

City of Saratoga Springs Department of Public Safety

Robin Dalton, Commissioner of Public Safety Eileen Finneran, Deputy Commissioner

FOR IMMEDIATE RELEASE

October 27, 2021

"Protecting the Greenbelt and our City in the Country"

(Saratoga Springs, NY): After years of work, the City of Saratoga Springs City Council will soon vote on the Unified Development Ordinance, or the UDO. The UDO is a document of great consequence to the future of our community; it provides the regulations that define our city, neighborhoods, and the greenbelt. "We need to get it right" Commissioner Dalton stated.

As currently written, the UDO does not do enough to preserve the rural character of the greenbelt and the natural areas it contains. Sustainable Saratoga has proposed four amendments that will strengthen the protections for the "country" part of our "City in the Country."

First, their amendments limit some of the more intensive uses and uses that will draw people away from our urban core. Second, the amendments provide additional details that will strengthen rural character guidelines and ensure that these standards are followed unless specific exemption criteria are met.

After reviewing these amendments, Commissioner Dalton believes the amendments should be adopted before the final UDO is voted on. She supports the four amendments and asks that they be incorporated into the UDO before the final vote on November 16.

CONTACT: Deputy Public Safety Commissioner Eileen Finneran, 518-587-3550, ext. 2631



October 20, 2021

Mayor Meg Kelly Commissioner of Finance, Michele Madigan Commissioner of Accounts, John Franck Commissioner of Public Safety, Robin Dalton Commissioner of Public Works, Skip Scirocco

Dear Mayor and Commissioners,

RE: PROPOSED AMENDMENTS TO THE FINAL UNIFIED DEVELOPMENT ORDINANCE

Sustainable Saratoga has actively participated in every step of the Unified Development Ordinance (UDO) process with the goals of improving the protections for our natural habitats and bringing the UDO into compliance with the city's 2015 Comprehensive Plan.

We thank the City's Planning Department for their hard work on this document, especially given that much of the work was completed during the COVID pandemic. And we recognize that there are some good sustainability and environmental protection provisions included in the UDO.

However, there are a few critical shortcomings of the final UDO that what we feel must be remedied before the UDO is approved by the City Council. Our concerns fall into two related categories – uses in the Greenbelt and rural design standards. Both permitted uses and design standards help to define the rural character that is the "country" portion of our "City in the Country."

We believe our concerns can be addressed through a handful of specific, relatively simple changes. We are eager to work with the Planning Department staff and City Council members to make these changes. We have attached draft language that would strengthen and clarify the protections of the Greenbelt.

USES: The final UDO contains some uses that are either too intense for the Greenbelt (RR and GC-R) or should be restricted to the urban core. We have made specific recommendations for changes to the allowable uses in Amendment #1 (attached).

RURAL DESIGN STANDARDS: The UDO incorporates many of the provisions from the existing zoning ordinance's design standards for the RR and GC-R, but we would like to see a few of the omitted provisions and illustrations added into the final UDO. We would also like stronger language requiring waivers by the land use boards to have a written explanation to ensure consistency in the application of these standards. These recommendations are detailed in Amendments #2, 3 and 4 (attached).

We all share the goal of protecting our Greenbelt and keeping our downtown vibrant. We believe it is critically important that these amendments are included in the UDO before it is adopted. We welcome the opportunity to work with you to develop wording to achieve this shared goal.

Sincerely,

Wendy Mahamey Wendy Mahanev **Executive Director**

Dianna Goodwin

Dianna Goodwin Co-Chair, Board of Directors

Laura Rappaport Co-Chair, Board of Directors



AMENDMENTS

AMENDMENT #1

Amendment #1

1. Remove greenbelt uses that should be restricted to the urban core or are potentially contrary to rural character until the city defines "intensity of development" for those uses.

- In the Rural Residential (RR) zoning district, delete the following uses:
 - Country Club
 - Educational Facility Primary and Secondary.
- In the Gateway Commercial Rural (GC-R) District, delete the following uses, which are not "complimentary" but are duplicative of uses that are clearly urban and belong downtown:
 - Community Center
 - Medical/Dental Offices
 - \circ Office*
 - Passenger Terminal

*Offices are permitted only in the portion of the GC-R bounded by Crescent Avenue to the north, Route 9 to the west and lands currently zoned as INST-PR to the east and approximately 3,300 feet to the south.

- In the GC-R, delete the following uses that belong in higher density residential zones:
 - o Dwelling Multi-Family: Above Ground Floor
 - o Dwelling Multi-Family: Residential Only Structure
 - Dwelling Townhouses
- In the GC-R, delete the following uses to address "intensity of use" issues:
 - Campground
 - Eating and Drinking Establishments (more that 40 seats)
 - Educational Facility Vocational
 - Hotel (more than 20 guestrooms)

AMENDMENT #2

(the following text is taken from the final UDO, with our recommended changes shown in tracked changes)

Article 16. Conservation Design

16.10 DESIGN STANDARDS

A. These design standards may be exempt with a written decision by the Design Review Board or Planning Board as follows:

- 1. The uses in the structure are unique and preclude meeting the rural character objectives of the ordinance; or
- 2. The lot configuration is unique and precludes meeting the rural character objectives of the ordinance; or
- 3. That there are extraordinary circumstances unique to the parcel that demonstrates that the design standards cannot meet the rural character objectives of the ordinance.

B. Landform

Landform is the gradient, slope form, and orientation of development in relationship to the shape of the land. Landform is the signature element that is essential for achieving an environment that has its own identity or sense of place.

- 1. Locally distinct natural landform features should generally be left in a natural state.
- 2. Natural rural landforms are typically soft and roll due to the rounding effect of wind and water over time. Geometric landforms may also be present in areas of shallow bedrock or seasonal flooding. The character and diversity of the natural landform should be reflected in grading to accommodate development.
- <u>3.</u> Minimize cuts and fills. When grading is necessary, slopes should be graded to mimic existing slopes and blend smoothly into the surrounding landform. Graded slopes should be a maximum of 1:5 and gradually blend into surrounding slopes.
- 4. <u>New developments should not erase landforms that are indigenous to the area. Instead,</u> solutions should reflect and reinforce the area's own topographic features.

C. Vegetation

Vegetation is the review of varying plant forms and their relationship to development and its mass on the landscape. In addition to the benefits plants offer the ecological system (soil stabilization, clean air, wildlife habitat) their presence or absence, how they are configured or arranged, and their species has a significant influence on development character. In the rural environment vegetation, not structures, is the primary determinant of how far we can see and where we look. Every effort should be made to:

- 1. Preserve existing vegetation patterns and species mix and density.
- 2. Select and place new vegetation in ways that enhance the indigenous vegetation characteristics.
- 3. Vegetation in undeveloped rural areas is typically clustered. Rural vegetation should not be in geometric patterns that are associated with the urban environment.
- 4. 4. Use existing vegetation and topography to screen new buildings if possible.
- **D**. Structures

The height, placement, form, and pattern of building envelopes can establish an urban or rural character to any development. The intent of this section is to identify building envelopes, forms and patterns that are complementary to and reflective of rural characteristics.

- 1. Building envelopes in rural areas should be designed to maximize the preservation of the site's natural features (e.g., landform, vegetation), whereas, in more urban environments, sites are more often modified to accommodate the building.
- 2. The placement of building envelopes in relationship to rights-of-way critically affects the character of a community. Varied setbacks provide a different experience than a street where buildings are placed uniformly along a street.
- 3. Rural placement is historically deeper and more varied than in urban environments and therefore recommended.
- <u>4.</u> When building envelopes must be placed in open fields they should be oriented to and reflect the alignment and orientation of the site's natural features.
- 5. <u>Group building envelopes in clusters or tuck them behind tree lines or knolls rather than</u> <u>spreading them out across the landscape in a "sprawl" pattern.</u>
- 6. Site building envelopes so that treetops and crest lines of hills as seen from public places and roads will screen future buildings. Use vegetation as a backdrop to reduce the prominence of the structure. Wherever possible, open up views by selective cutting of small trees and pruning lower branches of large trees, rather than by clearing large areas or removing mature trees.
- 7. The dominant visual context from the rural roads should be of natural and agricultural features, with structures visually subservient. Typically, development should be interior lot development with 70% of the immediate highway viewshed preserved.
- 8. The following structural guidelines apply only to structures in conservation subdivisions, which are also located in architectural review districts. The intent in these areas is to have the mass and roof forms of structures contribute to the rural character of the development. These guidelines are examples of the preferred way to design and site uses but they should not considered the only acceptable solution.

a. Massing of structures or structural elements influences rural character. Historically, rural buildings were often an assemblage of additions. These additions over time created a complexity of roof forms that have become icons associated with our rural agrarian environments.

b. Rural roof form options include, but are not limited to, symmetrically pitched or hip roofs with or without gables and horse barn-type roof ends.

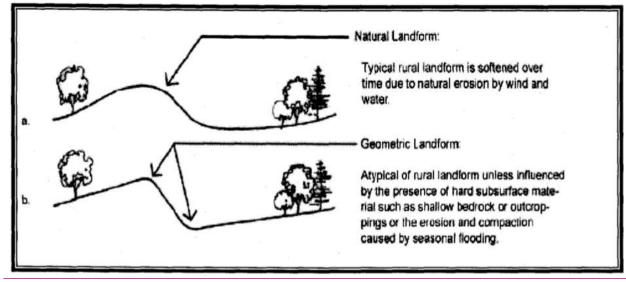
E. Circulation Systems

Circulation systems are comprised of both vehicular, pedestrian, and bicycle systems. In general, rural systems are curvilinear in alignment, a pattern that evolved out of historic systems following the lines of least resistance (e.g., stream corridors) following natural landforms.

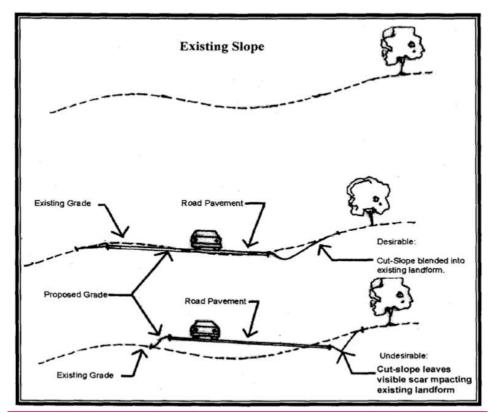
- 1. Whenever possible, roads (and the resultant lot layout) should be planned and designed so the site's cultural and environmental features are preserved and enhanced.
- 2. Vehicular and pedestrian circulation systems should retain and reuse historic farm roads, railroads, trolley lines and lanes. This guideline allows a development to build

upon the site's historic context while minimizing clearing and disruption of the landscape. Care should be taken to apply this guideline only where its implementation would not destroy the historic lanes, hedgerows, and stonewalls it was meant to preserve. Otherwise, vehicular and pedestrian circulation systems should be arranged to reflect the patterns of the site landform, vegetation, water bodies and vegetation massing.

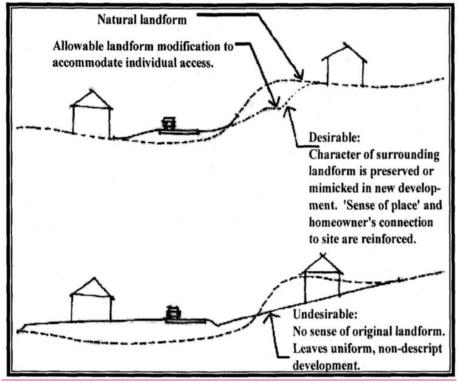
- 3. Minimize clearing of vegetation at the edge of the road, clearing only as much as is necessary to create a driveway entrance with adequate sight distance. Use curves in the driveway to increase the screening of buildings.
- 4. Rural road edges are historically unprotected (e.g., no curbs or gutters, with only a shoulder for user safety).
- 5. Trail systems connecting destination areas should be designed in accordance with the guidelines of the Saratoga Greenbelt Trail Plan, comprised of flexible materials (e.g., asphalt, stone dust, bark, wood chips), and connect areas of concentrated development.
- 6. Sidewalks should only be used to connect facilities within areas of concentrated development.



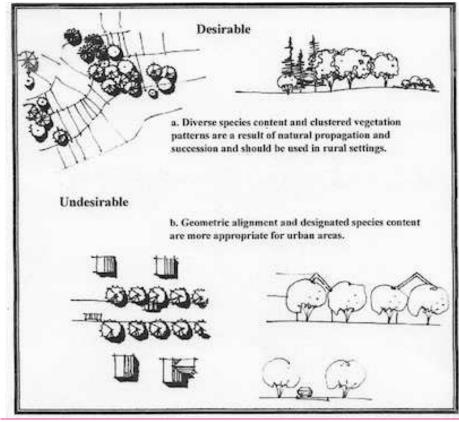
Landform Character



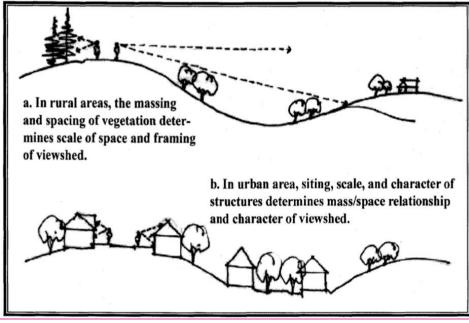
Blending grading into existing landform



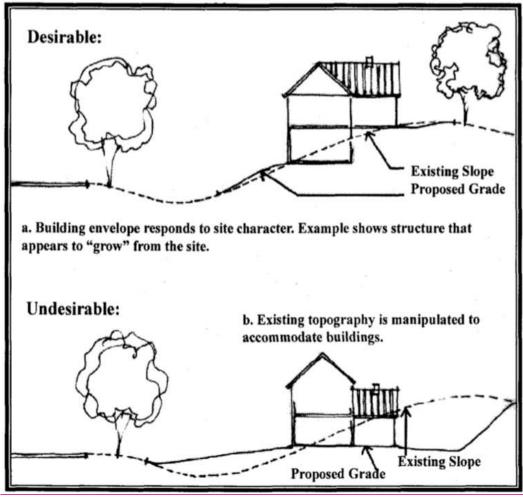
Landform Preservation



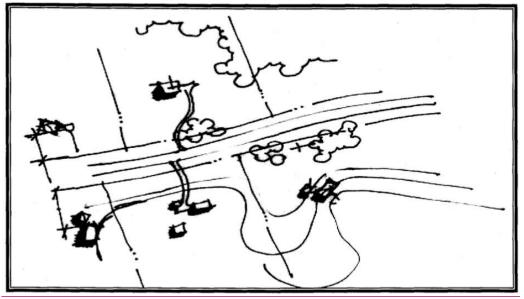
Vegetation types and patterns



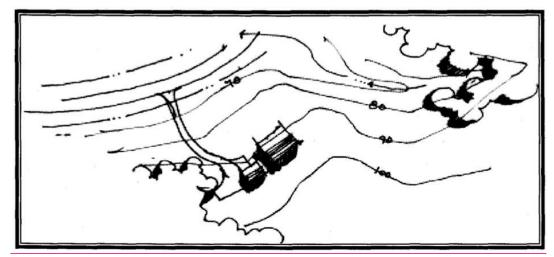
Framing views



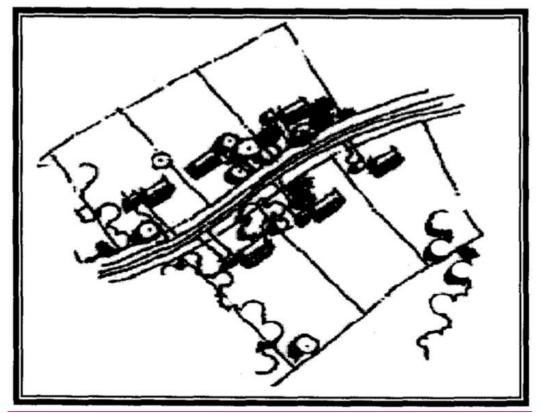
Siting of structures



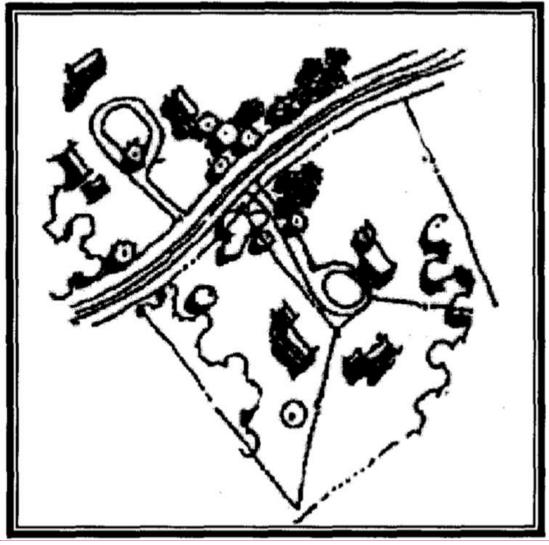
Rural road with varied setbacks



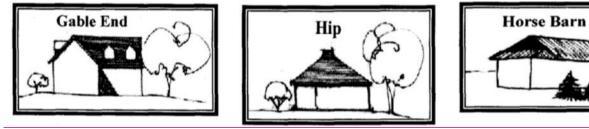
Orient structures to align with topographic character of the land



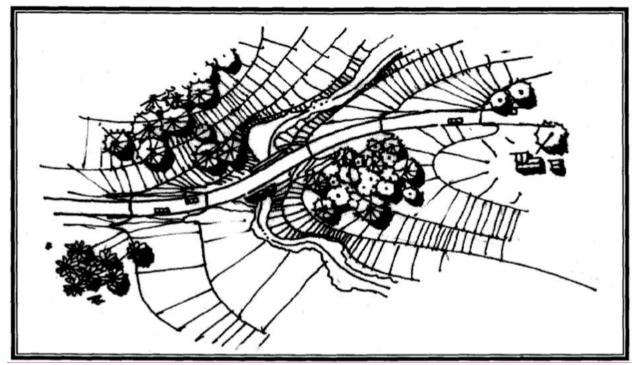
Neighborhood cluster



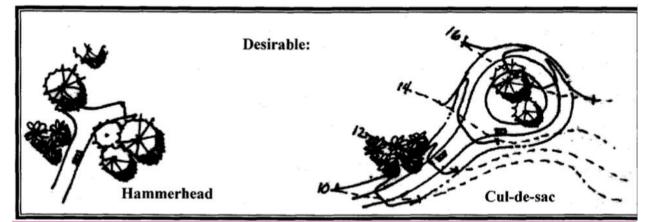
Hamlet cluster



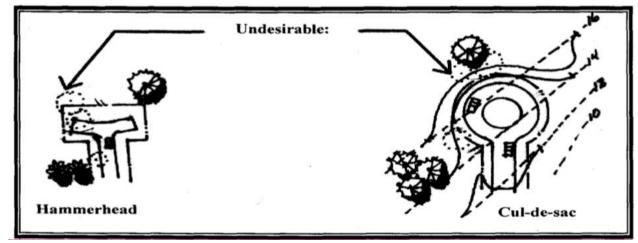
Roof forms



Curvilinear road alignments are created by following the line of least topographic resistance



<u>Subdivision roads: form responds to and enhances natural rural character. Features such as</u> streams, vegetation and landforms are incorporated into the design.



Subdivision roads: design using arbitrary geometric forms that require the removal of existing vegetation and dramatic alteration of site character and/or topography.

AMENDMENT #3

(the following text is taken from the final UDO, with our recommended changes shown in tracked changes)

Article 13. Land Use Board Applications

I. Architectural Review Approval Standards

The Design Review Board must evaluate whether the proposed alteration or construction is compatible with the subject structure, site, and neighboring properties in the architectural review overlay district with regard to:

1. Height

The Design Review Board must consider whether the height of the proposed structure is compatible with the historic form and context of the site and neighboring properties and with any specific zoning district intent.

2. Scale

The Design Review Board must consider whether the scale of the proposed structure is compatible with the relationship of the building and its architectural elements to neighboring structures and community character.

3. Mass and Open Space

The Design Review Board must consider whether the relationship of the dimension and mass of a building to the open space between it and adjoining buildings is compatible with the character of the neighboring area and with any specific zoning district intent.

4. Proportion

The Design Review Board must consider whether the proposed structure and its architectural elements, including front facades, windows, doors, and bays, are consistent with the dominant proportion of neighboring structures and site.

5. Directional Expression

The Design Review Board must consider whether the directional expression of a building and its architectural elements are compatible with the dominant horizontal or vertical expression of the neighboring buildings.

6. Architectural Rhythm

The Design Review Board must consider whether the architectural, rhythmic pattern resulting from repeated elements such as window and door openings, columns, arches, and other facade elements is consistent within the subject structure and consistent with neighboring structures.

7. Front Setback

The front setback for the building line of all new construction must be compatible with neighboring buildings and any specific zoning district intent.

8. New Construction and Additions

New construction and additions should be undertaken such that their removal will not impair the original historic form and integrity of the structure and site.

9. Treatment of Major Building Elements

a. Doors

Existing historic doors and door openings must be retained and rehabilitated whenever possible. Restoration of historic openings is encouraged where previously altered. Where doorways must be altered to meet current building code and safety requirements, doors and entrance ways must be designed to respect the exterior architectural character of the building.

b. Windows

Existing historic windows and window openings must be retained and rehabilitated whenever possible. Restoration of historic openings is encouraged where previously altered.

c. Roofs

Features that give a roof its essential historic and architectural character must be retained and rehabilitated whenever possible. Roof designs for new structures must be compatible with neighboring buildings. Exterior mechanical equipment shall be minimized and screened from view.

10. Materials

Materials used in new construction must be compatible with those traditionally used in the neighboring area. Contemporary materials may be acceptable provided that the overall texture, color, and details of the building are compatible with neighboring buildings.

11. Colors

Colors used in new construction must be compatible with neighboring buildings. Architectural features of historic buildings must be restored with colors and finishes appropriate to the nature of the materials and to the historic character of the building. Where historically documented colors are not used, colors must be appropriate to the building's predominant architectural style(s).

12. Special Rural Character Standards

For all Architectural Review Applications within the Rural Residential district, the Design Review Board must consider the applicable design standards set forth in Article 16.10.

AMENDMENT #4

(the following text is taken from the final UDO, with our recommended changes shown in tracked changes)

4.6 GATEWAY COMMERCIAL DISTRICTS STANDARDS

- A. Gateway Commercial Districts Dimensional Standards
 - 1. Table 4-H: Gateway Commercial Districts Dimensional Standards establishes the dimensional standards for the gateway commercial districts.
 - 2. Where allowed in the GC-U district, single-family, single-family attached, two-family, and townhouse dwellings are not subject to the dimensional standards of Table 4-H, but rather are subject to the dimensional standards of the UN District for such dwelling types as specified in Table 4-A.
 - 3. Where allowed in the GC-R district, single-family, single-family attached, <u>and</u> two-family, and townhouse dwellings are subject to the dimensional standards of Table 4-H, with the following exceptions:

a. Minimum building height shall not apply.

- b.a. Dwellings shall be located behind the primary commercial or mixed use building of the development. The minimum front setback shall be 20 feet from the rear of the primary commercial or mixed use building, or 40 feet from a right-of-way within the development, whichever is greater.
- e.b. Maximum density of residential dwelling units is subject to Section 4.6.A.4
- 4. The maximum density of residential dwelling units on any lot within the GC-R district or the portion of a lot within the GC-R district shall be 1 dwelling unit per 15,000 square feet of lot area within the district. Where the calculation of allowed number of dwelling units results in a fraction of a dwelling unit, the result shall be rounded down to the nearest whole number. The resultant number of dwelling units permitted on the lot may be divided amongst permitted building types.
- 5. The area designated as GC-R bound by Crescent Avenue to the north, Route 9 to the west, and lands currently zoned as INST-PR to the east and approximately 3,300 feet to the south are subject to the dimensional standards of Table 4-H, with the following exceptions:
 - a. Buildings shall include two usable stories. Building footprints greater than 20,000 square feet shall have a minimum of 30% of each structure as 2 stories. A typical rural roof form shall also be applied to this additional story.
 - b. The minimum front setback shall be 60 feet.

14010 411. Oat	Table 4-H: Gateway Commercial Districts Dimensional Standards				
	GC-U	GC-R			
Bulk					
Minimum Lot Area	10,000sf	20,000sf*			
Minimum Lot Width	75'	100'			
Maximum Building Coverage	45%	35%			
Maximum Impervious Surface	85%	60%			
Minimum Building Height	24'	18'*			
Maximum Building Height	40'	40'			
Setbacks					
Minimum Front Setback	Build-to zone of 25' to 40'	40'*			
Minimum Front Build-Out Percentage	50%	N/A			
Minimum Interior Side Setback	15', unless abutting a residential district, then 40'	20', unless abutting a residential district, then 40'			
Minimum Corner Side Setback	25'	40'			
Minimum Rear Setback	25', unless abutting a residential district, then 50'	25', unless abutting a residential district, then 50'			

* See exceptions to these requirements as specified in Section 4.6.A

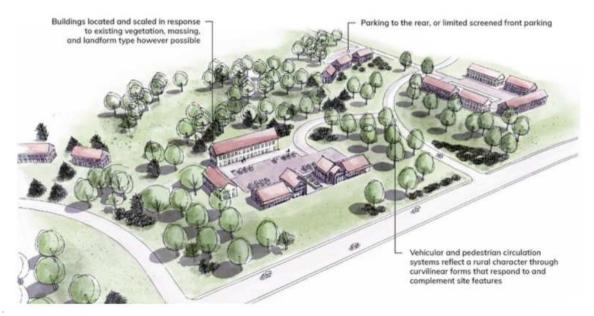
B. Gateway Commercial Districts Design Standards

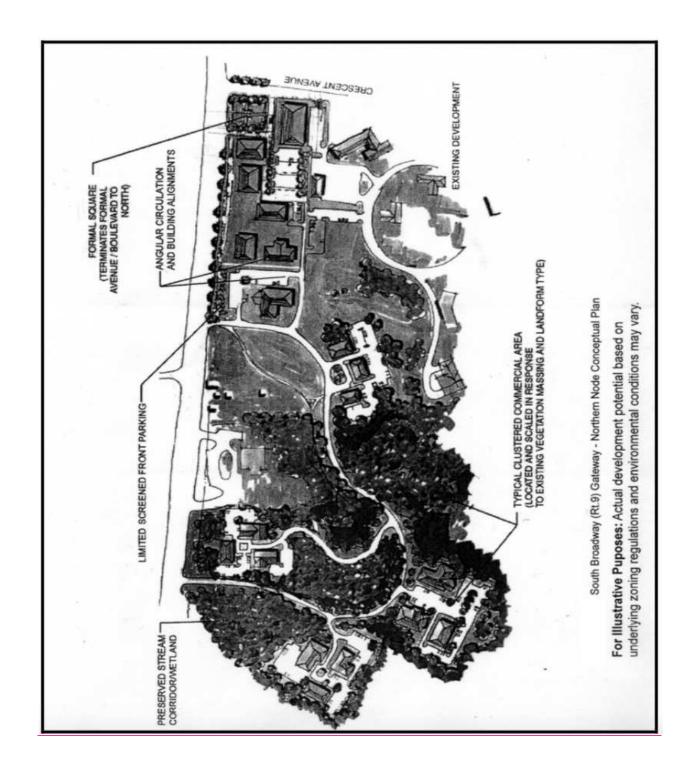
1. Design Standards

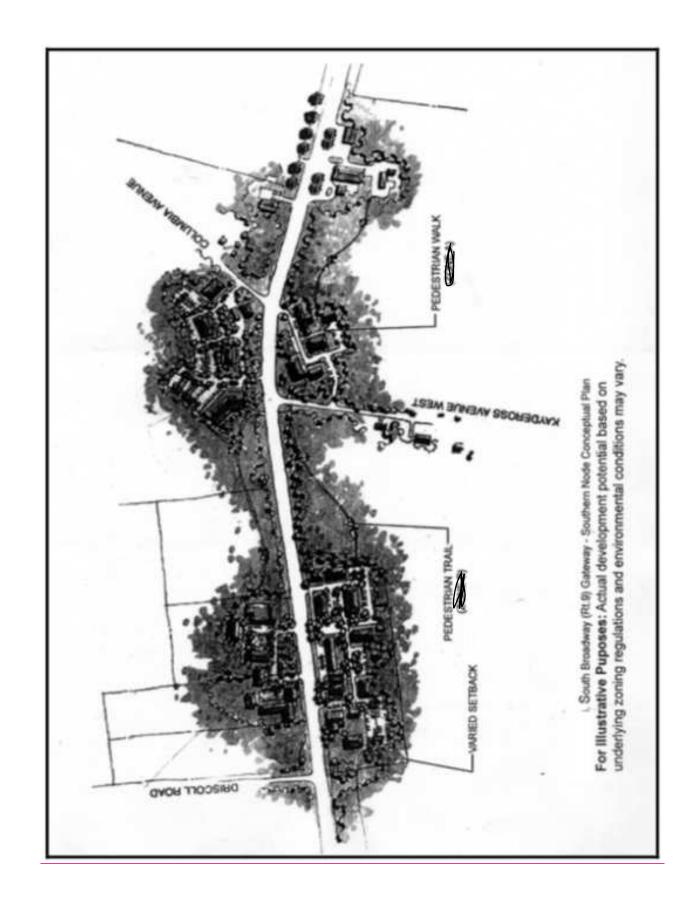
- a. The following design standards apply in the gateway commercial districts to new construction and to any additions to a structure existing as of the effective date of this Ordinance that exceed 30% or more of the existing structure's square footage. Table 4-I: Gateway Commercial Districts Design Standards establishes the design standards for the gateway commercial districts. In the table, a " \checkmark " indicates that the standard is applicable in the district indicated. The absence of a " \checkmark " indicates that the standard does not apply to the district.
- b. Design standards may be exempted by the Design Review Board or Planning Board as follows:
 - i. Standards within the category of Site Design may be exempted by the Planning Board.
 - ii. Where the Design Review Board reviews and approves development, including but not limited to within the Historic Review Overlay District or Architectural Review Overlay District, the Design Review Board may exempt standards in categories outside of those delineated in item i above.
 - <u>Where the Design Review Board does not review and approve</u>
 <u>development, the Planning Board may exempt standards in all categories</u>
 <u>and may request a recommendation from the Design Review Board. The</u>
 <u>uses in the structure are unique and preclude meeting the rural character</u>
 <u>objectives of the ordinance; or</u>
 - ii. The lot configuration is unique and precludes meeting the rural character objectives of the ordinance; or
 - iii. That there are extraordinary circumstances unique to the parcel that demonstrates that the design standards cannot meet the rural character objectives of the ordinance.

- c. Single-family, single-family attached, and two-family, and townhouse dwellings are not subject to these standards but rather subject to the design standards by dwelling type of Article 8. Multi-family dwellings are subject to the design standards of Table 4-I.
- c.d.Gateway Design Conceptual Development Plans. The following concept plans illustrate a long-range build-out scenario incorporating existing and new development. The graphics include existing structures and site elements that do not meet the objectives of this Section. As these properties are redeveloped, the goal is to increase compliance with these objectives to the maximum extent possible.
- d. The area designated as GC-R bound by Crescent Avenue to the north, Route 9 to the west, and lands currently zoned as INST-PR to the east and approximately 3,300 feet to the south shall incorporate the following design standards in addition to the GC-R standards listed below:
 - i. Pedestrian systems should be trails that link commercial nodes to other use areas (ie. Neighborhoods). Trails shall meet the requirements under section 18.5.

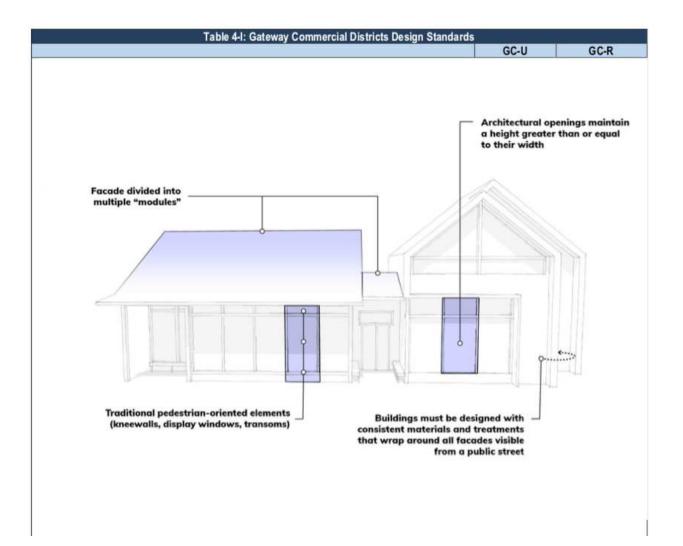
SOUTH BROADWAY (Rt. 9) GC-R GATEWAY BOUND BY CRESECENT AVE: CONCEPTUAL PLAN



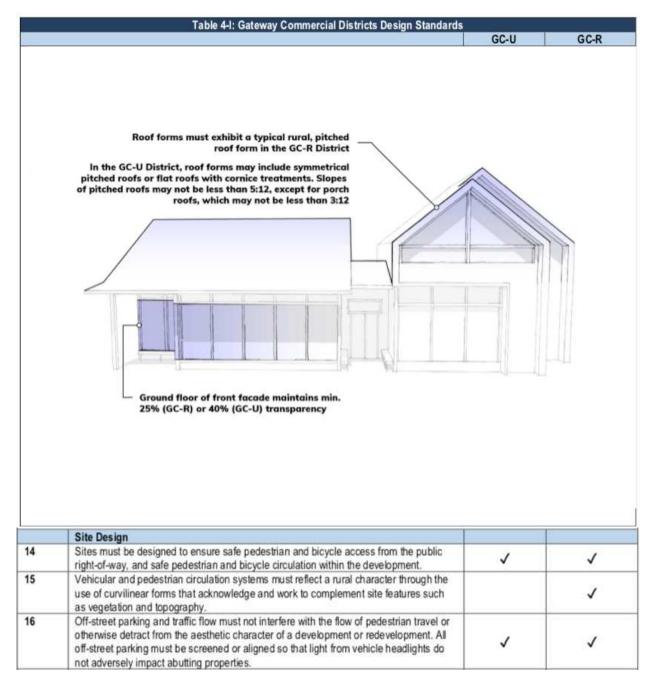




		GC-U	GC-R
	Facade Design		
1	Building facades that abut a public right-of-way (excluding alleys) must not contain blank wall areas that exceed 30 linear feet, measured per story parallel to the street.	\checkmark	~
2	Facades abutting a public right-of-way (excluding alleys) must be divided into multiple "modules," expressed through significant architectural changes such as a change in materials, a change in pattern elements such as fenestration, columns or pilasters, or a change in building setback through recesses or projections. For buildings 80' in length or greater, such modules may be no wider than 40 feet.	~	1
3	Commercial storefronts must include traditional pedestrian-oriented elements such as display windows, bulkheads, transoms, and cornices.	~	~
4	All architectural openings, including windows, doorways, arches, porch framing, etc. must maintain a height equal to or greater than their width to emphasize the verticality of such elements.	\checkmark	~
5	Window shutters, whether functional or used as a decorative element, must be used consistently across the building facade, and must be proportioned so as to cover the window opening when closed.	~	~
6	Buildings must be designed with consistent building materials and treatments that wrap around all facades visible from a public street. Where material or color treatments change, there should be a significant change in surface plane of a minimum of six inches in difference. Differing materials are encouraged to terminate at inside corners.	~	~
7	Mechanical equipment and structural components such as vents must be located and screened to minimize visibility.	~	~



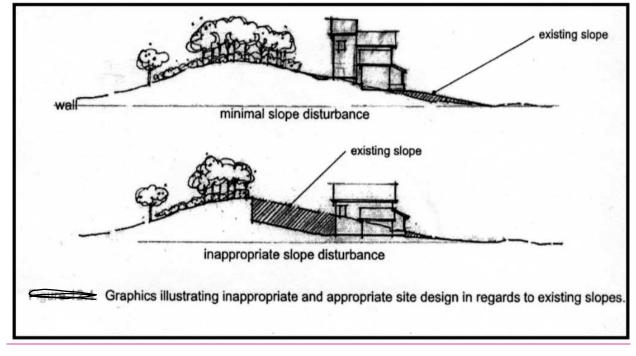
	Fenestration Design		
8	The ground floor of the front facade must maintain a minimum transparency of 25%, measured between two and ten feet in height.		~
9	The ground floor of the front facade must maintain a minimum transparency of 40%, measured between two and ten feet in height.	~	
	Roof Design		
10	Buildings must exhibit a typical rural, pitched roof form, including but not limited to gabled, hipped, gambrel, and barn roof forms.		1
11	Roof forms may include symmetrical pitched roofs or flat roofs with cornice treatments. Slopes of pitched roofs may not be less than 5:12, except that porch roofs may be sheds with pitches not less than 3:12.	~	
12	Where parapet walls are used, they must feature three-dimensional cornice treatments or other shadow-creating details along their tops.	~	
13	Reflective roof surfaces that produce glare are prohibited, except for cool roofs intended to radiate absorbed or non-reflected solar energy and reduce heat transfer to the building.	~	1

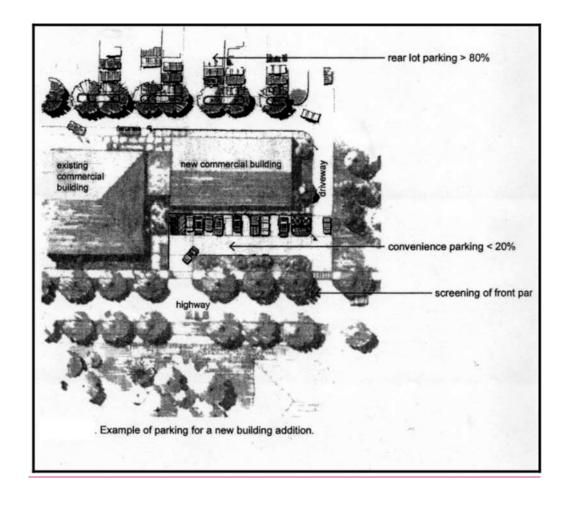


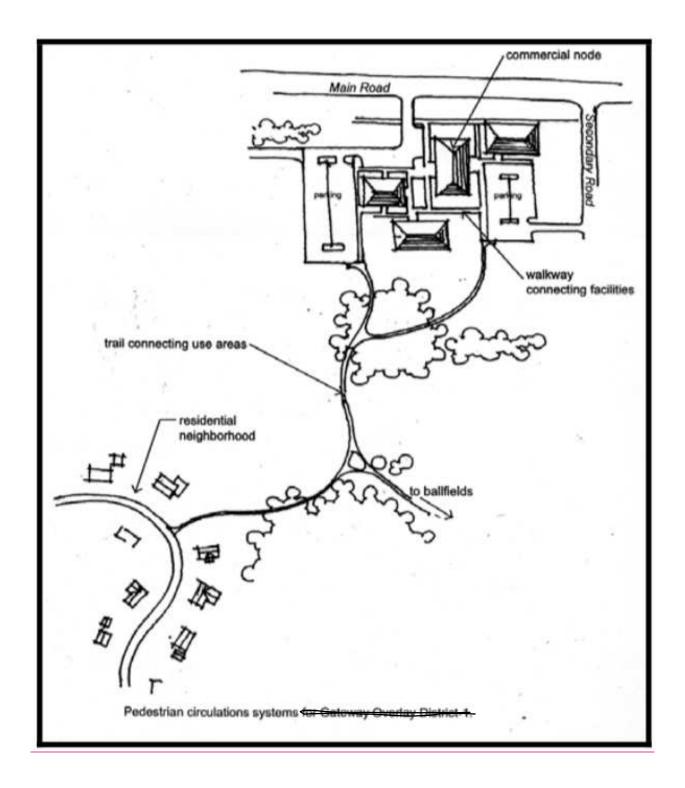
16A. No more than 20% of parking shall be located as convenience
parking in front of the front line of buildings and this standard may
not be waived. The balance shall be located to the rear or side of the
building. The area between the street and the parking at the side
and front of a building should be landscaped to buffer the visual
impacts.

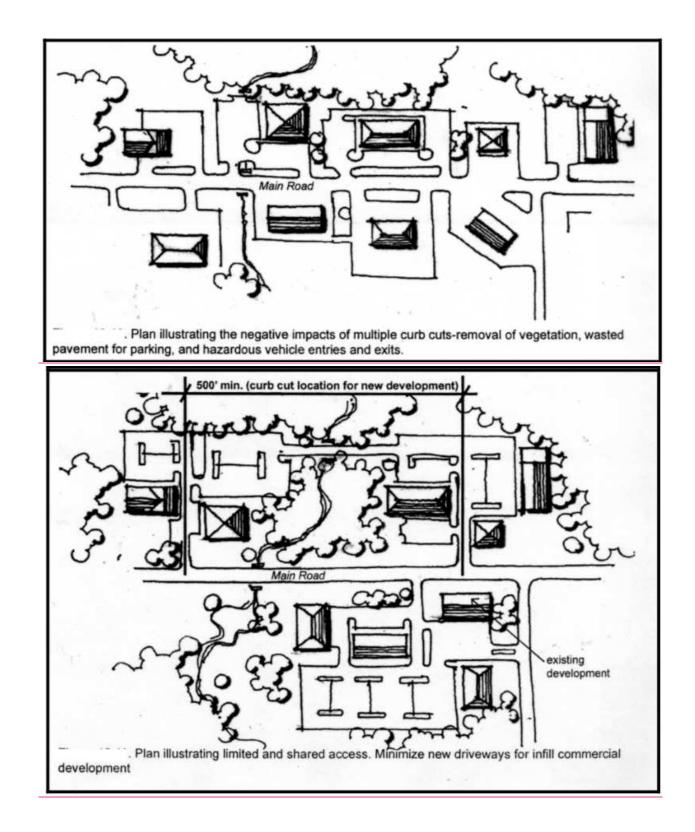
17	Existing on-site vegetation and topography must be preserved to the extent practicable. Where topography must be altered, cut and fill slopes must be graded to mimic existing slopes, at a maximum of 1:5, and blend smoothly into the surrounding landform.	~
18	Site designs must employ techniques such as variation in the height and placement of buildings, as well as clustering of structures and vegetation to reinforce the rural character of the area, and to help preserve scenic views of the surrounding natural landscape.	~
19	Shared driveways are strongly recommended with the minimum spacing between adjacent driveways on the same side of the street at 500 feet. Access connections on opposite sides of the street should be aligned or off-set so as to eliminate left-turn conflicts. The Planning Board, as part of site plan review, should evaluate the effect of proposed driveway locations on development of abutting properties. Proposals for shared driveways may require cross access easements.	~

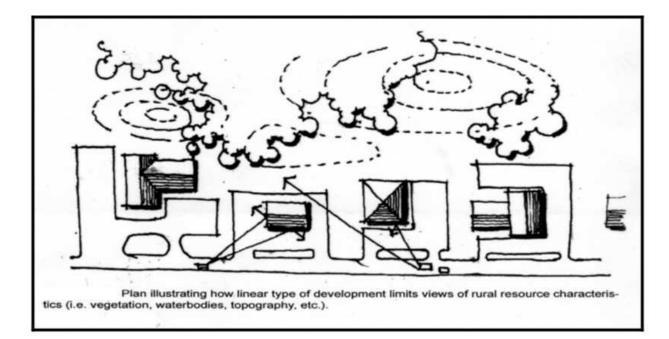
Illustrations of Table 4-1 Design Standards for Gateway Commercial-Rural (GC-R) District

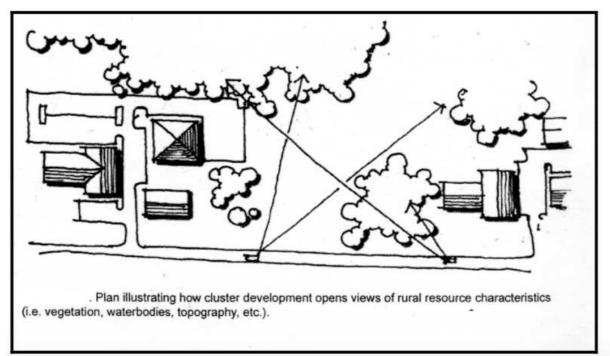


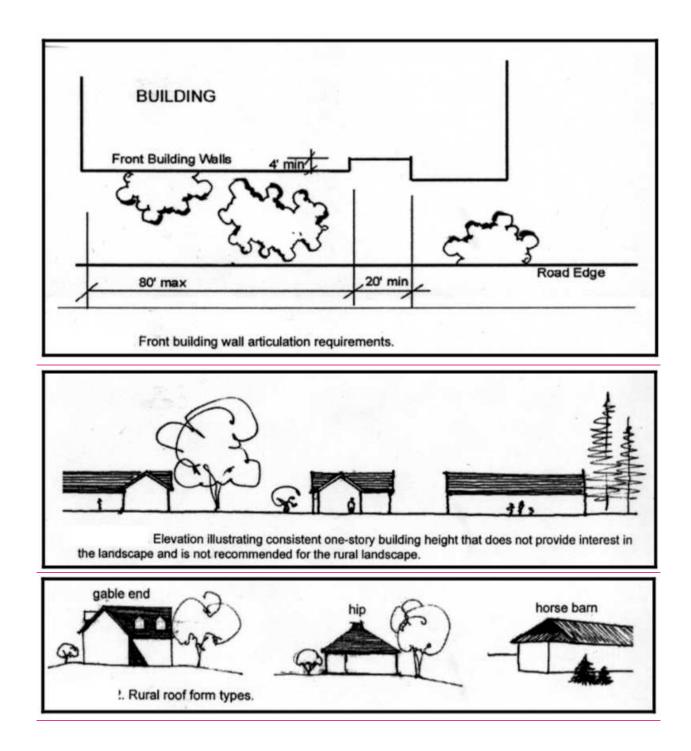


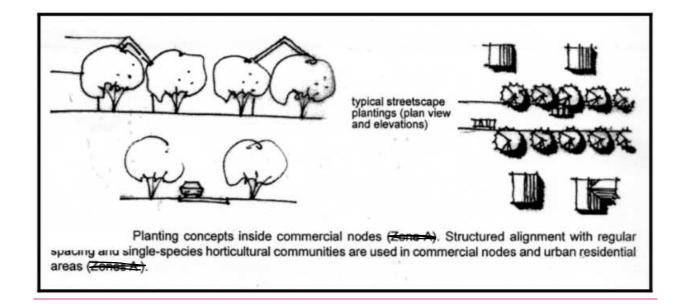












2. Prohibited Building Materials

- a. In the gateway commercial districts, the following building materials are prohibited on any nonresidential facade facing a public right-of-way (excluding alleys) or any facade that abuts the lot line of a residential district. However, such materials may be used as decorative or detail elements for up to 25% of the facade, or as part of the exterior construction that is not used as a surface finish material, unless a review by the Design Review Board, prior to site plan review, approves a greater percentage of use of these materials. Residential structures are subject to the standards for the dwelling type per Article 8.
 - i. Plain concrete masonry units (CMU)
 - ii. Corrugated metal
 - iii. Exposed aggregate concrete wall panels
 - iv. T-111 composite plywood siding
 - v. Cedar shakes as roofing material
 - vi. Plastic
 - vii. Asphalt or vinyl siding
 - viii. Exterior insulation and finish system (E.I.F.S.)
 - ix. Architectural foam
- b. In the Historic Review Overlay District and the Architectural Review Overlay District, the Design Review Board must approve the use or any change in building materials as part of design review.