data. These volumes are consistent with those collected in 2003 for the *Wilton Global Development Campus*. Truck percentages are high at the Ballard Road intersections with North Road/Traver Road and the Exit 16 ramps. For twelve of the movements at these three locations, the percentage of trucks ranges from 4% to 16%. The 16% truck percentage is for the eastbound right-turn at the Exit 16 southbound ramp.

Based on the analysis for the *Wilton Global Development Campus*, completed in 2003, the signalized intersections are generally operating in the level of service A/B/C range with left-turn movements on Ballard Road at the ramps experiencing more delay for level of service D. Field observations indicate long queues between Traver Road/North Road and the Southbound Ramps during a short duration period coinciding with afternoon shift changes at Target and Ace. The 2010-2011 existing conditions data confirm that the level of service at the signalized intersections remain in the B/C range. The analysis can be viewed in Appendix E.

#### *Physical Condition of the Roadways*

Ballard Road has a pavement condition rating of 7 in the area west of I-87 while east of I-87 it is an 8 (based on 2009 data collected by CDTC). The NYS bridge condition rating at the Ballard Road/I-87 Interchange is 5.42 and the bridge is not considered to be structurally deficient (bridge rating from NYSDOT. Bridge last inspected 9/4/2009). Overall, the major infrastructure in the corridor is in good condition.

However, North Road from its intersection with the Target entrance to the study area limits is in an advance state of deterioration such that total reconstruction is needed. The intersection of North Road at the Target entrance is an unconventional three-way intersection that operates under yield sign and multiple stop sign controls. The alignment of the intersection favors traffic entering and exiting Target while the traffic controls favor traffic traveling along North Road.





Deteriorating pavement along North Road



Looking southeast to intersection on North Road



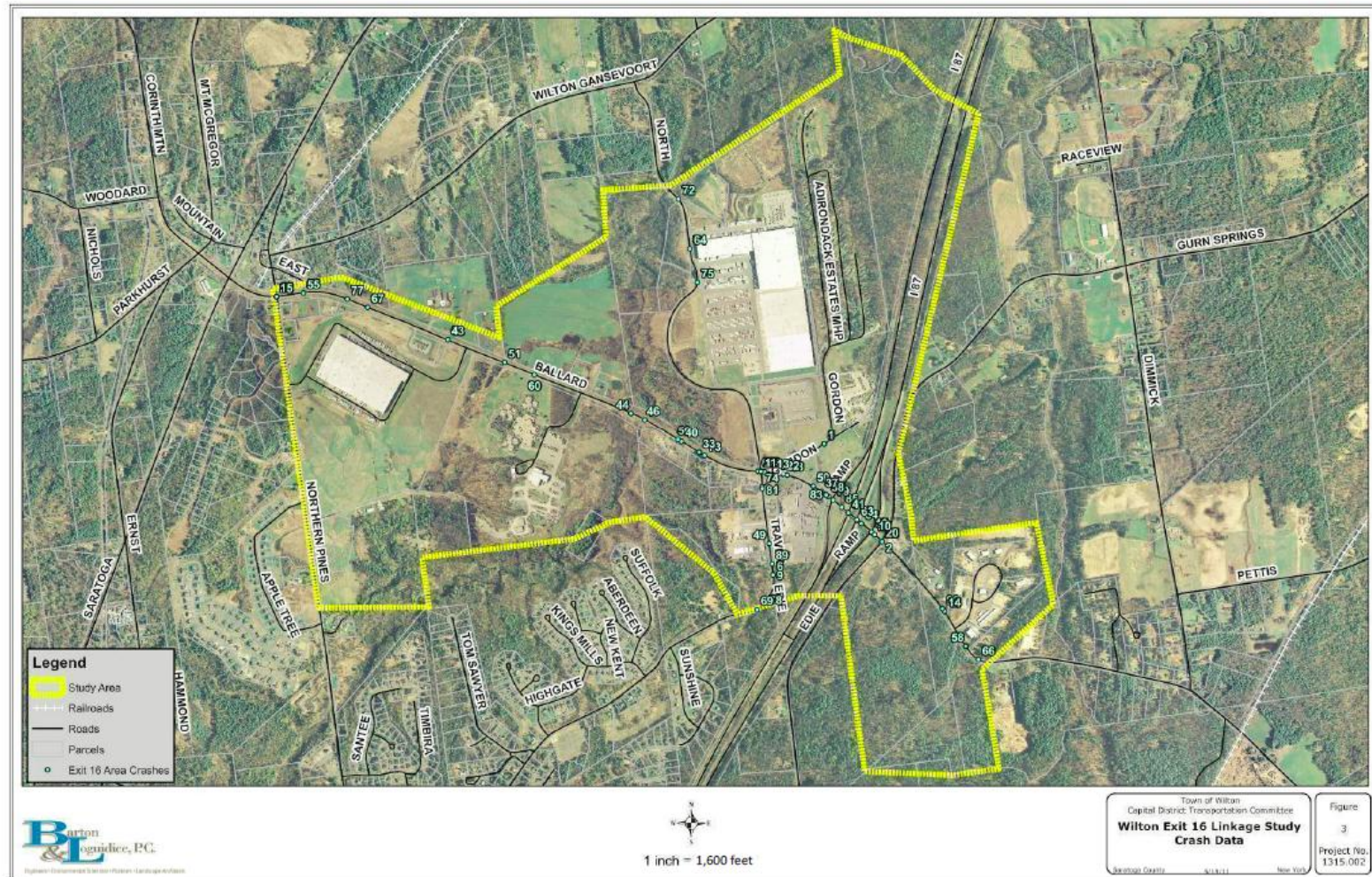
### *Crash Data*

Crash data provided by CDTC for the five-year period of 2005-2009 indicate a total of 90 crashes in the study area. There were 49 crashes on Ballard Road between Traver Road/North Road and Edie Road: 0 fatalities, 12 personal injury crashes, and the remainder being property damage only and non-reportable crashes. Prominent types of crashes among the 49 were rear-end and left-turn. Crash data are shown in Appendix D and crash maps are shown in Appendix H Figures 3-5 along with a crash location map in Figure 3 below.





Figure 3: Crash Location Map for Crashes from 2005-2009





### *Park and Ride and Transit*

Although there is no transit service in the study area, an informal park and ride lot exists on private property in the northeast quadrant at the intersection of Ballard Road and Edie Road. Despite being private property and never formally developed as a parking area, the lot has been used by commuters as a park and ride drop off and pick up location. According to the land owner, the site has been used this way for many years. The land owner has allowed it, plows the lot in the winter and has even expanded and paved certain sections of the lot over time.

Observations of this parking area taken over the span of a week in the summer of 2011 indicate that the average daily usage is approximately 50-60 vehicles. According to anecdotal information provided by Capital District Transportation Authority (CDTA), this is one of the most heavily used, informal, park & ride facilities in the greater Capital District. To learn more about who was using the lot and where they were coming from and going to, a user survey in the form of a mail-back questionnaire was distributed by CDTC on June 17, 2011. Forty eight surveys were distributed by CDTC interns and 13 were returned (27% response rate). Of the users that responded, most were daily users of the lot who carpooled to work over 30 miles away generally to Latham and Albany. Improvements to the private lot that are suggested by the users primarily include improved pavement and better lighting. Several also noted that they did not want to lose access to the lot in the future. The survey results are summarized in Appendix B.

Existing Informal Park & Ride Lot



The CDTA is in the midst of a Regional Park and Ride Lot study designed to evaluate the current park and ride lots across the region and develop criteria and options for the creation of park and ride lots in the future. A draft report is in development and contains a section on park and ride lot expansion/improvement recommendations. These concepts are being utilized to highlight future options for a park and ride lot at Exit 16 in Wilton.

### *Bicycle and Pedestrian Infrastructure*

A key deficiency found throughout the Exit 16 study area is a lack of pedestrian and bicycle facilities. Research into existing land uses and employers within the corridor indicate that there are approximately 1,650 employees on any given day working in the general area near the Traver Road/Ballard Road intersection. As such, there are currently no pedestrian facilities in place such as sidewalks, demarcated crosswalks, pedestrian activated walk signals, etc., connecting major employment nodes to businesses within the corridor. As a result, many employees who





routinely venture out of their workplace during the day for lunch or errands are forced to use their vehicles adding increased volume and congestion to the local road systems. Potential health benefits by not encouraging and supporting physical walking activities by local employees are being lost by a lack of pedestrian amenities in this corridor.

Cyclist in ROW



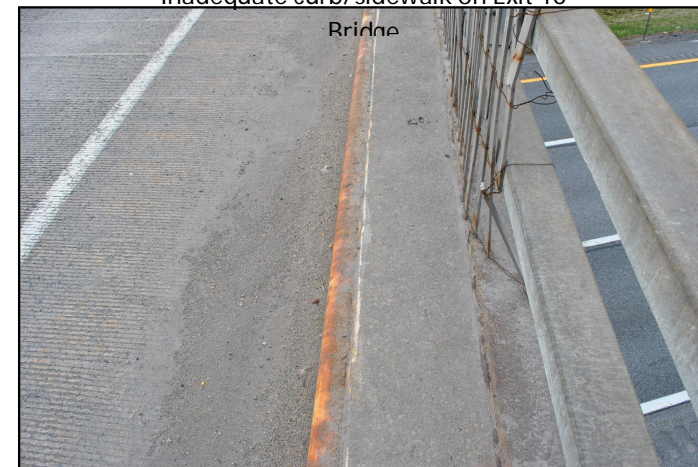
Pedestrians walking in ROW



Recent development projects that have gone through the Town's site plan review process like the Stewarts Shop at the corner of Traver and Ballard roads and the Glens Falls Medical Arts building on North Road do have internal sidewalks. However they do not have street side pedestrian sidewalks that connect them to other adjacent land uses. Adequate frontage does exist for each of these existing commercial uses to install sidewalks along or within the right of way, so the potential does exist for future sidewalk development within the hamlet area.

A common complaint heard by the public concerns the fact that no sidewalks currently exist on the Northway Exit 16 bridge/overpass. This 2-lane bridge was not designed or built to include pedestrian facilities, and as a result, the only space for pedestrians to use is a slightly wider shoulder curb located on the north side of the bridge. Using this shoulder in winter when snow plowing occurs makes the bridge virtually unusable by pedestrians and forces people to walk in the travel lanes.

Inadequate curb/sidewalk on Exit 16





Although there are no sidewalks within the study area, there are existing trails and pathways and opportunities for expanded trails throughout the Ballard Road corridor. The shoulder along Ballard Road is quite wide in most locations (in many places over 8 feet in width) along its length and is suitable for on-road pedestrian and bicycle use in warmer months. Winter conditions make utilizing Ballard Road for such uses difficult given the need for snow removal and snow storage along and within this shoulder area. Other on-road trails and pathways exist along NYS Route 9, Wilton-Gansevoort Road, Corinth Mountain Road and Dimmick Road. In addition to these on-road trails and pathways, there is a natural trail system behind Wilton Town Hall that extends from Traver Road west behind the Kings Mills subdivision and the Wilton Global Development site off Ballard Road. Opportunities for new and expanded pedestrian and bicycle trails and pathways are more fully described in the recommendations section of this study. A map of existing and proposed trail improvements can be seen in Appendix H, Figure 11.

#### Environmental Justice and Environmental Mitigation

Federal law requires planning studies such as the Wilton Exit 16 Linkage Study to document any potential environmental justice and environmental mitigation issues. There is one small section of the study area that has an environmental justice target population (low income). A discussion of the issue and map can be viewed in Appendix F. In addition, per federal requirements the study area was screened utilizing CDTC's environmental mitigation procedures. Many of the issues screened were covered in the natural resources section of this report. Water resources, especially wetlands and the aquifer in the study area, have been noted and will need to be considered when land use and transportation projects are designed and implemented in the study area. A map of potentially affected resources is included in Appendix F.





## Land Use and Transportation Analysis

Given the current complexion of existing land uses, and the large amount of vacant land across the study area, the SAC sought to gauge the anticipated future land use development potential within the study area. CDTC staff, in conjunction with the SAC and project consultants developed land use forecast models for the Exit 16/Ballard Road area. The following summarizes the approach taken to develop the land use forecasts for the Exit 16/Ballard Road Linkage Study and the potential future motor vehicle trips related to future land use. As a basis for these models, the Wilton Blueprint for Economic Growth Study was reviewed. That study evaluated at a sketch level of detail the amount of land that might be available for future development. The analysis identified 12,449,752 SF of land area with development potential (including land needed for parking). Given that future land uses have not yet been identified in the Exit 16/Ballard Road study area, assumptions were made regarding the potential future mix of land uses based on current zoning.

Two land use mixes were developed:

- |                   |                      |            |           |
|-------------------|----------------------|------------|-----------|
| • Land Use Mix A: | 52% light industrial | 45% office | 3% retail |
| • Land Use Mix B: | 72% light industrial | 25% office | 3% retail |

These general land uses are defined as follows:

- Light Industrial = warehousing/light manufacturing (very low trip generators at peak hours)
- Office = Technology park offices/research and development (lower trip generators than traditional office buildings at peak times)
- Retail = Specialty retail that tends to be small, service oriented retail stores such as small restaurants, small clothing stores, real estate offices, florists, dance studios, etc.



Based on those mixes, the square footage of potential building area (not including parking) was calculated for each of the three land use types assuming a 50% build out scenario through the year 2025. This resulted in the following:

Table 2: Build Out Scenarios

	Land Use Mix A 50% Build Out (SF)	Land Use Mix B 50% Build Out (SF)
Light Industrial	1,618,468	2,240,955
Office	1,220,478	722,488
Retail	62,248	62,248
Total	2,901,194	3,025,691

Estimates regarding the number of trips that might be added to the transportation system were then developed based on these land use types. Trip generation rates were reviewed from ITE's Trip Generation report and from CDTC observed trip generation rates of similar land uses in the Capital Region. The tables below show the estimated number of trips based on the potential land use mixes:

Table 3 and 4: PM Peak Hour Trip Generation with Forecasted Land Uses

	PM Peak Hour Trips Mix A (2,901,194 SF)	Number Entering	Number Exiting
High Cube Warehouse (LU 152) (Light Ind.)	162	53	109
Research and Development Center (LU 760) (Office)	653	98	555
RPI Tech Park (CDTC Observed) (Office)	391	43	348
Specialty Retail Center (LU 814) (Retail)	84	37	47
Total Trips	1,290	231	1,059

	PM Peak Hour Trips Mix B (3,025,691 SF)	Number Entering	Number Exiting
High Cube Warehouse (LU 152) (Light Ind.)	224	74	150
Research and Development Center (LU 760) (Office)	387	58	329
RPI Tech Park (CDTC Observed) (Office)	231	25	206
Specialty Retail Center (LU 814) (Retail)	84	37	47
Total Trips	926	194	732



To model potential traffic impacts, most of these proposed trips were added to the system west of the Northway (I-87) though a small number of trips related to the office land use were added to the system east of the Northway as follows:

Tables 5 and 6: PM Peak Hour Trips Added to the System

<i>Building Mix A</i>	Trips Added West of I-87			Trips Added East of I-87		
	Total	Number	Number	Total	Number	Number
	Trips	Entering	Exiting	Trips	Entering	Exiting
High Cube Warehouse (LU 152) (Light Ind.)	162	53	109	0	0	0
Research and Development Center (LU 760) (Office)	653	90	509	54	8	46
RPI Tech Park (CDTC Observed) (Office)	391	39	320	32	4	28
Specialty Retail Center (LU 814) (Retail)	84	37	47	0	0	0
Total Trips	1290	219	985	86	12	74

<i>Building Mix B</i>	Trips Added West of I-87			Trips Added East of I-87		
	Total	Number	Number	Total	Number	Number
	Trips	Entering	Exiting	Trips	Entering	Exiting
High Cube Warehouse (LU 152) (Light Ind.)	224	74	150	0	0	0
Research and Development Center (LU 760) (Office)	387	50	283	54	8	46
RPI Tech Park (CDTC Observed) (Office)	231	22	177	32	3	29
Specialty Retail Center (LU 814) (Retail)	84	37	47	0	0	0
Total Trips	926	183	657	86	11	75

The resulting traffic forecast for the two land use scenarios is summarized and shown in Appendix E. The results appear to indicate that despite increasing the land usage by 50%, the existing roadways and intersections will still perform at acceptable levels as shown in the level of service analysis also in Appendix E.



Table 7: Summary of Level of Service Analysis for Signalized Intersections

Intersection		Traffic Control	PM Peak Hour		
			2010 (Existing)	2025 (Mix A)	2025 (Mix B)
Ballard Rd/I-87 NB		S			
EB	TR		A (13.2)	C (52.2)	C (31.7)
WB	LT		A (8.4)	A (8.3)	A (8.3)
NB	LR		C (24.7)	D (38.9)	D (47.5)
Overall			B (15.8)	C (36.1)	C (30.0)
Ballard Rd/I-87 SB		S			
EB	LT		A (9.7)	C (45.8)	B (18.0)
WB	TR		A (7.8)	A (7.7)	A (7.3)
SB	LR		B (19.2)	C (31.2)	C (32.6)
Overall			B (10.8)	C (33.1)	B (16.6)
Ballard Rd/North Rd/ Traver Rd		S			
EB	L		C (22.4)	C (33.6)	C (33.6)
	TR		B (18.0)	D (43.7)	C (25.1)
WB	L		C (25.6)	D (47.1)	D (46.1)
	TR		B (19.8)	B (19.5)	B (20.3)
NB	LTR		C (28.8)	D (43.0)	D (44.0)
SB	LT		C (39.7)	C (38.6)	D (48.1)
	R		A (8.6)	B (12.9)	B (13.0)
Overall			C (24.1)	C (37.2)	C (31.7)

Key: S = Signalized

EB = Eastbound, WB = Westbound, NB = Northbound, SB = Southbound

L = Left, T = Through, R = Right

X (Y.Y) = Level of Service (Delay, seconds per vehicle)





## Proposed Recommendations

With the existing conditions information compiled for the Exit 16 study area and land use and traffic forecasts evaluated, the SAC focused on addressing the short term and long term impacts of these issues by developing a number of transportation-related alternatives and concept ideas. These alternatives and ideas are organized into various categories, the specific components of which are outlined in the following sections below. The recommendations are generally characterized by the following:

Future Land Uses – The Exit 16 corridor has been the focus of several planning studies and is widely considered by the Town to be a prime area for increased commercial/light industrial development. As such, this study recognizes this development potential and has offered concept level recommendations to support this development.

Future Transportation & Road Improvements – To increase the efficient use of the current road network in the study area, improvements to road segments, intersections and the Exit 16 interchange have been identified and described to increase the overall circulation within and to the study area.

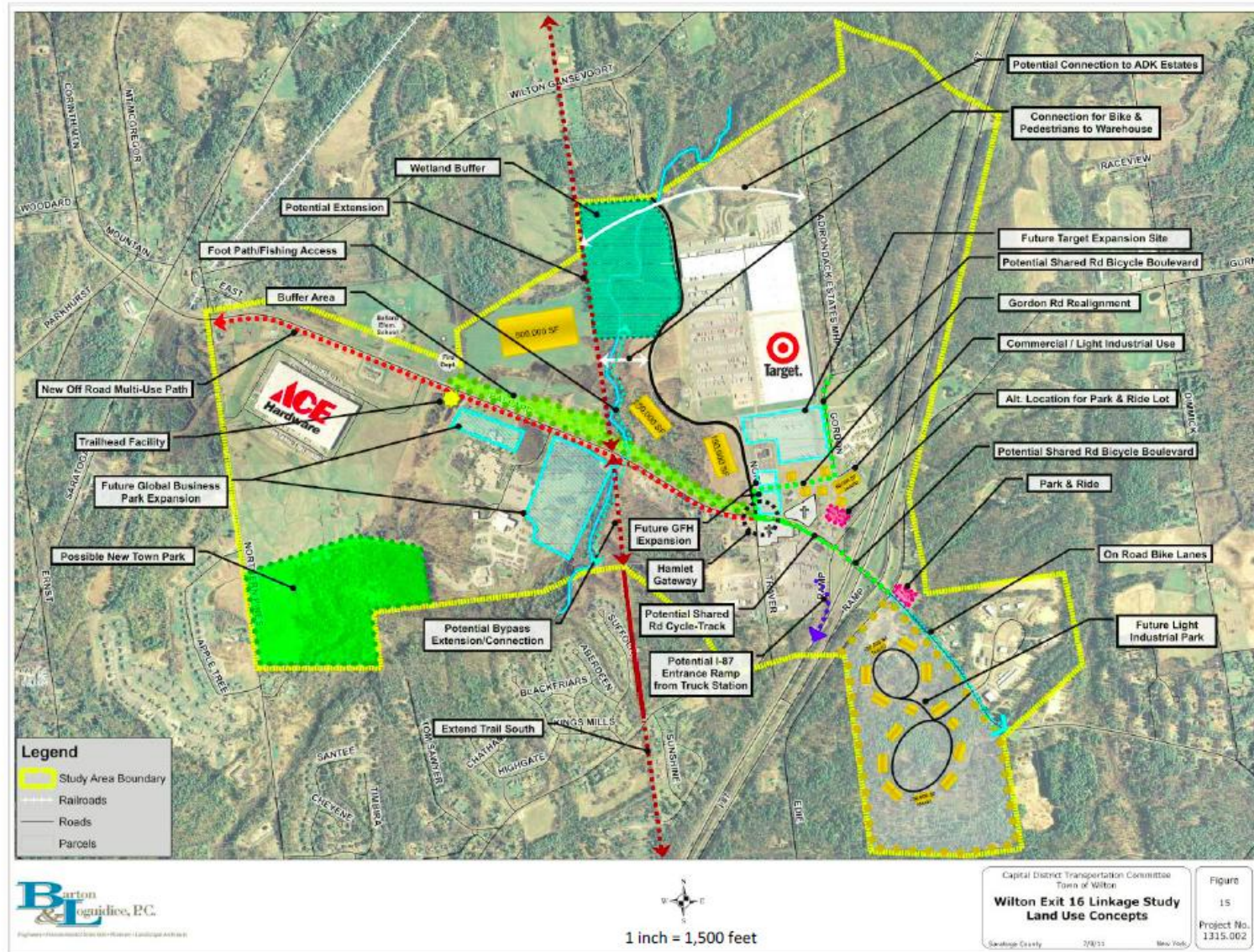
Pedestrian/Bicycle/Trail Improvements – A key component of this study was to assess current issues and conflicts for pedestrian and bicycle use of the corridor's road segments and design features. As such, the concept plan identifies future road and intersection improvements as well as trail linkages and upgrades to address these existing deficiencies.

### Exit 16 Study Area Circulation Plan

To graphically express the general circulation issues and opportunities within the study area, a circulation plan was created. This circulation plan depicts future land uses, future road improvements, future bicycle/pedestrian/trail links and interconnections, and general transportation facilities improvements. The circulation plan was developed using input from the SAC, stakeholders and the public and is illustrated in Figure 4 and again in Appendix H Figure 15.



Figure 4: Land Use and Transportation Circulation Concepts







The following recommendations were developed to support the above stated goals of the study area concept circulation plan.

*Define future development areas and their connections to the corridor.*

The Town Comprehensive Plan and recently revised zoning law clearly identify the Ballard Road corridor for future light industrial/commercial uses. Central to the future development of the Exit 16 study area is the re-establishment of the Gurn Springs Hamlet. As noted previously, this hamlet area is already zoned for hamlet uses (H-1), but has yet to fully emerge or be built out as a clearly definable hamlet. To further the goal of developing this hamlet, this concept plan recommends that the H-1 zone be kept in place and that the smaller-scale land uses with complementary accessory transportation infrastructure such as appropriate access management and parking be utilized. Pedestrian facilities in relation to transportation infrastructure improvements should also be incorporated with all new development in the hamlet zone in accordance with the prescribed Hamlet design standards and guidelines. Although no formal sidewalks exist in the hamlet zone, consideration should be given to establishing these pedestrian links with future development.

To assist in anchoring this part of the study area and to re-establish the hamlet, the Wilton Medical Facility owns several larger parcels of land near its current building on North Road. Future development expansion of this facility to adjacent parcels should be encouraged to help create a definable hamlet business core. Appropriate H-1 design standards should be applied to ensure continuity with the preferred hamlet design alternatives.

Other areas of development critical to the long term economic sustainability of the corridor include allowing larger scale development to occur along the north side of Ballard Road just west of North Road. There are large tracts of vacant open land in this area in close proximity to the Target and Ace distribution facilities and are well served by existing sewer, water and road infrastructure. Several hundred thousand square feet of new commercial development could feasibly occur in this segment of the corridor with adequate access to Ballard Road and the Exit 16 interchange.

Vacant land west of North Road





Commerce Park Industrial Park



Additionally, there is significant development potential on the Wilton Global Development Campus where upwards of 500,000 square feet of space is potentially available for new or expanded light industrial and commercial office use. Significant vacant lands along the south side of Ballard Road in the vicinity of Commerce Industrial Park are also available for future development and could create opportunities for expanded commercial tax base on the eastern end of the study area. Primary access to these parcels should be via Ballard Road and a new signalized intersection may need to be located at the entrance to Commerce Industrial Park Road.

### *Identify Future Transportation & Road Alternatives*

The Ballard Road corridor currently provides adequate levels of service to accommodate existing truck and vehicular traffic. However given the significant development potential that exists within the Gurn Springs hamlet area and the rest of the corridor, improvements and modifications to existing road segments and intersections are recommended.

### Access Management

Access management, which addresses the need to pro-actively plan for and manage how vehicles access properties and roads within the corridor, should be an intricate part of every future development proposal. The primary areas for growth in the study area are on the north side of Ballard Road, west of the Northway; as well as the south side of Ballard Road, east of the Northway. As these areas become developed, it is important to apply access management principles to their access points. Driveways to the mainline should be limited and at well-defined locations and be directly across from other driveways. Cross access among adjoining parcels should be encouraged.

Scotty's Restaurant & Truck Stop







In addition, it is recommended that proper access management techniques like shared driveways, dedicated access roads off of primary roads and shared parking be used in the hamlet area as well as in those areas where significant large-scale development may occur. There are multiple curb cuts along the eastern end of Ballard Road from the Traver Road intersection to the Exit 16 interchange. Proper access and road delineation techniques should be applied to this segment to alleviate potential conflict points in this high volume/high vehicle use area. A boulevard treatment could be considered to better define lane separations, manage driveway conflicts, and assist in creating a sense of place as one approaches the Gurn Springs hamlet core. Better access management applications in this and in other parts of the Ballard Road corridor will also improve and provide pedestrian access to business and points of interest in the study area.

The informal park and ride lot located adjacent to the northbound on ramp of I-87 on the east side of the Northway has about 170 feet of open access across its frontage and vehicles park abutting Ballard Road. Should this lot become a formal park and ride lot, access management controls will be needed to reduce the direct access width along the frontage. Other access management controls should be evaluated for the area of Ballard Road between Traver Road/North Road and the truck travel plaza, especially as parcels with frontage to Ballard Road become developed.

Tools are available to the town to more strongly consider access management in the Ballard Road Corridor during the site plan review process. In 2009, CDTC completed an Access Management Study for a major corridor in Albany County within which a number of useful local access management planning tools were developed and made available for use throughout the Capital Region. Included in Appendix I of this document are CDTC's Site Plan Review Access Management Checklist, an Access Management Toolbox, and sample zoning text for Access Management.

The Site Plan Review Access Management Checklist (AM Checklist) is intended to be used to evaluate vehicular and pedestrian access during the site plan review process. Each question should be answered by the Town's Planning Board to determine whether the proposed project includes the necessary level of on-site access management. The practice of completing the AM Checklist will ensure that all aspects of pedestrian and vehicle access to a site will be considered. Continued use of the AM Checklist will also prioritize access management throughout municipalities while providing consistent reminders about the general concepts of Access Management. The Access Management Toolbox provides a list of site design and roadway access management tools, their advantages and some concerns that planning board members should keep in mind. If the town should choose to implement access management in a much stronger way in town code, sample zoning language is provided.

#### Traffic Signal and Intersection Concepts

CDTC developed two optimistic sketch level land use forecasts for this study, each totaling about 3 million square feet of building area. The difference between the two forecasts is the square footage mix of the potential land uses as described earlier. From the land use forecasts, an estimated 900 to 1,300 new weekday PM peak hour trips could be generated by the year 2025. Potential traffic volume increases along Ballard



Road are on the scale of 75% - 100% west of Traver Road/North Road, 40% - 50% between Traver Road/North Road and the southbound ramps, 25% between the ramps, and 20% east of the Northway. The land use and traffic volume forecasts are included in Appendix E.

While the analysis at this sketch level of detail shows future level of service at the signalized corridor intersections to be acceptable, the growth of land use and traffic may necessitate some minor improvements in both the short and long terms. In the short term, left-turn arrows will likely be needed for the Ballard Road mainline at the southbound and northbound ramps at the I-87 Exit 16 interchange. In addition, an eastbound right-turn lane from Ballard Road at the southbound on-ramp may be needed to accommodate the significant increase in traffic for this movement. As an alternative to the addition of a right-turn lane, the feasibility of constructing an exit from the truck travel plaza directly to the southbound on-ramp should be investigated.

In addition, the forecasts indicate the potential need for capacity improvements at the intersection of Ballard Road with Traver Road/North Road. Rather than expanding the roadway to increase capacity, this intersection could benefit from the construction of a roundabout. A roundabout fits with the character of the hamlet area and could serve to calm traffic and enhance the pedestrian environment. A concept of a roundabout for this intersection is shown to the right and in Figure 16c in Appendix H.

Developing areas north of Ballard Road may necessitate the realignment of the North Road/Target entrance intersection to a more conventional intersection where the mainline North Road is aligned as such to better serve increases in traffic volumes. An alternative to the realignment would be the construction of a roundabout which would also serve to calm traffic with the large volume of truck traffic in the area.

It is also recommended that Gordon Road be realigned so that it intersects with North Road instead of Ballard Road. The current skewed configuration of Gordon Road as it intersects with Ballard Road creates line of sight hazards as well as difficulties for traffic attempting to make eastbound turning movements.

Roundabout Concept at Ballard & Traver

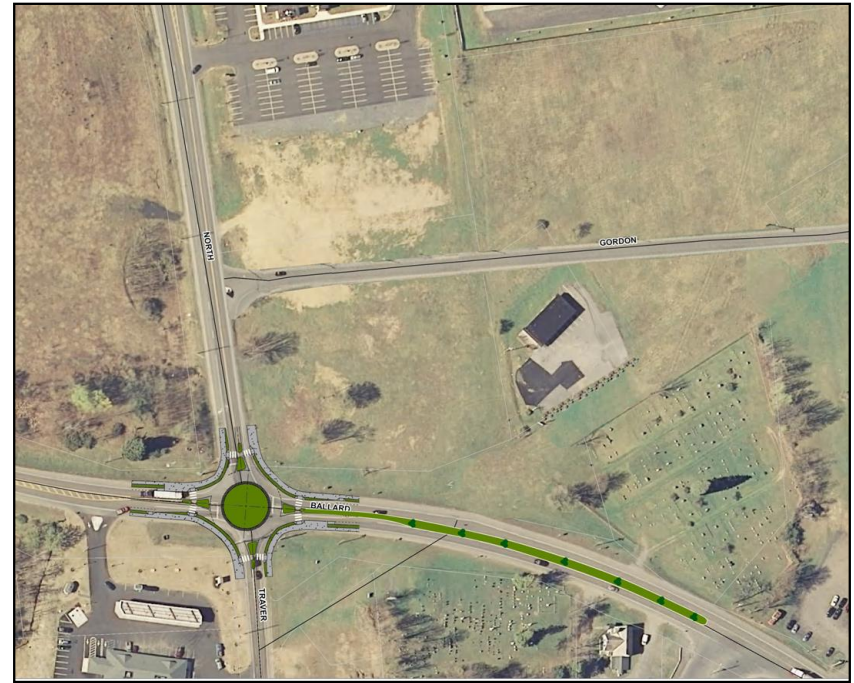




Existing Intersection



Gordon Rd Realignment, Roundabout and Ballard Rd Median Concept



### Park and Ride Lot

According to the draft criteria listed in CDTA's Regional Park and Ride Lot study for locating or improving existing lots across the region, the current location of the informal park and ride lot just east of the Exit 16 northbound interchange has a number of advantages.

- ✓ It is located in one of the fastest growing sections of the Capital Region with growth potential.
- ✓ It is located adjacent to the Northway (I-87) which may make future CDTA commuter transit service possible as the region continues to grow.
- ✓ It is located 25-30 miles outside of Albany (park and rides that far out tend to be the most successful).





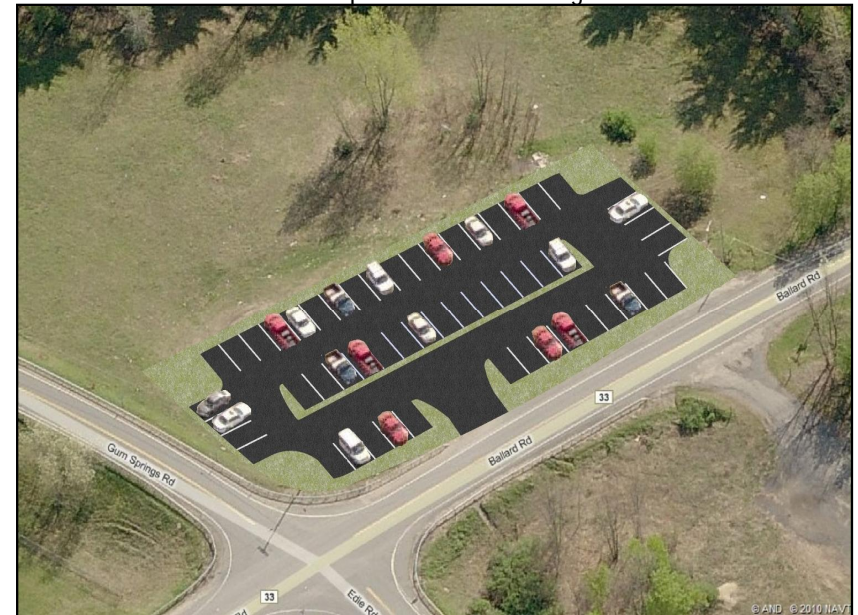
- ✓ It is located “upstream” of the most severe Northway congestion points and commuters tend to meet up before entering these locations.
- ✓ The park and ride lot located at Exit 15 is not located well as it takes a long time for transit to navigate to and from the lot, discouraging use.

If all remains the same, locating a formal park and ride lot on the current site would be ideal. The concept of a formal park and ride lot at this location is illustrated in the graphic to the right.

Given that the lot is privately owned in an area with strong growth potential, it is possible that future land uses could reduce the availability of park and ride spaces or eliminate the option of a park and ride lot at this location entirely. Some options for preserving the park and ride lot include:

- 1) Encouraging Shared Use Lots: There are many types of businesses that do not use their parking lots during regular commute hours such as churches, movie theaters, etc. Shopping and personal service areas are also ideal for shared use as the businesses benefit from the additional customers. Smaller scale, Hamlet-style commercial uses such as coffee shops and banks have particularly experienced benefits from park and ride lots. Though large scale shopping is not allowed under current zoning in the study area, some of these other personal services uses are allowed which may make shared use parking a viable option in other segments of the study area corridor. Lease agreements may be required for successful implementation.
- 2) Incorporate Park and Ride into the Town’s Site Plan Approval process: It is recommended that all future commercial site development applications in the eastern end of the study area seeking project approval should incorporate parking opportunities that utilize park and ride lots into their final site plans. If this linkage study is adopted by the Town, the site plan approval process should require a certain percentage of park and ride spaces for commuters during typical commute hours at the Edie Road location. The advantage to the municipality is that these spaces would not require a lease agreement.

Possible new park & ride lot configuration







- 3) Market oriented incentives can be offered by a municipality to encourage park and ride facilities through such tools as allowances for higher building densities or parking requirement reductions. Lease agreements may be needed to implement these approaches.
- 4) In the event that the park and ride lot may need to be relocated in the future, publicly owned facilities such as the Town Hall could be an option as well as existing businesses in close proximity to the Northway with parking capacity during commute hours. One additional location for consideration is the lands located behind (to the north) of the existing Mobil Gas Station on Ballard Road. There is ample space for several dozen vehicles to park at this location and the site is situated directly adjacent to the southbound off ramp of the Northway. Additionally, a new park and ride lot at this location could be assimilated into the overall site layout/site plan of the existing Mobil Mini Mart and incorporate its fuel and convenience capabilities.

#### Pedestrian/Bicycle/Trail Circulation Plan

Several recommendations were developed for both the short and long terms to create new and improved bicycle and pedestrian connections throughout the study area. First, there is a significant concentration of residential homes in close proximity to the Ballard Road commercial uses and the Gurn Springs hamlet core. Adirondack Estates Mobile Home Park is located 3/10 of a mile north of the Ballard/Traver Road intersection and contains roughly 300-350 residents. Currently there are no sidewalk connections from this residential neighborhood to the Ballard Road area and businesses. To accommodate pedestrian connections to this residential neighborhood, it is recommended that a new shared use bike/ped trail be added along the entire length of Gordon Road.

To support the increasing pedestrian use and pedestrian interconnection of existing businesses within the eastern portion of Ballard Road, it is recommended that future development projects, or expansions of existing commercial uses in this segment of the corridor be required to install sidewalks and American's with Disabilities Act compliant pedestrian-friendly features along their entire road frontage areas. New sidewalks, pedestrian-scaled street lighting, benches, properly identified street crosswalks, and pedestrian-activated cross walk signals could encourage more pedestrian use within the study area and help foster a sense of place for the Gurn Springs hamlet. If the Exit 16 Bridge is replaced in the future, it should be designed with sidewalks and possible bicycle lanes along one or both sides, or with improved curbs and labeled bike lanes at a minimum to ensure safe travel for pedestrians and cyclists.

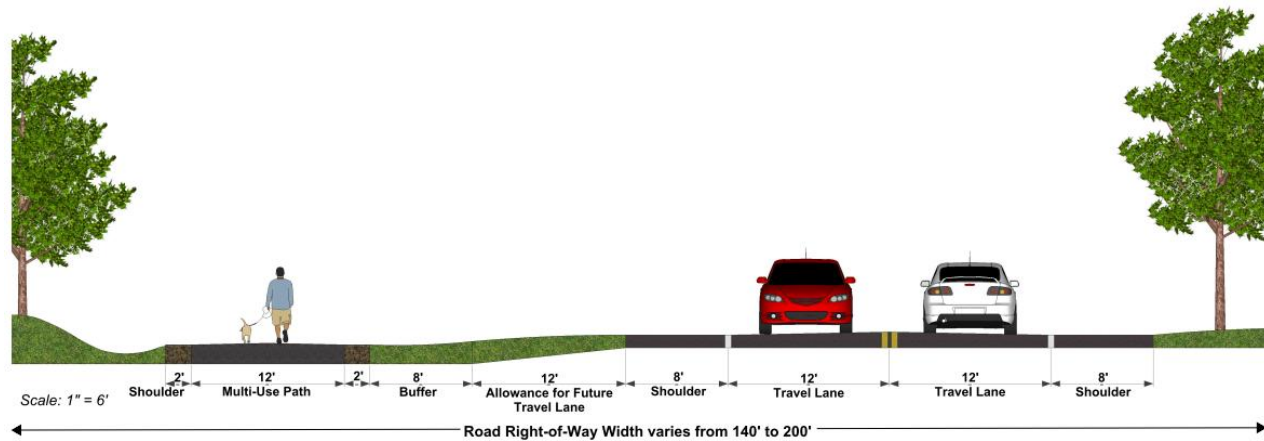
Trails and trail connections play a major role in how people walk, run and recreate through this portion of the Town of Wilton. There are already significant local and County trail amenities in place throughout the northern end of town. As such, future development within the Exit 16 study area should incorporate new or expanded trails and trail amenities for pedestrians and cyclists in conformance with the Town's 2007 Open Space, Pathways and Recreation Plan.



To connect existing local and regional trail networks to the Ballard Road area, efforts should be made to utilize the large right-of-way along Ballard Road for development of a multi-use, off road trail. Most of Ballard Road currently enjoys a right of way (ROW) that extends from 140' to 200' along its entire length from Northern Pines Road in the west to Dimmick Road in the east. This large, open ROW is ideal for use as an off the shoulder trail that can accommodate pedestrian as well as bicycle users. With such a large ROW to work with, the multi-use trail can be set back far enough from the road edge to safely accommodate snow storage for plowing and still allow safe walking and cycling for users year round. This configuration would also allow for possible road expansion in the future if development pressure warrants.

### **Cross Section of Multi-Use Path (Off Road Trail)**

**Ballard Road: West of North Road**



Supporting the inter-connection of the proposed Ballard Road multi-use trail would be the extension of unimproved pedestrian trail systems in a linear north/south orientation on vacant preserved lands west of Traver Road and west of North Road. There are significant natural features and ecological preserves in these areas of the study corridor that have limited unimproved trail networks contained within. To inter-connect these semi-isolated trails with the existing southern residential neighborhoods and the Gurn Springs hamlet core, it is proposed that new trail segments be constructed that connect to Ballard Road and points north to Wilton Gansevoort Road and beyond. Depending upon a more detail user analysis and user study, these trail linkages can be either improved surface trails (paved), or semi-improved surface trails comprised of compacted gravel with minimal amenities such as benches, lighting, bike racks, etc.



## Implementation & Funding

In order to take the recommendations of this plan and create tangible results within the Exit 16 corridor, a series of recommendations to address issues in the Exit 16 study area corridor are offered herein. Many of these recommended actions can be accomplished over a long-term time frame, while others should be implemented immediately. To accomplish this, the Town should create a framework within which these actions can be undertaken. Currently, the Town Board and Planning Department have done an exemplary job in implementing recent planning efforts undertaken in Wilton. The Town Supervisor, the Town Board, the Planning Director, and stakeholders, working together as they do currently, have the ability to implement this plan in concert with Saratoga County and NYSDOT.

To assist in defining which recommendations and actions should take priority over others, the implementation matrix below provides a logical and methodical framework for the completion of each recommendation. For each recommendation, the implementation leader, involved groups, starting point, and action item is listed. An additional issue for consideration when outlining an implementation strategy is the capability of the municipality to assemble and bundle funding sources; accordingly, possible potential funding sources are listed and described as well. Many of these funding sources can be applied to various activities, while others are better suited to specific actions. It should also be noted that as the State and Federal Government reassess the allocation of public funds due to budgetary constraints, these funding sources may change, expand or contract due to fluxuations in the economy. Therefore what may be a viable funding stream today for a particular project may not be available tomorrow or in a year's time. So proper financial planning will be critical to the implementation of many of these study area recommendations.

### Short Term & Long Term

The preferred concepts in this plan will require a significant long-term commitment from the Town in order to be successfully implemented. Each concept involves many different steps and phases, some of which are interdependent, and some of which may be completed individually. The proposed transportation and pedestrian improvements in this plan will require coordination with NYSDOT, Saratoga County DPW and other agencies. As such, these have been designated as long-term projects. Projects which require less planning or are more minor in scope can be undertaken directly by the Town within a relatively short time span. These projects comprise "short-term" projects.

Implementation Matrix						
	Potential Partners	First Steps	Potential Funding Source(s)	Implementation Timing		
Recommendation				Short	Medium	Long
Incorporate pedestrian facilities with new	Site Plan Applicants, Planning Board, Town DPW, NYSDOT	Work with site plan applicants to incorporate	Private Developer(s), TIP/TEP			X



development in the H-1 Hamlet zone		amenities into the site plans.				
Use H-1 design standards as appropriate on parcels adjacent to North Road	Town Planning Board, Site Plan Applicants & Developers, Town Board	Work with site plan applicants to incorporate amenities into the site plans.	Private Developer's & Land Owners, Main Street Grant Program			X
Improve North Road and the North Road/Target intersection	Target Corp., Town DPW, NYSDOT, Saratoga County DPW	Open discussions with Target if future expansion plans occur	TIP/TEP, MMPF			X
Evaluate the need for a signal at Commerce Industrial Park Road (long term)	Town Planning Board, Site Plan Applicants & Developers, Town Board	As growth occurs, work with developers to evaluate signal needs	TIP/TEP, Developer(s), MMPF			X
Access management should be considered for every new development proposal	Town Planning Board, Site Plan Applicants & Developers, Town Board	Work with site plan applicants to incorporate access mgmt into all new site plans.	Private Developers	X	X	X
Re-align Gordon Road to North Road	Town Planning Board, Site Plan Applicants & Developers, Town Board	Open discussions with Target and Wilton Health Clinic if future expansion plans occur	Private Developers, TEP, MMPF			X
Install a raised median and boulevard treatments on Ballard Road East of North Road and	Saratoga County DPW, Town DPW, Town Board, NYSDOT	Obtain funding for design development	TIP/TEP, Spot Improvements, MMPF, CMAQ		X	





West of I-87						
Add left turn arrows onto the I-87 interchange traffic signals	NYS DOT, Saratoga County DPW, Town DPW	Obtain funding for facility upgrade	TIP/TEP	X		
Add right turn lane eastbound on Ballard Road to the I-87 Southbound ramp signal	NYS DOT, Saratoga County DPW, Town DPW	Obtain funding for facility upgrade and design development	TIP/TEP		X	
Explore the feasibility of a direct exit from the truck travel plaza to the southbound I-87 on-ramp	NYS DOT, Saratoga County DPW, Town DPW, Land Owner	Obtain funding for facility upgrade and design development	TIP/TEP		X	
Consider a roundabout long term at the Ballard/North/Traver intersection	Saratoga County DPW, Town DPW, NYSDOT	Obtain funding for design development	TIP/TEP, Spot Improvements, CMAQ, SRTS		X	
Formalize a park and ride lot	Land Owner(s), Saratoga County DPW, CDTC, CDTA Town DPW	Obtain funding for existing facility upgrade and/or design development	MMPF, CMAQ		X	
Add a shared use trail along Gordon Road	Town DPW, Site Plan Applicants/Developers, Land Owners, Planning Board	Work with site plan applicants to incorporate trail designs into all new site plans.	Private Developers, NYSOPRHP Trails Program, Greenway Trails Program		X	
Install sidewalks with new	Town DPW, Site Plan Applicants/Developers,	Work with site plan applicants to	Private Developers, SRTS	X	X	X



development in Hamlet	Land Owners, Planning Board	incorporate sidewalks into all new site plans.				
Provide pedestrian crossings at signalized intersections along Ballard Road with appropriate pedestrian infrastructure	NYSDOT, Saratoga County DPW, Town DPW	Obtain funding for existing facility upgrade and/or design development	TIP/TEP, Spot Improvements, CMAQ, SRTS		X	
Add sidewalks and/or bicycle lanes to the Exit 16 bridge when reconstructed	NYSDOT, Saratoga County DPW, Town Board	Obtain funding for facility upgrade and design development	TIP/TEP, Spot Improvements, CMAQ, SRTS			X*
Implement the trail network in the study area proposed in the Open Space, Pathways and Recreation plan	Town Board, Town DPW, Saratoga County DPW, Land Owners	Work with site plan applicants to incorporate trail designs into all new site plans. Seek funding for trail design & development	Private Developers, NYSOPRHP Trails Program, Greenway Trails Program	X	X	X

(\*Note: NYSDOT currently has no plans to replace the I-87 Exit 16 overpass bridge due to limited funding and current prioritization needs)

As noted previously the implementation of most of these projects will entail a multi-phase process for each recommendation proposed. This process should be overseen by a Town Project Coordinator such as the Town Engineer or Director of Planning. In addition, the Town should take into account that multi-faceted transportation improvements of this magnitude include a significant administrative component, especially if the projects are grant funded. As such the Town should be prepared to not only oversee the physical construction of these projects, but have the tolls and staff necessary to properly oversee the administration of the funding mechanisms used to pay for these projects.

A typical implementation process includes:



1. **Agency Coordination.** The Town should meet with officials of NYSDOT Planning/Programming, Saratoga County, and CDTC to address design and jurisdictional concerns as well as identify potential strategies concerning funding. The goal should be to allow the Town to determine the best course of action regarding project phasing and funding cycles. A preliminary construction cost estimate for the preferred concepts should also be included in this phase. Potential funding sources include the Spot Improvement Program, Transportation Enhancement Program (TEP), Safe Routes to School, Congestion Mitigation and Air Quality Improvement (CMAQ) program, CDTC Linkage Implementation Program, and Transportation Improvement Program (TIP).
2. **Design.** Conduct needed surveys, including rights-of-way, utilities, topography, and related items. Establish appropriate design criteria and review with NYSDOT and Saratoga County (i.e. design speed, lane width, etc.). Prepare construction documents, with review by agencies as called for by the requirements of NYSDOT and Saratoga County projects. Conduct environmental review of project.
3. **Public Education and Outreach.** Ongoing public input should be sought through a coordinated outreach program. This program could consist of public meetings, announcements at Town Board meetings, the preparation of a media kit and press releases, coordination with local media, and Town web site updates.
4. **Construction.** The final step will be to construct the improvements using the required bidding and oversight procedures, as required by the funding agency. Depending on the project and the funding agency, this may be accomplished with Town labor and/or by putting the project out to bid.



#### Grant & Funding Opportunities Overview:

Potential State and Federal funding sources to assist in the implementation of the preferred concept alternatives:

- Transportation Improvement Program (TIP)
- Spot Improvement Program
- Transportation Enhancement Program (TEP)
- Transportation and Community and System Preservation Pilot Program (TCSP)
- New York State Multi-Modal Program Funding (MMPF)
- New York State Recreational Trails Program
- Congestion Mitigation and Air Quality Improvement (CMAQ) Program
- CDTC Linkage Implementation Program
- Safe Routes to School
- Parks and Trails New York
- Hudson River Valley Greenway Conservancy Grants

Transportation Improvement Program (TIP): The CDTC is the designated Metropolitan Planning Organization (MPO) for the Capital Region. The CDTC has responsibility under federal law to adopt a multi-year program of proposed transportation improvement projects within the MPO area. CDTC with input from NYSDOT and local government is responsible for programming federal transportation funds for state and local highway and transit projects. CDTC notifies communities when soliciting projects for the TIP under the various federal funding programs. CDTC is committed to enhancing pedestrian and bicycle mobility in the MPO area. As part of their planning process, CDTC typically allocates funds for pedestrian and bicycle projects. Communities interested in having their project considered for funding must complete and submit a Project Justification Package for CDTC review. If the project is selected, it receives federal funds generally up to a maximum of 80% of the overall cost. The remaining 20% is the responsibility of the project sponsor. Each federal aid program has different eligibility requirements but for most roadway reconstruction projects, the minimum requirement is that the facility must be on the federal aid eligible list and thus the road must function as a collector or arterial highway. CDTC has reserved federal funds in the TIP for specific set-aside programs that target specific project types.

Spot Improvement Program: This program sets aside \$100,000 per year for bicycle and pedestrian projects too small for other programs like the Transportation Enhancements Program. Spot Improvements address bicycle and pedestrian issues at specific locations such as intersections, short lengths of roadway, or single destinations (e.g., an office building or shopping center), which bridge physical or functional gaps in the system rather than providing new routes. The Spot Improvement program offers 80% funding with a 20% local match requirement.





TEP (Transportation Enhancement Program): The Transportation Enhancement Program (TEP) is a federal reimbursement program administered by the New York Department of Transportation (NYSDOT) through the Capital District Transportation Committee. This program provides funding for transportation projects of cultural, aesthetic, historic and environmental significance. Eligible projects must fall into one or more of the twelve Federal Highway Administration (FHWA) categories. Additionally, the project must have a transportation relationship with the surface transportation system and must be available for public access and use. The TEP program offers 80% funding with a 20% local match requirement.

TCSP (Transportation and Community and System Preservation Pilot Program): The TCSP is a nationwide discretionary program administered by the Federal Highway Administration. TCSP funding availability is limited, with the Federal share payable on account of any TCSP project or activity set at 80%. To be eligible for funding, projects must meet several objectives, which include:

- Improving efficiency of the transportation system;
- Reduce environmental impacts of transportation;
- Ensure efficient access to jobs, services and centers of trade;
- Encourage private sector development patterns.

MMPF (New York State Multi-Modal Program Funding): The MMPF legislation requires that all funds are solely utilized for capital project costs for construction, reconstruction, reconditioning and preserving facilities and equipment with a service life of 10 years or more. However, funds cannot be used for the mandated non-federal matching share of federally funded projects. The amount of funds available under the MMPF is very limited. The most likely scenario is to utilize multi-modal funding for right-of way acquisition, preliminary engineering, and construction supervision and the inspection portion of a project.

NYS RTP: The Recreational Trails Program is a State-administered, Federal assistance program to provide and maintain recreational trails for both motorized and non-motorized recreational trail use. Funds for the Recreational Trails Program (RTP) are provided by SAFETEA-LU. The RTP program offers 80% funding with a 20% local match requirement.

CMAQ (Congestion, Mitigation, Air Quality): The CMAQ program supports the air quality improvement and congestion relief goals of the USDOT. The program was developed to fund transportation projects and programs that will assist in reaching attainment or maintenance of the national ambient air quality standards for ozone, carbon monoxide and particulate matter. One category of funding, cost-effective congestion mitigation activities that provide air quality benefits, may be consistent with several of the recommendations in this study. All projects funded by CMAQ must reduce ozone, carbon dioxide and particulate matter from the transportation system and thus, contribute to the overall clean air strategy. Funding for the CDTC region totals \$24M for the current 5-year TIP program. Allocations are currently split into five categories and can change with each TIP update. Eligible projects must fall into one of the following general categories:



- Capital investment in new or expanded transportation projects or programs that reduce emissions, including infrastructure, congestion relief efforts, diesel engine retrofits or other capital projects
- Operating assistance for new transit services, intermodal facilities, travel demand management strategies, and incremental costs of expanding existing transit services
- Studies that are part of project development, such as preliminary engineering, under NEPA as well as FTA Alternatives Analyses.

Safe Routes to School (SRTS) is a federal, state and local effort to enable and encourage children, including those with disabilities, to walk and bicycle to school and to make walking and bicycling to school safe and appealing. The goal of New York's Safe Routes to School Program is to assist communities in developing and implementing projects and programs that encourage walking and bicycling to school while enhancing the safety of these trips. These programs can bring a wide range of benefits to students and the community. These include an easy way for children to get the regular physical activity they need for good health and even to ease traffic jams and reduce pollution around schools. A major goal of the program is to increase bicycle, pedestrian and traffic safety.

NYS's Office of Parks, Recreation, and Historic Preservation offer various grants including the Parks Program and Recreational Trails Program. The Parks Program has funds available for projects to preserve, rehabilitate or restore lands, waters or structures for use by all segments of the population for park, recreation or conservation purposes, including such things as playgrounds, courts, rinks, community gardens and facilities for swimming, boating, picnicking, hunting, fishing, camping or other recreational activities. The Recreational Trails Program provides funds to develop and maintain recreational trails and trail-related facilities for both non-motorized and motorized recreational trail uses. Funds benefit recreation including hiking, bicycling, in-line skating, equestrian use, cross-country skiing, snowmobiling, off-road motorcycling, all-terrain vehicle riding, four-wheel driving, or using other off-road motorized vehicles.

The Greenway Conservancy Small Grant Program provides funding for trail and land use planning, trail constructing and amenities, and trail educational and interpretive projects. The Conservancy Grant Program helps Hudson River communities plan and implement natural and cultural resource protection efforts, a major goal of which is a complete system of connected trails. Other specific goals are promoting Hudson Valley as a tourism destination, attempting to preserve agriculture, foster cooperation between state and local agencies.