Champlain Canal Trail Scenic Byway: Preliminary Study

Planning Studio
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Executive Summary

The Champlain Canal and its environs are important elements in the history of the region and the nation. The counties and municipalities of this vital corridor have formed a partnership that seeks designation of the Champlain Canal Trail as a New York State Scenic Byway. Scenic byway designation will spark activity, economic development, and tourism along the corridor. A corridor management plan must be developed to make designation possible. This report will aid the Champlain Canal Trail Steering Committee in forming its management plan.

The corridor management plan will need to outline a number of critical components necessary for the implementation and maintenance of the scenic byway. These elements are outlined in this document as individual portions of the eventual plan. While some previous efforts have focused on these elements in individual communities, the corridor management plan and the scenic byway initiative must implement these efforts in a cohesive manner for the entire corridor. These elements include interpretation, stewardship, public participation, tourism, marketing, transportation, geographic information systems (GIS), and financial resources.

Interpretation

Interpretation attempts to educate by revealing an object’s intrinsic meaning and how it relates to history. It attempts to encourage understanding of history through first-hand experience and illustrative media, rather than just the communication of facts. Interpretive efforts should engage the participant, visitor, or resident, by connecting to his or her existing knowledge of the nation’s and region’s political, cultural, and social history.

While the corridor has played a major role in several historic events, previous interpretive attempts have focused heavily on the Revolutionary War. Industrial accomplishments and other aspects of the corridor’s past have played lesser roles. Additionally, many of the sites along the corridor tend to focus their efforts narrowly on their particular histories. They rarely explore either the history of the region or of the community in which they are located. Further, many historic sites lack historical markers or other interpretive displays.

Preserving the region’s historical integrity through a consolidated interpretive plan would ensure both visitors and residents a comprehensive view of the area’s collective history and development. Narrative brochures, information kiosks, historic site and marker preservation, and historic tour and display creation are some methods of initiating such a program.

Stewardship

Stewardship involves the preservation and enhancement of the Champlain Canal Trail’s historic, scenic, and water resources. Other areas have sought to preserve resources by conducting in-depth land use and historic resource inventories, and by instituting creative
zoning and land use regulations. Such efforts can maintain the Champlain Canal Trail for residents and visitors.

A critical first task for the Steering Committee in developing a corridor management plan will be to analyze the existing framework within the corridor communities. This will provide direction on how these communities should proceed. Currently, two of these communities have designated historic districts. While a number of the municipalities have comprehensive plans and land use ordinances, many of these are outdated and no longer enforced. Several communities are set to receive Canal Corridor Initiative Grants from the U.S. Department of Housing and Urban Development. These grants are to be used for developing tourism facilities, encouraging economic growth, and improving the areas near the canal.

The byway communities should identify the most valued resources and those most in need of protection and enhancement. Each community can take small steps toward stewardship by removing billboards, improving existing historic sites, and encouraging participation in voluntary scenic preservation programs. A few methods that would further protect the area’s resources are the creation of a Champlain Canal Trail Overlay District, the adoption of site plan and architectural reviews, and the institution of subdivision regulations. Supplemental regulations can be adopted for specific purposes including shade tree requirements, parking standards, shared driveways to limit curb cuts, and forestland protection.

Public Participation

Public participation is an especially important element of the scenic byway initiative in that it substantially affects all other elements. It encompasses the important tasks of informing citizens about the byway designation process and gauging their opinions on the effects of the process on their lives and communities. Participation of residents can serve to build consensus and resolve conflicts.

Currently, outreach efforts are initiated by the Champlain Canal Trail Steering Committee, organized earlier this year to begin the scenic byway designation process. Such outreach efforts have included the organization of ad hoc presentations, the creation of written literature including a brochure and vision statement, and the compilation of a stakeholder database. A formal public involvement strategy has not been adopted and a thorough list of the pertinent issues has not been generated.

The Steering Committee should develop a detailed public participation strategy. It should include timelines, potential locations for public meetings, and events that encourage citizen involvement. It should be structured to take advantage of the expertise of various individuals including local business owners. Public concerns will include impact on property values, traffic, and the preservation of the rural character of the region.

Other important elements of the public participation strategy are media outreach and surveys. Television, radio, and newspapers are just some examples of media outreach. Press releases
can be used to announce public meetings and events. Surveys should be conducted to provide the Steering Committee with insight into the issues important to residents.

Tourism

The Champlain Canal Trail corridor is fortunate to have a number of historic, cultural, scenic, and natural resources that give the area great tourism potential. Strategic tourism plans for scenic byways promote amenities and attractions on a regional scale, and can draw visitors who are in search of recreational opportunities.

A survey of restaurants, hotels, and other visitor facilities along the corridor indicated that, while numerous, they are not evenly distributed. As a result, gaps exist in the network of visitor facilities, weakening the current ability of the corridor to draw more tourists. A survey of historic sites and attractions found that central business districts and attractions are in poor physical condition. Signage is lacking and in need of repair. Interpretive and visitor information is inadequate. Many important destinations are virtually hidden, and there are few year-round activities to attract visitors.

Although a wide range of actions could increase tourism, seven actions are recommended to address the most urgent problems: collect data about visitor facilities, visitation levels and type of visitors; improve the condition and expand the number of visitor facilities; restore and expand the hours of operation at historic sites; create a full calendar of year-round events; create attractive Main Street (downtown) areas; construct information kiosks at key locations; and upgrade signage so that visitors have no trouble finding historic sites, recreational areas, and other points of interest. A tourism development plan should aim to draw visitors to the area, increase the time spent by each visitor, and increase the number and quality of visitor facilities. The Champlain Canal Trail’s visitors will want a variety of choices, and the tourism development plan should seek to provide such alternatives.

Marketing

Tourism marketing attempts to summarize the important features of an area for quick and easy distribution to prospective visitors. While interpretation, stewardship, and tourism development and enhance that which exists along the Champlain Canal Trail, marketing employs an active strategy to draw people to the area. A comprehensive marketing program emphasizes a region’s unique identity and place in history, as well as physical and cultural features.

Facilitating the tourist’s experience is another important task of marketing. This can be accomplished by an easily recognizable graphic display system and the distribution of readily available information brochures and maps. Marketing is more than advertising and brochure printing. It encompasses a wide array of communication efforts including personal outreach, assistance, and public relations.

Marketing of the Champlain Canal Trail corridor has been characterized by individual agencies and small business owners promoting particular tourist destinations and
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communities. These efforts have failed to offer visitors a complete vision of the region. Publications and brochures promoting the byway have not presented the area's sites and attractions within the context of their shared heritage and landscape.

Local customs and traditions strengthen a place's cultural identity. The inclusion of special events and festivals highlighting the area's inherent qualities and features, such as canal festivals and battle reenactments, can be instrumental. Offering the visitor plenty of options enhances an area's appeal.

Transportation

Once visitors arrive at the Champlain Canal Trail, they need a transportation system that provides a variety of alternatives for pedestrians, bicyclists, motorists, and boaters. This involves assessing the needs of the current transportation network and making strategic improvements in conjunction with historic and scenic preservation efforts. Making the area's transportation network more friendly and safe for the unfamiliar visitor is a key concern.

There are some significant roadway deficiencies along the corridor, including poor pavement conditions and narrow pavement widths in many locations. Congestion is evident in some locations, as well as high volumes of heavy vehicles. These conditions adversely affect the pedestrian/bicycle environment. This pedestrian/bicycle environment is characterized by a number of paved and unpaved trails along the corridor. However, while all the village communities have sidewalks, some are discontinuous, starting and stopping intermittently. The condition of the corridor's sidewalks ranges from poor to fair. Finally, some of the corridor's signalized intersections lack adequate pedestrian facilities such as pedestrian buttons, pedestrian signals, crosswalks, and curb cuts for the disabled. Other possible concerns include bridge deterioration, road and parking capacity, and canal and dock maintenance.

Hazard areas, such as sharp curves or offset road segments, should be identified and improved. High accident locations should be studied and remedies should be implemented. Other possible traffic conflicts, such as congestion and high truck traffic, should be studied and addressed in the corridor management plan. Directional signage should be improved.

Within the communities, pedestrian facilities should be enhanced through the construction and improvement of sidewalks; the installation of trees, park benches, and pedestrian signals; and the provision of visitor information displays. Similar efforts should be made to address the needs of cyclists. Consideration must be given to all transportation modes and their users for the creation of a balanced, and well-integrated transportation network.

Geographic Information Systems

Geographic information systems (GIS) are important tools for managing spatial data. They can organize a series of data sets based on physical location, and facilitate analysis by
providing the opportunity to view these data sets simultaneously. Though GIS often results in the generation of maps, it is much more than just a map-making tool.

Agencies and organizations in the region have a wealth of geographic information that can be utilized for the byway initiative and the corridor management plan. Such organizations include the New York State Department of Transportation and the New York State Thruway/Canal Corporation. The Steering Committee will be provided with a number of data sets that demonstrate this kind of information.

GIS should be used to generate maps that outline the physical characteristics of the corridor for analysis purposes. Maps should also be generated for visitors to ensure that they find the resources available along the Champlain Canal Trail. Databases should be developed and updated to provide efficient, accurate, and user-friendly information on characteristics of particular properties. These can serve as demonstration tools for the public through the provision of interactive displays at visitor centers, and as research and management tools in local municipal offices. Coalitions between interested organizations should be built to manage the information contained in the GIS databases.

Financial Resources

Funding is a critical element for a successful corridor management plan. A successful financial resources plan identifies necessary projects, explores potential sources of funding, and outlines scenarios for the securing and usage of funds. It involves employing the expertise of residents, businesses, and agencies along the corridor with financial management experience.

A variety of potential strategies exists for locating and managing the funds necessary for the development and maintenance of the Champlain Canal Trail. State and federal grant and loan programs are a vital source of funding. Currently, five of the corridor communities are receiving grants from the Department of Housing and Urban Development.

A financial resources committee should be developed to ensure that the necessary funds are secured. In evaluating the proposed Champlain Canal Trail, a needs assessment of all recommended projects will help in prioritization. Using the financial planning process to prepare the financial management plan can be instrumental in linking the various financial strategies. Once the plan has been prepared, a funding search can be conducted based upon the prioritized needs assessment. Finally, it is recommended that funding scenarios be developed for the financial management of the corridor. The process outlined should serve as a model to the Steering Committee for funding byway projects.

Residents along the Champlain Canal Trail corridor recognize the strengths of their communities, and the scenic byway initiative is indicative of their civic pride. Local public officials display the enthusiasm necessary to carry this process forward. Despite the challenges that lay ahead, leaders have already taken some of the necessary first steps. Scenic byway designation is expected to bring needed economic opportunities to the corridor.
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However, preservation and improvement of existing resources could also bring residents and communities closer together.

A concerted effort on the part of the communities of the Champlain Canal Trail corridor has the potential to spur local economies and improve the quality of life of all residents. Success will require the proper management and marketing of resources, and cooperation between municipalities and the private sector. Scenic byway designation will provide a focal point for their collective efforts.
Champlain Canal Trail

Introduction

The Champlain Canal Trail

The proposed Champlain Canal Trail Scenic Byway is located in northeastern New York State. In an effort to preserve the region's historic resources and stimulate economic development, the communities along US 4 have come together to create a common vision for the Champlain Canal Trail corridor. These communities are proposing to have US 4, from Waterford to Whitehall, designated a New York State Scenic Byway. A scenic byway designation will bring with it a significant increase in tourism. This can benefit the communities in a number of ways. Tourism provides an opportunity to enhance a community's image. Tourism can increase the patronage of local businesses, increase an area's marketability to businesses and investors, and provide employment for local residents.

In the Fall of 1997, graduate students in the Urban and Regional Planning Program at the University at Albany collected and analyzed a wide range of information about the corridor. Similar scenic byway efforts were also examined. This report summarizes their findings, and is a preliminary phase in the development of a corridor management plan.

Purpose

This report proposes a strategy by which the Champlain Canal Trail corridor communities might make their vision a reality. The report focuses on a number of issues that are integral to an effective corridor management plan. It presents strategies on how to preserve and protect significant resources, involve local residents in the byway designation process, resolve transportation problems, and locate sources of funding. It suggests methods to develop the tourism industry within the area and create an appropriate marketing campaign. A Geographic Information System, ArcView, was used to map the corridor and provide a comprehensive overview of existing conditions.

This report is not a corridor management plan, but rather a preliminary study that lays the groundwork for a full-scale corridor management plan. It covers many of the same elements, but does not attempt to complete all of the required inventories, implement the public participation process, or specify in detail a full range of corridor management strategies. Those tasks will be completed when the actual corridor management plan is created.

Historical Background

Native Americans inhabited the Lake Champlain Valley long before European-Americans arrived. Lake Champlain is named after Samuel de Champlain, the French explorer and Governor of Canada, who traveled down the lake from the St. Lawrence River in 1609. The English navigator Henry Hudson, sailing for the Dutch East India Company, traveled north
Introduction

along what is now called the Hudson River, eventually reaching Halfmoon in 1609. As a result of fierce competition over the fur trade, the Lake Champlain region was laden with European wars. Playing a major role in these wars was the long-established Native American trail which ran between the Hudson River and Lake Champlain.

It was not until the early 1700s that the French began to settle the Lake Champlain region. The British also sought control over the area, and this competition culminated in the French and Indian War (1755-1763). The war resulted in the surrender of the whole of Canada to Great Britain.

In 1776, the United States navy was born in the Village of Whitehall. The region was also the site of a number of important battles during the Revolutionary War. Most significant is the site of British General John Burgoyne's surrender at Saratoga. This became known as the "turning point" of the Revolutionary War.

With the construction of the Champlain Canal in 1823, the region became a critical link in both trading and transportation routes. Hamlets began to develop with canal-related businesses and European settlement patterns expanded in the region. The Industrial Revolution closely followed construction of the canal. It was now possible to manufacture products locally, and efficiently move the products to distant markets. However, with the invention of the steam engine, the canal eventually lost its prominence.

The Champlain Canal Trail corridor has seen economic difficulties in recent years. The communities along the corridor have struggled with a stagnant population, loss of employment, and a lack of recognition of the area's significance in American history. Fortunately, opportunities now exist to reinvigorate the region's economy by capitalizing on its outstanding scenic, recreational, natural, cultural, and historic resources.

Structure of the Report

This report begins with a discussion of alternative boundaries for the Champlain Canal Trail corridor. The following eight chapters address the required elements of a successful corridor management plan:

• Interpretation
• Stewardship
• Public Participation
• Tourism
• Marketing
• Transportation
• Geographic Information Systems
• Financial Resources

Each chapter begins with an introduction, followed by a review of researched materials and a description of existing conditions. The next section of each chapter discusses a range of
possible actions/tools relevant to the particular chapter. Finally, recommendations for the final corridor management plan are presented. All appendices have been compiled in a separate, supplementary document.

Establishing US 4 as a New York State Scenic Byway will present many opportunities to enhance conditions in the corridor. The University at Albany graduate planning students hope this report will assist the Steering Committee in developing a successful corridor management plan.
Introduction
**Corridor Width**

Defining the geographical boundaries of the Champlain Canal Trail is a crucial first step in preparing the corridor management plan. The corridor width determines exactly which areas will benefit from a wide range of activities including historic site renovation, infrastructure rehabilitation, and tourism promotion. The width also reinforces the corridor themes through its inclusion of certain sites and exclusion of others. It thus decides which aspects of the corridor’s history will be interpreted and which stories will be told.

A number of factors must be considered in determining the boundaries of the corridor. These include the location of key historic sites, recreational facilities, and other tourist attractions; accessibility from surrounding areas and capacity of roads to accommodate increased use; “viewsheds,” or the total area visible from given points along the corridor; and the location of potential tourist destinations. Another factor to be considered is the presence of support from elected local officials. Resource limitations should also be considered so that those charged with implementing the plan are not overwhelmed by the breadth of the area under their jurisdiction.

It is important to remember that an initial decision about the width of the corridor need not be set in stone. In fact, the Federal Highway Administration’s *Community Guide to Planning and Managing a Scenic Byway* suggests that for most byways the corridor width will “evolve and change” as factors such as “the roadway and its environment, political boundaries, and realities” are evaluated and re-evaluated.

**Alternatives**

The first alternative was derived from the *Delaware and Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan*, which identifies two primary boundaries for the corridor width. The innermost is called “the Passage,” the area, as explained in the plan, “where the core events of Corridor heritage took place.” A much broader area is encompassed in eight “Reaches,” defined as “landscapes with a critical mass of resources that contribute to the Corridor’s national significance.” The plan notes that the attributes found in each reach “extend and support the Corridor’s key themes.” The distinction of a critical area (the Passage) and supportive areas (the Reaches) guides the management plan’s schedule of improvement efforts. Initial capital and programmatic investment and development are focused in the Passage, while resources in the Reach (which varies greatly in width along the length of the corridor) are to be developed over a longer time span and with the help of supportive communities and organizations.

Based on the Delaware and Lehigh Canal Corridor approach, the first alternative for the Champlain Canal Trail corridor width involves a Passage and Reaches. Based on the primary
Corridor Width

historic and existing transportation routes in the corridor, the Passage is the area between, and including, US 4 and the Champlain Canal. Also included in the Passage is the Saratoga National Historic Park. The park is included because it is a significant tourist destination and a nationally recognized park. Further, the park lands are crossed by US 4.

As the Passage does not include all of the significant historic sites along the corridor, Reaches are recommended. Reaches include all historic, cultural, recreational, and natural resources which are beyond the Passage but connected to the canal corridor and its history. Reaches also provide the flexibility necessary to accommodate change along the Champlain Canal Trail. Three example Reaches are provided, although these examples should not be viewed as an exhaustive list. Reach areas should be developed through a process that includes public participation and the consideration of financial and political restrictions.

- The first Reach is the Village Reach, which includes all of the village boundaries along the Champlain Canal Trail which US 4 passes through. Each Village Reach is linked via the Passage. This reach includes a number of the historic and cultural resources as well as the unique features of each village. Recreational resources, the passenger train line, and bike/pedestrian paths are also a part of the Village Reach.

- A second recommended Reach is Peebles Island. The Peebles Island Reach is located outside the defined Passage and the Village Reaches. This Reach includes several historic and recreational sites which, without specific inclusion, might easily be overlooked as a part of the corridor.

- The third and final recommended Reach is the Feeder Canal Reach. This Reach includes the Feeder Canal multi-use trail and the Five Combines.

The second alternative for defining the width of the Champlain Canal Trail boundaries is determined by the area encompassed in the “viewshed” along US 4. This alternative is based on the recommendations outlined in the Community Guide to Planning and Managing a Scenic Byway, which defines a viewshed as “everything visible through your car windows.” In places where trees block the view from US 4, the corridor will be very narrow. Where distant hilltops and valleys can be seen, the corridor will be broad. Recognizing the concentration of important tourist attractions and facilities in the Champlain Canal Trail corridor’s villages, this alternative would include each village in its entirety, even though much of each village cannot be seen from US 4.

This alternative is somewhat like the first “Passage and Reaches” alternative in that it recognizes that expansive viewshed areas cannot be comprehensively managed by the corridor management plan. Consequently, it calls for only the visually significant parts of these broad view areas to be addressed in the plan. In this alternative, a distant wooded hilltop that helps define the beauty of a particular viewshed would be considered a resource of concern in the corridor management plan, even though the hill is not located in one of the corridor communities. The plan would then explain whether or not the hilltop is protected in some
Champlain Canal Trail Scenic Byway

Recommended Corridor

Planning Studio
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Urban & Regional Planning Program
Dept. of Geography and Planning
SUNY - Albany
way (e.g., part of a park) and, if it is not, what steps might be taken to promote its preservation.

The third alternative is to limit the boundary to all of the cities, towns, and villages through which US 4 passes. This alternative would account for the large amount of space between the Village Reaches, but would create difficulties in the administration of the corridor and might make it difficult to target funding precisely to appropriate areas.

**Recommendations**

When determining the corridor width, local resources should be examined and development goals should be established. Alternate widths should be evaluated according to their costs and benefits, and a plan should be designed to implement the chosen width. A range of alternative corridor widths should initially be considered and then tested for feasibility. The alternatives presented in this report are not exhaustive. They are exploratory proposals to help advance the corridor definition process.

Regardless of the selected width, a key area that needs to be studied is road capacity. US 4 is already at capacity in some of the villages along the corridor. Additional traffic may increase the pressure on this and other heavily traveled roadways. Therefore, a traffic impact analysis should be conducted to determine if existing roads will accommodate the expected traffic increase associated with scenic byway designation. This analysis should be used to determine where road use will create conflicts and congestion. The analysis might uncover areas where traffic conflict and congestion are great enough to warrant being excluded from the corridor.

The recommended corridor width is the first alternative, which defines the corridor as a primary Passage area as well as Reach areas containing important sites. This alternative includes the major historic sites, tourist attractions, and visitor facilities, and helps concentrate limited resources in key areas. Consideration should also be given to reinforcing and enhancing the byway's themes. The authenticity and uniqueness of the area's features should be preserved and care must be taken not to compromise any of the elements that compose the region's identity. The three Reaches outlined in the alternatives section should be included at a minimum, because the villages, Peebles Island, and the feeder canal all are central to what defines the corridor and draws visitors. This strategy provides flexibility by allowing other communities and sites to be added to the corridor through the addition of more Reaches.
1. Interpretation

1.1 Introduction

The Champlain Canal Trail, extending through Saratoga and Washington Counties, is the location of numerous historic sites and landmarks. Presenting information about these historic resources is a crucial element of corridor management. This section briefly discusses existing conditions along the corridor and examines interpretive methods from other byway plans. It also provides a list of resources one could use to assemble interpretive information related to the corridor's history. Finally, it suggests issues and possible strategies for the effective distribution of interpretive information and explores some particular needs of the Champlain Canal Trail.

Definition of Interpretation

Freeman Tilden, in his 1984 work titled Interpreting Our Heritage, defines interpretation as "an educational activity which aims to reveal meanings and relationships through the use of original objects, by first-hand experience, and by illustrative media, rather than simply to communicate factual information." Interpretive efforts should seek to educate visitors through the unfolding of the meanings and relationships between physical objects and past events.

The Hudson-Mohawk Urban Cultural Park Management Plan sets criteria for successful interpretive efforts. Such efforts engage "the enthusiasm and empathy of the participant by relating the objects or site to something within his or her life experience." In interpretation, the participant receives a newly enlightened perspective which enhances his or her original understanding of a given cultural environment. Interpretive efforts for the Champlain Canal Trail should also fulfill these objectives.

Interpretive efforts should also draw a number of distinctions. Fundamentally, there is a subtle but significant difference between historic resources and interpretive resources. Historic resources can take on a number of forms including physical features and remains, oral and written histories, and archaeological sites. Opinions of what constitutes historic significance will vary and these attitudes will remain subjective.

Interpretive resources, however, fulfill purposes beyond the documentation of history. They provide a medium through which a story can be told. Arguably, historic resources can provide such a medium. This is not, however, always the case. An old factory could be considered a historic resource, but the factory may not have a medium through which its story is told.

This is where information distribution centers, historical markers, or self-guided tour brochures, to name a few forms of media, take on significance. The visitor must have access
Interpretation

to these interpretive resources to properly grasp the meanings and relationships behind a region's history. The interpretive resources become the means through which the visitor is educated.

One must also distinguish between historic preservation efforts and interpretive efforts. Arguably, interpretive efforts preserve history because they provide documentation of important historical events. However, historic preservation efforts, including but not limited to building renovations, do not necessarily serve to educate local residents or visitors.

Figure 1: Old-time packet boat, Fort Edward Yacht Basin.

Interpretation brings the potential of these other historic resources to bear. It brings the story to the visitor. The visitor then has a context through which he or she can view and experience the corridor. Without such a context, efforts to attract visitors will not be complete and travelers will simply drive by.

Naturally, interpretation plays an important role in tourism and marketing strategies. While tourism and marketing efforts attempt to attract visitors to the Champlain Canal Trail communities and keep them coming back, interpretation ensures that visitors will be educated when they arrive.

Many organizers of scenic byways focus on interpretive themes. Themes are important as they provide visitors with a reference point through which they may view the byway. These themes may also be of use to communities in developing an informative, yet concise,
management and marketing package for the byway. They normally focus on the history or natural resources of the region. The four suggested themes for the Champlain Canal Trail are the French and Indian War, the Revolutionary War, the Champlain Canal, and the Industrial Revolution.

Figure 2: Mules along the Champlain Canal in its early years. 
(photo courtesy of the Waterford Historical Society)

History of the Champlain Canal Trail

The corridor’s history largely originates from its long-time existence as a major transportation route. Prior to European colonization the route was a Native American trail. Since that time, the corridor has been consistently redeveloped and reinvented, first by the canal system, then by the railroads, and finally by the highways. Appendix A outlines the history of the entire corridor. So that each theme may be viewed within a context of shared history, the events are grouped according to the four history-related themes.

The characteristics of this outline reflect some important realities regarding interpretive efforts along the Champlain Canal Trail corridor. While acknowledging some important industrial-related accomplishments, previous interpretive attempts have focused heavily on the Revolutionary War. The historical outline has a similar focus because much of the industrial history of the corridor is poorly documented.
New York State has emphasized the canal system in addition to the Revolutionary War. The push for development of other themes has occurred mostly at the local level. The canal system holds great significance for New York State. The industry of the region, up to the present day, has had profound impacts at the local level. Therefore, efforts to interpret and document this aspect of the region's history are usually initiated by local historians and municipal officials.

The chronological outline (Appendix A) demonstrates that the byway themes are not easily separated from one another. For example, the development of the Industrial Revolution was heavily influenced by the Champlain Canal. Also, without the Industrial Revolution, the Champlain Canal would have had less significance in the area's history. Therefore, those who tell the story of the byway through the use of themes must be aware that these two coincide.

1.2 Review of Researched Materials

Many individuals, organizations, committees, agencies, and governing bodies have developed a host of plans and articles that relate to the enhancement and preservation of interpretive resources. These plans are important resources for the development of the proposed Champlain Canal Trail corridor management plan. Of the plans summarized here, the Hudson-Mohawk Urban Cultural Park Management Plan is the best example of a comprehensive approach that addresses all important issues. Its structure and style are particularly effective.
Historic Preservation Plans

Hudson-Mohawk Urban Cultural Park Management Plan
The interpretive section of this plan begins by defining interpretation. It describes what a successful interpretive program should have. It then establishes goals and objectives in terms of visitor experience. Consideration of these elements is essential in the development of a corridor management plan.

The plan briefly outlines two main themes for the park. These are labor and industry. Sub-themes are introduced with communities and specific sites identified for each one. The sub-themes are also presented in matrices, with one matrix devoted to each community. The sub-themes are broken down into three categories: description, people, events. This section also includes a brief narrative history for each community.

The third section begins with brief descriptions of the visual and written resources, structures and sites, and cultural organizations and events. An outline of the general resources of the park is then provided. This outline includes repositories of historical materials, contacts, and a bibliography.

While there is no section in the plan strictly devoted to tourism, tourism strategies are included within the interpretive section. These strategies include cultural events to supplement primary tourism efforts. They are mostly devoted to interpretation at the community level, largely focusing on expanding local cultural awareness.

A list of public facilities with interpretive value is also included in the document. These facilities are classified under the following categories: visitor/orientation centers, theme attractions, and historic interpretive sites. A second list of public facilities/interpretive exhibits, classified with the same three categories, is provided. Each exhibit has a brief list of the themes covered at that particular site. Included in the list of programs is a section titled "Historic markers/memory walks/murals." Each of these three tools are described, but no site-specific recommendations are given.

Opportunities for Action: An Evolving Plan for the Future of the Lake Champlain Basin
The section of this plan most directly related to interpretive efforts is titled "Action Plan for Protecting Cultural Heritage Resources." It is broken down into the following sections: background, issues, goal and objectives, opportunities for action, committees for action by key player/legislative initiatives, and economic impact analyses. The final two sections are mentioned briefly and the document fails to approach those issues in any depth.

The background section is structured around particular questions. These include: "What are our cultural heritage resources?" "What are major themes of our cultural heritage resources?" "What types of cultural heritage resources are in the basin?" and "How are cultural heritage resources at risk, and why protect them?" Some other issues addressed are: "Current
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management and protection of cultural heritage resources," and "Recent accomplishments in managing and protecting cultural heritage resources."

The issues section includes a brief description of each topic. The issues addressed are: lack of recognition and appreciation, challenges facing protection of heritage resources in private ownership, challenges facing current management and protection, government issues, limitations with current information, lack of effective planning, issues with data management, unrealized economic opportunities of cultural heritage resources, economic considerations, and developing new sources of support to implement the action plan.

The goals and objectives section includes a cultural heritage resources protection goal. It then lists ten objectives. The "opportunities for action" section lists each of the previously mentioned issues and follows up each one with a list of one to five strategies to address each need. These strategies include a brief summary of each potential action. The strategy also lists potential key players, cost estimates, potential funding sources, time-frames, and benchmarks. Much of this falls into areas covered by other sections. It does, however, provide guidance for identifying the issues confronting interpretation.

Historic Preservation Literature

Planning for Heritage Tourism
This article was written by Bert Winterbottom for the Planning Commissioners Journal. For interpretive purposes, it lists two heritage corridors and a mission trail. It then describes the ongoing interpretive efforts for each one. Particular tasks include photographic surveys of resources, development of information kiosks, filming of an informational video, and collection of oral histories.

Protecting the Public Landscape of a National Historic Landmark
This article was written by Mark Edwards for the Historic Preservation Forum. The author raises a number of issues related to historic and interpretive sites. Edwards emphasizes the point that one site can have a variety of meanings for the visitor and can serve many different purposes from an interpretive perspective. Similarly, one site may relate to more than one theme.

Heritage Areas
This article was written by Sally Oldham for the Historic Preservation Forum. The author suggests that in the identification of historic, natural, cultural, and recreational resources within heritage areas, it often holds that the resource base, when viewed in a larger context, yields a significance greater than the sum of its parts. Important aspects encompassed within this larger context include the education of citizens, public-interest groups, and users.
1.3 Existing Conditions

Champlain Canal Trail Literature

Written histories provide valuable information for interpretation. They can bring underutilized or unrecognized sites to the forefront. They also provide background information that one could include in items such as interpretive brochures and exhibits. Finally, through bibliographies and references, they direct one to other information sources.

Written accounts can prove invaluable in experiencing a region’s history. The following is an excerpt from a brief narrative of the history of the Town of Fort Edward:

Nathaniel Gage, arriving in 1762, was the pioneer settler. In 1766 Noah Payne, Levi Crocker and Timothy Buel came from Connecticut to build farms and comfortable homes on tracts of land granted them by England. Two years later, Judge William Duer (born in England in 1747) purchased a tract of land, including the river falls, and built a sawmill, a grist-mill, and later erected a powder mill and snuff mill. He became prominent and active in public affairs and held numerous public offices, of which the most important was assistant Secretary of the U.S. Treasury under Alexander Hamilton. His home, a mansion of spacious dimensions and elegance, stood on a low hill to the east of the village. The homes of Noah and Daniel Payne, which are both located on the old River Road are the only two which survive today.

This was written by Paul McCarty in An Introduction to Historic Resources in Washington County, New York (50-1).

The list presented in Appendix B is a sampling of Champlain Canal Trail written histories. It is not a complete list of all such histories, as generation of such a compilation would require intensive research and coordination between various municipalities. The list provides a few examples of where one can look to find more information.

Champlain Canal Trail Historic Preservation Sites

While a strong, consolidated interpretive program is absent from the corridor, a number of well-established historic sites do exist. These sites offer visitors and residents the opportunity to learn about the region and its significant role in the nation’s development.

Saratoga National Historic Park, Town of Stillwater, New York
The Battle of Saratoga ranks among fifteen of the most decisive battles in world history. It was the turning point of the American Revolution. The Saratoga National Historic Park was authorized by the United States Congress in 1938 to commemorate this important event in American history.
Interpretation

The site includes a four-square-mile battlefield in the Town of Stillwater, New York, the General Philip Schuyler House eight miles north of Schuylerville, and the Saratoga Monument located in Victory. The park's visitor center is open year-round. The museum has seasonal and permanent exhibits that contain artifacts from the Revolutionary Era, along with an introductory orientation film that outlines the history of the battles. Its annual visitation rate of 300,000 reflects the benefits of its state-of-the-art interpretation exhibits and programming.

Skenesborough Museum, Whitehall, New York
The Skenesborough Museum in Whitehall, New York, is part of the New York State Heritage Program (formerly known as the Urban Cultural Parks Program). The formation of the United States Navy in 1776 in the Village of Whitehall is one of the most celebrated events in the community's history. Whitehall was an important center of defense during the Revolutionary War and the village has also served as a regional transportation hub throughout its history. The Skenesborough Museum commemorates this history.

The museum is housed in a 1917 terminal canal building located along the Champlain Canal. Its exhibits interpret the history of the region. The museum is fairly large and contains a substantial amount of open storage for exhibition purposes. The Urban Cultural Park is perhaps the museum's hallmark, as it is obvious that considerable funding went into installing the state-of-the-art exhibit on the region's history. The remaining portions of the museum's exhibitions are diverse in both presentation and interpretation. Unification of the presentation elements would dramatically increase the appeal of these historical artifacts.

Waterford Museum, Waterford, New York
The Waterford Museum is the former residence of Hugh White, builder of the Champlain Canal. The Waterford Historical Society rescued the house from demolition in the 1960s. The building was relocated to Museum Lane through aggressive community and grassroots efforts. The Museum currently houses the Historical Society's collections and has many small interpretive exhibits. The members acknowledge the complaint that is so typical of organizations of this type, the lack of space. Though the exhibits are not state-of-the-art, their interpretation is adequate for small school groups and an occasional visitor. However, the museum cannot accommodate large groups. Access and visibility are also major constraints.

Other Existing Interpretive Sites and Resources

There are a handful of other interpretive sites along the corridor. The Old Fort House Museum Complex in Fort Edward has five preserved buildings with a collection of antique furniture and tools from the Colonial and Revolutionary War periods. There are also interpretive brochures that focus on the characteristics of the persons who resided in, and frequented, the various buildings. They have some general interpretive value.

The Wing-Northrup House, also located in Fort Edward, serves as the headquarters for the Washington County Historical Society. Interpretation efforts focus on Daniel Wood Wing and James M. Northrup, both of whom inhabited the house during the seventeenth century. The available interpretive information explores their lives and the furnishings and architecture.
of their era. The contextual information included is of some general interpretive value for the Champlain Canal Trail.

Other interpretive sites along the corridor center on similar issues. One fact becomes clear when examining the existing efforts along the Champlain Canal Trail. Many of the corridor's historic and interpretive sites have limited their focus to their own specific histories. Only a small number broaden their view and explore regional or local history.

The New York State Office of Parks, Recreation and Historic Preservation, located on Peebles Island, has compiled a comprehensive survey of historic sites, buildings, structures, and objects for all counties in New York State. The list contains well over 200,000 historic and archeological resources. Those buildings or sites which have architectural, cultural, or historic significance are identified in this survey. All buildings and sites that are either in, or nominated to, the National Register of Historic Places are automatically listed in the State Register. This database assists in land use planning efforts and is recognized to be an important component in promoting an appreciation for state and local history.

The database is coded to cross reference with an immense file listing that consists of all buildings determined to be fifty years old or older. Though most buildings are listed in this database, not all listed buildings, sites, or objects may have historic, cultural, or architectural significance. If these resources are considered to be of value within these criteria of reference, they will be listed in the State Register and the National Register.

Unfortunately, not all historic sites have received the recognition they may be entitled to. One such example is the site of a former fort in the Village of Waterford known as the Post at Half Moon. Presently, the site is a boat launch known as the Battery. According to historian Richard Williams, the first evidence of the fort is on a 1756 map. It appears as a supply house. The site was later developed into a barricaded post near the present railroad bridge to Peebles Island. Two other forts were constructed near present-day US 9 during the Colonial period. One can still see the earthen foundation of one of these two forts. None of these sites are currently marked. The New York State Office of Parks and Historic Preservation, in conjunction with Richard Williams, is currently researching the Post at Half Moon site.

**Potential Interpretive Issues**

The Champlain Canal Trail communities display a number of characteristics that could present obstacles for an interpretive strategy. These kinds of obstacles have hindered efforts in the past, both in the individual communities and in other areas. Fortunately, other plans have been able to overcome some of these difficulties with innovative techniques and programs.

**Land Ownership**

One could generate a list of potential sites for the distribution of information. Often these sites will coincide with important historic places. Unfortunately, many of the historic places along the corridor are privately held by individuals with little or no connection to interpretive
Interpretation

efforts. The site of five forts in Fort Ann is an example of such a place. Siting such
distribution centers at these places would require obtaining permission or easements from
these landowners. The distribution centers could include interpretive displays, kiosks,
historical markers, brochure distribution points, memory walks, and murals.

Landowners are also concerned that government agencies or committees will attempt to
acquire their land for public use. While such efforts require just compensation, many
landowners will simply choose not to give up their property in exchange for money, tax
breaks, or other incentives. One must acknowledge these fears on the local level.

Government Issues
Clearly some organization must take responsibility for the maintenance of these interpretive
sites and centers. These places must be kept clean. Information, such as brochures, must be
stocked. Someone will need to compose memory walks and brochures and decide what
information they should include.

A committee could be established to address these concerns. It is unclear, however, who will
ultimately be responsible for funding these efforts and providing the necessary staff. Local
municipal officials will hesitate to take on these responsibilities if these efforts fail to gain
public support. One must determine the degree to which these officials will get involved.
They may actually stand in the way of some initiatives. The counties or their respective
boards of supervisors may elect to take responsibility for the construction and maintenance of
the distribution points.

Many initiatives involve competition between and among agencies and municipalities. People
often want to take credit for positive outcomes and blame mistakes on others. These kinds of
conflicts are difficult to avoid. The effects on interpretation could include a lack of
coordination for information distribution, lack of continuity between interpretive themes, and
unnecessary bureaucratic conflicts.

Prioritization
Local support of interpretive efforts is critical for the success of a scenic byway initiative.
Local residents must recognize the potential benefits of creating interpretive distribution
points. These interpretive centers, in conjunction with marketing and tourism efforts, can
provide many economic benefits including increased patronage of local businesses, increased
property values, and employment opportunities. Also, these interpretative centers could
inspire others to explore the history of the area, promote it on a volunteer basis, and enhance
the cultural identity of the corridor communities.

Some have raised concerns that citizens simply do not understand these benefits. Others are
concerned that some sites will not be placed in proper perspective. They argue that attention
given to one particular site would be better placed elsewhere. These are difficult issues in that
they reflect upon and directly relate to the identity of a community. Some citizens will have
specific expectations about how their community’s history is represented. Others will not
view this as a priority at all, making education at the local level particularly important.
Availability of Historical Information
There are a number of sources available to assist in exploring the history of the Champlain Canal Trail and in developing appropriate interpretive media. Several libraries are located along the corridor. Also, the proximity of the state capital means that a number of state agencies, including the Department of Parks, Recreation, and Historic Preservation, are readily accessible. Local historians are well-versed on numerous pertinent topics.

Theme Generation
Some people feel strongly that certain interpretive themes should be emphasized over others. This can be explained in a number of ways. Economic interests are central to the scenic byway initiative. If the Champlain Canal is emphasized, communities in close proximity to the canal, such as Waterford, could benefit. If the Revolutionary War is emphasized, communities with an abundance of Revolutionary War sites, such as Schuylerville, could benefit. This could become a point of conflict among interest groups.

Strictly from an interpretive perspective, themes should reflect the complete history of the corridor while maintaining a sense of continuity. Themes should be few in number but enough to include several important events. They should appeal to a diverse audience. For this reason, features such as the Champlain Canal and US 4 are critical in and of themselves because many different events from various eras are connected by and to these transportation routes.

Constraints/Opportunities
The opportunities for interpretation along the Champlain Canal Trail corridor are numerous. The ease with which the landscape and its various man-made features tell the story of the corridor is a considerable advantage that other scenic byways may not have. As US 4 and the Champlain Canal have played such dominant roles in the area’s history, many of the important historic sites are along these two transportation routes. Also, the many historic buildings along the corridor provide logical places where interpretive information can be displayed and distributed.

The fact that the corridor communities are not completely built out allows for flexibility. The amount of vacant land in the canal vicinity can be a major asset when trying to site interpretive centers. In fact, some people are hoping that a scenic byway designation will inspire development along the corridor. Currently, the lack of development makes the landscape more pleasing to the eye. The trees and fall foliage are important resources that the corridor communities market to potential visitors.

Several libraries near the Champlain Canal, rich in their collections of local history, present a great opportunity for research. The Waterford Public Library, located on US 4, is particularly well-stocked with books on local issues and history. Visitors looking to explore the history of the corridor may want to stop in these libraries. The Waterford Museum is a bounty of historical sources for the Champlain Canal Trail and the byway initiative.
**Interpretation**

The dedication of the citizens in the corridor communities and their knowledge of the area offer another interpretive resource. In particular, the various community historians have extensive knowledge of the corridor's man-made features, an important element of the proposed byway. It is important not to overlook such individuals.

Unfortunately, there are a number of constraints hindering the management of an interpretive initiative. Possibly the most troubling is the lack of past and existing efforts in many communities. Additionally, the lack of planning in such places as the Village of Stillwater provides an obstacle for interpretation. Many of these communities have made little or no attempt to manage the historic resources along the corridor. While the libraries do an exceptional job of documenting the history, many of the physical assets are unmanaged and underappreciated. This could present a problem when trying to inspire local efforts.

There is also some opposition to change and land use planning in these communities. The lack of zoning in some areas could present problems for preservation and renovation of certain buildings. The scenic byway initiative will attempt to promote the assets of the corridor, but it cannot, by itself, provide planning for these communities. One would hope, however, that if the state designates the Champlain Canal Trail a scenic byway, the improvements it brings to these communities will be obvious, and inspire more planning initiatives at the local level.

**Needs Assessment**

**Education at the Local Level**

Residents must be aware of the value of the historic resources along the Champlain Canal Trail corridor. There is ample evidence that this has not been the case in the past. This is indicated by the failure of local municipalities to preserve, enhance, and promote these resources. While there are exceptions to this rule, such as Fort Edward and Waterford, the lack of governmental initiatives reflects a lack of community support.
Maintenance and Enhancement of Existing Resources
For interpretive purposes, if important sites are not properly marked and markers are not legible, the stories are not properly told. Some historic sites along the corridor have markers that are broken, vandalized, or otherwise defaced. Some sites, valuable for distribution of interpretive information, such as Skene Manor, are threatened. Many of the most important sites lack a complete explanation of their historical significance.

Interagency and Intermunicipal Cooperation
As with many planning efforts, the participation of one community will not ensure that others will follow. If one views the byway as a continuous corridor, the municipalities and interested agencies must coordinate activities and strategies. Each municipality should not branch off to tell its own individual story without placing it in the context of the entire byway. Though some progress, like the creation of the Champlain Canal Trail Steering Committee, has been made in this area, there is currently no mechanism through which the corridor communities could form a partnership to develop interpretive information beyond the generation of themes.

Information Distribution Points
The Champlain Canal Trail corridor has a number of sites that are ideal locations for interpretive information distribution points. These places, however, are either underutilized, understaffed, underfunded, or otherwise neglected. Much of this relates to lack of funding and lack of local interest. Often visitors are left wondering where particular museums or sites are located and why they cannot readily find them from the roads.
Interpretation

Some of the information distribution points are simply difficult to access and are located in obscure areas. Often signage is not easily visible. An example is the Waterford Museum, which is located behind some private residences with no signs apparent. Also, current distribution points are not sited where people would logically congregate or normally travel. US 4 is the major north-south highway along the Champlain Canal. Distribution points should be sited there, not off to the east or west, particularly if no signs direct visitors there. Interpretive centers should be located in more effective locations. Adaptive reuse of buildings that are currently abandoned and derelict is one example of a strategy that could enhance both information distribution and architectural preservation efforts.

Examples of Potential Locations:
- abandoned NYSEG buildings outside the Stillwater Village limits near the Stillwater Town Complex.
- the Block House in the Village of Stillwater
- abandoned and derelict buildings along US 4 in Mechanicville.

1.4 Range of Possible Actions/Tools

The Champlain Canal Trail Steering Committee could use a number of strategies in the development of the corridor management plan. These strategies should focus on the issues described previously. Also, one should remember that the primary objective of any interpretive initiative should be the distribution and display of interpretive information. The following is a list of the potential strategies that the Steering Committee may consider when preparing the corridor management plan.

- Investigate other scenic byway corridor management plans beyond those described previously.
- Examine issues related to the acquisition or development of specific properties for information distribution purposes.
- Explore successful inter-municipal partnerships that other scenic byways have forged for interpretive purposes.
- Develop concise narrative histories related to the suggested themes that can be inserted into short, reader-friendly brochures.
- Examine and assess existing historic resources.
- Film a video-tape which can be shown at information distribution centers and appropriate historic sites.
• Find particular sites where signage can be improved and incorporated into other promotional efforts.

• Contact other organizations that have made efforts similar to the scenic byway initiative that may overlap geographically with the Champlain Canal Trail.

• Include development of interpretive issues and themes in the public participation plan.

• Coordinate with bookstores, libraries, and other research-oriented places to ensure that important published histories of the Champlain Canal Trail communities are readily available.

• Demonstrate the suggested themes in a concise and aesthetic form for both information distribution and plan development.

Figure 5: Main Street Historic District in the Village of Whitehall.
1.5 Recommendations

The corridor management plans and articles summarized previously are just some resources that the Steering Committee can use to develop their own management plan. Many other resources exist. For example, the New York State Office of Parks, Recreation, and Historic Preservation has done a comprehensive survey of the Champlain Canal that the Steering Committee should consult. One particular strategy the Committee may want to focus on is intermunicipal partnerships. Heritage area efforts may provide examples of such partnership initiatives and cooperative strategies between local and state officials.

The Steering Committee should consider some specific locations where a visitor center would be most visible and accessible. The Steering Committee should keep in mind that landownership issues such as easement or property acquisition and the concerns of private citizens are important issues that will inevitably need to be addressed. Beyond this, specific owners should be contacted to assess the degree of cooperation that can be expected.

At some point, interpretive information in its physical form will be required. The Steering Committee should decide how this will evolve and the steps involved in the process. The Steering Committee may want to contact a publisher or it may decide to develop a promotional videotape to be shown at information distribution centers, and it will need a producer. An audiotape guided tour is another possibility.

The written histories of the corridor communities should be consulted to develop concise historical narratives. It might be advisable for the Steering Committee to develop at least one brochure for each theme. The length of these narratives will be a critical consideration in the development of such material.

Property profiles and property databases for important sites can provide detailed property-specific information. The process of compiling the information can also be used as a landowner outreach program.

The existing histories should also be consulted to assess availability, accessibility, and general physical condition. Also, the Committee may want to ensure that these resources are accessible by providing them, for reference purposes, at distribution centers. Local bookstores may want to stock them as well. The publishers should be contacted.

It is recommended that wayfinding to historic resources be assisted by directional signage including a distinct Champlain Canal Trail symbol. By incorporating graphical elements of other related promotional efforts, such as the National Park Service and New York State Canal Recreationway, the visitor will be made further aware of the interconnected nature of many of the area’s resources, and their experience will be subsequently enhanced.
The public should also be afforded the opportunity to give their opinion on the interpretive issues and themes. These issues should be raised during the public participation process in public meetings. Also, the themes should be demonstrated to the public in a concise, easy-to-read format, both during presentation at public meetings and in the corridor management plan. A sample of a matrix format that could be used to illustrate the themes of the Champlain Canal Trail is provided in Appendix C.
2. Stewardship

2.1 Introduction

The Steering Committee’s stewardship challenge is to ensure that future development is consistent with the goals of preserving and enhancing the Champlain Canal Trail’s resources. Preservation and enhancement of the area’s historic, scenic, and water resources can be achieved through a variety of methods. Local governments can adopt regulations which—through set standards—support preservation, good design, contained growth, adaptive reuse of abandoned structures, and similar goals. Small steps taken in each community can also initiate stewardship. These can include improving existing historic sites, encouraging participation in voluntary preservation programs, and removing billboards.

Stepping back from the specific elements that define the corridor (the historic sites, the canal, the Hudson River, and the scenic vistas), it can be seen that the largely intact traditional pattern of land use, characterized by well-defined village centers, compact development, and stretches of undeveloped land, is one of the corridor’s greatest assets. It is important that the communities recognize the value of preserving the traditional land use pattern and the need to guide future development so that it enhances this pattern. In this section, an assessment of the existing stewardship framework is provided along with a suggested strategy for further promoting stewardship. In addition, an appraisal of other byways’ stewardship attempts is provided for review.

2.2 Review of Researched Materials

There are many approaches to stewardship which can result in the proper mix of preservation efforts and appropriate development. However, an effective plan must balance both types of strategies and be specifically tailored to that area. Any recommendations to be made for the Champlain Canal Trail corridor will be based upon the conditions and needs unique to the area’s communities. Examining the experiences of other scenic byway communities can prove useful in determining local needs and priorities.

Two plans are particularly useful in their treatment of stewardship issues. These are The Jacob’s Ladder Trail Scenic Byway Program and The Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan. Included is a summary of the plans’ components which the Steering Committee might want to draw from in developing the stewardship portion of the corridor management plan.
Stewardship

Jacob’s Ladder Trail Scenic Byway Program

The Jacob’s Ladder Trail Scenic Byway is located in Massachusetts. The themes for this byway are history, culture, and scenic beauty. There are four major components to this program, two of which are relevant to stewardship. The four components are historic preservation, transportation, land use, and economic development/tourism. The following provides an overview of the historic preservation and land use sections.

Historic Preservation

• A landscape inventory was conducted “to quantify the scenic views and to establish relative values of scenic areas.” It also helped to prioritize actions. This resulted in thirteen recommendations for proposed scenic enhancements covering topics from landscape improvements to sign materials.

• A historic resources inventory was conducted with the goal of recommending sites for inclusion in the National Register of Historic Places.

• The proposed strategies for historic preservation include the creation of local historic districts and the leveraging of ISTEA (Intermodal Surface Transportation Efficiency Act) funding for facade easements, reuse of threatened buildings as visitor centers, rehabilitation of a historic bridge, and development of trails along old rail corridors.

Land Use

• A detailed review of the five communities’ zoning bylaws was conducted.

• Zoning revisions were proposed to address potential development concerns in the area.

• Three short term recommendations are given to meet the goal of protecting the scenic and environmental qualities of the corridor along with its rural character. These recommendations include a five-hundred-foot-wide Jacob’s Ladder Corridor Overlay Zoning Bylaw, adoption of a model Design Review Bylaw, and adoption of subdivision regulations.

• Eight long-term recommendations are given which focus on the proposed bylaws listed above including creative development, farm and woodland protection, scenic upland protection, common driveways, trees, and signs.

• Six GIS maps were created to illustrate important features of the corridor. The maps produced include protected open space, zoning districts, wetlands, the proposed corridor overlay zone, land use, and cultural, recreational, and scenic resources.
Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park Management Action Plan

The Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park is located in Pennsylvania. The administering agencies are the U.S. Department of Interior, the Pennsylvania State Heritage Parks Program, the State Heritage Parks Interagency Task Force, and the National Park Service. Its distinctive historic, cultural, and natural resources provide the theme for this corridor. The corridor area, located in eastern Pennsylvania, is 150 miles in length and encompasses five counties. The corridor includes canals, rivers, and rail trails. The following is a summary of this plan’s stewardship related provisions.

- Create a Corridor Stewardship Compact that enlists local governments, economic development corporations, land conservancies, civic groups, and historic agencies.

- Seek municipal and county approval of the plan including incorporation of the recommended actions into their comprehensive (and other) plans.

- Protect key resources including:

  1. Environmental resources: Seventeen actions are recommended covering rivers, wetlands, and sites of geological or biological interest.

  2. Scenic resources: Nine actions are recommended including encouraging municipalities and counties to create scenic resource protection plans.

  3. Cultural resources: Eleven actions are recommended including encouraging municipalities and counties to identify and map cultural resources.

  4. Historic resources: Fifteen actions are recommended including:
     - Negotiate a memorandum of understanding with the state’s historic preservation commission regarding coordination of environmental reviews.
     - Work with the state to develop small matching grants for historic preservation.
     - Identify additional potential National Historic Landmark sites.
     - Encourage municipalities to map historic resources.
     - Encourage municipalities and counties to develop historic preservation plans.
     - Encourage municipalities to use incentives in zoning to encourage historic preservation.

  5. Recreational resources: Nine actions are recommended including encouraging municipalities and counties to develop protection plans for recreational resources.

New Hampshire Scenic Byway Program

This program developed a scenic assessment form which involved looking at particular sections of the byway and rating the positive and negative attributes. The form is two pages long, one for the positives and one for the negatives, and is focused only on scenic resources.
2.3 Existing Conditions

A critical first task for the Steering Committee in formulating a corridor management plan will be to analyze each community’s existing framework. This will allow for a better understanding of how stewardship should be encouraged within each community.

Comprehensive Plans

Comprehensive plans are the most fundamental and far-reaching documents used to guide development. Proposed stewardship activities must conform with these plans. However, this is based on the assumption that plans are current and still guiding local actions. In the proposed byway corridor, some communities do not have comprehensive plans while others have plans that are very outdated and possibly no longer relevant.

A total of sixteen communities, including eight towns, seven villages, and one city lie within the byway corridor. Most of these have comprehensive plans. Of the fifteen communities for which information could be found, ten have master plans. However, five of these ten are more than two decades old. These include: Whitehall Town/Village Plan, 1969; Village of Hudson Falls, 1973; Village of Schuylerville, 1971; Town of Stillwater, 1972; Town of Waterford, 1965. Only two plans were adopted after 1973: the Town of Northumberland, 1991 and the Town of Halfmoon, 1992. The age of many of these documents raises the concern that they are no longer relevant and that the communities with outdated plans no longer use them to guide their actions. The Whitehall officials stated that this was the case with their outdated plan and it can be assumed that it is the case in other communities with old plans.

The more recent plans for the Town of Northumberland and the Town of Halfmoon both include language that supports preservation of scenic qualities and protection of the canal corridor. Northumberland’s comprehensive plan recommends actions to “maintain Northumberland’s agricultural resources and to ensure that growth occurs in appropriate locations.” Significantly, the plan includes a proposal for a riverfront overlay district which would encompass the Hudson River waterfront and islands. The purpose of the overlay district “is to ensure sensitive siting and design of new uses and to preserve access to this amenity.”

The Town of Halfmoon’s comprehensive plan includes a proposal for a Champlain Canal Overlay District. This designation is “intended to protect and preserve the Champlain Canal along its entire length within the Town of Halfmoon.” Development in the overlay district would have to meet “special design considerations to protect and enhance the canal and existing structures.” The overlay district “could include buffer zones and special setbacks along the canal, as well as site designs that would not encroach on the canal and would provide public access.” Finally, the comprehensive plan outlines a long-range goal of restoring structures along the canal “that are in reasonably good condition” and building walkways along the entire length of the canal.
Zoning Regulations
Of the fifteen communities for which information was gathered, ten have zoning ordinances. An initial survey of most of the ten zoning regulations revealed nothing exceptional as far as stewardship of the byway’s resources, with the notable exception being the Village of Whitehall. There, the recently updated (1996) zoning regulations include a viewshed zone that is by far the largest of the eight zones, covering most of the land west of the canal as well as about half of the land east of the canal. Single-family houses are permitted in the zone, but only on lots that are at least 80,000 square feet in size, eight times larger than the minimum specified for the standard residential zone. It may be argued that this could lead to low-density sprawl in the viewshed areas, but it is still noteworthy that the village recognized the importance of these areas and placed so much land within the viewshed zone.

Stewardship Related Regulations
In addition to master plans and zoning ordinances, most of the byway communities were surveyed to determine whether they have regulations in place to preserve historic resources and control development. These regulations include: historic districts, architectural review boards, sign ordinances, tree ordinances, and scenic area protection. There are eight known sign ordinances, at least three of which cover billboards. The Village of Whitehall, the Village of Waterford, and the Town of Waterford all have historic districts. The Town of Halfmoon’s comprehensive plan includes a proposed Champlain Canal Overlay District that would impose special design considerations, and the Village of Schuylerville is considering creating a historic district. There is only one known architectural review board, located in the Village of Waterford. There are no known tree ordinances or special scenic area protection efforts. The exception to this is the above-mentioned viewshed zone in the Village of Whitehall.

Hudson River
The proposed byway includes the Upper Hudson River north of Troy. The upper reach of the river is not as important to water transportation as the Lower Hudson River. Silt has accumulated in the Hudson River over the years and larger boats are no longer able to navigate around many of the communities’ docks. Despite this, the river is still an important asset especially for its scenic and recreational attributes. Unfortunately, the Upper Hudson is also well known for being the location of a major PCB (polychlorinated byphenols) contaminated site near the General Electric plant in Hudson Falls.

Recent stewardship related events involving the Upper Hudson which might affect the Steering Committee’s plans for enhancing this feature include:

1. The well-publicized declaration by American Rivers (a national environmental organization) of the Upper Hudson (not the entire Hudson) as one of the nation’s ten most threatened rivers.

2. The well publicized, ongoing disagreement between the U.S. Environmental Protection Agency (EPA) and nearly all local officials in the Upper Hudson Valley regarding the best remedy for the PCB problem. EPA’s preferred remedy is to initiate a major dredging
operation which would receive a great deal of media attention and might have a significant negative impact on the attractiveness of the byway to visitors.

3. The recent nomination by Governor Pataki of the Hudson River to President Clinton’s new American Heritage Rivers Program. Ten rivers of significant economic and natural significance will be selected in January 1998 to become a part of this program. Each river will receive funding for a full-time coordinator who will promote better communication between river communities and federal agencies in advancing preservation efforts.

**Canal Corridor Initiative Grant**

The Villages of Whitehall and Schuylerville and the Towns of Fort Edward, Stillwater, and Waterford all received funding in 1997 from the U.S. Department of Housing and Urban Development Canal Corridor Initiative Grant Program. Each community is planning to use the money to execute a number of projects aimed at developing tourism facilities and improving the areas near the canal. A look at the Village of Whitehall’s plan shows how the grant money can play a significant role in promoting stewardship of the canal corridor’s resources. Noting that the actions to be funded with the grant funds support the needed improvements cited in the 1993 Champlain Canal Corridor Study, the Village plans the following:

- Canal wall reconstruction
- Improved access to the canal-side park and recreation center
- Installation of canal-side walkways
- Creation of an information center/lock overlook
- Development of sitting area overlooks
- Sidewalk improvements, underground wiring, and historic lighting on Main Street
- Installation of interpretive and directional signage
- Facade program for the Village center
- Reconstruction of the canal-side street

**Canal Corporation Programs**

In August 1995, the Canal Recreationway Commission adopted the *New York State Canal Recreationway Plan*. This plan outlines a comprehensive approach for transforming the 524-mile canal system into a well-designed and fully-serviced recreationway that draws many visitors. In response to criticism that the plan did not adequately address funding limitations, the Canal Corporation Board adopted it only after a detailed schedule of costs, funding, and phasing was prepared. The Canal Revitalization Program is the document that provides the detailed schedule, outlining a $32.3 million, five-year approach to the plan.

The Recreationway Plan recommends a four point strategy to create the recreationway:

1. A boating-focused network of “canal landings.”
2. Enhanced opportunities for recreational boating.
3. An end-to-end Canalway Trail with associated recreational improvements.
4. Designated scenic byways along the canal.
The Recreationway Plan dedicates just two paragraphs to the fourth strategy. The plan gives an overview of the rationale for scenic byways and urges that a “Canal Scenic Byway along historic routes adjacent to the four Canals should be sought by the Canal Corporation.” In the Canal Revitalization Program, Waterford and Whitehall, two of the seven canal harbors cited as “key gateways/destinations,” are both included in the schedule of projects to develop basic services and amenities. By this schedule, Waterford is one of two canal harbors to see construction launched in 1998, while Whitehall is one of two to be worked on in 2001. This schedule was developed prior to the awarding this year of the HUD Canal Corridor Initiative grants and, since both the Town of Waterford and the Village of Whitehall received funding, both are likely to see a significant portion of the canal harbor amenities constructed in the near future.

Historic Preservation
As mentioned previously, both the Village of Waterford and the Village of Whitehall have designated historic districts. Progress towards establishing historic districts in other byway communities has been made in the Village of Schuylerville and the Towns of Northumberland and Halfmoon. In Schuylerville, the discussion has focused on the merits of a historic district. In Northumberland and Halfmoon, the proposed overlay districts would include historic preservation measures. Scattered throughout the byway corridor are a significant number of historical markers and sites (as detailed in the interpretation section of this document), the maintenance of which is largely controlled by each village, city or town.

Business Improvement District (BID)
None of the fifteen towns and villages surveyed in this inventory have established BID’s or self-assessment districts.

Inter Community Cooperation
In developing a stewardship strategy, the Steering Committee should look for opportunities to build on existing cooperative efforts between byway communities. Byway communities are working together to various extents in fulfilling their waste management, water, emergency preparedness, energy, economic development, and other needs. These existing connections can be used as the basis for developing the cooperation needed to develop and then pursue byway stewardship goals.

Opportunities/Constraints

There are numerous opportunities to provide stewardship for the Champlain Canal Trail. Most municipalities have basic land use controls in place. With that existing framework, additional tools and techniques can be easily added. Recent federal initiatives, such as those offered by the Department of Housing and Urban Development, provide the opportunity for economic development and restoration of the Champlain Canal. Business Improvement Districts have become a popular method of community enhancement and protection throughout the country, yet none exist along the corridor. Municipalities throughout the byway should consider this effective alternative. The Champlain Canal Trail is an inter-
municipal corridor. Communication and cooperation amongst the towns and villages of the corridor is essential to the overall success of the corridor management plan and should be encouraged and expanded wherever possible.

Figure 7: The scenic Champlain Canal.

The byway corridor is also faced with various constraints to proper stewardship of its resources. Some communities lack the most fundamental land use tools, such as zoning and site plan review. Loss or degradation of valued community resources can happen overnight when a community is unprepared for growth and change. One of the most effective means of protecting a community’s resources and guiding future growth is the comprehensive planning process. Relatively few municipalities have up-to-date (less than ten years old) comprehensive plans.

The success of the Champlain Canal Trail Scenic Byway is strongly tied to its water resources. The PCB contamination of the Hudson River is a major constraint and challenge to the communities of the region. Whatever form mitigation takes, if any, the corridor management plan will have to address potential consequences and possible community responsibilities.
Figure 8: The historic Saratoga Monument.

As mentioned previously, all of the communities in the Champlain Canal Trail corridor were inventoried regarding what land use initiatives currently exist. Among the key components inventoried were the existing land use regulations, plans, and HUD Grant recipients. This table provides a summary of the results of this inventory.
### Stewardship Tools

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<th>Municipality</th>
<th>Comprehensive Plan</th>
<th>Zoning</th>
<th>Stewardship Related Regulations*</th>
<th>1997 Canal Corridor Initiative HUD Grant</th>
<th>Notes</th>
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Notes:
A-Architectural Review Board
H-Historic district
S-Sign ordinance
S (B)-Sign ordinance that covers billboards

2.4 Range of Possible Actions/Tools

Communities can preserve the corridor’s resources through a variety of available methods. These methods are numerous and can be utilized in various combinations to accomplish specific purposes. Useful reference sources on this topic are *Local Open Space Planning: A Guide to the Process* (New York State DEC 1996), *Community Guide to Planning and Managing a Scenic Byway* (United States Department of Transportation, Federal Highway Administration [n.d.]), *GCP Samples Land Use Library, Version 3.0* (Computer Software, General Code Publishers 1996), and *Alternative Techniques for Managing Growth* (Schiffman 1990).

Local Regulatory Authority and Policy Actions

Site Plan Review
Municipalities have the authority to require site plan approval either through a local law or a zoning ordinance. This mandates that developers meet a minimum set of standards when developing an individual parcel of land. These standards are numerous and include drainage, setbacks, sewage disposal systems, landscaping, and parking.

Architectural Review
Municipalities have the authority to require architectural approval of proposed projects, either through a local law or a zoning ordinance. This is based on the concept that inappropriately designed structures diminish the overall appearance and character of the community, lower property values, and weaken the local economy.
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Point System Based Development Codes
These establish a rating system that measures the expected impact of a development on every aspect of a community, including its scenic, cultural, historic, and physical characteristics. This is done instead of reviewing developments based on rigid regulations that focus narrowly on a limited set of site layout characteristics.

Subdivision Regulations

Conventional Subdivision Regulations
The purpose of these regulations is to control the manner in which land is divided into lots. Subdivision regulations commonly include standards for drainage, parcel layout, and road design.

Cluster Development
This allows for higher-density development in some areas in order to permanently protect adjacent open space. This type of development helps to protect fragile resources such as wetlands, steep slopes, and riparian zones, while allowing appropriate amounts of growth to occur.

Planned Unit Development (PUD)
These allow flexibility in design (e.g., layout, density) and a mix of uses (e.g., residential, commercial, industrial) when developing a large parcel of land.

Zoning Regulations

Agricultural Districts
This type of local designation, which requires New York State approval, is established to preserve the agricultural resources necessary for farming. These resources are primarily quality soil, water, and farmland which is, or has the potential to be, under production.

Existing Use Zoning
The purpose of this type of zoning is to counteract the loss of community character, stability, and open space by restricting development to appropriate land uses which are consistent with existing community character. It prevents the kind of drastic changes that are often allowed by conventional zoning.

Hillside/Slope Zoning
This type of zoning requires considerations of appropriate standards for development on hillsides and regions of excessive slope, based on aesthetics and environmental suitability. Inappropriate development or poor management practices can lead to a loss of scenic character, excessive erosion and runoff, and sedimentation of creeks and streams.
Historic District Ordinance
A municipality wishing to preserve its historic resources may wish to pass a historic district ordinance. This enables the community to designate historic landmarks, sites, or groups of landmarks and design special guidelines and regulations to protect those resources.

Incentive Zoning
The purpose of incentive zoning is to encourage developers to provide public infrastructure or amenities through tradeoffs. An incentive may take the form of allowing higher-density development in exchange for providing additional open space or special design features.

Large Lot Zoning
Very low-density residential development (e.g., forty acres per dwelling unit) can serve as an open space buffer around certain resources, such as historic homesteads, and can help to maintain rural character.

Overlay Zone
Overlay zones specify an additional layer of land use regulations for special areas. They are used in combination with the underlying conventional zoning requirements. For example, overlay zones have been used to protect historic resources, control erosion on steep hillsides, preserve riparian environments, and to collect impact fees for transportation improvements.

Performance Zoning
The intent of performance zoning is to provide zones which, instead of allowing for specific uses, allows uses based on their impact on community resources. Impacts typically considered include noise, traffic, air or water contamination, odor, glare, vibration, and aesthetics.

Special Use Permits
Zoning ordinances can include a permitting process for uses which may be allowed only on a conditional basis due to possible negative impacts. This tool has the advantage of providing a review process that can be specifically designed to protect valued resources while at the same time allowing for development.

Stream/Creek Zoning
The purpose of this type of zoning is to afford additional protection to streams and creeks. Development within a certain radius is restricted to preserve the ecological integrity and scenic qualities of water resources.

Voluntary Actions

Business Improvement District (BID)
Many business districts in New York State have been improved through the creation of BID’s, in which merchants agree to a special tax that stays in the district and supports a variety of improvement activities.
Easements
Under an easement, certain rights that accompany a property are donated, sold, or legally acquired by another party. Conservation easements have been used to protect open space and scenic views without requiring purchase of the land. Facade easements restrict the alteration of a building’s exterior appearance (e.g., in order to preserve the visual character of a historic streetscape).

Fee Simple Acquisition
This method is used when the public determines that a property is of such importance that it should be purchased to ensure total protection. The entire bundle of property rights is transferred to the municipality making the purchase.

Land Banking
Land banking is intended to guide future land development through the direct purchase of land by the municipality. The advantage is that land can be purchased before prices get too high. Land can then be used for public purposes in the future or resold if the need does not materialize.

Purchase of Development Rights (PDR)
This particular type of easement occurs when a property owner sells one of the rights that usually accompanies a parcel of land. For example, farmers who want their land to remain farmland, or would like to make an additional profit off their land without selling it, can sell the development rights of their property. The farmer retains ownership, but the right to develop is transferred, usually to a local government or an independent farmland or open space organization.

Tax Incentives
Federal tax deductions may be possible for donations of land to local municipalities or tax-exempt organizations. The property owner can take a tax deduction, up to a limit, based on the value of the parcel. The lowered real estate value will also cause a drop in the property taxes for the parcel.

Transfer of Development Rights (TDR)
A local government may determine that growth should be restricted in a particular area or zone to preserve open space or scenic views. A landowner within this zone may take his or her right to develop and apply it to another property in the municipality.

The *Community Guide to Planning and Managing a Scenic Byway*, issued by the Federal Highway Administration, states that "The tools available to manage scenic byways are as diverse as the communities through which they run." The communities of the proposed Champlain Canal Trail enjoy rich diversity, with significant variation in political culture, regulatory framework, and settlement patterns. Taking this into account, the matrix in Appendix D is designed to show the different tools and techniques which can be utilized to
provide each community of the byway the proper stewardship methods to accomplish their specific goals.

**State and Federal Laws**
Resource protection can be strengthened through effective enforcement of state and federal laws. The National Environmental Policy Act (NEPA) and the New York State Environmental Quality Review Act (SEQRA) mandate consideration of the possible impacts of policies and development on, among other things, historic, scenic, and water resources. SEQRA also allows local governments to designate (contingent on state approval) Critical Environmental Areas (CEA) which seek to protect sensitive or unique features.

Municipalities may seek State or National Historic Register designation. These mechanisms can help to establish community support for proper stewardship and provide access to information on such topics as assessment and preservation.

### 2.5 Recommendations

The recommendations which follow are designed to provide a minimum level of effective stewardship for the historic, scenic, and water resources of the Champlain Canal Trail corridor.

**Defining the Resources of Concern**

The proposed corridor includes a wide range of development patterns. Historic areas, traditional Main Streets, preserved canal locks, and natural vistas greatly enhance the corridor. However, the current state of the corridor also provides visitors with views of billboards, vacant buildings, suburban-style strip shopping centers, and poorly maintained canal and historic areas. An important initial step for the Champlain Canal Trail Steering Committee in carrying out its stewardship function is to define which aspects of the corridor need to be improved and which areas need to be preserved. It is important that the committee include as many of the various stakeholders (residents, merchants, representatives of historic, civic and cultural organizations, city and county officials, etc.) as possible in assessing the corridor. This is necessary because decisions regarding needed improvements will form the basis for regulatory changes and infrastructure investments.

The Steering Committee must decide exactly how it will bring stakeholders into the process of defining the resources of concern. It is recommended that the Steering Committee apply the Jacob’s Ladder Trail approach of conducting a landscape inventory and assessment to determine which areas require conservation and where improvement efforts are best directed. The scope of the assessment should be expanded to include not only scenic resources, but also historic and canal/river resources as well that reflect the highlighted byway themes. After an examination of the New Hampshire Scenic Byway Program’s assessment form, it is not recommended that a two-part assessment form, with one page for positives and the other for
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negatives, be used for the Champlain Canal Trail. Specific features along the corridor may have both positive and negative elements making an evaluation of the feature difficult for an assessor.

A sample form is provided in Appendix E with the proposed categories including all of the important elements found along the corridor. The focus is on water, historic, and scenic features; however the Steering Committee may want to add other categories, such as transportation facilities (road noise, pedestrian facilities, etc.).

Figure 9: An unattractive land use in the corridor.

Champlain Canal Trail Overlay District
An overlay district should be created and adopted by each municipality within the Champlain Canal Trail corridor in order to ensure the preservation and protection of historic, scenic, and water resources. The overlay district will contain uniform regulations which will provide continuity in resource protection and require compatibility in development. The overlay district boundary should be consistent with that of the scenic byway corridor.

Site Plan and Architectural Review
Site plan and architectural review guidelines can be administered by a new review board, planning or town boards, or through the building permit process. New and existing development should be required to meet a minimum set of standards which will seek to preserve and enhance the assets of the corridor. For example, the review process should pay particular attention to historic structures, scenic vistas, and fragile wetlands.
Subdivision Regulations
Under the Real Property Law of New York State, the subdivision of land into smaller parcels requires the submission of a plat (a blueprint of the subdivision design and layout) to the office of the county clerk. This provides is a valuable opportunity for local governments to protect resources and shape development. Supplemental regulations can be adopted to provide for specific protection or management of the resources of the corridor, such as shade tree requirements, parking standards, shared driveways to limit curb cuts, or forestland protection.

Figure 10: A scenic roadside, free of unsightly land uses.
Stewardship
3. Public Participation

3.1 Introduction

Public participation plays a major ongoing role in the scenic byway designation process (Lee-Ryan 1993). It involves informing the public about the proposed byway nomination and receiving feedback from the community residents about their related concerns. To help ensure success, issues pertaining to the corridor can be addressed on both a local and regional basis. Early consensus-building techniques can be used to resolve any conflicts that may arise between the proposed byway's advocates and those less willing to embrace the initiative.

Public participation will focus on the unique environment and characteristics of the Champlain Canal Trail corridor. Aggressive, proactive participation must include, but not be exclusive to, the New York State Canal System, the U.S. Department of Housing and Urban Development (HUD) grant recipients and area businesses, all elected officials, and the public at large. The region needs to develop an identity unique to the corridor and draw upon the strengths of these groups. Public participation must include a series of strategies to build public support for the byway's designation. This section will review the current public involvement process, evaluate it, and offer recommendations and resources to enhance the process.

3.2 Review of Researched Materials

For this project, a careful study of initiatives used by other byways was conducted. According to the Community Guide to Planning and Managing a Scenic Byway, local support at every level is critical. Furthermore, it is important to win the support of those who have the public's trust and confidence. Failure to do this will result in the byway's demise, as has happened in many other communities across the United States (Sems 1997). For public participation, an analysis of byways in Colorado, Louisiana, New York, and North Carolina was conducted. Some of the methods adopted by these byways include use of a detailed timeline documenting the public involvement process, public meetings and workshops, focus groups, press releases, and surveys.

Colorado

The scenic byway expert in Colorado is John Sems of the University of Colorado at Denver. Sems has developed efforts to promote twenty-two byways across the United States. He recently authored Colorado's official citizen participation handbook. The handbook documents the pros and cons of various methods for public involvement. It also recommends hints for successful implementation. Furthermore, the handbook explains how to build a
coalition of byway advocates to increase community participation. Sems personally promotes use of timelines, surveys, public meetings, and focus groups to facilitate involvement for most scenic byways.

**Louisiana**
The Creole Trail is a 180-mile route in Southwest Louisiana (Verzinot 1996). Coordination efforts for this byway were divided into three main groups: the assessment of intrinsic qualities, the promotion of public involvement, and highway design and maintenance standards. Each group consisted of approximately four people. Individual groups also held meetings that were organized around an agenda and checklist of issues to be discussed. Copies of each are included in their report. Likewise, the entire byway was promoted through extensive newspaper coverage, as well the development of various community events (e.g., Project Wildflower, various festivals). Events associated with the byway were also noted in a cooperative newsletter organized by district members and a volunteer group dedicated to issues impacting the byway.

**New York**
New York State has recently seen an increase in activity to promote scenic byways. Its oldest byway is the historic Seaway Trail which extends along the southern shore of Lake Ontario. Theresa Mitchell is responsible for public involvement activities associated with the byway. She has conducted seven public meetings in various communities located along the byway. She has also distributed surveys to three key audiences: local residents, business leaders (especially those associated with tourism), and elected officials. To date, her efforts have been successful and cost-effective.

Additionally, two other proposed scenic byways are in the state nomination process. The first is located outside Ithaca, New York and the other is in the Lower Hudson Valley Region. Efforts for each byway have centered around public meetings and focus groups. The New York Park and Conservation Association promoted a bike path using the towpaths along the Erie, Oswego, and Cayuga-Seneca Canals from Tonawanda to Waterford. The bike/hike trek won support from elected leaders, local businesses, and residents along the byway. The group received this recognition by conducting extensive outreach efforts (e.g., community and statewide meetings, press releases, conference calls, etc.). As a result, it also received major corporate sponsorship from the Niagara Mohawk Power Corporation. Other corporations which gave financial support included Blue Cross of the Finger Lakes Region, Bausch and Lomb, Central National Bank, and more than thirty small businesses and municipalities. Financial support was used to cover expenses and distribute literature to promote the bike path.

**North Carolina**
North Carolina does not have a standard method of public participation for scenic byways. The North Carolina state government is happy to designate a byway, as long as there is local grassroots support to maintain it. Public meetings are a popular form of public participation in North Carolina.
Other Literature
Recommendations on how to use strategies to obtain mutual gains are found in *Getting to Yes: Negotiating Agreement Without Giving In* by Roger Fisher and William Ury. The book documents proven methods for developing "win-win" solutions. Likewise, *The National Scenic Byway Handbook* suggests that a schedule of meetings be organized and published early in the public involvement process. Both suggestions are strongly recommended for disseminating information and receiving public feedback.

3.3 Existing Conditions

Champlain Canal Trail Byway Efforts

Throughout 1997, efforts were initiated to secure the Champlain Canal Trail's designation as a New York State scenic byway. A Champlain Canal Trail Steering Committee was formed, and a chairperson was elected. (See Appendix F for names of committee members). The group has been holding monthly meetings, writing letters, and distributing literature (goals and visions statements, brochures, press releases, etc.). It has also produced a one-page brochure that explains the nature of the proposed byway. The brochure has been mailed to 220 community organizations. Likewise, the committee has initiated public involvement by giving presentations about the Champlain Canal Trail to the local governing bodies.

The Champlain Canal Trail Steering Committee has created a database that contains more than two hundred names. Among those on the list are various local officials, members of the business community, and persons associated with the media. This list is not exhaustive and there is still an opportunity to add names of additional stakeholders (See Appendix G).
Although the Steering Committee has begun to identify issues that could influence the Champlain Canal Trail's designation, it does not yet have a formal public involvement strategy. The committee has been using an ad hoc approach that involves giving presentations to various groups. Similarly, the committee has not yet compiled an inventory of the issues and concerns thus far addressed.

**Key Issues**

The proposed byway is confronted with several key issues that must be addressed before designation can be achieved.

- Many residents prefer the status quo; they will need to be assured that the byway designation will not negatively impact their communities. This situation currently exists in the Village of Schuylerville, where a small group of residents opposes any efforts to increase tourism. They fear that such increases will negatively impact the community in the form of rowdy visitors and increased traffic.

- Some residents may be concerned that the byway designation will threaten the area’s rural character. Some land may be developed to accommodate new hotels and restaurants, and this will bring some opposition. Several farmers in the corridor communities have submitted applications to transfer their development rights to the state in response to these kinds of efforts.
• Concerns about crime along increasingly-utilized trails along the Champlain Canal Trail corridor are likely to be expressed. A number of rail-trail initiatives nationwide have been affected by neighbors’ fears that converting a rail bed into a trail will create a corridor for vandals and other criminals. Fortunately, most rail-trails have been crime-free. In fact, two rail-trails where residents expressed strong concerns about crime—the Rock Island Trail in Rock Island, Illinois and the Pinellas Trail in St. Petersburg, Florida—have been crime-free since they opened.

• The municipalities along the corridor have different concerns and priorities. As a result, they may be hesitant to work in conjunction with one another. To achieve scenic byway status, all communities must be willing to work together. Their concerns must be addressed on an individual and regional basis.

• Corridor preservation affects individual property rights. Many local residents fear they will have to forfeit a portion of their property if the proposed byway is designated. They are also concerned that local government will place too many restrictions on how they may use their property. These groups could ultimately challenge "taking" issues through the court system.

3.4 Range of Possible Actions/Tools

There are numerous tools and actions that the Steering Committee can use to facilitate its public involvement effort. Suggested tools and actions for public participation are listed below.

Political Officials and Business Leaders

Members of the Champlain Canal Trail Steering Committee can work with public officials at all levels of government, recognizing the central role they play in providing public funding for projects, and in generating public support for initiatives. In addition to public officials, many large businesses have personnel involved in public relations and community planning. They often have grant money available to assist local communities. They can be an asset to the byway designation process and take a proactive role in working with local businesses and community leaders. Additionally, not-for-profit agencies representing citizen, community, and statewide interests can provide leadership in the designation process.

Timeline

Timelines are an excellent means of organizing major milestones in the public involvement process (e.g., conferences, public meetings, deadlines for public comment, etc.). A sample timeline of the proposed public involvement process has been included in Appendix H. The Steering Committee can easily utilize this timeline and revise it according to its needs.
Public Participation

Public Meetings
The public meeting is a method for disseminating information and receiving feedback. Most projects have one or more public meetings before they are fully implemented. Public meetings can be conducted in one of two ways. First, the Steering Committee could hold a traditional "open-house" meeting. Attendees are typically provided with a detailed presentation, as well as some free time to speak directly with key players on the project, such as local leaders, engineers, and planners. Advantages of this approach are that it is expedient, cost-effective, non-confrontational, and easy to organize. Its main disadvantage is that few people will attend unless a highly controversial project is discussed.

A second approach is to organize a public meeting that involves a panel discussion. During these meetings, a facilitator moderates while panelists typically discuss the project. Questions are usually answered afterwards in a "Q & A" session. The advantages of this approach are that it can be a good tool for disseminating information in an orderly fashion. The key disadvantages are that they are more difficult to organize than a traditional "open house," some people may never have an opportunity to address related concerns, and there are few methods for conflict resolution. Both approaches are most successful when strongly publicized.

Community and Regional Meetings
The Steering Committee could organize other committees to work on a community and regional basis. Planned meetings of these committees could be held in each municipality. Each municipality could then elect a citizen representative to work on a regional basis. These citizens could work together to address issues concerning the corridor as a region.

Events
The Steering Committee could schedule some events and activities that would retain the public's interest in the byway. Examples of such activities are craft fairs and bike races. These kinds of activities could stimulate the average citizen's interest, as well as that of the local media.

Surveys
Surveys are excellent tools for soliciting public opinion. When they are worded and distributed effectively, they can provide the Steering Committee with useful quantitative information. One could distribute such surveys in one of two ways. First, the Steering Committee could hand out surveys at each of its public meetings and workshops. This approach has been utilized successfully by numerous groups such as the Seaway Trail. This is a cost-effective approach that could elicit a high number of responses, particularly if the questions are worded succinctly. However, the respondents would not be a random sample of the community, since only those attending meetings and workshops would be surveyed.

Second, the Steering Committee could mail surveys to potential respondents. Names for survey recipients can be obtained via the local chamber of commerce, professional organizations, tax rolls, and voter registration lists. This approach is less intrusive and could
ensure that the survey reaches more people than through telephone or in-person interviews. However, this approach can be staff-intensive during the distribution and processing phases.

Community Design Workshop
A community design workshop educates the public about the trail while it elicits input on design (Lee-Ryan 1993). For example, a map could be placed on a wall, and participants could note (with either different colored stickers or pins) local points of interest and sites that warrant improvement. Some groups have even utilized simulation equipment to show participants the various ways the corridor may appear in the future.

Public Workshop
Public workshops provide a more formalized approach for disseminating information and soliciting public feedback. They typically can accommodate up to two hundred participants. Participants usually include elected officials, community leaders, residents, and local planners. Likewise, public workshops can be as formal as the Steering Committee wishes. Such workshops can provide forums where all the key stakeholders can meet. They provide an opportunity to disseminate information and can signify major milestones in the public involvement process (e.g., completion of public meetings, major documents, etc.).

Mass Media Outreach
Media outreach is an effective method for soliciting interest in the public involvement process. It typically involves communication with local television, radio, and newspaper organizations. For this project, the Steering Committee has four viable options. First, it can hold press conferences to inform the public about ongoing efforts associated with the byway. A "Q & A" session could be held afterwards to address related concerns. Second, members of the Steering Committee could speak with local television and radio personalities on morning talk shows. Almost all of the local stations have some type of Sunday morning program that covers local issues. Likewise, public television offers similar programming throughout the week. Third, the Steering Committee could ask members of the media to attend local events and public meetings. Fourth, the Steering Committee could publish press releases and notices of public meetings in local papers and on cable television community bulletin boards. The success can hinge on how well information is relayed to the media. Failure to do this effectively can result in a misinterpretation of the facts. Therefore, such an approach would require consultation with experienced public relations coordinators.

Scenarios

Implementation of proposed recommendations fall into one of three budget categories:

- Low Budget, very affordable
- Moderate Budget, modest improvement
- Relatively Expensive, aggressive plan

When evaluating the three budget strategies, time and energy must also be considered. A low-budget recommendation can be extremely time consuming, and a lack of personnel may make
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such an effort impossible. The utilization of expensive alternatives will not necessarily produce better results.

Lobbying efforts can easily become cost-prohibitive. Distribution of a monthly memorandum to key political and business associates is one example of a low-cost effort. Keeping the local officials apprised on a weekly basis, including the scheduling of informative meetings to discuss key issues, would require more funds. This would utilize the efforts of a small scale PAC (Public Action Committee) group. An expensive effort would be the hiring of a professional lobbyist to work with the political and business groups. They could organize weekly luncheons and dinner meetings to discuss byway issues.

Creating a timeline is an efficient, low-cost tool. Although the cost is low, it is a time-consuming task. The Steering Committee and subcommittees would need to meet frequently to devise the timeline. The timeline would need updating and revising every three months.

Meetings (public, community, regional, and workshops) can be low-to-medium cost tools. Town halls, school gymnasiums, and libraries are normally available free of charge. Funds would be needed to produce the public notices and announcements. Someone would need to post these in public places and this can be time consuming. No additional staff is necessary for the meetings. Workshops would fall into the moderately-priced category. Costs would include paying panelists, purchasing materials, and providing modest amounts of food and beverages.

Forming a regional citizen and business coalition could vary in cost, depending on how often the participants met. For example, a low-cost coalition would meet on a monthly basis and informally discuss issues and alternatives to specific situations. Moderately priced coalitions would meet on a weekly to bi-weekly basis and issue a corridor newsletter to update communities on the progress of the byway. More expensive measures would involve hiring a coordinator to work full-time during the designation process. Such an individual would act as the community and regional facilitator, coordinating all meetings, arranging for byway events, and reporting to the Steering Committee.

Surveys could also vary in cost. If a survey is distributed at a public meeting, cost would be low-to-moderate and benefits would be significant. Mailing of surveys would require more funds to cover postage, but the distribution of surveys would be less biased.

The cost of media outreach programs can be moderate to expensive. Low-to-moderate scenarios would involve preparing press releases and inviting the press to televised meetings. An expensive plan would include paying for advertisements in local newspapers. An even more expensive option would be the promotion of the project and its meeting dates on highway billboards.

Events can fall into the low-, moderate-, or high-priced categories. Bike and boat races could require an entrance fee, which would offset the cost of trophies, ribbons, or cash prizes. At the events, promotional materials such as tee-shirts and hats could be sold to the public.
3.5 Recommendations

The Steering Committee should begin work immediately to establish public participation. In order to work with the public, it is necessary to define the term. The public falls into three main categories, with each category containing additional sub-groups.

- The General Public (both advocates and adversaries)
- Local and Regional Businesses
- Public Officials

In addition to identifying who the public is, key issues and concerns of the community and region need to be established. This information can be obtained by holding public meetings and workshops.
General Public Initiatives

The Steering Committee must be prepared to anticipate the questions and concerns of various groups. Each person on the Steering Committee has expertise in dealing with specific organizations or groups. An early meeting should design a process which will designate specific Steering Committee members to form a subcommittee. The members of the subcommittee should devise a plan to address specific issues and concerns, particularly those of opponents of the byway designation. These members would perform the function of an ombudsman, or liaison person, working to resolve discrepancy issues. Those on the subcommittee must be cautious when meeting with the opposition groups. They should not lecture or push their point of view, but offer suggestions for dealing with these issues individually. Ask the citizens directly how they view specific issues pertaining to the byway. Encourage them to ask, "How will the scenic byway designation affect me as a land owner, sportsman, or community advocate?" Meetings with the general public should be conducted in each community followed by regional meetings.

Dates must be set for pre-meetings and meetings. Dates should also be set for the determination of special events and the locations where the events will be held. Public notices for meetings should be placed along the corridor in all post offices, town halls, and libraries. Notices should be placed in local newspapers such as The Gazette, The Saratogian, Times Union, and The Pennysaver. The public hearing should be held in a central location along the
corridor and must accommodate at least two hundred people. It is recommended that a local school gymnasium be used.

An agenda must be prepared by the Steering Committee and distributed to those attending the public meetings. This should include the key issues to be addressed and potential implementation strategies. Two members of the Steering Committee should be assigned to the task of agenda preparation. The agenda should be reviewed and accepted by a quorum of the members before its adoption.

A follow-up press release should appear in the designated newspapers within one week of the public meeting. It will generate public interest while simultaneously keeping the public informed. Each release should focus on the central point of the byway and relate the issues discussed at each meeting. A list of citizens active in the community should be prepared and they should receive a special invitation to the meetings.

The use of surveys at public meetings is extremely useful in determining the needs and resources of the public. The surveys will quickly identify who has expertise on important byway issues and who can promote the Champlain Canal Trail. Each survey should contain questions which relate to each targeted group. The results should be organized in a database. Surveys will help identify the public participants and how they can assist with the process.

The byway designation effort will be strengthened when organizations meet on a local and regional level. The combined effort will address issues of concern specific to the Champlain Canal Trail. All communities will have an opportunity to have their needs met individually and regionally.

Bumper stickers, tee-shirts and other materials designating an "I support the Champlain Canal Trail Byway" logo could be sold or given away at public hearings. Various functions supporting the byway can be held at schools and local parks. Contact news media to provide coverage at each event. People listen when the news and television crews come to their town. Let the public feel they are buying into the byway plan by developing byway slogans and materials. The cost of producing stickers and promotional materials can be derived from a special fund. Contact area businesses asking for donations to produce the promotional materials.

A bike race from Whitehall to Waterford encompasses approximately sixty miles. Contestants could pay a nominal fee to enter the bike race, and a trophy would be given to the winner with a ceremony at the end. Individuals could participate in a variety of events. For those not interested in bicycles, tee-shirts and stickers can be sold to promote the byway. Profits would be put into a revolving account for promotional materials.

Follow-up

The plan for public participation should be continuously reviewed. Public input is necessary to keep the community commitment alive. People need to be educated on the byway by
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public meetings, news releases, and action committees. Scenic and historic areas should be identified and catalogued immediately. The committee must be aware that there is a need for a broad spectrum of individuals to be involved in the project. Keep them informed and interested.

Databases should be updated regularly. Political appointments can change the cast of community participants. Look for new businesses in the area; visit them immediately and inform them of the byway. Look for new members to join the Steering Committee, as fresh ideas can bring new issues to the public.

Meeting schedules and agendas should be updated. Every two months, examine the meeting schedule and determine if adjustments need to be made or new issues added. Perhaps it will become evident that bi-monthly meetings should be held weekly. It may become necessary to hire a byway coordinator. Due to lack of support, perhaps some sub-committees will need to be disbanded.

Keep examining proposals from other byways. Ask what new initiatives are proving successful. Publish a byway newsletter and distribute it throughout the community and to other byways. Feedback from communities outside the corridor can be valuable.
4. Tourism

4.1 Introduction

The Champlain Canal Trail corridor is an area rich in historic, cultural, scenic, and natural resources. The designation of the corridor as a scenic byway would provide the catalyst needed to bring corridor communities together to make the area a popular tourist destination. A tourism development plan, outlining the steps required to make the corridor communities more appealing to and accommodating of tourists, would be a central part of a corridor management plan.

A general tourism development plan for the Champlain Canal Trail corridor should focus on historical themes as well as on the corridor's natural and cultural resources. It should aim to raise visitation levels to the area, increase the time spent by each visitor, expand the level of visitor facilitation, and improve the region's capacity for economic gain by more efficiently capturing these increases. This chapter lays the groundwork for the development of such a plan by revealing the opportunities and constraints present within the region, and recommending a manner by which the tourism potential of the area might be improved.

The economic impact of increased tourism on byway communities is potentially great. For example, at the Saratoga National Historic Park, a major event (Turning Point '77) was estimated by the Saratoga County Chamber of Commerce to have drawn 6,000 visitors, spending between $69 and $159 per day. Approximately $1.2 million was spent by these visitors during the three day weekend.

The focus of this chapter is the people (visitors as well as local residents) and places (attractions and visitor facilities) of the proposed byway. The chapter identifies and assesses major visitor accommodations, and specifies how the area can maximize and enhance the visitor's experience. It also assesses the current condition of the corridor's visitor amenities. Each of these tasks is undertaken within the framework of the major underlying themes of the corridor: the French and Indian War, the Revolutionary War, the Champlain Canal, and the Industrial Revolution.

4.2 Review of Researched Materials

Tourism development is very area specific, so lessons from other byway plans may be somewhat limited. These plans do offer useful broad-based guidelines, particularly concerning the process of getting started. Most corridor tourism development strategies have adopted an incremental approach, building exponentially upon initial tourism expansions.
Tourism

For example, the *Mohawk Valley Heritage Corridor Strategic Management Plan* used a tiered approach: immediately attract visitors within the day-trip range, enhance visitor services to facilitate weekend or several-day visits, and utilize this increased service and attraction base to "strengthen the tourism product" and expand planned or packaged tours.

This plan identifies two tiers of tourism products: self-guided tours and packaged tours. Self-guided tours represent the initial focus of tourism development; the plan assists both travelers who wish to plan their own itineraries by providing a large variety of opportunities and guiding materials, and those who wish to follow a pre-planned itinerary using illustrated, themed driving and walking tours. Eventually the tourism development strategy expands into packaged tours, which include providing for every detail of visitation. This type of tourism strategy necessitates a high level of organization and partnerships with the private sector, with the motivation being the large economic impact that can result.

Most corridor tourism strategies also emphasize establishing a regional identity on which to base all aspects of the plan. The Hudson River Valley Greenway Conservancy, for example, defines a regional identity based on the major themes of the area (Native American and African-American culture, the American and Industrial Revolutions, the Hudson River estuary, and agriculture) and their local and national importance.

The Seaway Trail's tourism development plan accentuates a rich regional identity by promoting numerous themes, including the trail of the War of 1812, the natural resources of the area, recreational opportunities such as sportfishing, and agri-touring. Each of these themes is included in programs that guide visitors in planning their specific tour preference. The programs range from lists of agri-touring opportunities to illustrated publications for the visitors to read as they travel (the *WildGuide* and *Seaway Trail Guide to the War of 1812* are two examples). Agri-touring has proven successful, with local farmers reaping the economic benefits of visitors’ enjoyment of their farms.

Other tourism development plans focus on establishing a visitor profile. *The Lake Champlain Basin's Cultural Heritage Tourism Survey and Marketing Plan* completed a survey to determine visitors' origins, frequency of visits, type of lodging used, and length of stay. The survey found that 43 percent of basin visitors were from New York State, with 18 percent from Poughkeepsie, Albany, or Glens Falls, and 13 percent from New York City, Long Island, or Westchester County. Visitors from New Jersey, Connecticut, Massachusetts, and Pennsylvania comprised between 10 percent (New Jersey) and 4 percent (Pennsylvania) of visitors. The visitors stayed twelve days, with approximately one-third staying with friends or relatives, one-third staying in motels or hotels, 20 percent going to their vacation homes, and 8 percent staying in bed and breakfasts. These results not only give an idea of steps that the Champlain Canal Trail tourism plan might follow, but could be useful in determining a likely profile of Champlain Canal Trail visitors.

The Champlain Valley Heritage Network, which covers the area just north of the Champlain Canal Trail, is an example of a successful heritage tourism program. A "mapguide" illustrates, in an attractive and informative manner, the historical, recreational, natural,
agricultural, cultural, recreational, and scenic points of interest. Ease of accessibility through such map demarcation is important in allowing the visitor to fully experience the network.

The Hudson River Valley Greenway Conservancy has undertaken a great deal of other tourism development work similar to that which will likely be carried out for the Champlain Canal Trail. The legislation behind the Hudson River Valley Greenway set up a framework for partnership between local and state governments to work together toward tourism expansion goals. Today, the Hudson River Valley Greenway Communities Council encourages communities to participate in the process of developing regional tourism programs. The area included within the greenway will soon include Saratoga County, at which time those involved with Champlain Canal Trail corridor tourism development efforts should collaborate with Council efforts. This type of significant local participation within a regional framework is exactly the direction in which Champlain Canal Trail efforts should head.

Other byway plans also emphasize incorporating ways to include the public in the tourism development plan. Most plans intimate or clearly state that the area would only be appealing for visitors if it already existed as a desirable residential community. The San Juan Skyway Plan recommends reaching the public through children’s programs such as the “Junior Ranger” program.

4.3 Existing Conditions

Visitor Facilities Survey and Needs Assessment

A survey and assessment was conducted of visitor facilities along the corridor. Visitor facilities are restaurants, lodging, gas stations, food markets, and certain retail stores, as well as cultural, scenic, and natural attractions separate from historic sites and attractions. These facilities are crucial to a successful tourist trade. Appendix I lists the results of this survey. It is apparent that there are a great number of visitor facilities in the region, particularly attractions, restaurants, and gas stations. However, these facilities are not evenly distributed throughout the area. Following is a summary of the findings, as well as a needs assessment. While this survey is not comprehensive, it provides a starting point in assessing existing visitor facilities, and needed enhancements, in the Champlain Canal Trail corridor.
Waterford contains a suitable number of the various types of visitor facilities. The large number of antique shopping opportunities within this municipality are notable. The variety of certain amenity types is insufficient, however. Waterford would improve as a visitor destination with a greater selection of restaurant and lodging options for those who prefer upscale facilities.

Mechanicville lacks major visitor attractions, shopping opportunities, and any lodging. The gas station and restaurant supply, however, is ample. In terms of restaurant availability, Mechanicville has a lack of fine dining opportunities.

Stillwater exhibits a somewhat scarce supply of restaurants and shopping opportunities. While bed and breakfasts are found within the municipality, the overall lodging capacity is not great. Gas stations, food markets, and attractions are present in sufficient quantity within the municipality. Stillwater contains an incomplete range of dining opportunities, with limited upscale restaurants.

Schuylerville contains a plentiful supply of each facility type. The various small casual restaurants and shops with local color are well-suited for tourists. The community requires a greater number of finer dining and lodging opportunities, however, to accommodate those visitors who desire higher-budget amenities.

Fort Edward exhibits an inadequate lodging supply and somewhat limited shopping facilities. There are a sufficient number of restaurants, gas stations and attractions within the community. An appropriate supply of markets and entertainment activities capable of serving
visitors is found in Fort Edward. Upscale lodging, however, is not available within the municipality.

**Hudson Falls** contains no lodging or major attractions; however, due to its close proximity to Fort Edward, visitors could be directed there for such facilities. The municipality does contain a large number of casual restaurants, food markets, gas stations, and shopping opportunities. A lack of fine dining is notable within the Village, the presence of which would define the community as desirable for significant daytime visitor activity.

**Fort Ann** lacks a sufficient supply of restaurants, food markets, lodging, and attractions. However, gas stations and shopping opportunities are numerous. Particularly notable is the cluster of antique stores within Fort Ann, designating the community as a potential major shopping destination for the many visitors who enjoy “antique-ing”. The very limited supply of dining facilities in Fort Ann, of any budget level, is the greatest concern revealed by this analysis.

**Whitehall** exhibits a variety of each type of visitor facility. Its restaurants and lodging appear to offer a decent variation in price ranges to suit different visitors. An abundant supply of gas stations, food markets, and shopping facilities is located in Whitehall. There is not a large number of major attractions within the area, but those that do exist are of high interest.

**Major Historic Sites and Attractions Survey**

The Champlain Canal Trail corridor contains many historic sites and other attractions that recount the history of the Hudson River and Champlain Canal. In order to encourage a successful tourism development program it is important that these historic sites remain both visible and of high quality.

In this section “visibility” refers to how well a historic site or attraction can be seen from the corridor, or where adequate signage exists to guide the visitor to the historic site. “Quality” refers to the aesthetic appeal of a site as well as the extent to which the site offers information to visitors. Currently, many historic sites and attractions along the corridor lack the visibility and quality necessary to attract a significant number of visitors.

The main historic sites in the **Village of Waterford** include the Waterford Historical Museum and Cultural Center, the Waterford Library, the Waterford Town Hall, and Peebles Island State Park and Resource Center. The White Homestead, home to the Waterford Historical Museum, overlooks the original Champlain Canal on Museum Lane. While this is a strategic location, Museum Lane is a very narrow and winding road and is neither graded nor paved. Proper signage for this site on US 4/NY 32 is lacking, creating some confusion for visitors. Ample parking is available. The exterior of the building is intact although deteriorating wood has prevented the building from being painted. The Waterford Museum is only open from April to November, primarily on weekends.
Tourism

The Waterford Library is in an old railroad station. It is aesthetically appealing and is visible to visitors who travel along US 4. The Waterford Town Hall is located on US 4/NY 32. The building is easily accessible to large numbers of visitors.

Peeble’s Island State Park and Resource Center is difficult to access due to a lack of signage along NY 32. Upon entering the park, visitor direction is lacking because visitor information centers are nonexistent. There is little information about the park and its amenities on the site. The canal locks of Waterford, however, are being utilized to their full potential and offer many diverse recreational facilities. Waterford’s business district consists of many historic shops and other amenities although the facades lack uniformity.

The City of Mechanicville has major tourism constraints. The town’s business district lacks community character, and factories and warehouses along US 4/NY 32 hinder this corridor’s scenic potential. Lack of building uniformity also exists. Mechanicville offers no visible visitor information and little in the way of quality recreational facilities.

By contrast the Town of Stillwater has many historic sites and attractions. The Saratoga National Historic Park is the most prominent site in terms of offering visitors a variety of high quality attractions and facilities. Signage for the park is visible and plentiful access exists, although entrance to the park from the south is somewhat difficult. Stillwater’s recreational facilities are abundant, with varying types for visitors to choose from. The business district lacks cohesiveness and historic atmosphere. The factories and warehouses mar the streetscape, deterring visitors.

The Village of Schuylerville’s main historic sites include the Saratoga Monument and General Philip Schuyler House. Both sites are relatively visible from US 4. The Saratoga Monument is still intact although closed for renovations until further notice—this is a priority in community tourism efforts. The General Philip Schuyler House is a scenic, high-quality site. A major drawback is its short summer visitation season.

Schuylerville offers many recreational facilities that are easily accessible. Some improvements could be made to the appearance of some of these sites, however. Schuylerville’s business district is quaint, historic, and very appealing, offering a variety of shops and restaurants. Visitor information is available through the Old Schuylerville Chamber of Commerce.

Fort Edward has an adequate amount of quality historic sites and attractions. The Old Fort House, in particular, is highly visible from US 4 and has been well maintained. The Fort House offers both historic attractions as well as an annual antique auction. The house has made an attempt to extend its visitation period into December by offering Christmas events.
Fort Edward offers some recreational activities. The West River Road Marina and the Fort Edward Yacht Basin offer boat rentals and picnic areas. The Village also has a golf course which is not visible from US 4. Farmers markets are available from June through October, however there is little evidence that the Town has promoted this attraction. Other events in Fort Edward include Fort Edward Heritage Days and the Old Fort House Museum Antiques Auction and Flea Market, both in July. These events are also not promoted on a regional scale.

Fort Edward’s business district is discontinuous with little uniformity among building styles. Many of the buildings need facade improvements. Fort Edward does provide adequate information services. Visitor information is available at the Washington County Information Tourism Office and the Fort Edward Chamber of Commerce. Fort Edward also is easily accessible by both bus and train.

The Town of Hudson Falls has no significant historic sites that fall within the themes of the Champlain Canal Trail corridor. The town does offer some attractions including farmers markets from June through October, the Feeder Canal Trail for biking and walking, and the Kingswood Golf Club. Town promotion of these attractions has been limited thus far.

Fort Ann has few historic sites or visible attractions. Its business district lacks local character beyond the several antique stores located there. There is little activity on US 4 which would convince a visitor to stop at this location. Fort Ann does have some recreational facilities
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such as golfing and horse trails at Hillbilly Fun Park, and swimming and fishing at fifty camping sites open from May to October. These sites are located several miles off US 4.

The Village of Whitehall has a variety of visible and quality attractions and is relatively successful in promoting them. The Skenesborough Museum and Urban Cultural Park Center is easily accessible. Its location at the foot of Lake Champlain increases its visibility and draws in more visitors. The museum uses the historic themes of the Revolutionary War, the War of 1812, the history of the canal, railroad travel, and defense, all of which fall within the story of the Champlain Canal Trail. The museum’s exhibits include Revolutionary War and canal artifacts. The Whitehall Urban Cultural Park contains appealing waterfront parks and historic Victorian buildings. The Museum and Urban Cultural Park visitor center has seasonal hours of operation, from mid-June to mid-October.

Skene Manor is a highly visible Victorian mansion overlooking the Village of Whitehall and the Champlain Canal. The Manor is undergoing restoration and community activists hope to convert it into a community center, educational resource, and tourist attraction. The main goal is to preserve the building as a historic landmark. Skene Manor is listed as a National Historic Site and is open from April to November.

The Village of Whitehall offers a variety of recreational activities which are both visible and of high quality. Lock 12 and Whitehall Marina are full-service marinas offering picnic areas, biking trails, fishing, hiking, swimming, camping, boat launches, and pontoon rentals. Both marinas are historic sites. Lock 12 was completed on the site of the original triple lock system of the early nineteenth century. Whitehall Marina was the site of a 1777 Revolutionary War battle. Recreational activities include golfing at Skene Valley Country Club and Willow Ponds Country Club and camping at Indian Hill. Park areas for relaxing and picnicking are also available at Skenesborough Park and Riverside Park. Farmers markets are available from June through October, and a community-wide festival takes place in July.

Whitehall’s business district is unique and aesthetically pleasing. Its historic buildings offer a variety of architectural styles from Victorian to Greek Classical Revival. The business district is listed on the National Register of Historic Sites. Visitors have access to information services at the Whitehall Chamber of Commerce.

Overall, the Champlain Canal Trail corridor has the attractions necessary to encourage increased tourism levels and longer visitor stays. But these attractions should be more visible and amenable to visitors. Numerous enhancement projects are presently underway throughout the region. This includes the interpretive center at Rogers Island (in Fort Edward), and several projects to improve the community of Schuylerville (such as the Fish Creek footbridge and restoration of Fort Hardy Beach).

Major Historic Sites and Attractions Needs Assessment

The visibility and quality assessment of historic sites and attractions in the previous section allows for the detection of deficiencies in many communities along the corridor. The main
visibility and quality issues of the Champlain Canal Trail that should be addressed by both citizens and public officials are: (1) physical improvements; (2) signage improvements; (3) information kiosks development; and (4) year-round activities.

Physical Improvements
Several sites along the corridor such as the Waterford Museum, Saratoga Monument, and Skene Manor, as well as the business districts in the Villages of Waterford, Mechanicville, Stillwater, Fort Edward, and Fort Ann, require some major infrastructure improvements. In addition, many community buildings, typically occupying prominent locations, are in poor condition and detract from a visitor’s experience.

Signage Improvements
Adequate interpretation of significant historic sites and attractions is important. This can be achieved through informative and directional signs. Signs should be modified to direct visitors to sites and attractions and inform visitors of the significance of specific historic sites (historic markers).

Presently, most communities along the corridor have adequate “gateway” signs at entrances into the villages which display the name of the community. These signs sometimes inform the visitor about key historical events that have taken place, or about the existence of historic sites. The Village of Waterford’s gateway sign, for example, indicates that it is the “oldest incorporated village in the United States” as well as “a National Historic District.”

There also appears to be an adequate number of legible historic markers, although it should be noted that the design of these markers varies from village to village. Directional signs to historic sites or attractions are either nonexistent or difficult to follow in some communities. For example, there is no visible sign on US 4 indicating that the Waterford Museum is located on Museum Lane. There is a lack of signs indicating where specific recreational activities are located. A good example of adequate signage for a site is for the Old Fort House Museum in Fort Edward. Signs informing the visitor of the location of this site as well as the sign in front of the museum are large enough to read, are informative, and are designed within the historic theme.

Information Kiosks Development
Visitor information centers are located at the Saratoga Battlefield in the Town of Stillwater, and at the Skanesborough Museum in the Village of Whitehall. These information centers offer a variety of brochures, maps, and guides. An information kiosk should be constructed in the Village of Waterford to take advantage of its location at the southern tip of the corridor. Another should be constructed in the Village of Fort Edward, because of its numerous historic, cultural, and recreational resources. These communities already have village centers, which facilitate the placement of the information centers at desirable stopping points for visitors.
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Year-Round Activities
The corridor lacks adequate year-round activities, which are necessary to maximize tourism potential. A successful year-round activities program would keep visitors in the region for an extended period of time. Many communities already have wintertime activities: Peebles Island State Park and Resource Center in Waterford, and the Saratoga National Historic Park in the Town of Stillwater offer cross-country skiing in the winter months.

![Image of Hudson River in autumn splendor](image)

Figure 16: The Hudson River in autumn splendor.

Community Image
Community image plays a vital role in a tourism development program. The image portrayed by a community either welcomes visitors or repels them. It is highly desirable for communities within the Champlain Canal Trail corridor to project a sense of place, preserve their Main Street feel, and provide connections between the history of the area and local residents.

Interest varies among corridor communities in creating and maintaining community image. Towns such as Whitehall, Schuylerville, and Waterford appear to place an emphasis on projecting positive community images. Through the promotion of their historical, cultural, recreational, and natural resources, these communities have revealed identities which are both visible and attractive to visitors.
Visitation Levels
Historic site visitation currently is the ninth most common activity in New York State. The visitation levels at major sites along the Champlain Canal Trail corridor vary substantially. This assessment includes only the most prominent sites so as to give an initial idea of visitor presence. These results are presented in Appendix J. It is expected that the listed sites represent a large portion of total regional visitation. It will be necessary to perform a complete assessment before the implementation of a final tourism development plan.

Saratoga National Historic Park attracts the largest number of visitors, drawing over 300,000 annually. Peebles Island is second with approximately 18,000 visitors per year. The Old Fort House and Skenesborough Museums exhibit a somewhat similar level of visitation, several thousand each year. It is notable that these less-visited sites report greater variance in attendance year to year than Saratoga National Historic Park and Peebles Island. Visitations levels at the Waterford Museum and Cultural Center and the Saratoga Monument have not yet been determined.

These visitation figures should rise, according to research by the New York State Office of Parks, Recreation and Historic Preservation (OPRHP). In its 1994 Statewide Comprehensive Outdoor Recreation Plan (SCORP), the agency determined that historic site visitation will be the fourth-fastest growing activity within the state for the years 1990-2010.

4.4 Range of Possible Actions/Tools

The Champlain Canal Trail corridor management plan could employ a wide variety of actions and tools to promote tourism. Following is a summary of the possible actions and tools, divided into the categories of data quality, tourism infrastructure, and information dissemination.

Data

A strategy that could provide critical information for other tourism development actions is the creation of complete and accurate data records regarding visitor facilities within the region. No comprehensive listing currently exists for restaurants, lodging, attractions, and other amenities. In addition to cataloguing tourist facilities, this action could include a complete inventory of visitation levels at tourist destinations, filling the current void of such information.

Other important information could be generated by conducting a survey of visitors, similar to that of the Lake Champlain Basin plan. The survey would provide information about where visitors are from, where they are staying, and how long they plan to stay in the corridor.
Tourism

Tourism Infrastructure

Visitor Facilities
According to a 1995 study of New York travel trends, the average household income of leisure travelers in New York State is $46,300, and the average age is forty-two (D.K. Shifflet & Associates 1995). The percentage of these travelers who opted to stay in moderate to upscale lodging has increased in recent years. These findings show that a variety of facility types (including fine dining and lodging establishments) is necessary for quality visitor experiences. This is particularly true for the type of visitor that is most likely to visit the corridor upon designation as a scenic byway—adults or families touring by private vehicle.

As already noted, an adequate supply of tourism facilities serving both high- and low-budget tourists is one of the key elements to a successful scenic byway. Filling in the gaps in the existing network of visitor facilities, and taking steps to improve the quality of existing facilities, make up one tool that could be used to develop tourism potential.

Historic Sites and Attractions, and Year-Round Events
Attention could be focused on refurbishing certain key historic sites and attractions so that visitors are not distracted by images of disrepair and decay. The Waterford Museum, Saratoga Monument, and Skene Manor, in particular, would benefit from refurbishing efforts. Another key improvement to historic sites and attractions would involve expanding hours of operation. As noted, current hours of operation at most attractions are inadequate.

Energy could also be focused on making the corridor a year-round tourist destination. This would involve helping communities develop a greater number of wintertime festivals and activities, ranging from crafts to outdoor recreation.

Central Business Districts
In recognition of the fact that the Main Street charm of most corridor communities is a strong asset of the corridor, tourism development efforts could focus on upgrading central business districts. Community image and an enhanced "sense of place" would result from street furniture, street trees, historic streetlights, new awnings, and related efforts to create more attractive downtowns. Acknowledging the image that civic buildings present to visitors, an effort could be made to renovate them in an architectural style similar to nearby historic properties.

Community Image
Champlain Canal Trail corridor communities could focus on projecting a positive community image, modeling their efforts on Whitehall, Schuylerville, and Waterford. Each community’s effort would be based on the particular theme that the community has selected to promote itself. For those areas where such identity is lacking, coming to consensus on a theme would be an important first step. This could be done in tandem with efforts to increase the variety and appeal of tourism products. These villages and towns could link their efforts to develop community image, with the established byway planning and theme definition efforts an obvious place to start.
Agricultural Areas
One of the themes of the Seaway Trail, agri-touring, could be promoted in the Champlain Canal Trail corridor. An agri-touring promotional effort would take advantage of the rural character of the corridor, guiding visitors to farms that sell goods, offer hay rides, or host various special events.

Information Dissemination

Kiosks
Well-designed and well-placed information kiosks are very effective at making visitors feel welcome to an area, giving them useful information, and promoting a theme. Developing kiosks for the Champlain Canal Trail corridor would be a logical way to strengthen tourism potential. Village centers and major historic sites are strategic places to situate kiosks.

Brochures
Narrative, illustrative brochures that highlight certain types of businesses or attractions (such as antique stores), are effective tools in relating useful information, guiding visitors, and reinforcing corridor themes. Tourism development efforts could focus on these relatively inexpensive tools, building on existing brochures aimed at antique shoppers. Historical brochures could describe specific segments of the corridor. Brochures covering the
Tourism

Revolutionary and French and Indian Wars should be developed after studying the Seaway Trail's Guidebook to the War of 1812.

Signage
Attractions throughout the corridor must be visible and accessible for visitors, as noted previously. Currently, many sites are difficult to find for those not familiar with the area. The upgrading of signage throughout the corridor should be a priority in tourism development efforts. A signage program could address the lack of directional and descriptive signs.

4.5 Recommendations

Recognizing that limited resources will make it impossible to carry out all the actions outlined above, the following list of actions was developed to focus tourism development efforts on the problems most in need of attention and on the strategies that will produce the greatest degree of benefit.

Data

Collection of comprehensive information about visitor facilities, visitation levels, and type of visitors should be a high priority. Obtaining this information should be coordinated among public officials, chambers of commerce, and interested residents. The information gathering process should be ongoing, in order to continually accommodate additions and changes.

A survey of visitors should be conducted to develop visitor profiles. The survey used in the Lake Champlain Basin provides a useful model. Survey results would be used to target tourism development efforts to certain types of tourists. If the survey must be put off for some time, the Lake Champlain Basin survey results could be used to distinguish the likely variations of visitors to the Champlain Canal Trail corridor.

Tourism Infrastructure

Visitor Facilities
Tourism development efforts should include a plan to improve the condition and expand the number of visitor facilities, after a complete inventory of existing conditions is performed. Corridor communities should establish a long-term effort to recruit businesses found to be lacking in supply. The plan should also outline ways to help businesses owners upgrade their property.
Historic Sites and Attractions, and Year-Round Events

The restoration of historic sites and attractions should be a focus of tourism development efforts. The Waterford Museum, Saratoga Monument, and Skene Manor stand out as key historic attractions that should be the first to undergo refurbishing. Hours of operation currently are inadequate and should be increased. The hours should also be well-publicized.

Creating a full calendar of events that draws visitors year-round should be a priority for corridor communities. Year-round tourism would generate a more stable stream of revenue and make business owners less dependent on the summer months. Local communities should take steps to create new (or in some cases, simply improved) holiday historic house tours, Christmas gift fairs, winter carnivals, community light festivals, and related winter events.
Tourism

Recreational activities such as ice skating, cross-country skiing, and snowmobiling should also be developed. Several corridor communities have experience planning and promoting successful off-season events and activities. The lessons they have learned should be studied before launching any new year-round events.

Central Business Districts
Corridor communities should focus on creating attractive Main Street areas by focusing attention on improved streetscapes (street furniture, trees, brick sidewalks, new awnings, historic lighting, etc.). Downtown parks and sidewalk plantings should also be included in this effort. Communities that should be at the focus of such efforts are the Villages of Waterford, Stillwater, Fort Edward, Fort Ann, and the City of Mechanicville. Corridor communities should also assess the condition and visibility of their civic buildings, and direct resources toward renovating these important community landmarks.

Information Dissemination

Kiosks
Tourist information kiosks should be erected in key communities and at key historical sites in the corridor. They should provide a comprehensive array of information about events, schedules, and walking and bike tours. Guidebooks and maps highlighting the full range of visitor facilities and attractions should be housed in all kiosks. Whenever possible, these kiosks should be staffed, particularly at peak travel times. The Villages of Waterford and Fort Edward should be the first communities considered as potential locations for kiosks.

Signage
The upgrading of signs that guide visitors to historic sites, recreational areas, and other points of interest should be a high priority for all areas in the corridor. A single design should be selected for historic markers as old ones are replaced and new ones are installed. At the least, the signs should be designed within the context of the specific themes set out by the communities; ideally the same design can be applied throughout the corridor.

A note should be made about community involvement. Creation and implementation of a successful tourism development strategy depends on input from citizens, business owners, municipal officials, and members of civic and business organizations. Public involvement is vital if community leaders and citizens in each corridor community are to take ownership of the goals and objectives developed for the corridor.

Community involvement is also important in preparing for the negative side effects that can accompany successful tourism development efforts. Increased traffic, parking conflicts, increased noise and litter, and other side effects can be anticipated if more tourists are drawn to the area. The public should be fully involved in planning for and dealing with the negative externalities of an upturn in tourism.
5. Marketing

5.1 Introduction

Although encompassing many of New York State’s historic sites and landmarks, the Champlain Canal Trail corridor has never established itself as a significant tourist destination. Originating in Waterford and continuing north to Whitehall, this corridor has not been developed as a notable tourist attraction for a number of reasons. Essentially it is due to the lack of coordinated effort on the part of the corridor communities and tourism-related businesses to offer visitors a consolidated program—marked by a regional identity—emphasizing the unique heritage and landscape of the region.

Scenic Byway Designation

A scenic byway designation would provide the impetus necessary to develop a coordinated marketing campaign. This would provide visitors, for the first time, with a comprehensive view of the communities within the region and their preeminent place at the center of many of our nation’s important historical turning points. A successful campaign would integrate all the various sites and activity centers located along the corridor into a distinct whole, with each element evoking the area’s collective spirit of place. It would present them within the context of a unique, connected heritage and a tourist destination offering visitors a wide variety of places to go, things to see, and opportunities to enjoy themselves in a richly historic, culturally diverse, and naturally scenic region.

Heritage Tourism

Heritage tourism, with the 1993 creation of the National Center for Heritage Development (NCHD) and the 1997 American Heritage Rivers Initiative, is quickly becoming an important tool in tourism and marketing. A survey by D. K. Shifflet & Associates reported that 30 percent of households visited a historic site, district, or building while traveling during 1991; 24 percent visited a museum or art gallery; 17 percent attended a play or concert; 25 percent went to a festival or craft fair; and 28 percent bought local/ethnic food (Heritage Tourism 1994). According to the NCHD, the traveler who experiences cultural and historical sites spends, on average, $62 more per day than the average traveler (Getting Started 1993). Since it involves the emphasis on “real culture” and “real places” over large-scale amusement parks and entertainment centers, heritage tourism offers an approach feasible for small communities without enormous capital expenditures. Further, a 1995 Standard & Poor’s report acknowledged that tourism can be an effective development strategy as a supplement or substitute for industrial development (Heritage Links 1996).
Figure 19: Heritage tourism is quickly becoming an important economic development strategy.

Heritage tourism involves encouraging the economic and community development of the region while at the same time working to institute a program of conservation of both the area’s natural and historic resources. The most unique element of heritage tourism, however, is that it seeks to interpret for the visitor both the history and the culture of the area. For the proposed Champlain Canal Trail scenic byway, the historical significance is two-fold in many ways, because for sites such as the Saratoga Battlefield and the New York State Canal System, their historical importance extends beyond local and state borders, and is of national significance as well.
5.2 Review of Researched Materials

Many promotional campaigns for heritage tourism are characterized by a number of standard advertising and marketing recommendations. An instructive brochure published by the National Center for Heritage Development, *Heritage Tourism*, offers a concise overview of many of these strategies. It also offers advice on how to determine the preferred method and how to implement the various approaches. The publication offers guidance on the effective use of public service announcements and press releases, the appropriate contents of a press kit, the importance of maintaining a photo or slide library, and the differences between the various types of media. While this publication offers many suggestions that can be useful during the implementation phase, it fails to cover all the initial questions and issues that need to be addressed prior to this phase. Fortunately, numerous documents exist that more accurately reflect the scope of issues that need to be focused upon when attempting to market a heritage area for tourism.

*The 1996 Lake Champlain Basin Cultural Heritage Tourism Survey and Marketing Plan*, by MarketReach, Inc., offers a compilation of survey questions relevant to determining the identity of the heritage tourist and what his or her needs or preferences might be. Knowledge of how current visitors came to know about the corridor and its sites can offer valuable insight into the coordination of a marketing campaign and the identification of the target market. Ascertaining the combination of sites and activities the tourist enjoyed while in the area can provide important information for developing special events or cross-promotion or ticket sharing packages. The survey appears in Appendix K.

*The Mohawk Valley Heritage Corridor Strategic Management Plan* introduces some interesting ideas on the nature of tourism marketing. It asserts that marketing should not be confused with selling. Marketing is customer-oriented while selling is focused on satisfying the needs of the product providers. The plan contends that marketing is much more than advertising and brochure printing. Instead, it encompasses a wide array of communication efforts including personal outreach, assistance, and public relations. The marketing, therefore, does not stop once the visitor has arrived. As a result, it is important to ensure that sufficient resources are in place to support any marketing initiatives before they are launched. Rather than overextending the resources of the corridor, the Mohawk Valley plan advocates focusing on niche markets or special interest markets until the necessary community revitalization and the improved tourism infrastructure which accompanies it occurs.

The Mohawk Valley plan also calls for the creation of interpretive and marketing partnerships. Interpretive partners would include history museums, historic sites, and urban cultural parks. Marketing partners are comprised of two different types: individual businesses or attractions, and specially designed marketing organizations such as Tourism Promotion Agencies. Interpretive partners work in conjunction to tell the story of the area, while marketing partners attract visitors to the region. Examples of the type of actions that would characterize such relationships include corporate sponsorship, cross-promoting between sites, discount packages, and displaying of a promotional logo.
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*The Greenway Conservancy for the Hudson River Valley, Inc. Regional Tourism Strategy* identifies a problem in the existence of multiple jurisdictions over information facilities and information distribution. The New York State Thruway Authority, local Urban Cultural Parks and business associations, and the New York State Office of Parks, Recreation, and Historic Preservation, as well as individual organizations and local chambers of commerce, are all involved in managing visitor information facilities. To navigate around this issue, the plan proposes building a regional alliance to focus on developing ways to work together for the benefit of the region.

One of the strategies listed in *Finger Lakes Region: A Report of Comprehensive Study of Tourism Potential* which would encourage integration among the various promotional programs and protect against a duplication of efforts is the creation of a Finger Lakes Tourism Research and Information Center. This center would conduct market research and function as an informational clearinghouse. It would regularly publish its findings on Finger Lakes tourism market research, characteristics, and trends.

### 5.3 Existing Conditions

**Existing Brochures and Publications**

The corridor currently lacks an integrated marketing strategy. As a result, not only are tourists unable to recognize the area as a comprehensive tourist destination, but tourism promotional agencies, at both state and county levels, and private promotional organizations fail to realize the links between the various destination sites and communities that make up the corridor’s cultural fabric. Consequently, while a number of publications and brochures do highlight many of the various places along the corridor, only a very limited number mention them within a unified context. There are few promotional items circulating that would inspire prospective visitors to consider anything other than a day trip or a visit to one of the sites while staying at one of the other nearby tourist spots such as Lake George or Saratoga Springs.

Although they are limited, a few brochures do focus on the corridor as a whole. These include:

*New York State Waterways*, a brochure printed by the New York State Canal Corporation, highlights the area in a paragraph entitled “The Champlain Canal--Waters of a Revolution.” It describes the two revolutions that are integral to the canal’s history, namely the Revolutionary War and the Industrial Revolution. These pages are also found in the *I Love New York: 20th Anniversary* booklet.

*New York State Canals: Recreational Map and Guide*, also by the Canal Corporation, lists all the lock communities along the canal system as well as park and marina information.

*Unlock the Legend of the New York State Canal System*, is the narrative counterpart of the guide and map. It has only four of the communities along the Champlain Canal on its picture-
map and mentions only the Saratoga National Historical Park of the sites along the corridor. The Skenessborough Museum in Whitehall is noticeably absent.

*Waterways: Guide to the Waterways and Canals of New York's Capital- Saratoga Region,* was printed by the Capital-Saratoga Regional Tourism Commission. This brochure focuses on the trek north along the Hudson River and the Champlain Canal from Waterford to Whitehall, emphasizing all the tell-tale remnants of the Industrial Revolution, the Revolutionary War, and the early days of the Canal System.

*New York State Scenic Byways,* printed by the New York State Department of Transportation and Empire State Development, promotes the corridor in its section on The Adirondack North Country Byways. It mentions many of the communities and sites along the corridor as well as the Revolutionary War and French and Indian War themes. However, it does not mention the Industrial Revolution.

*The 1997 Guide to Antique Shops of Historic US 4 and We Adore US 4 and more Antique Shops* were both produced by entrepreneurs seeking to attract shoppers to the numerous antique shops found along the corridor and its adjacent roads from Schuylerville to Fair Haven, Vermont, north of the Village of Whitehall.

*Guide to the Marinas of Lake Champlain and the Champlain Canal,* printed by Morning Sun Productions, a Vermont-based company, included on its map of the canal most of the villages in which the canal locks are located. It has dock information for boaters as well as paid advertisements for local restaurants and inns.

Although these publications do focus on the corridor, none of them offer a complete view of the area. Historic and cultural sites, as well as towns and villages, are mentioned randomly. When important elements are omitted, themes are also overlooked. As themes serve as a marketing tool, their absence can be detrimental to an otherwise effective marketing product. The *Antiques* brochures are, of course, directed to a specific audience. They are included in this inventory to demonstrate the extent to which the corridor communities consider themselves “linked.”
Of the many other brochures that focus on various segments of the corridor, a number of them would be appropriate means of marketing the byway. A review of these publications that could include write-ups on the byway is included in Appendix L. Appendix M is a detailed list of the publications that have been produced by the various sites along the corridor. With the designation of a scenic byway, and the possible adoption of a distinct Champlain Canal Trail Byway insignia, future printouts of these publications could include the symbol, and further strengthen the concept of a linked identity.

**Existing Festivals, Special Events, and Other Marketing Tools**

Festivals and special events are important marketing tools in a number of ways. First, central to heritage tourism is an emphasis on culturally diverse activities. Special events focusing on local traditions may offer the visitor a glimpse of something completely new, e.g., a haunted hay-ride or a crafts festival. The inclusion of a number of these types of events in an area’s calendar can only strengthen its appeal.

Secondly, special events and festivals offer the opportunity to market the event and site through use of the public media, that is, through newspapers, television, and radio. Press releases can be sent out to local and regional newspapers, television news programs, and radio stations for inclusion in their “community profiles.” This helps to establish an active public relations campaign.

Appendix N is a compilation of community events and festivals held during 1997 along the Champlain Canal Trail corridor. Reviewing the list, it becomes apparent that, while there are
many events during the spring and summer seasons, such as heritage events and outdoor festivals, the number dwindles during the fall and winter seasons. One of the foremost activities of the corridor, boating on the canal, whether by individual enthusiasts or larger group charters, only occurs from April to November.

Events occurring during the fall months include Fort Edward’s “Scarecrow Shindig,” and Saratoga National Historic Park’s “Turning Point” reenactment, while wintertime activities include a few “house tours by candlelight” and holiday festivals. Still, establishing more year-round activities is essential.

Another problem the byway communities must contend with is the Hudson River’s build-up of silt. Many of the communities, such as Fort Edward, are no longer visited by the larger tour-boats, such as Albany’s Dutch Apple, as the boats are unable to navigate around the town’s docks. While the absence of the larger tour-boats has been a perceptible obstacle to the town’s tourism-based businesses, the packaging of unique products, such as walking tours of the community given by an authentically clad guide, have continued to attract charter companies such as the Vermont-based Carillon Tours, as well as other visitors. More unique packaging can be instrumental in overcoming this environmental constraint.

Figure 21: Boating is a popular activity on the canal.

Another issue to address is the soundness of the tourism infrastructure and how this might affect the marketing plan. The Mohawk Valley Heritage Corridor plan precludes advertising to the general public until the necessary tourist amenities are safely in place. They focus
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instead on attracting smaller "niche" markets until that time when the tourism infrastructure is secure.

Some "niche" markets already constituting a percentage of the tourism within the corridor include canal and boating enthusiasts, school groups, and antique collectors. School groups accounted for 43.8 percent of the total visitation to the Old Fort House Museum in Fort Edward in 1996. Since 1995, according to the Fort Edward Historical Association, the number of school groups and total visitors has been increasing.

Another asset that can be observed among the Champlain Canal Trail villages and towns is the existence of organized community groups. These groups serve many different functions including improving the communities' economic bases, preserving the corridor's natural and man-made resources, and promoting the communities through special events and publications. Old Saratoga/New Schuylerville is responsible for organizing many of the events in Schuylerville. The Waterford Canal Development Committee concentrates on encouraging the redevelopment of the downtown. Hudson Falls' Feeder Canal Alliance supports the promotion of the canal's history, the preservation of the canal's integrity, the creation of a linear park along the canal, and the uniting of communities through cultural activities. Others exist in addition to these as well as independent businesses that produce brochures and cross-promote other establishments or the area's sites.

Existing Problems in Identifying the Heritage Tourism Market

Paralleling difficulties at the national level in identifying the "heritage tourist," detailed information identifying the visitors to the Champlain Canal Trail is currently nonexistent. While the individual sites can estimate their numbers, and some, such as the Old Fort House Museum in Fort Edward, have sign-in books and can thus produce relatively accurate numbers, others, such as the unstaffed Saratoga Monument, cannot. This problem is not unique to this corridor. Cheryl M. Hargrove of the National Trust for Historic Preservation, in summarizing a report done by the organization, specified the information currently lacking regarding heritage tourists:

- information regarding who they are
- information on how much they are spending
- information on how long they are staying
- information on what they are looking for

The Executive Summary of New York State Travel Trends, presented by D. K. Shifflet & Associates for the New York State Department of Economic Development, identified the most popular activities among leisure travelers in upstate New York to be touring by bus or automobile and visiting national/state parks. It also found that nearly two-thirds of leisure resident stays in New York were for day-trips, compared to 45 percent of New York leisure non-resident stays. Visitors from the rest of the state are less likely to stay overnight than are out-of-state visitors. In addition, since 1993, the percentage of leisure travel by families (adults traveling with children) has steadily risen for both U.S. travel and New York travel.
Family travel now accounts for 31 percent of the state’s travel. The Department of Economic Development further identifies the major market of upstate tourism to be residents living within a fifty mile radius of the target tourist site. All these factors must be taken into consideration in evaluating the market for the byway and how to proceed on promotion efforts. How many visitors can reasonably be expected to come from other regions in upstate New York, Vermont, or New Hampshire? Before instituting a full-blown marketing campaign, a threshold should be identified so that scarce resources are not wasted on marginally effective measures.

Figure 22: Unique features such as apple orchards can serve as a marketing tool.

5.4 Range of Possible Actions/Tools

A predominant strategy in tourism marketing is the creation of an easily recognizable graphic display system. A distinctive logo that could be included on highway directional signs or road maps would serve to catch the attention of motorists, cyclists, or boaters, possibly compelling them to stop and “have a look.” A unique identification system would be especially helpful for the Champlain Canal Trail since there is already a bike path with a similar sounding name (on the canal towpath) in some of the byway communities. Further, the logo could be included on brochures, including those produced by the various sites along the corridor, as well as at the local sites themselves. It would act as an evocative reminder of both the region’s sense of place and the numerous activities open to the visitor. An example of a
Marketing

unique symbol is the RiverSpark logo developed for the Hudson Mohawk Urban Cultural Park.

Another issue frequently highlighted is the importance of establishing a committee or group willing to take responsibility for not only coordinating established marketing campaigns among the various tourism promotion groups, such as the Canal Corporation, the I Love New York campaign, the counties, and the municipalities, but also for clearly determining the mission and goals regarding tourism in the area. Further, this group could be instrumental in developing methods of communication between the various sites and businesses along the corridor. It could also work towards facilitating the distribution of marketing data among the various sites and the collection of such data for further marketing research and evaluation purposes.

While development of a brochure cannot substitute for a sound marketing plan, it certainly is essential to one. A distinctive and informative narrative brochure, focusing on the major historical themes of the corridor, could serve as an invitation to tourists to experience history through a drive along US 4 or a trip up the Champlain Canal. Site locations, phone numbers and hours of operation should be provided where appropriate.

In addition, a second brochure could be produced for the promotion of not only the historic sites but for natural and cultural points of interest as well. Tourist amenities such as restaurants, hotels, and bed and breakfasts could also be included for the tourist’s convenience. Information regarding other activities or interests, such as boat or bicycle rentals, crafts, or antique shops, should be included as well. This brochure would serve to educate the visitor on all available activities, places, and amenities.

Further efforts could be made to increase the area’s attractiveness to niche groups, such as school groups. Improving the condition of historic sites (e.g., the Saratoga Monument restoration), providing itineraries for historic tours, and making available literature on the history of the byway are a few ways to achieve this.

Another niche group that could be explored as a possibility is the senior group tour. According to a 1988 survey by the National Tour Association, travelers over fifty indicated that 52.3 percent prefer trips to historical sites. The survey also found that 62 percent of those traveling on group tours favor visits to America’s heritage sites. Enhancements to the historic sites would thus also be effective in drawing in this market.

The Mohawk Valley’s approach of forming partnerships between the various sites and attractions could lead to the development of cross-promoting initiatives and discount packages. Tourists could be encouraged by the savings offered through package deals to visit more than one site on a given day. Brochures could inform tourists not only of the connections of that site to the one already visited but also of the other activities and amenities they will find if they choose to further explore the corridor. Also invited into partnerships could be the amenities providers, offering discounts to guests in return for free promotional opportunities.
The Eastern Gateway Canal Regional Plan presents a strategy directed towards promoting the canal as a regional and statewide tourism resource. One suggestion included is the expansion of the annual CanalFest in Waterford and the creation of additional festivals in Schuylerville. The creation of an annual canal event centered on traditional arts, crafts, and cultures is another suggestion. The creation of canal-based festivals and special events would definitely serve not only as a valuable attraction to tourists, but would also contribute to strengthening the corridor’s character, and would present opportunities for free media coverage as well.

One tool that could definitely open the corridor up for widespread exposure would be the development of a website. A website would not only promote the byway for tourism purposes but would also promote the area for non-tourism related reasons, such as offering an overview of the area for individuals or companies looking to relocate. Prior to implementing such a possibly expensive measure, it would have to be ascertained that it would reach the intended market and that the possible results would be consistent with the desires of the corridor.

Figure 23: An early fall scene along the canal.

5.5 Recommendations

Public Participation

While handbooks and articles on marketing byways and byway communities address the topic of public involvement, many plans either skirt the issue or focus only on one aspect, such as educational training programs directed towards improving the quality of restaurant staff and
Marketing

other service providers. While it is possible that resident attitude was examined in other parts of these plans, public participation within the context of marketing is integral, especially in a program concentrating on attracting heritage tourists. A major component of what heritage tourists come looking for is authentic culture as well as history. Acceptance on the part of the area’s residents can strongly influence whether a visitor decides to return or not.

In establishing a tourism approach agreeable to the area’s residents, one key issue that should be addressed is the preferred type of tourism. This needs to be considered in terms of both quantity and seasonal preference. The desired tourist’s mode of travel also needs to be decided for each of the communities. For example, with recent and planned improvements to the Village’s docks, Waterford may now be focusing on increasing the number of boat travelers. However, Whitehall, already a busy stop for boaters traveling on Lake Champlain, may like to see an increase in automobile tourists. Marketing as a medium attempts to offer a brief synopsis of an area’s identity for quick and easy distribution among nonresidents. Residents should be involved in determining how their community is being presented.

The Champlain Canal Trail Marketing and Tourism plan should include a survey aimed at identifying residential attitudes toward tourism and marketing. This can also serve as a tool for the tourism and marketing group as respondents can be asked to list what activities they engage in along the corridor and possibly identify what activities they would like to see more of. Well-done outreach initiatives can inspire new supporters and advocates to become involved in strengthening the corridor’s identity. Residents can be valuable in providing services such as volunteering to staff information kiosks, displaying logos, or distributing byway brochures at their businesses, or even just providing informal public relations for visitors.

Efforts should also be made to involve the resources (sites) along the corridor in the plan for the scenic byway, and to obtain their support for the project. This can be done via a survey or through letters to each of the sites, informing staff of the plans and inviting suggestions and questions regarding the byway proposal.

Organizing a Comprehensive Byway Marketing Plan

While there are many possible combinations of strategies that could effectively work to promote the byway, a few important ideas characterize successful campaigns.

A marketing campaign that only promotes a product is anemic at best. A true marketing campaign requires the creation of a product that not only appeals to consumers but offers them something worthwhile for their money and time. Victor Middleton calls this the Unique Selling Proposition and defines it as the characteristic that distinguishes the product from competitors and is the main reason to buy. This concept should be held foremost during every step of the planning and implementation process of the corridor management plan. Further, it should also be remembered that the aim of developing the area’s resources is not only to bolster visits by those residing outside the area, but to revitalize the area and encourage long-
time residents to take advantage of the enhanced resources as well. Having a comprehensive perspective of the potential market is mandatory for a successful campaign.

In the active implementation of the heritage tourism plan, it is important initially to concentrate on the organization and development of the existing resources. Identifying the niche markets and enhancing the appeal to those markets can serve to strengthen the area’s tourist facilities. Then, once a more solid tourism-supportive base is created, efforts can be focused on encouraging a broader tourist base.

Research should be undertaken to determine where the major market exists and how promotional materials such as the two brochures should be distributed. *The Lake Champlain Basin Plan* did determine that visitors from New York State constitute the primary market for New York State heritage sites, representing 43 percent versus 57 percent for the remainder of the states. It also determined that New York State residents (as opposed to Vermont residents or Canadians) were more likely to stay with relatives or stay at a vacation home than stay at a hotel or a motel. While this may not hold true area-wide, it definitely offers some points to consider.

Developing the themes of the byway and deciding on the representational identity of the corridor should be a primary objective of the plan. Public participation can provide an invaluable resource and should be central at this time.

Finally, patience and perseverance is another component of the tourism and promotion plan. The National Center for Heritage Development publication points out that developing a new domestic market takes approximately three years while an international market requires at least five years, even if all the recommended strategies are implemented. Tracking the results of the campaign is important. Whereas visits to a corridor website would be easy to monitor, phone and mail requests for brochures, especially from a variety of different agencies, would prove a bit more challenging. Further, identification of which promotional tactics are the most effective in drawing in visitors should also be a goal of the overall strategy. Establishing a committee to monitor the various information requests, tourist origins, and the success rates is one option for evaluating the plan’s success.
6. Transportation

6.1 Introduction

The Champlain Canal Trail is a proposed Scenic Byway under the New York State Scenic Byways program. The purpose of this section is to assist the Champlain Canal Trail Steering Committee to gain a more comprehensive understanding of the area’s transportation issues and the potential management strategies available, prior to preparing and adopting a corridor management plan. This section examines existing and possible future conditions within the corridor area’s transportation system. This is inclusive of all transportation modes. An overview of the issues confronting other byways is provided as well as a compilation of various projects expected to improve the corridor. Opportunities and constraints facing the corridor communities are outlined along with recommendations for improvements to the transportation network.

6.2 Review of Researched Materials

Roadway Design Standards

Numerous opinions exist on exactly which principles should guide scenic byway design standards. The most commonly used reference guide is The American Association of State Highway and Transportation Officials (AASHTO) Policy on Geometric Design of Highways and Streets (also known as the Green Book). The AASHTO Green Book is followed by most states, including New York. The majority of the nation’s designated byways, including those in New York, are two-lane rural roads built years before the AASHTO standards were adopted. These roads often have narrower lanes and lower speed limits than roads designed according to today’s Green Book standards. The Green Book standards emphasize mobility and safety rather than scenic character or historic preservation. A scenic byway constructed or improved according to AASHTO standards could potentially damage the scenic resources of that byway.

Provisions in the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 gave the states the option of taking exceptions to the Green Book standards for the purpose of preventing or minimizing damage to scenic resources. Design exceptions on a case-by-case basis allow states enough flexibility to address both safety and mobility issues while maintaining and preserving the historic, scenic, and environmental resources of the roadway. Some design exceptions allow for lower speeds, narrower lanes and shoulders, and sharper curves. A handful of states, such as Vermont, are in the process of developing their own standards for scenic byways rather than constantly relying upon design exceptions to preserve scenic quality.
Other design options that concentrate on the preservation of a road’s rural and scenic character do exist. One such option is the Park Road Standards developed by the National Park Service. These guidelines emphasize scenic preservation over mobility to ensure protection of roads located within national parks. Another option is the Transportation Research Board (TRB) 3R Report - Designing Safer Roads: Practices for Resurfacing, Restoration, and Rehabilitation. These standards are aimed at increasing the capacity of deteriorating roads not in need of major reconstruction. The 3R criteria extend roadway life and improve safety while keeping the existing design of the roadway intact.

Scenic Byways in Other States

Jacob’s Ladder Trail
The Jacob’s Ladder Trail is located on the Route 20 corridor in Massachusetts. According to the Scenic Byway Study’s executive summary, a comprehensive highway and safety analysis was conducted for the study’s transportation component. The Pioneer Valley Planning Commission collected a wide variety of data on the existing motor vehicle and bicycle conditions within the designated area. This inventory includes the road geometry, signage, embankments, pavement markings, major intersections, retaining walls, curbing, guardrails, sidewalks, and shoulders. Included as well is an inventory of the Annual Average Daily Traffic Counts, pavement conditions, bridge conditions, and traffic accident data. The Commission also analyzed the corridor’s bicycle facilities to determine the feasibility of creating a bicycle route along the trail.

The study recommends several improvements designed to enhance the byway’s attractiveness and functionality. The major improvement categories include pavement, guardrail, safety, bridge, and bicycle facilities. To improve pavement conditions, the study recommends repaving various roadway segments based upon a prioritized schedule. This prioritized list would be developed by a cost/benefit analysis of each improvement. The study recommends that rehabilitation and replacement of guardrails be conducted simultaneously with all roadway improvement projects. As they are more attractive and more consistent with the byway’s character, steel-backed, timber guardrails are recommended. To reduce the number of accidents, the study advocates the installation of high visibility reflectorized pavement striping and signage along the corridor. Further, roadside lighting is recommended for areas that are subject to frequent accidents. The study finally recommends the rehabilitation or replacement of bridges deemed deficient and the designation of a bike route along the corridor.

North Shore Highway
The North Shore Highway is a scenic road located in northern Minnesota. It stretches between Duluth and the Canadian border along the shoreline of Lake Superior. The scenic road is Highway 61 and, as described in the draft version of the Corridor Management Program for the North Shore Drive, is essentially located in the center of the corridor management area boundary. This document, produced by the Minnesota Department of Transportation (DOT), consists of an overview of several key issues directly affecting this
Champlain Canal Trail

road. These categories include vegetation/safety/utilities/visual quality, park development/rest areas/overlooks, water access and signing. After examining these transportation-related issues, the Minnesota DOT identifies locations in need of improvement. They also provide some mitigation alternatives.

As it impacts all other aspects of the North Shore Highway, Minnesota DOT concentrated on the vegetation/safety/utilities/visual quality issue the most in the planning of this corridor. This issue is substantial as changes in vegetation may significantly alter the integration of the highway into the surrounding landscape. Additionally, removing vegetative screens from nearby properties may have negative noise and visual impacts not only on those living in the area but also on those using the roadways. The Minnesota DOT cited traffic accidents caused by vehicle collisions with deer and trees as other major concerns. To improve this situation, several design improvements are discussed. These include removing vegetation from the right-of-way, installing deer reflectors, augmenting shoulders, reducing the degree of horizontal and vertical curves, and adding passing lanes.

New York State Scenic Byways

The Seaway Trail
The Seaway Trail in western New York State has been designated a National Scenic Byway. One of the requirements for federal designation is that the byway must already be designated a scenic byway within its state. The trail begins in western New York by the Pennsylvania border and extends to Massena in the northern portion of the state. The byway corridor is not restricted to just one road. Instead, the designation exists on several inter-linked New York State routes that run along the shorelines of Lake Erie, Lake Ontario, the Niagara River, and the St. Lawrence River. The overall theme of the byway is its historical prominence as a major maritime travel route during both the early settlement of the state and several wars. These byway roads provide easy access to the water. This byway is primarily a driving byway that is both well-signed, with easily identifiable green and white Seaway Trail logo symbols, and has a wide variety of stops along the way for sight-seeing and other activities.

Adirondack North Country Scenic Byways
The Adirondack North Country Scenic Byways are a collection of roads in New York State's Adirondack Mountains that have historic, scenic, and recreational significance. The segment of this system called the Champlain Trail Scenic Byway already covers a portion of the proposed Champlain Canal Trail scenic byway from Stillwater to Whitehall on US 4. The Colonial Trail Scenic Byway also covers a portion of US 4 between Schuylerville and Hudson Falls. In addition, the Central Adirondack Trail covers a portion of US 4 in the Village of Hudson Falls. There are a total of ten scenic byways in this system, with each one having its own unique character and telling its own story. The Adirondack Scenic Byways are primarily driving byways but offer a wide variety of stops for recreation, historic tours, and other activities.
6.3 Existing Conditions

Existing Links Between New York State Scenic Byways

The Champlain Canal Trail could easily connect to other scenic byways in New York State. As fragments of the proposed scenic byway are already included in existing state byways, the links are rather simple. Using US 4 as the main roadway through the Champlain Canal Trail study area, this road can link to other Adirondack North Country Scenic Byways from NY 29, NY 22 and NY 197. These roads all have sections that are part of this scenic byway system. The Adirondack North Country Scenic Byways are all linked and also connect to the Seaway Trail at four locations. These are NY 69 in Port Ontario, NY 3 in Sackets Harbor, NY 812 in Ogdensburg, and NY 37 in Massena. As a result, a continuous scenic byway network can be established from the western state line to the eastern state line.

The Mohawk Valley Heritage Corridor has proposed a New York State Scenic Byway along the NY 5 and NY 69 corridor between the Capital District and Rome. The theme of the corridor is to be recognized as a Revolutionary Trail. This organization has expressed an interest in making connections to major north-south routes as well.

Review of Existing Plans in the Study Area

Local Comprehensive Plans
While several of the communities along the proposed byway corridor have comprehensive plans with transportation components, many of these plans are outdated and have not been solidly implemented. A sampling of these transportation objectives is provided to illustrate the issues these communities have perceived as being integral to the efficiency of their respective transportation systems.

The Village of Hudson Falls and the Town of Kingsbury have a plan from 1973 that describes a number of projects, the majority of which were never implemented. The plan sets several policy guidelines including limiting access to principal and minor arterials so that development will not affect capacity on those roads. The plan advocates the use of local service roads in residential developments to ensure privacy for the residents and to preserve the transportation system. The implementation of these policies would involve block zoning to prevent sprawled development patterns, subdivision review for the identification of service roads and a limited number of access points, and the support and encouragement of planned unit development.

The plan identifies two transportation-related goals. First, the communities should better accommodate through traffic. Secondly, they should provide increased accessibility to Kingsbury and Hudson Falls while protecting against congestion on the local roads. The plan proposes limited access to US 4 and further sidewalk construction in areas of heavy pedestrian traffic and high traffic volumes, especially in Hudson Falls.
The Town of Northumberland in Saratoga County completed an analysis of local road conditions, with the help of NYSDOT, in 1991. Most of the town’s county and state roads saw a 20 percent to 40 percent increase in traffic between 1980 and 1987 with US 4 experiencing an even greater increase. The town’s dominant problem is the amount of truck traffic using the local road network. While the plan identifies the US 4 bridge over the Hudson River as one in need of rehabilitation, the project has never been implemented.

The Town of Halfmoon has several transportation goals and policies listed in its comprehensive plan of 1992. Although many of these goals and policies are directed towards the western portion of the town near Clifton Park, two recommendations are relevant for the Champlain Canal Trail corridor. Halfmoon recommends an intense arterial management program on US 4, along with NY 146, NY 32 and US 9. The plan also advocates more uniform road signage, especially on town-owned roads. As part of the Unified Planning Work Program for 1997 and 1998, the Town of Halfmoon has requested that the transportation options available for improved east-west access throughout the town be identified and analyzed to find possible improvements. This would help the town to better link with the Northway from its eastern sections, such as the area around US 4, as well as to neighboring communities. This study has been deferred until the Northway Major Investment Study has been completed.

Champlain Canal Projects
The Villages of Waterford and Whitehall are set to receive canal harbors as part of the canal revitalization program adopted in 1995. These projects will include some of the following elements: canal wall improvements for better boater access; boater services like drinking water, electricity, and sewage pumpout; docking; boat launches; and visitor information signs. Construction is to begin in Waterford in 1998 and in Whitehall in 2001. There are also plans to upgrade the areas around the canal and the locks to improve recreational conditions and to facilitate industrial and commercial shipping.

Washington County Projects on the 1997-2002 TIP
There are several major improvements recommended for the area in the Transportation Improvement Program. Major reconstruction of US 4 is planned between the South Village Line of Fort Edward and the North Village Line of Hudson Falls at a cost of approximately $7 to $8 million. The road will still have on-street parking when the work is completed, apparently restoring it to two lanes as it is now. This work is scheduled to be done in the year 2000 at the same time as a major bridge reconstruction project on US 9 near Glens Falls. This might pose a problem as there are only four bridges over the Hudson River that serve as access points to Glens Falls, with US 9 being the main one. When the construction begins, traffic is expected to divert to US 4 to avoid the congestion on US 9. If the construction is occurring on US 4 at the same time, there will be a major congestion problem in the area. Traffic levels on the two roads at their respective river crossings are currently comparable. Attempts at both the state and local levels are being made to resolve the situation before any construction begins. The reconstruction project is necessitated by drainage problems near the Fort Edward High School as well as poor pavement conditions.
Transportation

The other projects scheduled for the Champlain Canal Trail study area include the Whitehall-Wood Creek Bridge Replacement in 1999, bridge replacement on US 4 in Fort Edward over the D & H Railroad in 2001, resurfacing of the intersection of US 4 and NY 22 in Whitehall, and the reconstruction of ten miles of US 4 from the Saratoga County Line to the South Fort Edward Village Line in 2003.

Concerning projects that are not related to the road network, the Amtrak station in Fort Edward is being historically renovated between 1998 and 1999 to improve its functionality and appearance.

Saratoga County Projects on the 1997-2002 TIP

There are three projects recommended for programming for the 1997-2002 Transportation Improvement Program in the Champlain Canal Trail corridor. The major project is a $2.4 million rehabilitation of the North Bridge from Peebles Island to Waterford in 2001/2002. This project will provide motor vehicle, pedestrian, and bicycle access to Peebles Island over an existing bridge which has been closed since 1985. The project includes construction of satellite parking and installation of traffic control devices. A second project in Waterford is the rehabilitation of Lock 2 of the Erie Canal with an adjacent bike trail for $600,000 in 2001/2002. The final project on the Transportation Improvement Program is the rehabilitation of the terminal wall in Mechanicville in 2001/2002 for $580,000. This would involve providing a way-station, sidewalks, and the installation of railings and posts.

1995-2005 Capital Improvement Program Projects

The Capital Improvement Program (CIP) includes projects sponsored by the New York State Department of Transportation. These projects receive funding from New York State as well as other sources including the federal government. A total of twelve projects are included in the CIP, some of which have already been completed. A list of these projects is provided in the following table.
### List of Projects on the 1995-2005 Capital Improvement Program

<table>
<thead>
<tr>
<th>Project Location</th>
<th>Project Type</th>
<th>Target Date for Completion</th>
</tr>
</thead>
<tbody>
<tr>
<td>US 4/Fish Creek, Saratoga County</td>
<td>Bridge Rehabilitation</td>
<td>6/15/95</td>
</tr>
<tr>
<td>US 4/Wood Creek, Village of Whitehall</td>
<td>Bridge Rehabilitation</td>
<td>7/15/99</td>
</tr>
<tr>
<td>US 4/NY 197, Village of Hudson Falls</td>
<td>Intersection Work</td>
<td>11/16/00</td>
</tr>
<tr>
<td>US 4/D&amp;H Railroad, Village of Fort Edward</td>
<td>Bridge Rehabilitation</td>
<td>5/17/01</td>
</tr>
<tr>
<td>US 4, Village of Schuylerville</td>
<td>Resurfacing</td>
<td>7/18/02</td>
</tr>
<tr>
<td>US 4/NY 22, Village of Whitehall</td>
<td>Intersection Work</td>
<td>12/12/02</td>
</tr>
<tr>
<td>US 4/D&amp;H Railroad, Town of Halfmoon</td>
<td>Bridge Rehabilitation</td>
<td>5/15/03</td>
</tr>
<tr>
<td>US 4, Saratoga Co. Ln to Village of Fort Edward</td>
<td>Resurfacing</td>
<td>6/19/03</td>
</tr>
<tr>
<td>US 4, Hudson Falls Line to NY 196</td>
<td>Resurfacing</td>
<td>11/13/03</td>
</tr>
<tr>
<td>US 4, Village of Whitehall</td>
<td>Repair Work</td>
<td>2004</td>
</tr>
<tr>
<td>US 4/Hudson River, Town of Northumberland</td>
<td>Bridge Rehabilitation</td>
<td>4/21/05</td>
</tr>
<tr>
<td>US 4, NY 32 to NY 29, Village of Schuylerville</td>
<td>Resurfacing</td>
<td>5/19/05</td>
</tr>
</tbody>
</table>

The status of many of these projects is unknown. Only two projects are known to be entering the preliminary engineering phase within the next three years. These two projects are the US 4/D&H Railroad bridge in the Town of Halfmoon and the US 4 resurfacing in the Village of Schuylerville. The preliminary engineering phase includes approval of the initial project proposal and the completion of project scoping. The rest of the projects in the early years of the CIP are most likely well beyond this stage, especially those with a project manager assigned to them. Many of the remaining projects do not have project managers assigned to them, especially those not expected to be constructed until the end of the CIP period. Many of these projects have not progressed beyond the idea stage and as funding is an issue, it should not be assumed that these projects will occur during the time frame of the current CIP.

### Existing Infrastructure in the Study Area

#### The Road Network

The proposed Champlain Canal Trail scenic byway is to be centered around US 4 and the Champlain Canal. The endpoints for the byway are the Village of Whitehall in Washington County and the Village of Waterford in Saratoga County. This road is a federal highway and is a critical transportation route for a wide variety of traffic. It connects Saratoga and Washington Counties to Vermont through a very historic area. As US 4 is the center of transportation activity in the corridor, the data gathered in this analysis primarily relate to this facility. Similar data for several other state and local roads should be gathered later for the corridor management plan. Among the roads that will need this further analysis are those local roads that link to the Northway (I-87), NY 197, NY 22, NY 149, NY 32, NY 254, NY 196, NY 29, and NY 67. Other local roads include those that provide access to the canal locks.
and historic sites located off US 4. The exact number of roads that should be included in the corridor management plan will become clearer once the corridor width is defined.

**Inventory of Existing Conditions**
The highway infrastructure and safety conditions inventory provides the basis for a technical evaluation of the area's transportation elements. roadway, bridge, water, and pedestrian/bicycle facilities were examined to determine the general structural and service conditions. Traffic characteristics, including the amount of truck traffic, traffic volumes, and safety concern locations, were examined throughout the corridor to identify potentially difficult travel locations. In addition, an inventory of the existing canal, bicycle, rail, transit, and pedestrian facilities was performed to determine the feasibility of expanding their use within the corridor.

This analysis of the area's transportation components serves as the basis for recommendations to improve and enhance the serviceability of the Champlain Canal Trail corridor. A description of the condition of each component, based upon observations and collected data, is presented in order to identify current deficiencies and recommend improvements.

**Functional Classification and Roadway Ownership**
US 4 is maintained by the New York State Department of Transportation (NYSDOT) with the exception of the section within the City of Mechanicville. This section is maintained by the City of Mechanicville. It is an arterial roadway but the functional classification varies along US 4 and can be summarized as follows:

**Functional Classification on US 4 in Saratoga County**

<table>
<thead>
<tr>
<th>Road Segment</th>
<th>Functional Classification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rensselaer County Line to Waterford Village Line</td>
<td>Principal Urban Arterial</td>
</tr>
<tr>
<td>Waterford Village Line to South Main Street</td>
<td>Principal Rural Arterial</td>
</tr>
<tr>
<td>South Main Street to NY 146</td>
<td>Principal Urban Arterial</td>
</tr>
<tr>
<td>NY 146 to NY 915C Junction</td>
<td>Minor Urban Arterial</td>
</tr>
<tr>
<td>NY 915C Junction to NY 32</td>
<td>Principal Rural Arterial</td>
</tr>
<tr>
<td>NY 32 to Washington County Line</td>
<td>Minor Urban Arterial</td>
</tr>
</tbody>
</table>

The functional classifications provided above are for US 4 in Saratoga County. However, US 4 is not the only state or local road passing through the corridor that has a defined functional classification. The functional classifications of all of the major New York State routes and the relevant local roads should be gathered for the development of the corridor management plan.

The functional classification identifies the character of service that a given roadway is expected to provide in a given area. Principal arterials are streets and highways that have high traffic volumes, serve the longest urban vehicle trips, and provide access to the major activity centers of a community. These roads are meant to move traffic. Minor arterials are streets
and highways that interconnect with the principal arterial system. More emphasis is placed on access to various land uses and they provide trips of moderate length. This classification system is important for planning the appropriate road improvements that might be necessary in a given area. It is important that improvements fit the character of the road.

**Number of Lanes and Pavement Width**
Most of the US 4 corridor is a two-lane roadway with less than twenty-five feet of pavement width. This provides for at least two twelve-foot travel lanes which are sufficient for the rural section of the corridor. However, in the sections where the traffic volumes exceed ten thousand vehicles per day, one travel lane in each direction may prove inadequate during peak periods.

**Pavement Conditions**
There are several segments of the US 4 corridor where the surface pavement has undergone considerable deterioration. Regardless of traffic volumes, a deteriorated roadway surface will result in a lower level-of-service. While these condition ratings are based on 1995 observations, it still provides an overview of where roadway infrastructure investments are needed. Some of the areas where the pavement conditions are fair to poor include US 4 from the southern Fort Edward Village line to the Saratoga County Line and in the Village of Schuylerville, especially between the south Village line and the Saratoga Battlefield. Since the City of Mechanicville maintains the portion of US 4 that exists within the city limits, the pavement ratings were conducted by the Capital District Transportation Committee and not by NYSDOT. The procedures used in this analysis were developed by NYSDOT. The pavement conditions of this portion of US 4 are generally good.
Figure 24: Good pavement condition along US 4 near Hudson Falls.

Figure 25: Poor pavement condition along US 4 near Fort Edward.
Existing Travel Patterns in the Study Area

Traffic Volumes
Traffic volumes on US 4 appear to vary greatly within the study area. The Villages of Waterford, Fort Edward, Hudson Falls, and Fort Ann all experience traffic volumes in excess of ten thousand vehicles per day. This represents large traffic volumes for what are primarily two lane highways. The introduction of additional traffic into villages through tourism efforts will increase the pressure on these already heavily traveled roadways. Much of the southern and northern portions of the corridor experience between five and ten thousand vehicles per day. Not as congested as the villages, these routes are still utilized by a significant number of travelers. While there is most likely room for additional travelers along this route, the current travel patterns of commuters and other local community members are a factor in the planning of bus tours and other day trips to the corridor. The section of the corridor between Stillwater and Fort Edward has a relatively low volume of travelers and should be able to absorb the additional trips produced through the Champlain Canal Trail scenic byway initiative.

Safety Data
The two primary safety concerns regarding the designation of US 4 as a scenic byway are traffic delays and accidents. The byway designation will increase recreational travel consisting of automobiles with campers and boat trailers, as well as recreational vehicles and tour buses. There is little evidence to indicate that this increased traffic will increase the accident rate. A case study of before and after accident rates presented in The National Scenic Byways Study conducted by the Federal Highway Administration supports this. For twenty-two scenic byway routes in four states, the study showed that the designation of these routes did not increase the overall rate of accidents.

Traffic accident data for the US 4 corridor was obtained from the NYSDOT Region 1 Traffic and Safety Group. Accident location by reference marker, frequency, severity, and type were analyzed for a three-year period from 1993 to 1996. The accident rate per million vehicle miles was identified and compared with the statewide average to determine a high occurrence of accidents. The NYSDOT data is categorized and broken down according to the following lists:

- Priority Investigation Location (PIL) - based on rural highways: twelve accidents within a two-year period, based on urban highways: twenty accidents within a two-year period
- Safety Deficient Locations (SDL) - six accidents within a two-year period

The following locations along the Champlain Canal Trail have been identified as PILs:

- the intersections of US 4 with Park Avenue and Hill Street with Mabbett Street in the City of Mechanicville
Transportation

- a 2.6 mile section of US 4 from the intersection of County Route 40 and Schuyler Street in the Village of Fort Edward to the intersection of NY 22 and US 4 in the Village of Whitehall
- the intersection of US 4 with NY 22 in the Town of Fort Ann

The following locations have been identified as SDLs:

- a 0.6 mile section of US 4 from Industry Drive to Bells Lane in the Town of Waterford
- the intersection of US 4 and NY 146 in the Town of Halfmoon
- a 0.4 mile section of US 4 from NY 29 (Ferry Street) to NY 29 (Spring Street) in the Village of Schuylerville. The accident rate for this stretch of road is 7.92 accidents per million miles, where the statewide average for a two lane village road is 4.92
- a 0.6 mile section of US 4 from Montgomery Street to McCrae Street in the Village of Fort Edward. The accident rate is 5.68 accidents per million miles, compared to the statewide average of 4.92
- a 0.3 mile section of US 4 from Kingsbury Road to Green Barn Road in the Town of Kingsbury
- a 0.3 mile section of US 4 from NY 149 (Ann Street) to County Route 16 (Charles Street) in the Village of Fort Ann

Percent Truck Traffic
Heading from the Vermont border on US 4, through Whitehall and Fort Ann, and continuing south to Hudson Falls, there is a significant amount of truck traffic. Truck traffic is high in this area because the fastest way for trucks to get to Vermont is from the Northway (I-87) to either NY 197 or NY 149 to US 4. This is especially important during the winter as US 4 is the safest truck route to Vermont. From Schuylerville to Stillwater, there is also an increased volume of truck traffic on US 4. These areas along US 4 have ten percent truck traffic or more and present a major influence on the traffic patterns in the area. Travel speeds may be lower, sight distance may be reduced, and an overall decrease in the level-of-service may be experienced. At intersections, turning tractor-trailers require more space than typical vehicles to perform turning movements. The remaining sections of the corridor experience truck volumes typical of these types of highway facilities.

Land Use and Trip Generation
The study area contains a wide variety of land uses. Although much of this is discussed in the stewardship section of this document, it is important to consider both current and future land uses in the development of a corridor management transportation plan. Currently, the villages throughout the corridor have similar land uses along the major roadway, US 4. They contain Main Streets with a mixture of business and residential land uses, often in high densities. There is limited parking with the exception of on-street parking. Many of the villages have few driveways interfering with traffic flow and the development pattern has been geared towards the pedestrian. However, some more recent developments have been more automobile focused (e.g., McDonald’s, Stewart’s, etc.). These kinds of land uses seem to be mostly concentrated around Hudson Falls near the General Electric Plant. Outside the villages, the land uses are primarily agricultural and residential.
The concern for transportation is the number of trips that are generated by these land uses and their impact on the transportation system. There are many businesses, historic sites, recreational areas, and other land uses which generate a tremendous number of vehicle, bicycle, and pedestrian trips. The largest trip generators for historic sites and museums are summarized in the following table.

**Major Historic Site and Museum Trip Generators**

<table>
<thead>
<tr>
<th>Historic Site/Museum</th>
<th>Visitors Per Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saratoga National Historic Park</td>
<td>300,000</td>
</tr>
<tr>
<td>Waterford Museum</td>
<td>20,000</td>
</tr>
<tr>
<td>Old Fort House Museum</td>
<td>6,000</td>
</tr>
<tr>
<td>Skeneesborough Museum</td>
<td>2,000</td>
</tr>
</tbody>
</table>

**Parking Facilities**

Although many of the historic sites, parks, and major businesses have their own parking facilities, only a few signed public parking facilities are located in the study area. Although the villages allow on-street parking, with some time restrictions, the availability of day-long parking facilities is quite limited for tourists. Some of the historic sites and museums lack parking facilities for larger vehicles, especially buses. This lack of public parking may prove to be a problem when trying to encourage more tourism along the corridor.

**Champlain Canal**

The Champlain Canal is an eleven-lock system that stretches from Waterford to Whitehall over a distance of sixty miles. The Champlain Canal System is operated and maintained by the New York State Canal Corporation, a subsidiary of the New York State Thruway Authority, a public benefit corporation of New York State government. The Champlain Canal System operates from early May to mid-November and is subject to the latest water and weather conditions. The hours of operation for locks and lift bridges are set in conjunction with Eastern Daylight Savings Time. There are parks and marinas located at the following locations with these amenities:
Transportation

Facilities for Travelers on the Champlain Canal

<table>
<thead>
<tr>
<th>Municipality</th>
<th>Site</th>
<th>Location</th>
<th>Amenities*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Waterford</td>
<td>Battery Park</td>
<td>Front &amp; Parker St.</td>
<td>BL,TD,PA,HS,NT</td>
</tr>
<tr>
<td>Waterford</td>
<td>Lock 6 State Canal Park</td>
<td>Off County Route 97</td>
<td>BL,CS,FW,PA,OA,HS,HB</td>
</tr>
<tr>
<td>Mechanicville</td>
<td>Mechanicville Terminal</td>
<td>Terminal St.</td>
<td>BL,TD,OD,CS,E,FW,PA</td>
</tr>
<tr>
<td>Stillwater</td>
<td>Lock 4 State Canal Park</td>
<td>Off County Route 114</td>
<td>CS,FW,PA,OA,NT</td>
</tr>
<tr>
<td>Fort Edward</td>
<td>Fort Edward Yacht Basin</td>
<td>Broadway &amp; Terminal Ln</td>
<td>TD,OD,E,FW,PA</td>
</tr>
<tr>
<td>Whitehall</td>
<td>Skenesborough Museum</td>
<td>Skenesborough Dr.</td>
<td>TD,OD,CS,FW,PA,OA,HS</td>
</tr>
</tbody>
</table>

* The descriptions of the abbreviations for the various amenities along the Champlain Canal are as follows:

BL-Boat Launch; TD-Transient Dockage; OD-Overnight Dockage; SD-Sanitary Dumping;
CS-Comfort Station; E-Electricity; FW-Fresh Water; C-Camping; PA-Picnic Areas; OA-Observation Area;
HS-Historic Site; GA-Games Area; S-Swimming; HB-Hike/Bike Trails; NT-Nature Trails

The speed limit on the Canal System is ten miles per hour unless otherwise posted. The channel depths are twelve feet with some variation and the bridge clearances are 15.5 feet. The dimensions of the locks are 328 feet long by 45 feet wide leaving 300 feet by 43.5 feet available for vessels. Seasonal permits or two-day passes are required for all motorized vessels using the Canal System's locks and lift bridges. The cost of the passes and permits are determined by the size of the vessel. For pleasure crafts, seasonal permits range from $25 to $100; two-day passes range from $5 to $20.

During the 1994 to 1996 seasons, more than twenty thousand pleasure crafts were raised or lowered from one level to another each year. While the volume of traffic was slightly higher south of Lock 7, the yearly volumes remain relatively constant through each lock in the corridor. Commercial shipping has declined over the years from more than 260,000 tons being shipped in 1987 to no shipments in 1996.

The six marinas and park sites will become increasingly important to the development and future success of the corridor as a whole. These sites provide the linkages from the waterways to the local roadway/trail network. The Champlain Canal is rich in historic resources and the potential exists for substantial increases in the amount of pleasure boat traffic. The canal locks and channel dimensions can accommodate most pleasure craft sizes. Many communities along the entire New York State Canal System are building facilities to improve this link between their water and land attractions. Investment in the resources along the Champlain Canal will improve the corridor's attractiveness as a tourist destination.

Transit and Rail
The Capital District Transit Authority (CDTA) currently provides service to the Village of Waterford from Troy. This is bus route 85: Troy-Waterford and is the only route provided by CDTA that reaches the corridor. Transfers can be made in Troy and Cohoes to various points throughout the Capital District including Albany. The Greater Glens Falls (GGF) Transit provides service to the Villages of Fort Edward and Hudson Falls on US 4. This is bus
route 4: Hudson Falls-Fort Edward which originates in the City of Glens Falls. This bus links the Fort Edward Amtrak Station with points throughout Warren County. Upstate Transit provides commuter service to the City of Albany from the City of Mechanicville with a park-and-ride lot at the McDonald's in Mechanicville on US 4. As a part of the Saratoga County Park-and-Ride Lot Plan, the Mechanicville Park-and-Ride Lot may begin to service Schenectady via Clifton Park and NY 146.

Passenger rail service is provided to the Champlain Canal Trail corridor with stations in the Village of Fort Edward and the Village of Whitehall. Daily Amtrak service is provided to Fort Edward by the Ethan Allen Express and the Adirondack trains. Daily service is provided to Whitehall by the Adirondack train only. While the Ethan Allen Express operates between New York City's Penn Station and Rutland, Vermont, the Adirondack operates between New York City and Montreal, Canada. Both trains pass through the Albany-Rensselaer train station.

![Figure 26: The Amtrak station in Fort Edward.](image)

**Bicycle and Pedestrian Facilities**

The Champlain Canal Trail corridor currently contains several bike routes. While some of these are completely off-road, a number of them share the road with motor vehicles. New York State Bike Route 9 is located along US 4 from Waterford to Whitehall. This is a Class 3 facility and is signed as a bike route but has bicycles sharing the road with motor vehicles. The Village of Waterford contains a portion of the Champlain Canal Towpath, a multi-use Class 1 bike trail completely separated from motor vehicle traffic. A Class 1 bikepath also
exists on another portion of the towpath in the Town of Saratoga. The Saratoga National Historic Park contains on-road bike trails throughout the park along with the Wilkinson National Recreation Trail. Many other area trails are proposed for eventual inclusion in the Saratoga County Heritage Trail System which would provide regional links with other trails including the Mohawk-Hudson Bike-Hike Trail.

In Washington County, the Feeder Canal Towpath, a Class 1 facility, is the only major path within the Champlain Canal Trail corridor. It begins in Fort Edward and terminates in South Glens Falls, following the Feeder Canal which connects to the Champlain Canal. There are many bike trails proposed as part of the Adirondack/Glens Falls Transportation Council Regional Bikeway Plan. These include the South Glens Falls Bike Trail which would pass through northern Saratoga County and would link the Feeder Canal Towpath and the existing South Glens Falls Bike Trail. These would link with the Saratoga County Heritage Trail System and a variety of trails in Warren County including the existing Warren County Bikeway.

![Image of Feeder Canal Multi-Use Trail, Hudson Falls.](image)

Figure 27: The Feeder Canal Multi-Use Trail, Hudson Falls.

The condition of the existing bicycle facilities in the Champlain Canal Trail corridor is currently good. Many have been recently constructed and are well maintained. They provide good access to a variety of destinations and frequently offer a scenic ride as well. However, Bike Route 9 can be hazardous at times due to on-street parking and narrow roads in the villages, high speeds on the rural stretches, and the prevalence of numerous trucks on US 4. Much of Bike Route 9 is not intended for the novice cyclist.
The availability of pedestrian facilities throughout the Champlain Canal Trail corridor is of some importance to all the corridor communities. While all the village communities have sidewalks, some are discontinuous, with the sidewalks starting and stopping intermittently. Some of the rural sections of US 4 lack sidewalks entirely. The overall condition of the corridor’s sidewalks is generally in the poor to fair range, with a few exceptions. In addition to sidewalks, there are a number of paved and unpaved hiking trails, many of which follow existing bike trails. Finally, some of the corridor’s signalized intersections lack adequate pedestrian facilities such as pedestrian buttons, pedestrian signals, crosswalks, and curb cuts for the disabled.

Figure 28: Sidewalk condition at US 4 & East Street, Fort Edward.

Needs Assessment

The analysis conducted throughout the corridor indicates that there are some significant roadway deficiencies, including poor pavement conditions and narrow pavement widths in many locations. There is also a congestion problem evident in several villages as well as a particularly high volume of tractor-trailer traffic in the corridor’s northern section. These issues produce a less than desirable pedestrian/bicycle environment at times. In addition, a major structure, the truss bridge at the Saratoga/Washington County Line, is very narrow and has a posted weight restriction. This structure would not be able to accommodate a significant increase in traffic, particularly large tour buses, in its present condition. However, the regional highway system, especially from the Northway (I-87) and other major tourist areas
Transportation

including the Adirondacks, Saratoga Springs, and Lake George, provides strong access to the byway. There are also great opportunities to link this byway to the region and other scenic byways in the state through rail, bicycle trails, hiking trails, bus tours, and the Champlain Canal.

A scenic byway designation brings with it the opportunity for more funding of transportation projects intended to help improve the transportation network’s safety and infrastructure conditions. The designation may provide the support necessary for the communities to finally implement many of the projects that have been discussed and planned over the years. Although the designation may not suddenly generate a tremendous amount of new traffic, it should prompt the communities within the corridor to work towards making the improvements necessary to bring more people to the area.

6.4 Range of Possible Actions/Tools

The transportation study has revealed several projects and management activities that may need to be implemented throughout the proposed Champlain Canal Trail scenic byway. Although the emphasis is on US 4, these projects are appropriate for all the roads found within the corridor. Some of these projects apply to other transportation modes as well. They are arranged in a format based on hypothetical cost and may not accurately reflect their actual cost. This list is also not an all-inclusive one of possible improvement projects or management activities. The Steering Committee should be able to consider and evaluate the types of projects and management activities that would be appropriate in the adoption of a corridor management plan.

Low-Cost Activities

- Clear and grub where necessary for vistas and views (volunteer organizations could be recruited and coordinated by the local chambers of commerce to clear areas and trails).
- Clear and maintain hiking and biking trails.
- Plant street trees and introduce landscaping in villages.
- Plant screening to block undesirable views.
- Install crosswalks at intersections.
- Remove objects fixed too close to the road that may be hazardous to traffic (embankments, trees, rock outcroppings, abandoned buildings, etc.).

Medium-Cost Activities

- Resurface substandard pavement.
- Install turning lanes wherever necessary.
- Time traffic signals for efficient traffic movement.
- Establish automobile and parking restricted zones in villages experiencing parking problems.
• Install pedestrian signals.
• Provide parking areas at major vistas.
• Provide turnouts for recreational vehicles and buses.
• Install sidewalks to establish linkages and curb cuts wherever necessary in villages.
• Install park benches.
• Install bicycle racks.
• Provide visitor information displays showing distances to various historic landmarks, campgrounds, boat launches, etc.
• Install traffic signs (Stop, Yield, Slow, truck restrictions, etc.).

High-Cost Activities

• Reconstruct roadway portions where warranted.
• Widen and stabilize shoulders.
• Improve sight distances on horizontal and vertical curves.
• Replace or rehabilitate bridges that are too narrow and inadequate for larger recreational vehicles and tour buses.
• Install traffic signals in villages.
• Bury existing overhead utility lines.
• Install Class I bicycle trails along the Champlain Canal.
• Install bicycle storage lockers along paths.
• Install roadway lighting.

6.5 Recommendations

Prior to preparing a corridor management plan, the Champlain Canal Trail Steering Committee should learn about the transportation issues which confronted the Adirondack North Country Scenic Byways and the Seaway Trail. This is especially important for the three Adirondack byways that overlap the Champlain Canal Trail study area. As this is one of the themes for the proposed byway, the Steering Committee should also learn how the Seaway Trail links the water to the roads in their planning activities. The link between the land and water should serve as an important model for the Champlain Canal Trail corridor.

Aside from examining the experiences of others, it is also recommended that the Steering Committee consider several key issues in preparing the corridor management plan.

• Although this evaluation of existing roadway conditions focused on US 4, the corridor management plan should examine all the major roads that provide access to the byway corridor and provide access to the major historic resources and other points of interest. The analysis undertaken should follow the sample analysis conducted in this study.

• There are several high accident locations (PILs and SDLs) on US 4. Developing an understanding of the problems on US 4 is essential to developing a plan that will provide
adequate solutions. Several improvement projects for these locations are included in the Transportation Improvement Program and the Capital Improvement Program. These projects may alleviate some of the hazardous conditions on US 4. Further analysis of these problem areas should be conducted; especially important is the identification of unsafe areas near major historic sites or other points of interest to which tourists, unfamiliar with local road conditions, might be heading.

- Pedestrian safety is an important issue for the villages along the corridor. An inventory and analysis of the overall condition of pedestrian facilities should be conducted. Possible improvements that could be made include adding more crosswalks, pedestrian signals, and curb cuts at signalized intersections. The possibility of linking discontinuous sidewalks in the villages should also be examined.

- The safety of cyclists on Bike Route 9 should be considered. Currently, Bike Route 9 (US 4) cyclists are typically expert riders and the conditions are not favorable for cycling in the villages along US 4. The corridor management plan should look to create bicycle facilities completely separate from automobile traffic that would allow more novice cyclists to explore the area. Proposed and existing bicycle facilities should be linked together to form a cohesive trail. The plan should also examine the possibility of providing bicycle access to the major historic areas or other points of interest where none currently exists.

- The predominance of a substantial amount of truck traffic on US 4, especially north of Hudson Falls, should be examined to determine the existence and extent of conflict between trucks and tourism-generated traffic. This traffic may be in the form of recreational vehicles, tour buses, pedestrians, and bicycles.

- As the existing pavement conditions on some stretches of US 4 are poor, consideration should be given to possible improvements, including both spot improvements and major repaving projects.

- The major bridge at the border of Saratoga and Washington Counties is too narrow and presents a possible safety hazard for large vehicles such as recreational vehicles and tour buses. Possible improvements to this bridge should be examined, including the placing of warning signs or alternative routing of large vehicles.

- The Steering Committee should examine the possibility of constructing bus and recreational vehicle turn-outs on US 4 and other relevant locations if they exist.

- An analysis of the existing parking facilities has revealed that there are few public parking facilities in the Champlain Canal Trail villages. Consideration should be given to determining possible locations for additional public parking if a demand is revealed. This is especially crucial for tour buses and recreational vehicles that require larger spaces and are not able to use the existing on-street parking.
Champlain Canal Trail

- Access to the Champlain Canal is poor throughout the byway area. This is true not only for vehicles, but also for bicycles and pedestrians. Attention should be directed toward modifications that would improve access to the canal, especially from the villages. This may include resurfacing lock access roads, adding multi-use paths, and improving signage.

- The possibility of improving access to the Champlain Canal Trail through transit and passenger rail should also be examined. The presence of two passenger rail stations could potentially make Amtrak an important source of tourists and travelers within the byway. The accessibility to transit and passenger rail should be improved, if necessary, and the better scheduling of routes should be considered including special excursion trips.

- The Committee should also consider which agencies or local governments will be responsible for roadway maintenance throughout the study area. Coordination of maintenance will be essential for the successful upkeep of the Champlain Canal Trail Scenic Byway.

- Attempts should be made to identify the land uses responsible for high trip generations. Then, efforts can be made to accommodate any new trips that may result from the byway designation. The stewardship portion of the corridor management plan should include a recommendation that minimizes these auto-centered land uses within the villages, either through zoning laws or other methods, as they can lead to additional vehicle trips on roads already approaching capacity.

- The corridor management plan should address searching out funding sources to ensure that the necessary Capital Improvement Program projects are implemented.

- The Champlain Canal Trail corridor should be linked to the existing byway network. It is possible to link a variety of transportation modes including boats, bicycles, hiking trails, and rail. The ideal situation would be to identify all the linkages that form continuous networks within the state's scenic byway system. Further, as their goals coincide, the Steering Committee might consider working in conjunction with the Mohawk Valley Heritage Corridor.

Finally, while many of these possibilities, such as widening the roadway for the addition of lanes, shoulders, or turning pockets, would undoubtedly increase capacity and improve safety, they also may compromise the historic and scenic character of the area's villages. Preservation of the historic and scenic character is a primary objective as important as accommodating the traveling public safely. Improving safety can be achieved by methods other than the physical alteration of the roadway. These include reducing the speed limit, warning drivers of changing conditions with caution and advisory signs, implementing various traffic-calming devices, and providing maps and descriptive brochures. Also, vehicles that cannot safely travel the byway could be prohibited or rerouted around potentially hazardous areas. The Steering Committee should look at all possible options before considering improvements that may potentially harm the appearance of the villages along the corridor.
7. Geographic Information Systems

7.1 Introduction

A Geographic Information System (GIS) can be very useful in the designation of the Champlain Canal Trail as a scenic byway. It allows for a better understanding of the relationships between land uses, transportation, infrastructure, scenic resources, and environmental priorities. With the numerous municipalities and agencies involved in the Champlain Canal Trail, GIS provides an organized mechanism to inventory and analyze the large amount of collected data. This type of system is consistent with the Champlain Canal Trail’s goal, “to identify and promote diverse examples of our social, cultural, commercial, and natural heritage.” Using this type of system, multiple “layers” of information can be displayed to provide a more comprehensive overview of the conditions within the corridor. An example would include the overlaying of historic sites with restaurant and gas station locations on the same map.

There are three primary benefits of a GIS and the products that result from such a system. First, a GIS allows for the organization of several data sets based on physical location. A GIS also allows for the analysis of multiple data sets simultaneously. Finally, multiple “layers” of information can be displayed simultaneously through GIS.

This section is intended to provide an overview of the development of a Geographic Information System (GIS) for managing the wide variety of resources within the Champlain Canal Trail corridor. The major emphasis is the provision of sufficient “base” data to develop the system and a suggested management framework for utilizing it. The benefits of utilizing a GIS system in the development of a corridor management plan is also provided.

A set of GIS coverages, in Arcview “shapefile” format, will be provided to the Champlain Canal Trail Steering Committee for establishment of a “basemap” of the corridor. The primary GIS users in the area are listed along with an outline of what data they have available. In addition, a brief discussion of other scenic byway initiatives where GIS has played a role is included. The section concludes with a series of recommendations for the Steering Committee to consider when utilizing a GIS for the development of a management plan.

7.2 Review of Researched Materials

Jacoby’s Ladder Trail Scenic Byway, Massachusetts
This plan’s major components are historic preservation, transportation, land use, economic development, and tourism. In the inventory phase, the byway committee documented
information on byway landscape (scenic and aesthetic qualities), infrastructure conditions (safety and road conditions), and land use (community zoning bylaws). Most of this information was gathered in terms of how the average traveler would experience the byway. The collected information was then mapped and used as the basis for delineating the corridor.

The Jacob’s Ladder trail report contains six maps, developed in 8 1/2” by 11” format. The maps include information on protected open space (historic districts, federal, state, municipal, county and non-profit lands), town zoning districts (residential, industrial, and commercial areas), wetlands and hundred-year flood plains. It also includes information on a proposed corridor overlay zone to include all land within five hundred feet of either side of the public right-of-way on Route 20 and all land within underlying business or commercial zones along Route 20. The report proposes that wherever the Westfield River lies within five hundred feet of Route 20, the river shall form the boundary of the district. Not only are all byway themes represented on these maps, but some other important related features are also displayed. These significant features assembled on the byway basemap were the Jacob’s Ladder Trail study area, Route 20, other major roads, secondary roads, trails, municipal boundaries, hydrology, railroads, open water, and major gas, electric, and telephone lines.

The Hudson River Valley Greenway
Major components of this plan are natural, scenic, cultural, fish, and wildlife resources. A geographic “base file” was created for the counties along the Greenway. The features represented on this reference layer are road networks, hydrology, and municipal boundaries. A map of the Coastal Zone Management boundaries and a digital boundary file of public lands for the entire Hudson River Valley are included on the reference layer. The most detailed data came from the local level. Examples of such information include town master plans, waterfront revitalization plans, maps identifying conservation easements, and parcel identification of riverfront property.

The Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park
A very simple basemap was created for this plan. It contains municipal areas and county boundaries. The maps were produced in color and in 8 1/2” by 11” format. A total of twenty maps are included in the corridor plan. However, the major represented features are the corridor study area (historic transportation route, street network), passage (innermost area where the core events of Corridor heritage took place), reach (eight landscapes with a critical mass of resources that contribute to the Corridor’s national significance), canal locks, guard locks, canal dams, potential landings (ten visitor orientation centers), major roads linking all corridor landings and potential landings sites, major heritage attractions, sites, events and linkages important for interpretive efforts.

Not all maps in the reports mentioned above have a strong visual impact, but they all improve the understanding and perception of the regions they represent. The colorful mapping capabilities of GIS make many people think that geographic information systems are simply computerized maps. However, although they can and do make maps, and much of their output is displayed in this format, this is not their principal purpose. GIS is an information integration vehicle with the ability to overlay information on a variety of topics. This
powerful ability to integrate different kinds of information about a place can lead to more prudent decisions about public investments in infrastructure and services.

The use of a GIS basemap can prove helpful in conveying some basic information. However, due to the approximately sixty linear miles contained in the Champlain Canal Trail, few detailed features can be visually distinct on an 8 1/2” x 11” paper format. For this reason, when producing maps of the corridor, it is important to remember the scale in which one is working. Municipal boundaries and major routes will show up in an 8 1/2” x 11” map of the entire corridor, but individual properties are not visible at that scale.

7.3 Existing Conditions

Review of Available Data Sets and Coverages

Available data applicable to the Champlain Canal Trail scenic byway initiative has been gathered. This information was used as the base of the initial inventory. In addition, field visits were conducted to develop a database and GIS coverage of the historic sites. This database was provided by the Champlain Canal Trail Steering Committee.

A set of appropriate scale working maps was developed to facilitate the creation of inventories and GIS coverages reflecting the various plan components (e.g., interpretation, transportation, tourism, etc.). Using these working maps, it was possible to track potential locations for byway-related facilities and identify areas requiring improvements. These sketch maps were then compiled and developed into the required coverages.

Inventory of Collected Data Provided to the Steering Committee

Available GIS coverages of the byway study area have been compiled and inventoried. These coverages, originating primarily from the New York State Department of Transportation, the New York State Thruway/Canal Corporation, and the historic site coverage provided by the Steering Committee, have been used to establish a base network for the corridor. Coverages that are provided on disk to the Champlain Canal Trail Steering Committee are listed in Appendix O.

Current GIS Users along the Champlain Canal Trail

The first step in managing a scenic byway program is to understand the nature and scope of the corridor features. The fundamental issue—from urban planning to infrastructure development to environmental management—is their geographical link within the corridor. The Champlain Canal Trail Steering Committee will be provided with some basic digital land information and maps of the corridor region. However, the need for new or more up-to-date data may arise soon after implementation of the management plan begins. In order to ease the management of the Champlain Canal Trail’s GIS data, an inventory has been done of the GIS
7.4 Range of Possible Actions/Tools

GIS is a valuable resource for the Champlain Canal Trail. Examples of tools that could be generated through GIS include:

- a map displaying properties along the corridor that have development potential and vital information about the properties
- interactive displays at visitor centers
- maps that demonstrate the corridor boundaries at public meetings
- zoning regulations of communities along the corridor
- guides for visitors of the Champlain Canal Trail
- interpretive theme maps that outline the various important historic sites along the corridor
- data sets used in development of management strategies
- presentation documents, including cartographic materials on slides and posterboards
- planning documents, including technical charts, tables, and maps

7.5 Recommendations

Development and Implementation of a GIS “Users Group”

A GIS users group is vital for keeping the data sets current, and the Steering Committee should consider the establishment of an informal GIS “Users Group.” This group would consist of the various agencies that have an interest in GIS data collection for the corridor. The GIS coverages already possessed by these agencies should be adequate for the completion of the required management plan for the Champlain Canal Trail. The GIS spatial analysis and information management capabilities are tools that can be used by the Steering Committee to perform a comprehensive analysis of features such as concentrations of historic properties or traffic congestion locations. However, it is important to establish a network through which the various agencies can work together to facilitate data sharing and cooperation.

Suggested Uses of GIS Data

A series of maps should be produced to demonstrate some fundamental aspects of the Champlain Canal Trail. Maps can convey information on existing protected areas, federal lands, canal locks, major historic attractions, existing visitor centers, dilapidated buildings, viewshed sites, infrastructure conditions, and municipalities without zoning. This geographically related information can be overlaid onto one or more maps to help spatially define areas with common management issues. Management areas could be defined according to available funding, historic significance, and political feasibility.
The maps included in the final report should portray major characteristics and strengths of the corridor. The Champlain Canal Trail's most valuable resources are its many significant historic sites and its link to the Champlain Canal. These resources reflect the story of the corridor communities. A map showing the corridor's major historic attractions (State, National Register sites and districts, and National Register eligible sites and districts) and sites, including the canal locks, should be provided in the final report. Parks, other recreational sites, and water access areas are also instrumental in attracting tourists and inspiring economic development.

**GIS-based Trip Planners and Tourist Guide Information**

GIS should be used to generate trip planners based on the preferred recreation habits of the users. For example, users could log on to a website, specify their interests, and produce a map according to those interests. The GIS data would be a supplement to general tourist information maps. Visitor centers could also stock such maps.

**Interactive Information Kiosks Located throughout the Corridor**

Interactive kiosks would involve high-quality multimedia terminals that can be used for several applications. The key components of the system should include:

- PC-based multimedia terminals to be used as end-user client workstations
- special user input devices (remote controls, touch screens)
- a multimedia server with an efficient storage subsystem, high-speed ATM network interface, and other software modules that support the services listed above
- live television capabilities at the end-user terminals
- front-end multimedia applications with user-friendly interfaces targeting those unfamiliar with computer applications

**Presentation of GIS Data**

The presentation of the GIS data should be clear and concise. Besides having a quality appearance, the information should be given only when needed. The maps should be printed by themes and limited to a small number of overlays. One must be careful not to include too much information on such maps as the user may become confused. Examples of such themes include "The Corridor in Northumberland," "Pre-Revolutionary War Historic Sites," and "Early Colonial Settlement."
8. Financial Resources

8.1 Introduction

The success of any corridor management plan depends largely upon the availability of funds. Financial resources will be critical to the growth and development of the Champlain Canal Trail corridor. This section presents potential strategies for locating and managing the funds required for the creation and maintenance of the proposed Champlain Canal Trail scenic byway. These strategies can be further developed during the preparation of the corridor management plan.

The recommendations outlined are not intended to be final. Flexibility is a key element of a successful financial plan. Flexible plans will encourage creativity and experimentation while still working towards a common goal. Planning is necessary to assure the availability of financial resources at the desired time, but as political and economic circumstances change, plans must be reassessed and modified.

8.2 Review of Researched Materials

Funding Literature

There are many documents which may prove useful in developing strategies and locating funding sources for the Champlain Canal Trail. This section reviews some of the most useful documents and publications for financing a scenic byway.

The Catalog of Federal Domestic Assistance is a comprehensive guide offering instruction on how to locate federal grants. This publication can be found at government book stores or by contacting the Government Printing Office. Another useful source is the Guide to Federal Funding and Assistance for Rivers, Trails, and Open Space Conservation, published by the National Center for Recreation and Conservation. This publication provides a list of other federal programs.

The Guide to Foundation Grants for Rivers, Trails, and Open Space Conservation includes a compilation of Foundation Grant providers. This publication of the National Center for Recreation and Conservation also provides a list of funding sources that are not under the organization’s direct authority.

The Grassroots of Funding, by Joan Flanagan, describes various innovative funding techniques available to municipalities. This book illustrates many ways in which local citizens can raise money to help fund desired projects. The suggestions are generic enough to
Financial Resources

allow for flexibility. That is, their suggestions will benefit almost any project that a local community wishes to undertake.

The Community Guide to Planning and Managing a Scenic Byway, by the U.S. Department of Transportation, is another helpful publication. It recommends the creation of a detailed list of corridor needs, and prioritizes them as immediate, intermediate, or long-term. The guide also recommends developing a time frame for objectives. Unfortunately, the guide fails to offer advice regarding the criteria needed to develop a project prioritization system. A system for prioritizing capital facilities is discussed by John Levy in Contemporary Urban Planning.

Strategic Financial Decisions: A Guide to the Evaluation and Monitoring of Business Strategy, by David Allen, discusses the financial planning process. This process can lay the groundwork for developing a sound financial management plan.

As the federal government puts increasing pressure on state and local governments to become more financially independent, it is important that local governments develop innovative economic development strategies. Public-private partnerships are becoming a more common tool in meeting these challenges. Public-Private Partnerships in American Cities: Seven Case Studies, by Scott Fosler, offers some insight into the dynamics of public-private partnerships. Lynn Sagalyn explains how local governments are responding to federal cutbacks in “Explaining the Improbable: Local Redevelopment in the Wake of Federal Cutbacks” in the Journal of the American Planning Association (1990).

Financial Considerations of Other Byways

The number of existing financial strategies included in scenic byway corridor management plans is very limited. However, by reviewing those that do exist, financial resource strategies can be inferred. The study of other byways’ financial prioritization processes can also help to reveal the most effective and well-tested techniques. This information can be supplemented by drawing upon the knowledge of basic financial management principles.

In Minnesota, one scenic byway project spent approximately $72,000 dollars in one year for the design and publication of travel brochures, promotional items, guides, and maps. A full promotional campaign was also developed at a cost of $140,000 for a fifty mile scenic byway along Route 66 in New Mexico. This campaign included the creation of byway tours, an events calendar, audio and video tapes, and the fabrication and installation of two byway signs and three interpretive kiosks.

In Virginia, local municipalities wanted to create two interpretive centers along the stretch of Route 5 from Richmond, Virginia to Washington, D.C. as a means of promoting tourism and economic development. The initial project cost was about $235,000 but development and implementation was stalled until additional funding became available.
8.3 Existing Conditions

State and federal grant and loan programs are a vital source of funding for the Champlain Canal Trail corridor. Recently, five communities along the corridor received HUD-funded Corridor Initiative Grants. These grants are to be used by the individual municipalities for the purpose of encouraging local economic activity. These communities include: the Villages of Whitehall and Schuylerville, the Town of Fort Edward (which received $3.3 million), the Town of Waterford, and the City of Mechanicville.

Capital Connections, an Albany-based private non-profit group, has been allocated three million dollars through the Intermodal Surface Transportation Efficiency Act (ISTEA). This money is to be used for scenic byway projects. So far this year, only $396,000 in ISTEA money has been used state-wide. ISTEA also provides Geographic Information System (GIS) grants to help fund a variety of GIS initiatives.

8.4 Range of Possible Actions/Tools

The general goal of byway designation is to identify and promote diverse examples of social, cultural, commercial, and natural heritage. Financial resources are critical to the achievement of this goal. The following section provides an overview of the possible actions and tools that the Champlain Canal Trail Steering Committee should be aware of prior to the preparation and adoption of a corridor management plan.

The Financial Planning Process

The financial planning process should be used as a means to link together various financial strategies and to maximize the project funds already available. Like the planning process, financial planning employs a series of steps that should be followed through to the evaluation phase. The following steps of a financial planning process, borrowed from David Allen’s Strategic Financial Decisions, should be taken into consideration by the Steering Committee when developing the financial plan for the Champlain Canal Trail corridor.
### The Financial Planning Process

#### Identification of Financial Resources

- **Assessment of Funds vs. Expectations**

- **Prioritization of Projects and Funding Sources**

- **Allocation Method vs. Availability of Funds**

- **Allocation of Funds**

- **Project Implementation and Monitoring**

- **Evaluation of Projects and Financial Plan**

1. **Identification of Financial Resources**

   This part of the plan identifies possible funding sources as well as the criteria limiting their possible usefulness and specifies for what types of projects the money may be used. For example, it may be determined that the state has been allocated $3 million in ISTEA funds, but the funds may be earmarked for waterfront revitalization projects. This section of the financial plan determines how much money is available and where it comes from.

2. **Assessment of Funds vs. Expectations**

   Once funding resources have been determined, the next step is to assess how the funds match up with the expectations expressed in the plan. Some questions that should be considered include: Are the project proposals feasible given the availability of funds? Can the project be completed given the amount of money available? Will the project being funded play a significant long-term role in the corridor management plan?
3. Prioritization of Projects and Funding Sources

Standards should be developed to determine which projects are more important than others. Criteria for prioritizing projects are provided later in this section.

4. Allocation Method vs. Availability of Funds

The criteria for determining funding allocation should be established during this step. The allocation of money should be based upon the available funds and the urgency of the desired projects. Once the corridor width has been determined, a financial resources committee (or other corridor administrative body), must decide how to allocate the funds for the projects deemed important for the byway’s success. Various scenarios may then be created with each one representing a different estimation of the funding available. To visualize these scenarios, a matrix can be developed presenting a comparison of project types to the funding sources.

5. Allocation of Funds

At this point in the process, it should be decided which projects are to be funded. The money may be spent over a selected period of time or all at once. As with any planning process, public participation is an important consideration when determining the various projects to fund. Once a budget has been approved, the financial resources committee must allocate funds with project completion and the advancement of the scenic byway initiative held as the foremost goal. It cannot be emphasized enough that the plan must prioritize the projects. If infrastructure improvements are more important than the development of a new interpretive brochure, then funding allocation should reflect that.

6. Project Implementation and Monitoring

Did the project get completed? Were there any time constraints from the grant provider? What are the long-term prospects of the completed projects? These are some of the questions that the management team in conjunction with the financial resources team must consider. Once funding has been allocated, projects must be monitored to make sure that the money has been well spent. It is advisable that the project have a fixed budget to help guarantee that funds are not being spent on items that contribute little to the success of the project.

7. Evaluation of Projects and Financial Plan

Each time a new project is implemented, a review of the financial plan should be completed. This review may lead to changes in the financial plan reflecting new realities. For example, a funding source previously unknown or unavailable may be discovered and may significantly alter the priorities of the financial plan. It is recognized, however, that such a review may be limited due to individual time constraints. For this reason, an annual check-up of the plan is advised. It is important that the annual review properly
Financial Resources

reflect current economic conditions and possible changes to the prioritized project list. More importantly, it is crucial that a project evaluation be done upon each project’s completion for the purpose of determining how money should be spent in the future.

Assessing the Needs of the Corridor

In order to better plan the corridor’s future, it is important to create a list of projects, prioritized to reflect their importance for the success of the Champlain Canal Trail. This list, in conjunction with the funding tools discussed later in this section, can be used for the development of funding scenarios.

General Criteria for Funding Projects

Urgent: Projects that remedy hazards to the safety of the public; projects that meet emergency situations; projects where funds become available and the funds can only be used within a limited period; projects that are absolutely vital to the immediate success of the scenic byway.

Necessary: Projects which will make important features along the corridor usable; projects which are needed to establish and maintain the corridor’s status as a scenic byway.

Desirable: Projects designed to initiate new programs along the corridor; projects for the conversion of existing facilities to other uses; projects which will enhance the overall aesthetics of the corridor (beautification projects).

Deferrable: Projects which can be postponed or eliminated without jeopardizing the character and integrity of the corridor; projects that have been previously postponed due to lack of adequate funding.

Funding Sources and Programs

This section reviews some federal, state, and local economic development programs which might contribute to the financial success of the Champlain Canal Trail. In addition, local initiatives that businesses can take to develop a healthy economic environment are examined. The local initiatives require cooperation between local governments, business leaders, and citizens, and can provide continuous, renewable source of money for improvement projects. As federal and state funds become increasingly difficult to obtain, local governments must rely upon alternative forms of funding to implement programs such as the Champlain Canal Trail. Finally, funding from private foundations is discussed.

Federal Funding Sources and Programs

Intermodal Surface Transportation Efficiency Act (ISTEA): This Act was adopted in 1991 and provides authorizations for highways, highway safety, and mass transit for a period of six years. Between 1992 and 1997, $155 billion has been made available for funding various transportation related projects. The projects that are eligible for federal aid under ISTEA fall into six management systems. These include pavement, bridge, transit, intermodal, safety,
and congestion management systems. Funding is generally provided for 80 percent of the project cost with the remaining 20 percent being provided by the project sponsor.

Transportation enhancement projects are an innovative aspect of ISTEＡ. These include acquisition of scenic easements and scenic or historic sites, provision of facilities for cyclists and pedestrians, and scenic or historic highway programs. ISTEＡ specifically provides funding for scenic byways, and $50 million in grant money for the planning, design, and development of state scenic byways programs has been authorized. In addition, $30 million has been authorized in a grant program to allow states to undertake scenic byways projects.

**Community Development Block Grants (CDGB):** This program of the U.S. Department of Housing and Urban Development (HUD), can provide direct funding to the communities for activities which rehabilitate privately owned buildings and sites. These grants can also provide funding for advisement services to entrepreneurs looking to start small businesses. This is a versatile tool which would allow the government to stimulate private investment along the Champlain Canal Trail.

**Empowerment Zones (EZs) and Enterprise Communities (ECs):** These two programs, also administered by HUD, provide incentives which attract private investment to designated areas. When properly administered, these programs can stimulate economic revitalization in local communities.

**Other HUD Grants:** Five towns and incorporated villages have received HUD-funded Corridor Initiative Grants. All other municipalities along the corridor should take advantage of these types of programs.

**Historic Preservation Fund:** This federally funded program provides grants for the expansion of state and national historic sites. In 1995, this program provided over $41 million in funds for a variety of state initiatives.

**The National Preservation Loan Fund:** This fund provides below-market-rate loans to preservation groups to undertake specific real estate projects or to create state or local revolving loan funds. Participation is generally limited to $150,000 for individual projects and $200,000 for revolving funds, although there is no limitation on assistance for National Historic Landmarks.

**The American Heritage Rivers Initiative:** Initiated by President Clinton, this program consolidates a number of established federal programs into a more user-friendly form. It does this without creating any new legislative or regulatory measures. The program’s goal is to offer assistance to communities working to improve their rivers and waterfronts. New York State Governor George Pataki has announced the nomination of the Hudson River for inclusion in this program. This would provide a valuable resource to many of the corridor communities.
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State Funding Sources and Programs

**New York State Thruway Canal Corporation:** This state agency allocates money for various canal, scenic byway, and other corridor related projects. In order to promote state-wide initiatives, the Canal Corporation allocates money to fund a variety of projects that would make New York State a more attractive place to visit.

**New York State Department of Transportation (NYSDOT):** This may be one of the best sources of state funds for any scenic byway designation. In addition to providing financial support for various projects, NYSDOT provides GIS assistance and roadway improvement programs in different regions of the state.

**New York State Department of Economic Development:** This state agency provides money for those municipalities trying to promote economic development. The towns and villages along the corridor are hoping to enhance the recreation, historic, cultural, and other tourism features of the byway, all of which have economic impacts. This intermunicipal effort is important because a widespread economic development initiative is crucial when trying to get money from this particular agency. This needs to be taken into consideration when preparing the corridor management plan.

**The New York State Environmental Bond Act:** This fund has approximately $2.75 billion to be spent over a five-year period for a variety of environmental initiatives. The municipalities must be prompt when applying for this money because New York State has a very rigid application process.

Innovative Financing Strategies and Local Initiatives

**Business Improvement Districts (BID):** This business-oriented initiative has become an important tool for many downtown communities in New York State. Within the different municipalities along the corridor, local businesses can increase their property taxes at a rate higher than the market rate. The money is pooled together and used to fund a variety of local projects. Other BID’s have used the money to put in simple design features like traditional street lighting, to help clean up sidewalks and streets, and to improve pedestrian accessibility.

**Tax Increment Financing (TIF):** This program is a way for the public sector to encourage private sector development in specially designated areas. As the economic environment improves and tax revenues increase, the revenues are placed in a special fund which can only be used for explicit public purposes. Often bonds are sold as a means of increasing the revenues of the designated fund. This program can be especially beneficial to the communities along the corridor because it allows local governments to control their own funds.

**Municipal Bonds:** The revenue generated from the sale of bonds can be used for a variety of capital improvement programs to enhance the economic and aesthetic quality of the Champlain Canal Trail. However, care must be taken to ensure that a secure stream of revenue to pay off the bonds is in place.
Champlain Canal Trail

Property Taxes: An option available to local governments for raising revenues is local taxes. Politicians are skeptical of tax increases because of unfavorable attitudes from local taxpayers. However, this distaste for property taxes can be overcome when revenues are identified for a clear public purpose. Residents are more likely to express a willingness to provide more revenues if they are reasonably certain that specific services will be improved.

User Fees: In some cases, it may be financially beneficial for each municipality to charge a small admissions price for some attractions. In Michigan, for example, user fees increased local revenues for scenic byway proposals by as much as 11.5 percent.

Miscellaneous Excise Taxes: Sin or luxury taxes offer potential sources of funds for scenic byway programs. For example, dedication of a portion of alcoholic beverage tax revenues to support scenic byway improvements would seem reasonable. In North Dakota, 11.93 percent of the funding sources for local scenic byway programs comes from these types of taxes.

Corridor Volunteers: Traditionally, volunteer involvement has been essential to make many historic landmarks open to the public. Volunteer efforts should continue to play an important role in the development of the corridor.

Potential Private/Not-for-Profit Programs

The Capital Connection: As mentioned previously, this organization has about $3 million of ISTEA money earmarked for scenic byway programs within the region. This is an ongoing source of money because the organization receives money annually. More importantly, they have other grants that may be distributed for similar projects.

The J.P. Morgan Charitable Trust: As of the 1998 budget, this group anticipates a total of approximately $12.5 million next year. It allocates money for environmental initiatives, economic development, cultural and historic preservation, and educational programs. Last year, it gave approximately $7.0 million for scenic byway related projects.

The New York State Planning Federation: This Albany-based group provides grants for a variety of planning projects. Although the grants are small, they are an important source of support for planning initiatives throughout New York State.

8.5 Recommendations

First, a financial resources committee should be developed, consisting of business owners and public officials along the corridor. It is critical that such a committee be developed to effectively locate and manage funds for the continued success of the byway program.
Figure 29: A financial plan can help fill vacant storefronts in corridor communities
(Whitehall pictured)

The financial resources committee would be responsible for the overall financial resources necessary to maintain the Champlain Canal Trail as a New York State Scenic Byway. Responsibilities of the committee would include grant writing and continued contact with both the business community and key government and business officials along the corridor. The financial resources committee should consider employing interns to assist with general administrative duties.

This committee should be created once a corridor management plan has been developed. The committee should act innovatively to develop revenue sources for the corridor. Each municipality along the corridor should have at least two people serving on the committee and each member of the committee should be given a specific task. To effectively accomplish administration of funds, the committee should develop a financial plan to coordinate the long-term financial affairs of the byway.

Three Scenarios for Funding the Champlain Canal Trail

It is recommended that the financial management team develop potential scenarios for financial management of the Champlain Canal Trail. These scenarios should include objectives which are most critical to the continued success of the project. A hypothetical description of each scenario, including the most crucial projects for the success of the corridor, has been provided below. The list of crucial projects is based on the recommendations of the other sections of this document. A description of what can be done to create a continuous, renewable source of revenue has also been provided.
Champlain Canal Trail

It should be noted that this is not a complete list of all projects. Rather, these scenarios should be used as guides when deciding how to allocate money for the various byway projects. Some projects may be more important than others. The main point is that the corridor management plan should acknowledge a fluctuation of financial resources and must prioritize projects accordingly. With this in mind, three possible scenarios were developed which should help to give guidance and encourage innovative financing strategies.

**Financially Constrained Scenario**

This scenario assumes that funding for the projects will be minimal and only the most urgent and necessary projects will be a priority. Simple marketing strategies and public participation are the most urgent projects needed to enhance the quality of the scenic byway. There is no fixed budget for the creation of a public participation program. However, public participation is a key component in the success of any plan and must be incorporated into the plan from the beginning.

Infrastructure improvements, including roadway improvements, are costly. Minimizing negative externalities, resurfacing substandard pavements, installing turning lanes, installing and creating a variety of simple design features (park benches, trees, pedestrian signals, bicycle racks, etc.), and providing visitor information displays showing the distances to various historic landmarks, campgrounds, and boat launches are all important projects that are needed along the Champlain Canal Trail. They are placed in this scenario, because under the assumption that money is limited, these are the projects most needed to maximize tourism and economic development prospects along the corridor. It can be assumed that projects of this type will cost at least several hundred thousand dollars.

Improving data quality and increasing the availability of historic, cultural, and recreational information about the Champlain Canal Trail is crucial. People will not travel along the route if they are unaware of its resources. The construction of orientation facilities, trailheads with interpretive information, and promotional centers are important projects. Increasing the availability of historical and cultural information is not a difficult task and does not cost a lot of money. To this end, one of the most crucial projects, therefore, is to identify the market, generate the theme(s), and improve the quality of visitor services and attractions. It may also be beneficial to employ GIS technology to minimize the work necessary to initiate corridor projects.

Since this is the minimum funding scenario, it must be assumed that local municipalities have not yet generated enough funds through local innovative financing strategies. Therefore, projects being funded in this case must come from federal, state, and private funding resources. The only way to move from this scenario to the next is to generate funds or acquire more from federal, state, and/or private sector organizations. It must also be assumed that funding will be spread out over a period of several years. Therefore, it is important to realize that these are the projects that must be completed given the time constraints set forth by grant giving institutions.
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Moderate Funding Scenario
In this scenario the assumption is that there is additional money available enabling the funding of more projects. Such funding might materialize if local municipalities successfully implement a series of innovative financing strategies.

Sign improvements, the development of information kiosks, and analysis of festivals and special events are some tourism and marketing projects that could be done once more money becomes available. Perhaps the development of two interpretive centers at each end of the corridor is feasible under this scenario.

Once more money becomes available, an educational program about the Champlain Canal Trail should be developed. An educational workshop series could be prepared for local government and community leaders to encourage preservation of the scenic, historic, cultural, and recreational qualities along the corridor. New projects should be related to the themes that have been developed. That is, if this is primarily a historic byway, funds should be allocated for those projects related to that theme. Although recreational opportunities should not be overlooked, it is nearly impossible to fund recreation-related projects without the generation of more funds. On the other hand, if it is determined that recreational opportunities are important for the success of the scenic byway, then funds should be allocated according to the prioritization criteria outlined earlier. Continued updating of information for marketing and tourism purposes can be accomplished in this scenario.

Best Case Scenario
With more liberal funding, a whole range of more ambitious capital improvements could be undertaken, along with numerous discretionary projects to enhance local resources. Major roadway improvements including the replacement or rehabilitation of bridges would become more feasible. The development of Class I bicycle trails and other costly recreation-related projects could be considered. Building repairs and structural improvements could be initiated. New rest areas, interpretive signs, landscaping, and coordinated pedestrian and bicycle activities are other projects that might be feasible if funding were available.

New projects intended to enhance the quality of the scenic byway features could be fully developed. These are the projects that were not crucial to the immediate success of the corridor but are important for its long-term prospects. One of the goals of the corridor management plan should be to reach this level of funding so that the scenic byway may be fully developed to maximize its economic potential.

Visualizing the Three Scenarios
The best way to visualize these scenarios is in the form of a matrix. A matrix has been developed in Appendix Q which illustrates the project types and the estimated costs of completion. The information for this matrix came from a series of other scenic byway programs. The numbers shown do not reflect actual costs as they relate to the Champlain Canal Trail. Rather, they show what other scenic byway programs have invested. This matrix should be altered to reflect the project types and financial resources of the Champlain Canal Trail.
Limited funding has been the number one impediment to implementing state scenic byway programs. Without adequate funds, officials are often forced to decide between meeting basic transportation needs and meeting the needs of tourists. The communities along the Champlain Canal Trail must develop a financial planning strategy to ensure the success of the scenic byway program. They must prioritize the projects that they wish to complete. By using the financial planning process suggested, the financial resources committee will be better able to decide which projects are most urgent and which ones are deferrable. More importantly, the municipalities cannot rely exclusively on state and federal funds. They must be able to generate funds locally in order to maintain and enhance the qualities of the byway.

The need to address demand considerations, existing conditions, and the costs and benefits of project proposals places considerable pressure on the financial resources committee. Local politicians and others often bemoan the loss of federal and state aid and the high costs of scenic byway programs. A lack of unlimited resources can cause much frustration at the local level. Therefore, this report attempts to assist decision makers in preventing the misallocation of financial resources. By using the recommended financial planning strategies, the municipalities along the Champlain Canal Trail Scenic Byway will be able to successfully manage the corridor.
Conclusion

The proposed Champlain Canal Trail scenic byway, stretching from Waterford to Whitehall, is steeped in history, culture, and natural resources. From the American Revolution and the birth of our nation, to the Champlain Canal and the wonders of the Hudson River Valley, the region abounds with natural beauty and the richness of the American spirit.

The communities of the region have recognized the enormous potential that the region's untapped resources represent, and have thus begun the scenic byway designation process through the Champlain Canal Trail Steering Committee. With this in mind, the purpose of this plan is to present the committee with a "first step" in anticipation of a full corridor management plan and byway designation. The focus of this plan is to provide a preliminary understanding of the issues facing the corridor and the range of management methods and strategies available to communities.

Scenic byway designation would continue and expand the evolving relationship that exists among the region's communities. This relationship has spanned hundreds of years and has taken many forms, from colonial settlements to industrialization and up to the present. It is now time for another phase in the region's evolution, one that will capitalize on its exceptional historic, scenic, and water resources.

The rapid growth of Saratoga County demonstrates the desirability of the region. But it also presents a new set of challenges. The absence of appropriate safeguards can lead to the degradation or destruction of vital resources such as historic buildings, scenic vistas, and aquatic habitats. A corridor management plan would help to guide development in a manner respectful of community priorities, economic needs, and environmental constraints.

A concerted effort on the part of the communities of the Champlain Canal Trail corridor has the potential to spur local economies and improve the quality of life of all residents. Success will require the proper management and marketing of resources, and cooperation between municipalities and the private sector. Scenic byway designation will provide a focal point for their collective efforts.
Glossary

Agri-tourism - Tourism based on the existence of local farms and farm-related activities.

Annual Average Daily Traffic (AADT) - Estimate of typical daily traffic on a road segment for all days of the week over the period of one year.

ArcView 3.0 - A GIS software (produced by the ESRI Corp.) that compiles, analyzes, and displays geographically-referenced data.

Architectural Review Board - A local government entity that reviews and approves any architectural changes to buildings within a designated area, with the goal of preservation and enhancement of community identity.

Basemap - The primary map used for generating maps using GIS software. Additional maps (i.e. coverages) are overlaid on top of the basemap to illustrate trends and specific local traits.

Block Zoning - Zoning done on the basis of an individual residential block.

Buffer Area - Green space that blocks out unattractive facilities from an important viewing area.

Business Improvement District (BID) - Business district in which property owners have agreed to pay an additional tax to fund street cleaning, safety, and promotional efforts.

Capital Improvement Program (CIP) - A multi-year scheduling of public physical improvements, based on studies of available fiscal resources and the choice of specific improvements to be constructed for a period of 10 years.

Class I Bicycle Trail - A travelway completely separate from the roadway and shoulder which is designated for cycling by means of signs and sometimes striping and other identifying markings. The travelway may be either within or outside the highway right-of-way.

Class II Bicycle Lane - A restricted travelway, part of the roadway or shoulder, which is designated for cycling along a specific portion of the roadway or shoulder by means of signs, striping, and other identifying markings. A physical barrier may be employed to separate cyclists from motorized traffic.

Class III Shared Roadway - A travelway, part of a roadway, which is designated for cycling by means of signing and other identifying markings. No physical separation of cycling and motorized traffic is provided.
Glossary

Cluster Development - Development pattern where dwelling units are grouped on certain portions of a site to allow for open spaces in other areas. It often promotes development in the most appropriate areas and helps reduce infrastructure costs.

Community Design Workshop - An informal work-oriented session in which the public shows planners sites they feel should be revitalized or added to the proposed corridor, and design options are discussed.

Comprehensive Plan - A legal document (containing a map and text) that is adopted by a local legislature to direct all development, public and private. Local zoning regulations are often tailored to meet the objectives stated in the plan.

Data Dictionary - A catalog describing the data stored in a GIS database.

Easement - An interest in land owned by another party that entitles its owner to a specific limited use or enjoyment. Easements can be set aside for conservation, utilities, or public recreation facilities.

Environmental Bond Act - Passed by the New York State Legislature in 1996, the Act allocates money to communities for environmental cleanup and preservation efforts.

Existing-Use Zoning - Zoning regulations that pertain to the current use of property so that community character and open space can be preserved.

Feature - A map representation of a geographic object.

Fee Simple Acquisition - A process whereby land is transferred quickly and easily based on a payment of cash without a formal title search.

GIS - Acronym for geographic information system.

GIS Users Group - A group of GIS users that meets to facilitate the sharing of electronic data for specific projects.


Heritage Tourism - Tourism that involves the history of the local region.

Hillside/Slope Zoning - Performance-based zoning intended to preserve existing hillsides and surrounding landscape.

Historic District - A district where special architectural and land use controls are written into the zoning ordinance to preserve the existing buildings.
**Historic Preservation Fund** - A federally funded program that provides grants for state and national historic sites.

**Incentive Zoning** - Zoning where a municipality issues a permit based on builder’s agreement to provide certain community amenities.

**Intermodal Surface Transportation Efficiency Act (ISTEA)** - Federal transportation legislation passed in 1991 that gave local governments a significantly greater ability to direct funding toward bicycle and pedestrian programs and transportation-related historic preservation efforts. Expired in 1997; new legislation expected in 1998.

**Kiosk** - Tourist-oriented information booth with information about museums, cultural attractions, tours, special events, restaurants, and accommodations.

**Land Banking** - Acquisition of land by the government so it can be set aside for future projects and/or improvements to the existing infrastructure.

**Large-Lot Zoning** - A low-density zoning scheme.

**Legend** - A list of the symbols appearing on a map; a legend contains a sample of each symbol as well as text that interprets the symbol.

**Master Plan** - Another name for comprehensive plan.

**Minor arterials** - Streets and highways that interconnect with the principal arterial system.

**Municipal Bonds** - Money borrowed by local governments and paid pack to lenders on a tax-free basis with interest after a designated amount of time. This money can be borrowed to finance capital-intensive projects. Municipal bonds are rated under a special system (Moody’s, Standard & Poor’s) that considers factors such as the revenue stream, the status of the economy, and the municipality’s past fiscal responsibility.

**National Historic Landmark** - A site that is listed on the National Register of Historic Places.

**Niche Markets** - Markets targeted to a special audience.

**Overlay District** - A designated district with an extra set of regulations to meet certain goals, such as historic preservation, scenic protection, or the enhancement of community character. The regulations are in addition to the underlying conventional zoning regulations.

**Pavement Conditions** - NYS DOT documents the condition of pavement along the state’s highway network. Pavement conditions are generally rated on a scale of A to F. These scores are noted in the *Highway Sufficiency File*, published on an annual basis.
**Glossary**

**Planimetric Map** - A map that presents the horizontal, but not the vertical, positions of the features represented.

**Planned Unit Development (PUD)** - Development that involves a mixture of land uses and several types of residential units. Normal development controls are waived upon special approval from the local zoning board.

**Principal Arterials** - Federally-designated highways that carry about half the nation’s traffic.

**Priority Investigation Location (PIL)** - Locations on rural highways with at least 12 reported accidents within a two-year period or, on urban highways, locations with at least 20 reported accidents within a two-year period.

**Public Action Committee (PAC) Groups** - Lobby groups that solicit support from elected officials for specific purposes.

**Purchase of Development Rights (PDR)** - Purchase, usually by a local government or independent organization, from a property owner of the right to develop the property. Under this scheme, the property owner continues to own the land, but is prevented from developing the property.

**Query** - In a GIS, a logical statement used to select features or records. A simple query contains a field name, an operator, and a value.

**Raster Format** - In a GIS, a cell-based representation of map features. Each cell in the structure has a value; a group of cells with the same value represents a feature.

**Safety Deficient Location (SDL)** - Locations with at least six reported accidents within a two-year period.

**Site Plan Review** - A process to ensure that plans for development projects are in compliance with a municipality’s comprehensive plan.

**Scale** - The relationship between the dimensions of features on a map and the geographic objects they represent on the earth, commonly expressed as a ratio or fraction. A map scale of 1:100,000 means that one unit of measure on the map equals 100,000 of the same unit on the earth.

**Shapefile** - ArcView’s format for storing the location, shape, and attribute information of geographic features.

**Spatial Analysis** - The determination of spatial relationships among map features through the use of spatial join and theme-on-theme selection.
Stream/Creek Zoning - Zoning intended to protect the land along a stream or creek.

Tax Increment Financing (TIF) - A financing technique designed to encourage private sector development in special designated areas. As economic conditions and tax revenues improve in these areas, the increased tax revenues are placed in a special fund which can only be used for explicit public purposes.

Theme - In ArcView, a set of geographic features of the same type, along with their attributes. A theme is stored as an unique set of files. Examples of themes are rivers, historic sites, and town boundaries.

Topographic Map - A map that displays both the horizontal and vertical positions of the features represented; distinguished from a planimetric map by the addition of relief in measurable form. A topographic map uses contours or other symbols to represent mountains, valleys, and plains.

Tourism Development Plan - A plan that documents the strategies and alternatives that a community can use to promote tourism.

Transfer of Development Rights (TDR) - Allows a property owner to intensify and cluster development in exchange for preserving other land as open space.

Transportation Improvement Program (TIP) - A five-year transportation spending plan. Federal law requires Metropolitan Planning Organizations like CDTC and GFTC to prepare the TIP annually in cooperation with local governments, transit operators, and NYS DOT.

Veshed Zone - A designated area that is intended to preserve scenic views.
References

INTERPRETATION


References


STEWARDSHIP


American Planning Association Planning Advisory Service Reports: (To obtain PAS Reports, check local and university libraries and area planning offices. They also may be purchased from APA.)


Preserving Rural Character. (No. 429), 1990. December.


Tree Conservation Ordinances: Land-Use Regulations Go Green. 1993. (No. 446), August.
PUBLIC PARTICIPATION


MARKETING AND TOURISM DEVELOPMENT


References

Finger Lakes Region: Tourism Development Opportunities: Executive Summary. 1991. (October)


Transportation


References

GIS


FINANCIAL


American Planning Association Planning Advisory Service Reports:


Champlain Canal Trail Scenic Byway: Preliminary Study

Appendixes
Appendix A

Historic Outline of the Champlain Canal Trail

French and Indian War
1609 Henry Hudson travels north along river and arrives at Halfmoon Point. (Halfmoon)
1684 Saratoga patent granted to Colonel Peter Schuyler and others. (Saratoga)
1708 Kayaderosseras Patent signed, conveying 400,000 acres.
1709 General Francis Nicholson builds Fort Schuyler. (Fort Ann)
1711 Queen's Fort is built on site of Fort Schuyler and renamed Fort Ann. (Fort Ann)
1731 John Henry Lydius erects a fur trading post known as Lydius House. (Fort Edward)
1745 Old Fort Saratoga and Schuyler's Village destroyed by Indian raid. (Schuyler ville)
1748 Indian and French Canadian massacre on Leland Farm. (Halfmoon)
1759 British Captain Phillip Skene settles at the head of Lake Champlain. (Whitehall)
1762 Kingsbury granted to James Bradshaw after French and Indian War. (Kingsbury)

Revolutionary War
1765 Sawmill erected at Cheshire's Falls that would later provide lumber for General Benedict Arnold’s fleet. (Fort Ann)
1775 The United States Navy was born in Whitehall. (Whitehall)
1776 David Jones, betrothed to Jane McCrea, organizes a band of Tories and joins the British in Canada. (Kingsbury)
1777 General Phillip Schuyler's home burned and rebuilt by the British. (Schuyler ville)
1777 Battle of Saratoga, turning point of the Revolutionary War. (Stillwater)
1777 Battle of Fort Ann. (Fort Ann)
1777 Jane McCrea is murdered. (Fort Edward)
1777 General John Burgoyne's forces battle in the harbor and stay in Skenesborough for three weeks. (Whitehall)
1777 General Phillip Schuyler and Colonel Thaddeus Kosciuszko build Revolutionary War Fortifications on Peebles Island. (Waterford)
1777 British General John Burgoyne surrenders. (Saratoga)
1780 British marauders, in the last war action, destroyed Skenesborough House and the barn. (Whitehall)

Champlain Canal and Industrial Revolution
1794 Waterford, the oldest continuously incorporated village in New York State, is incorporated. (Waterford)
1800 Clothing mill erected by Thomas Eddy. (Fort Edward)
1806 Turnpike constructed between Waterford and Whitehall.
1810 First flax and linen mill in America built in Schuyler ville. (Schuyler ville)
1814 The American and English fleets from the Battle of Plattsburgh are moored in the lake at Whitehall. (Whitehall)
Appendixes

1823 Champlain Canal opens.
1825 Erie Canal completed. (Waterford)
1844 Papermaking begins in Kingsbury with the Howland Mill. (Kingsbury)
1850 Hodgeman and Palser opened a paper manufacturing plant. (Fort Edward)
1848 The Saratoga and Rensselaer Railroad line comes to Whitehall. (Whitehall)
1848 The Village of Victory, home to the Victory Manufacturing Company, is incorporated. (Victory)
1854 Fort Edward Blast Furnace begins operation. (Fort Edward)
1859 Fort Edward Pottery Company opens. (Fort Edward)
1873 Victory Manufacturing Company establishes its first mills. (Victory)
1874 Monument erected marking the grave of the first Northern casualty of the Civil War. (Mechanicville)
1894 Ormsby-Laughlin Textile Companies Mill, a Romanesque Revival brick industrial building with 6 1/2-story tower, constructed on Mohawk Avenue. (Waterford)
1898 Hydroelectric plant complex completed by Hudson River Power Transmission Co. (Mechanicville)
1916 The Champlain Division of the New York State Barge Canal System opens to traffic
Appendix B

Examples of Written Historic Resources of the Corridor


Manzer, Bruce M., ed. 1977. *Saratoga County Bibliography*. 
Appendixes


The Waterford Historical Museum and Cultural Center. 1965. Waterford to Whitehall. Waterford, N.Y.
# Appendix C

## COMMUNITY THEMES "WATERFORD"

<table>
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<tr>
<th>Sub-Theme</th>
<th>Canal</th>
<th>Architecture</th>
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<td>Description</td>
<td>The construction of the Champlain Canal provided a much needed transportation link between the Hudson-Mohawk region and Lake Champlain to the North.</td>
<td>Much of architectural character of Waterford is retained. The Waterford Gable can be seen on many existing structures in the vicinity of Lock #2 and Main Street.</td>
<td>The host of industries depended upon the King Canal for power. These varied industries grew up along its banks.</td>
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<td>1816--Canal law and plans for the Erie Canal passed by the NYS Legislature including recommendations and specifications for the Champlain Canal.</td>
<td>1809--Union Bridge is built, first to span the Hudson north of New York City.</td>
<td>1847--George W. Eddy establishes the Hudson and Mohawk Iron Foundry &amp; Machine Shop.</td>
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Source: Hudson-Mohawk Urban Cultural Park Management Plan, NYSOPR&HP.
### Appendix D: Resources Addressed by Actions/Tools

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Appendix E

CORRIDOR ASSESSMENT FORM

CORRIDOR SEGMENT: ________________________________

RATINGS: -5 (very negative) to +5 (very positive)

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E. HISTORIC SITES

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<td>Quality of interpretation</td>
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Appendix F

Table 1: Members of the Champlain Canal Trail Steering Committee

<table>
<thead>
<tr>
<th>Name</th>
<th>Organization/Position</th>
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</thead>
<tbody>
<tr>
<td>Cindy Allen (Chairwoman)</td>
<td>Saratoga County Chamber of Commerce</td>
</tr>
<tr>
<td>Nancy Bellamy</td>
<td>Saratoga Water Quality</td>
</tr>
<tr>
<td>Dennis Brobston</td>
<td>Saratoga County Dept. of Econ. Dev.</td>
</tr>
<tr>
<td>Robert Brooks</td>
<td>Washington County Planning Dept.</td>
</tr>
<tr>
<td>Elizabeth Callahan</td>
<td>Representative, Town of Waterford</td>
</tr>
<tr>
<td>John D'Alessandro</td>
<td>Representative, Town of Halfmoon</td>
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<tr>
<td>John DiMura</td>
<td>New York State Thruway Authority</td>
</tr>
<tr>
<td>Joanne Fuller</td>
<td>Washington County Tourism</td>
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<tr>
<td>Kim Gamache</td>
<td>Mayor, Village of Schuylerville</td>
</tr>
<tr>
<td>Victoria Garlanda</td>
<td>Saratoga Environ.</td>
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<tr>
<td>Carol Greenough</td>
<td>Whitehall Historical Society</td>
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<tr>
<td>Carmella Hein</td>
<td>City of Mechanicville</td>
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<tr>
<td>Jeannie Winters</td>
<td>Cornell Cooperative Extension</td>
</tr>
<tr>
<td>Martin Ernest</td>
<td>Mayor, Village of Stillwater</td>
</tr>
<tr>
<td>Michael Welti</td>
<td>Saratoga County Planning Dept.</td>
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Table 2: Town Meetings Conducted from July 7 to September 8, 1997

<table>
<thead>
<tr>
<th>Date</th>
<th>Place</th>
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<tr>
<td>July 7th</td>
<td>Village of Fort Edward</td>
<td>J. Fuller and R. Brooks</td>
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<tr>
<td>July 9th</td>
<td>Village of Schuylerville</td>
<td>C. Allen and K. Gamache</td>
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<tr>
<td>July 10th</td>
<td>Town of Whitehall</td>
<td>R. Brooks and C. Greenough</td>
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<td>July 14th</td>
<td>Town of Fort Edward</td>
<td>J. Fuller</td>
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<tr>
<td>August 5th</td>
<td>Town of Waterford</td>
<td>J. DiMura</td>
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<td>August 11th</td>
<td>Town of Saratoga</td>
<td>C. Allen and K. Gamache</td>
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<tr>
<td>August 19th</td>
<td>City of Stillwater</td>
<td>J. D'Alessandro</td>
</tr>
<tr>
<td>August 20th</td>
<td>City of Mechanicville</td>
<td>J. DiMura</td>
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<td>Town of Stillwater</td>
<td></td>
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<tr>
<td>September 8th</td>
<td>Town of Northumberland</td>
<td>C. Allen and K. Gamache</td>
</tr>
</tbody>
</table>

* Information courtesy of the Champlain Canal Trail Steering Committee
Appendix G

Additional Names & Organizations

Political:

- Pat M. Casale, Assemblyman representing 108th district in Saratoga County (Sits on Transportation Committee).
- Michael McNulty representing southern Saratoga County.
- Elizabeth Little, Assemblywoman representing Warren County (Sits on Tourism Committee).

Business:

- Niagara Mohawk Power Corporation’s Office of Public Affairs.
- New York State Gas and Electric (hydroelectric plant located in Stillwater).
- General Electric Waterford Facility.

Key players associated with the byway initiative:

- Municipal officials (planners, engineers, administrators, etc.) for federal, state, and local agencies. Check list to insure all town & county supervisors have been contacted.
- Members of the business community along the corridor.
- Bicyclists and other users of recreational resources.
- Members of civic and religious organizations located along the corridor.
- Residential, commercial, and industrial property owners.
- Persons living along the corridor.
- Transit operators and other bus companies.
- Owners of tourist attractions, restaurants, hotels, etc.
- Farmers.
- Utility companies.
- Environmental groups.
- Educational institutions.
- Public safety organizations (fire, police, ambulance) in each community.
- Cemetery organizations.
- Marketing and tourism groups.
Appendix H

Sample Timeline for Public Participation

January 1998

5th (Monday)
Designate people to author press releases and to organize meetings in each of the communities along the corridor.
Discuss and designate which committee members are best suited to lobby local, state, and federal policy-makers for their support.
Assign members to organize and facilitate public involvement activities.

12th (Monday)
Initiate lobbying campaign to win influence of key policy-makers.

21st (Weds.)
Submit information about logistics to the meeting coordinator

26th (Monday)
Steering Committee meets to approve press releases and meeting schedule.
Steering Committee begins to designate members to deal with problem groups and/or key policy-makers.

30th (Friday)
Changes to the press release and meeting schedule must be finalized for submission to the media.

February

1st (Sunday)
First notice of public meeting to appear in Capital District newspapers for March 2nd and 4th meetings.

2nd (Monday)
Steering Committee meeting to discuss public involvement strategies.
If possible, assign someone to investigate the feasibility of a website for promoting public involvement and community events.

10th (Tuesday)
Meet individually with one or more special interest groups.
14th (Saturday)
Second notice of public meeting to appear in Capital District newspapers for March 2nd and 4th meetings.

17th (Tuesday)
Steering Committee meeting to refine public involvement strategy and evaluate success with first special interest group.

21st (Saturday)
Third notice of public meeting to appear in Capital District newspapers.

23rd (Monday)
Media Day to kick off public involvement efforts (Q & A session).

24th (Tuesday)
Meet with one or more special interest groups.

March

4th (Wednesday)
First meeting with the public (to be held in Schuylerville). Media Day.

7th (Saturday)
First notice of public meeting to appear in Capital District newspapers for April 6th and 8th meeting.

9th (Monday)
Steering Committee meeting to assess recent events of the last week, lobby efforts, and future events.
Steering Committee to review 1st quarterly newsletter.

11th (Wednesday)
Meeting with policy-maker

17th (Tuesday)
Meet with one or more special interest groups

21st (Saturday)
Second notice of meeting to appear in Capital District newspapers for April 6th and 8th meetings.

23rd (Monday)
Steering Committee meeting.
Appendices

25th (Wednesday)
Mail a newsletter to all key stakeholders informing them about initial efforts to promote public involvement in the byway initiative.

30th (Monday)
Third notice of public meeting to appear in Capital District newspapers for April 6th and 8th meetings.

31st (Tuesday)
Meet with one or more special interest groups.

April

4th (Saturday)
First notice of public meeting for May 4th and 6th meeting.

6th (Monday)
Media Day. Announce contest for groups to recommend designs for Memorial Day parade floats that promote themes of the proposed byway.

8th (Wednesday)
Meeting with the public (to be held in the Village of Whitehall).

14th (Tuesday)
Steering Committee meeting to assess recent events. If a web site will be used it should be implemented by this date.

15th (Wednesday)
Meeting with policy-makers.

18th (Saturday)
Second notice of public meeting for May 4th and 6th meeting.

21st (Tuesday)
Meet with one or more special interest groups.

24th (Friday)
Media Day. Free admission day to the Saratoga Battlefield and Schuyler Mansion for local school children going on field trips.

27th (Monday)
Steering Committee meeting.
Third notice of public meeting in Capital District newspapers for May 4th and 6th meeting.
29th (Wednesday)
Meet with one or more special interest groups.

May

4th (Monday)
Media Day. Announce winners of float contest.

6th (Wednesday)
Meeting with the public (to be held in the Village of Waterford).

7th (Thursday)
Meet with one or more special interest groups.

11th (Monday)
Steering Committee meeting to assess recent events.

13th (Wednesday)
Meeting with policy-makers.

18th (Monday)
Community Design Workshop for residents in Saratoga County (to be held in the Village of Victory). Media Day.

20th (Wednesday)
Community Design Workshop for residents in Washington County (to be held in Hudson Falls). Media Day.

25th (Monday)
Memorial Day celebrations throughout the corridor. Have selected floats from contest participate in each of the parades. Media Day.

27th (Thursday)
Steering Committee meeting to assess results of the design workshop.

June

1st (Monday)
Announce photo contest of sites along the corridor.

3rd (Wednesday)
Meeting with the public (to be held in Fort Edward)
Appendices

8th (Monday)
Steering Committee meeting to assess recent events, and review second quarterly newsletter.

10th (Wednesday)
Meeting with policy-makers.
Note: this meeting should take the policy-makers on a tour of the canal via boat. Media Day.

16th (Tuesday)
Meet with one or more special interest groups

22nd (Monday)
Steering Committee meeting.
Members of the Steering Committee should begin work on White papers for August conference and the rough draft.

25th (Wednesday)
Second quarterly newsletter should be sent to key stakeholders to inform them about public involvement efforts.

30th (Tuesday)
Meet with one or more special interest groups

July

2nd (Thursday)
Meet with one or more special interest groups.

4th (Saturday)
Free fireworks display at the Saratoga National Battlefield. Media Day.

8th (Wednesday)
Meeting with the public (to be held in Village of Stillwater).

13th (Monday)
Steering Committee meeting to assess recent events.
Media Day to promote upcoming canal tour.

15th (Wednesday)
Meeting with policy-makers.

21st (Tuesday)
Meet with one or more special interest groups.
23rd (Thursday)
RSVP's must be made for public Canal Tour by Boat.

25th (Saturday)
Tour the Champlain Canal by boat. Media Day.

27th (Monday)
Steering Committee meeting to assess results of canal tour.

30th (Thursday)
Meet with one or more special interest groups.

31st (Friday)
Deadline for public to submit pictures for photo contest.

August

Promote the proposed byway via an information booth at the Saratoga and Washington County Fairs.

3rd (Monday)
Steering Committee meeting to prepare for conference.

10th (Monday)
Steering Committee meeting to prepare for conference.

17th (Monday)
Steering Committee meeting to prepare for conference.

19th (Wednesday)
Media Day. Major Conference to be held in the Village of Schuylerville. White papers presented. Announce winners of the photo contest at the conference.

24th (Monday)
Steering Committee meeting to assess conference.

September

2nd (Wednesday)
Meeting with the public (to be held in Mechanicville).
Appendixes

8th (Tuesday)
Steering Committee meeting.

9th (Wednesday)
Meeting with policy-makers.
Media Day to promote upcoming scavenger hunt.

15th (Tuesday)
Meet with one or more special interest groups.

19th (Saturday)
Media Day. Community scavenger hunt of sites located along the corridor.

21st (Monday)
Steering Committee meeting, rough draft approved.

23rd (Wednesday)
Copies of rough draft made available to the public.
Third quarterly newsletter to be sent to key stakeholders about public involvement.

29th (Tuesday)
Meet with one or more special interest groups.

October

1st (Thursday)
Meet with one or more special interest groups.

7th (Wednesday)
Meeting with the public (to be held in Greenwich).

12th (Monday)
Steering Committee meeting to assess recent events.

14th (Wednesday)
Meeting with local policy-makers.

20th (Tuesday)
Meet with one or more special interest groups.

24th & 25th (Sat./ Sun.)
Media Day. Hold a crafts festival to promote local artisans located along the corridor.
26th (Monday)
Steering Committee meeting.

29th (Thursday)
Meet with one or more special interest groups.

November

4th (Wednesday)
Meeting with the public (to be held in Halfmoon).

9th (Monday)
Steering Committee meeting to assess recent events.

11th (Wednesday)
Meeting with policy-makers.

17th (Tuesday)
Meet with one or more special interest groups.

20th (Saturday)
Media Day. Restaurant night to promote food from local restaurants.

3rd (Monday)
Steering Committee meeting, approve fourth quarterly newsletter.

December

1st (Tuesday)
Meeting with one or more special interest groups.

9th (Wednesday)
Meeting with the public (to be held in Fort Ann).

14th (Monday)
Steering Committee meeting to assess recent events.
Fourth quarterly newsletter sent to key stakeholders about public involvement efforts.

16th (Wednesday)
Meeting with policy-makers.
Appendixes

19th (Saturday)
Media Day. Holiday event featuring music from local school children, crafts, and food. Event to be held at a local school or community center in Village of Whitehall.

21st (Monday)
Steering Committee meeting.

22nd (Tuesday)
Meet with one or more special interest groups.

31st (Thursday)
Media Day. Free fireworks display to be held in the Village of Schuylerville.

January 1999

6th (Wednesday)
Meeting with the public (to be held in Northumberland).

11th (Monday)
Steering Committee meeting to assess recent events.

13th (Wednesday)
Meeting with local policy-makers.

19th (Tuesday)
Meet with one or more special interest groups.

21st (Thursday)
Meet with one or more special interest groups.

25th (Monday)
Steering Committee meeting.

February

1st (Monday)
Steering Committee meeting.

9th (Tuesday)
Meet with one or more special interest groups.

15th (Monday)
Steering Committee meeting.
23rd (Tuesday)  
Meet with one or more special interest groups.

March

1st (Monday)  
Steering Committee meeting.

9th (Tuesday)  
Meet with one or more special interest groups.

15th (Monday)  
Steering Committee meeting.

24th (Wednesday)  
Media Day. Major Conference to be held in Mechanicville.

29th (Monday)  
Steering Committee meeting to assess conference and approve 5th quarterly newsletter to key stakeholders.

April

6th (Monday)  
Steering Committee meeting.

8th (Wednesday)  
5th quarterly newsletter distributed to key stakeholders.

16th (Friday)  
Free admission day to the Saratoga Battlefield and Schuyler Mansion for local school children on field trips.

20th (Monday)  
Steering Committee meeting.

May

3rd (Monday)  
Steering Committee meeting to finalize final draft.
Appendixes

Obtain Post Office box for receiving public feedback on draft, and coordinate people to handle phone and in-person inquiries.

11th (Tuesday)
Meet with policy-makers to discuss final draft.

17th (Monday)
Steering Committee meeting.
Media Day. Final Draft is distributed for 30-day public comment period.

June

1st (Tuesday)
Steering Committee meeting.

17th (Thursday)
Public comment period for final draft is over.

21st (Monday)
Steering Committee meeting to review public comment.
Approve material for 6th quarterly newsletter.

29th (Tuesday)
Meet with policy-makers to discuss comment on final draft.

July

4th (Sunday)
Free fireworks display at the Saratoga National Battlefield.

7th (Wednesday)
Sixth quarterly newsletter sent to all of the key stakeholders.

12th (Monday)
Steering Committee meeting to work on final document.

20th (Tuesday)
Meet with policy-makers to discuss final document.

26th (Monday)
Steering Committee meeting to work on final document.
August

Promote the Champlain Canal Trail at the Saratoga and Washington County Fairs.

2nd (Monday)
Steering Committee meeting to work on final document.

16th (Monday)
Steering Committee meeting to work on final document.

24th (Tuesday)
Meet with policy-makers to discuss final document.

30th (Monday)
Steering Committee meeting to finalize document.

September

1st (Wednesday)
Final document released to the public for 30-day comment period.

13th (Monday)
Steering Committee meeting.

21st (Tuesday)
Meet with policy-makers to discuss feedback on final document.

October

1st (Friday)
Public comment period over.

4th (Monday)
Steering Committee meeting to review comment from final document.

12th (Tuesday)
Policy-makers meet to adopt final report.

November

Implementation of plan begins.
Appendix I

Visitor Facility Inventory by Community

Waterford

Restaurants:
- The Waterford House Restaurant- 68 Broad Street
- Sun Rise Restaurant- 54 Broad Street
- The Bull Pen Coffee Shop- 301 Hudson River Road
- Old Village Tavern- 41 Broad Street
- Vinney’s- Broad Street
- Geno’s Pizza and Pasta- Saratoga Avenue
- Broad Street Café- Broad Street
- McDonald’s- 42 Saratoga Avenue
- Costanzo’s Riverside Restaurant- Route 4

Lodging:
- Waterford Inn- Hudson River Street

Gas Stations:
- King Fuels- 112 Broad Street
- Sunoco- Corner of Broad and 6th Streets
- Mobil- Broad Street
- Stewart’s- Route 4

Food Markets/ Other:
- Lock 1 Marina- Hudson River Road
- Grand Union- Saratoga Avenue
- Bratto’s Wine and Liquor- Saratoga Avenue
- Old Village Tavern- Broad Street
- Village Corner Grocery Store- Broad Street
- Mr. B’s Deli- Grocery- Beverage- Broad Street
- Stewart’s- Route 4

Shopping:
- Blanchet’s Antiques and Uniques- 240 Broad Street
- Fond Memories Antiques- 49 Broad Street
- The Curiosity Shop- Broad Street
- Clark’s Antique Mercantile- Broad Street
- Waterford Clock- Saratoga Avenue
- Bill’s Card Shaq- Broad Street
- Maloney’s Flower Shop- Broad Street

Attractions:
- Waterford Museum and Cultural Center- 2 Museum Lane
- Waterford Flight of Locks
- Peebles Island
Northside and Village Historic Districts- Broad Street
Waterford War Memorial Park (by historic bridge)

Mechanicville

Restaurants:
Old Mill Restaurant- 129 River Road
Joyce's Log Cabin- North Main Street
Commercial Hotel- 116 Railroad
Peking Wok- 6 Price Chopper Plaza
Subway- South Central Avenue
Hildreth's Restaurant- North Main Street
The Family Diner- 516 Elizabeth
Kasey's Restaurant- 15 South Central Avenue
McDonald's- corner of Park & Central Avenue
Mechanicville House of Pizza- Central Avenue
Bubble Restaurant- South Central Avenue
Sal's Place- Central Avenue

Lodging:
none

Gas Stations:
Moon- corner of Rtes. 146 and 236
Old Tyme Auto Service- 60 North Central Avenue
Mobil- South Central Avenue
Cumberland Farms- South Central Avenue
Citgo- Central Avenue
Getty- Central Avenue

Food Markets/ Other:
Price Chopper- Price Chopper Plaza/ Route 4

Shopping:
Micklas Manufacturing Jewelers- Hill Street
Gilleaney's Liquors
Mechanicville Country Living Center- Central Avenue

Attractions:
The Five Combines

Stillwater

Restaurants:
Wolfe's Diner- Route 4
Deb's Diner- Hudson Avenue
Lighthouse Restaurant- North Hudson Avenue

Lodging:
Wolfe's Motel- Route 4
River's Edge Bed and Breakfast- Wright's Loop
Lee's Deer Run Bed and Breakfast- Hudson Avenue
The Cottage on the Hudson- 93 Hudson Avenue
Appendixes

Gas Stations: Mobil- Hudson Avenue
              Stewart’s- Hudson Avenue
              Quick Serve Grocery and Deli- Hudson Avenue

Food Markets/ Other: Admiral’s Marina (groceries, boat services)
                     Quick Serve Grocery and Deli- Hudson Avenue

Shopping: Moon Shadows Boutique- Hudson Avenue
          The Perfect Arrangement- Hudson Avenue
          Glenn’s Carpets- Hudson Avenue
          Electrik City Cycle- Hudson Avenue

Attractions: Saratoga National Historical Park- Route 32
            Schuyler House- Route 4
            Ferry Lane- Hudson Avenue
            Blue Star Memorial Highway- Route 4

Schuylerville

Restaurants: Farmer’s Daughter Drive-In- Rte. 29 E
             Prospectors- Broad Street
             Suki’s Café- Broad Street
             Monument Pizza- Broad Street
             50’s Diner- 29 Spring Street
             Rose’s Country Kitchen- Broad Street
             Pizza Wheel- Broad Street
             Lippy’s Bar and Grill- Route 29
             Skytown Deli- Broad Street
             Miss Daisy’s Tea Carte- 67C Broad Street

Lodging: King’s Ransom Farm- 178 King Road
         Burgoyne Motor Inn- Broad Street
         Empress Motel- 177 Broad Street
         Fish Creek Inn
         Inn on Beacon Hill

Gas Stations: Stewart’s- Broad Street
              Cumberland Farms- Broad Street

Food Markets/ Other: Sulli’s IGA- 20 Broad Street
                     Brown’s Grocery- Broad Street
                     Stewart’s- Broad Street
                     Schuylerville Yacht Basin/Marina- One Ferry Street
                     Coveville Marina- 886 Route 4 South
Champlain Canal Trail

Shopping:
Black Shutters Antiques
Michael S. Smith Antiques at Long Meadow Farm- Rte. 29E
Stan’s Used Furniture and Antiques- 122 Broad Street
Balltown Train and Hobby- 946 Lake Avenue
Red Barn Antiques
Saratoga Apple Orchard
Schuyler Antique Center- Broad Street
Old Saratoga Books- 94 Broad Street
The Barking Frog- 106 Broad Street
Bedrock Collectibles- 106 Broad Street
Birdsnest- 74A Broad Street
Terry’s Mercantile- Broad Street
La Tienda Gifts and Imports- 90 Broad Street
Miss Daisy’s Tea Carte- 67C Broad Street
Cindy’s Boutique- Broad Street
Bernie’s Shop- Broad Street

Attractions:
Saratoga Monument- Burgoyne Street
Fort Hardy Park- Route 29
Lock 5
Saratoga National Cemetery- Route 4
Bog Meadow Trail- Route 29

Fort Edward

Restaurants:
Broadway Family Diner and Bakery- Broadway
Dunkin’ Donuts- 1.5 miles south Rte. 196
George’s Lunch- 183 Broadway
McDonald’s- 7310 Broadway
New China- Broadway
Rocco’s Pizzeria and Restaurant- Broadway
Anvil Inn Restaurant and Lounge- Broadway (corners of Montgomery & Edward)
Vickie’s Restaurant- Broadway
Rooke’s Bakery- Broadway

Lodging:
Victorian Motel- Route 4

Gas Stations:
Agway- Broadway
Getty- 278 Broadway
 Getty- Broadway & Hill View Avenue
Warren Tire Service & Mobil- 1.5 miles south of Rte. 196
Stewart’s- Broadway
Appendixes

Food Markets/ Other:
Cumberland Farms- Broadway & Eddie Streets
Cumberland Farms- Broadway
Grand Union- Broadway
Fort Edward Liquor Store- Broadway & Putnam Avenue
Fort Edward Superette- Broadway
Stewart’s- Broadway
Hot Rod’s Villager (bar)- Broadway
Broadway Lanes- Broadway
West River Road Marina- 25 West River Road
Peggy’s- Broadway
The Tee Bird (golf)- Route 197
Water’s Edge Boat Basin

Shopping:
Cunningham’s (antiques)- 128 Broadway
J.P.’s Antiques- 117 Broadway
Treasure Chest- 274 Broadway
Family Dollar- Broadway

Attractions:
Underwood Park- Broadway
Jane McCrea House- 109-111 Broadway
Roger’s Island
Fort Edward Art Center- 83 Broadway
Old Fort House Museum- 22-29 Broadway
Locks 6/7

Hudson Falls

Restaurants:
AJ’s & Ellie’s Home Cooking- Main Street
Dog Shack- Main Street at 3rd Street
Fish Fry Café- Main Street
Good Eats Café- Main Street
Hen House Diner- Main Street
Cookie’s Diner- Main Street
Hudson Falls Diner- Main Street
Main Moon- Main Street
Manley’s Route 4 Restaurant- Main Street
Pizza Hut- Main Street
Arthur’s Hudson Falls House of Pizza- Main Street
Domino’s Pizza- Main Street
Smitty’s Pizza and Subs- Main Street

Lodging:
none
Champlain Canal Trail

Gas Stations:
- Getty- Main Street
- Cumberland Farms- Main Street
- Stewart’s Main Street

Food Markets/ Other:
- Trello’s Market- Main Street
- Cumberland farms- Main Street
- Stewart’s- Main Street
- One Stop Shop- Main Street
- Good Neighbor News and Variety- Main Street
- Peggy’s Irish Pub- Main Street
- The Wayside Bar- Main Street
- Grand Union- Burgoyne Avenue

Shopping:
- Red Lion Antiques
- Sadie Funk Antiques- Main & Depot Streets
- Kingsbury Outdoor Flea Market- Main Street
- Kopf Jewelers- corner of Main Street and Hudson
- Anna’s- 209 Main Street
- Sclafani’s- 144 Main Street
- Village Booksmith- Main Street
- Parkside Flowers- Main Street
- B & M Sports- Main Street
- The Arrangement Shop- Main Street
- DaJon’s Wedding Center

Attractions:
- Lock 9

Fort Ann

Restaurants:
- Mernie’s Pub- Route 4

Lodging:
- Queen Anne Motel- Route 4

Gas Stations:
- Paige’s Mobil- Route 4
- Cumberland Farms- Route 4

Food Markets/ Other:
- Cumberland Farms- Route 4
- Mernie’s Bar- Rte. 4
- Green Thumb’s Country Store- Rte. 4 (farm market, petting zoo)
- Hill Billy Fun Park- Route 149

Shopping:
- Antiques Etc.- Route 4
- Fort Ann Antiques- corner of Routes 4 and 149
- Haivland Manufacturing (toy factory and outlet)- Route 4
George Street Antiques- corner of Routes 4 and 149
Tow Path Antiques and Books- corner of Routes 4 and 149
Victorian Treasures- Buttermilk Falls Road

Attractions: Old Stone House Library

Whitehall

Restaurants: Ashe Rose Inn- Route 4
Big Apple Diner and Truck Stop- Route 4
Country Skillet- Route 4
McDonald’s- Route 4
Polar Express- Route 4
Rte. 4- Route 4
Whitehall House of Pizza- Route 4
Village Diner- Route 4
Silver Diner- Route 4
China Garden- Main Street
Finch & Chubb- Williams Street
The Liberty Eatery- Williams Street
The Roma Restaurant- Route 4

Lodging: Ashe Rose Inn- Route 4
Hillside Motel- Route 4
Redwood Motel- Route 4
Finch & Chubb- William Street

Gas Stations: Martelle’s Mobil- Route 4
Shell- Route 4

Food Markets/ Other: Cumberland Farms- Route 4
Grand Union- Route 4
Stewart’s- Poultney Street
Martindale’s Market- 42 Main Street
Fairview Orchard- Route 4 (apple picking, cider, bakery, crafts)
Patties Patch- Route 4 (bakery, vegetables, fruit)
Purtori’s Broadway Market- Broadway
Lock 12 C Marina- 82 North Williams Street
Whitehall Marina- 12 Main Street

Shopping: Whitehall Antique Center- Poultney Street
Family Dollar- Route 4
Flea Market- (Sundays, at Chamber of Commerce, Route 4)
Boards and Beams- Route 4
Champlain Canal Trail

Jamie’s Second Impressions- 114 Main Street
The Liberty Eatery and Antique Emporium- 6 North Williams Street
Nicholas Auctions- RD 2 Box 2824
The Times Emporium- 6 North Williams Street

Attractions:
Skenesborough Museum- Skene Drive
Skene Manor- 8 Potter’s Terrace
### Appendix J

**Visitation Levels of Major Attractions (1996-1997 Data)**

<table>
<thead>
<tr>
<th>Attraction</th>
<th>Visitors/Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saratoga National Historic Park:</td>
<td>300,000 visitors (relatively consistent over last five years)</td>
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<tr>
<td>Saratoga Monument</td>
<td>no figures, closed since 1987</td>
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<tr>
<td>Peebles Island</td>
<td>18,000 visitors (relatively consistent over last five years)</td>
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<tr>
<td>Waterford Museum and Cultural Center:</td>
<td>visitation level still being determined</td>
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<tr>
<td>Old Fort House Museum:</td>
<td>1995: 2,741 total visitors</td>
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<tr>
<td></td>
<td>1996: 6,007 total visitors</td>
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<tr>
<td></td>
<td>January-August 1997: 5,128 total visitors</td>
</tr>
<tr>
<td>Skenesborough Museum:</td>
<td>2,000 visitors (1996 higher than 1997, thought to be due to rainy weather bringing more visitors)</td>
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</tbody>
</table>
Appendix K

The Lake Champlain Basin Cultural Heritage Tourism Survey and Marketing Plan

1) Where does the visitor to cultural and historic sites come from? Destination sites, the largest sites, seem to draw in visitors from the furthest distances. The most frequent visitors are local to the area.

2) Frequency of visits? Identifying the first-time visitors and where they are originating from.

3) Length of visit and type of lodging?

4) What are the interests of visitors to cultural heritage tourism sites? Feedback on the interests that attract visitors to the area can be used to hone in on themes that it might prove worthwhile to explore for cross-promotion or ticket-sharing.

5) How do visitors hear about cultural heritage tourism sites? This study determined that visitors heard about the Lake Champlain sites through general knowledge, followed by word of mouth, travel brochures, guidebooks, advertising, and road signs or maps.

6) How do people get to heritage sites? This study found that 91% arrived at the sites by car, motorcycle, or recreational vehicle while only 3% arrived by bus.

7) How do visitors rate Lake Champlain Basin heritage sites?

8) Visitors comment on site specifics and travel information.

9) Spending

10) Age of the travelers.

11) Composition of the tourist group.

12) Repeat and potential visitors. Asked if they would return, 81% of the “day trippers,” 86% of Lake Champlain region residents, and 86% of the Vermont residents said they would.

Source: David Schaefer and K. Celeste Gaspari, MarketReach, Inc.
Appendix L

Inventory of Existing Brochures/Publications to Advertise the Byway

Washington County: Capital-Saratoga Region, an I Love New York publication
The Washington County Tourism Association, Inc.
12 Olde Fort Street
Fort Edward, New York 12828
518/747-9255

See Upstate New York: Capital District to Adirondacks
The Miles Media Group, Inc.
P. O. Box 2097
Clifton Park, New York 12065
518/459-6859

Capital Region Magazine, an annual publication
The Slocum Publishing Company.
425 New Karner Road
Albany, New York 12205
518/456-2950

Saratoga County: The Legend and the Magic, an I Love New York publication
The Saratoga County Tourism Department
494 Broadway
Saratoga Springs, New York 12866
800/526-8970

Albany Visitor’s Guide, an I Love New York publication
The Albany County Convention and Visitors Bureau, Inc.
52 South Pearl Street
Albany, New York 12207
518/434-1217 or 800/258-3582

New York Fun to Go: Summer Getaway Guide, an I Love New York publication
The New York State Department of Economic Development
Division of Tourism
One Commerce Plaza
Albany, New York 12245

New York State: Parks and Historic Sites Programs Guide
The New York State Office of Parks, Recreation and Historic Preservation
The Governor Nelson A. Rockefeller Empire State Plaza
Agency Building 1
Albany, New York 12238
New York State Tour Book
American Automobile Association
1000 AAA Drive
Heathrow, Florida 32746-5063

Capital-Saratoga Region: On Your Way, an I Love New York publication
The Capital-Saratoga Regional Tourism Commission
52 South Pearl Street
Albany, New York 12207
800/732-8259

New York Country: Autumn Harvest, an I Love New York publication
The New York State Department of Economic Development
Division of Tourism
One Commerce Plaza
Albany, New York 12245
800/225-5697
Appendix M

Inventory of Existing Brochures Published by the Sites and Communities

The Waterford Historical Museum and Cultural Center, Inc.
P. O. Box 175
Waterford, New York 12188

The Waterford Canal System Recreation Guide
The Waterford Canal Development Committee

Unlock the Legend of Old Saratoga New York State Canal System: An informational guide to services and attractions on the Champlain Canal, the Village of Schuylerville and surrounding areas
The New York State Canal Corporation
The Village of Schuylerville
The Saratoga County Chamber of Commerce
Saratoga County

Museums, Historic Sites and Visitor Centers of Saratoga County including Saratoga National Historical Park
The Saratoga County Chamber of Commerce
494 Broadway
Saratoga Springs, New York 12866
800/526-8970

Old Fort House Museum:
The Fort Edward Historical Association
29 Lower Broadway, P. O. Box 106
Fort Edward, New York 12828
518/747-9600

The Wing-Northup House: Headquarters of the Washington County Historical Society
The Washington County Historical Society
167 Broadway
Fort Edward, New York 12828
518/747-9108

Welcome to Hudson Falls/Kingsbury: A Great Place to Work, A Great Place to Live
The Hudson Falls-Kingsbury Chamber of Commerce
The Town of Kingsbury
The Village of Hudson Falls
The Hudson Falls Central School District

188
Greater Greenwich Chamber of Commerce
The Greater Greenwich Chamber of Commerce
6 Academy Street
Greenwich, New York 12834
518/692-7979

The Feeder Canal Alliance: Utilizing Our Heritage
The Feeder Canal Alliance
P.O. Box 2414
Glens Falls, New York 12801
518/792-5363

Gateway to Lake Champlain Birthplace of U.S. Navy: Whitehall, New York, A Travel and Recreation Guide
The Whitehall Chamber of Commerce
259 Broadway
Whitehall, New York 12887
518/499-2292

Welcome to Whitehall, New York: Business and Service Guide
The Whitehall Chamber of Commerce
259 Broadway
Whitehall, New York 12887
518/499-2292

Skenesborough Museum: Whitehall Urban Cultural Park Visitor Center
The Whitehall Urban Cultural Park Visitor Center
Skenesborough Drive
Whitehall, New York 12887
518/499-0716 or
518/499-1155

A Walking and Driving Tour of Whitehall, NY
Whitehall Historical Society
P.O. Box 238
Whitehall, New York 12887
518/499-1155

Save Our Skene
Whitehall Skene Manor Preservation, Inc.
8 Potters Terrace
Whitehall, New York 12887
518/499-1906
Appendixes

Lock 12 Marina: Whitehall, New York
Ray and Linda Faville
Lock 12 Marina Inc.
82 North Williams Street
Whitehall, New York 12887
518/499-2049

Saratoga: Official Map and Guide
National Park Service
U.S. Department of the Interior
Appendix N

1997 Calendar of Events

Spring


Easter Egg Hunt/ Bonnet Contest, Schuylerville.


Appendixes

Summer


Champlain Canal Trail

Annual Country Fair and Antique Auction and Flea Market.
Old Fort House Museum. 518/747-9600.

August 30 and 31. Whitehall.

Halfmoon Day 518/371-7410. Parade, arts and crafts, displays, entertainment and fireworks.
Town Hall Complex.
September 6. 9am-11pm. Halfmoon.

Eighteenth Century Weekend. 518/584-3255.
Military demonstrations, tours of the Schuyler House, craft demonstrations and more.
Fort Hardy Park. Sponsored by Old Saratoga/New Schuylerville Association.
September 9 and 10. Stillwater.

Craft and Country Fair. 518/664-6148.
Admirals Marina. Demonstrators and crafters, many activities along with colonial feasting.

Farmers Market, Ames Parking Lot and Agway Parking Lot.
Fridays until October/10am-1pm. Fort Edward.
Coop Extension: 518/746-2552.

Farmers Market, Hudson Falls Coop Extension: 518/746-2552.


Autumn

Schuyler House by Candlelight. 518/664-9821.
Candlelight tour, campfire, musical entertainment
October 11, Schuylerville.

Apple Festival - Saratoga Apple. 518/695-3131.
Food, family fun and entertainment.
Route 29. Schuylerville.

Fall Foliage Cruise. 518/373-1070.
Crescent Cruise Lines, Route 9, Crescent Bridge.
Seasonal 2-4pm / $10 adults and $6 children. Halfmoon.

Scarecrow beauty contest, pony rides, carriage rides, candy corn, scavenger hunt, bobbing for apples. Fort Edward Yacht Basin.
# Appendix O

## Description of NYSDOT GIS Coverages

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## Description of NYS Thruway/Canal Corp. GIS Coverages

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<td>Linear facilities</td>
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<td>c.</td>
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<td>d.</td>
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<td>Inactive hazardous waste sites</td>
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<td>archeological zones of sensitivity</td>
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## Appendix P

**Agencies with GIS Data within the Champlain Canal Trail Corridor**

<table>
<thead>
<tr>
<th>Agency</th>
<th>Data Available</th>
<th>Software</th>
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<tr>
<td>New York State Canal Corporation</td>
<td>Hazardous waste sites&lt;br&gt;Solid waste landfill&lt;br&gt;Waste water discharge points&lt;br&gt;Canal dredge spoil areas&lt;br&gt;Canal locks&lt;br&gt;Canal structures&lt;br&gt;Other buildings on Canal property&lt;br&gt;Hydroelectric facilities&lt;br&gt;Land use (property class)&lt;br&gt;USGS land use and land cover data&lt;br&gt;Public owned undeveloped land&lt;br&gt;Protected resources (1)&lt;br&gt;Natural resources (2)&lt;br&gt;Tourism features (3)&lt;br&gt;Historic resources (4)&lt;br&gt;Recreational resources (5)</td>
<td>MapInfo Professional</td>
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<tr>
<td>Capital District Transportation Committee (6)</td>
<td>County boundaries&lt;br&gt;Block group boundaries&lt;br&gt;TAZ boundaries&lt;br&gt;Roads (local and county)&lt;br&gt;Highways (state and federal)&lt;br&gt;Miscellaneous transportation (7)&lt;br&gt;CDTA bus routes/stops&lt;br&gt;Hydrography&lt;br&gt;Publicly owned land (including parks)&lt;br&gt;USGS 7.5&quot; Raster quad sheets</td>
<td>PC Arc/Info, ArcView</td>
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<td>Washington County Planning Department</td>
<td>Street network&lt;br&gt;Contours&lt;br&gt;Recreational resources&lt;br&gt;Natural resources&lt;br&gt;Hydrography&lt;br&gt;Real property tax assessment maps</td>
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<td>Adirondack-Glens Falls Transportation Council (8)</td>
<td>Bike trail maps</td>
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<td>Traffic Volumes</td>
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<td>Land use (property class)</td>
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Notes:

1. Protected resources include agricultural districts, forest tax lands, conservation easements, non-profit lands, state owned forest lands, federal reserve land, state wildlife management area, and local preserves.

2. Natural resources include state designated wildlife habitat area, fishing habitat, primary aquifers, prime farmland, soils, 100 year floodplain, freshwater wetlands significant topographic features, and significant geologic features.

3. Tourism features include tourist services and attractions, cultural facilities, unusual features, urban cultural parks, and auto trails.

4. Historic resources include state and federal historic sites, National Register sites, National Register districts, National Register eligible sites, National Register eligible districts, archeological zones of sensitivity, historical canal alignment, and historic canal structures.

5. Recreational resources include boating facilities, recreation facilities, regional trails, cooperative hunting areas, and local fishing spots.

6. Anticipated files and coverages by 4/98 include water districts, sewer districts, watersheds, agricultural districts, digital elevation model (10 m res), digital orthophoto quarter maps, slopes, industrial sites, large commercial sites, soils, land parcels, hydrography, and satellite imagery/land cover.

7. Miscellaneous transportation includes railroads, airports, and bike routes.

8. The agency GIS system is at the early stages of development and is building its database as of October, 1997.

9. Neighborhood maps are useful for initial neighborhood delineation, valuation sales analysis and insuring all appropriate properties area included in proper neighborhoods.

10. Raster 1:24,000 DOT quad sheet files are in Tagged Image File Format (TIFF)

11. County base map files include roads, boundaries, hydrography, names, and miscellaneous transportation.

12. CLASS files are the Centralized Local Accident Surveillance System.
## Appendix Q

### Financing the Champlain Canal Trail: A Matrix of Project Types and Costs

<table>
<thead>
<tr>
<th>Project</th>
<th>Estimated Cost (1)</th>
<th>Scenic Byway Program (2)</th>
<th>Project Type (3)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Marketing</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>promotional campaign</td>
<td>$176,000+</td>
<td>Santa Fe Trail</td>
<td>urgent</td>
</tr>
<tr>
<td>brochures</td>
<td>$15,000</td>
<td>Santa Fe Trail</td>
<td>urgent</td>
</tr>
<tr>
<td>tour information</td>
<td>$17,500</td>
<td>Guanella Pass</td>
<td>urgent</td>
</tr>
<tr>
<td>guides and maps</td>
<td>$36,000</td>
<td>Santa Fe Trail</td>
<td>urgent</td>
</tr>
<tr>
<td>public relations</td>
<td>N/A</td>
<td>N/A</td>
<td>urgent</td>
</tr>
<tr>
<td>tour organizing</td>
<td>N/A</td>
<td>N/A</td>
<td>urgent</td>
</tr>
<tr>
<td>tapes/audio</td>
<td>$39,040</td>
<td>North Carolina Mountains</td>
<td>deferrable</td>
</tr>
<tr>
<td><strong>Public Participation</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>community building</td>
<td>$32,000+</td>
<td>Colorado River Headwaters</td>
<td>urgent</td>
</tr>
<tr>
<td>consensus building</td>
<td>$36,800+</td>
<td>Grand Mesa</td>
<td>urgent</td>
</tr>
<tr>
<td>educational program</td>
<td>$96,000+</td>
<td>Rhode Island Statewide</td>
<td>necessary</td>
</tr>
<tr>
<td>marketing for communities</td>
<td>$8,000</td>
<td>Arizona Statewide</td>
<td>necessary</td>
</tr>
<tr>
<td><strong>Tourism and Interpretation</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>handicap accessibility</td>
<td>$80,000 (per facility)</td>
<td>San Juan Skyway</td>
<td>urgent</td>
</tr>
<tr>
<td>signage</td>
<td>$28,800 (12 signs)</td>
<td>Apache Trail Scenic Byway</td>
<td>urgent</td>
</tr>
<tr>
<td>activity sites</td>
<td>N/A</td>
<td>N/A</td>
<td>urgent</td>
</tr>
<tr>
<td>minimizing negative externalities</td>
<td>N/A</td>
<td>N/A</td>
<td>urgent</td>
</tr>
<tr>
<td>new visitor centers</td>
<td>$47,200</td>
<td>Wild Rivers Back Country Byway</td>
<td>desirable</td>
</tr>
<tr>
<td>information kiosks</td>
<td>$9,759+</td>
<td>Apple Way</td>
<td>necessary</td>
</tr>
<tr>
<td>festivals/special events</td>
<td>$7,500</td>
<td>Santa Fe Trail</td>
<td>desirable</td>
</tr>
<tr>
<td>visitor information</td>
<td>$24,500</td>
<td>Jones Beach State Park</td>
<td>necessary</td>
</tr>
<tr>
<td>theme generation</td>
<td>N/A</td>
<td>N/A</td>
<td>urgent</td>
</tr>
<tr>
<td>maintenance and enhancements</td>
<td>N/A</td>
<td>N/A</td>
<td>urgent</td>
</tr>
<tr>
<td>information points</td>
<td>$15,000+</td>
<td>Long Island Parkways</td>
<td>necessary</td>
</tr>
<tr>
<td>interpretive sites</td>
<td>$75,500+</td>
<td>Peter Norbeck Scenic Byway</td>
<td>deferrable</td>
</tr>
<tr>
<td>landscaping</td>
<td>N/A</td>
<td>N/A</td>
<td>necessary</td>
</tr>
<tr>
<td>interpretive brochure</td>
<td>$10,303</td>
<td>Santa Fe Trail</td>
<td>deferrable</td>
</tr>
<tr>
<td>Project</td>
<td>Estimated Cost (1)</td>
<td>Scenic Byway Program (2)</td>
<td>Project Type (3)</td>
</tr>
<tr>
<td>----------------------------------------</td>
<td>--------------------</td>
<td>-------------------------------------------</td>
<td>-----------------</td>
</tr>
<tr>
<td>welcome centers</td>
<td>$12,000+</td>
<td>Enchanted Circle</td>
<td>desirable</td>
</tr>
<tr>
<td>computer data base</td>
<td>$26,400</td>
<td>Frontier Military Scenic Byway</td>
<td>desirable</td>
</tr>
<tr>
<td>removal of billboards</td>
<td>$148,680</td>
<td>Jacob's Ladder Trail</td>
<td>deferrable</td>
</tr>
<tr>
<td>interactive multimedia-infomation system</td>
<td>$272,000</td>
<td>Minneapolis Grand Rounds</td>
<td>deferrable</td>
</tr>
<tr>
<td>scenic overlooks</td>
<td>$26,000+</td>
<td>Southwest Pennsylvania Heritage Route</td>
<td>deferrable</td>
</tr>
</tbody>
</table>

**Transportation**

<table>
<thead>
<tr>
<th>Project</th>
<th>Estimated Cost (1)</th>
<th>Scenic Byway Program (2)</th>
<th>Project Type (3)</th>
</tr>
</thead>
<tbody>
<tr>
<td>road improvements</td>
<td>great variability</td>
<td>N/A</td>
<td>urgent</td>
</tr>
<tr>
<td>new shoulders</td>
<td>great variability</td>
<td>N/A</td>
<td>urgent</td>
</tr>
<tr>
<td>parking facilities</td>
<td>$96,000+</td>
<td>Peter Norbeck Scenic Byway</td>
<td>necessary</td>
</tr>
<tr>
<td>clearing</td>
<td>N/A</td>
<td>N/A</td>
<td>desirable</td>
</tr>
<tr>
<td>increased traffic safety measures</td>
<td>$155,500+</td>
<td>Wantagh Parkway</td>
<td>urgent</td>
</tr>
<tr>
<td>simple design features</td>
<td>$75,500+</td>
<td>Montauk Highway</td>
<td>necessary</td>
</tr>
<tr>
<td>cross-walks and traffic lights</td>
<td>N/A</td>
<td>N/A</td>
<td>necessary</td>
</tr>
<tr>
<td>traffic mediums</td>
<td>$65,000+</td>
<td>Jones Beach State Park</td>
<td>deferrable</td>
</tr>
</tbody>
</table>

**Recreational Development**

<table>
<thead>
<tr>
<th>Project</th>
<th>Estimated Cost (1)</th>
<th>Scenic Byway Program (2)</th>
<th>Project Type (3)</th>
</tr>
</thead>
<tbody>
<tr>
<td>biking/hiking trails</td>
<td>$452,800+</td>
<td>Seaway Trail</td>
<td>desirable</td>
</tr>
<tr>
<td>scenic overlooks</td>
<td>$26,000+</td>
<td>Southwest Pennsylvania Heritage Route</td>
<td>desirable</td>
</tr>
<tr>
<td>campground marketing</td>
<td>$10,000+</td>
<td>Cherokee Foothills</td>
<td>deferrable</td>
</tr>
<tr>
<td>recreational guide</td>
<td>N/A</td>
<td>N/A</td>
<td>necessary</td>
</tr>
<tr>
<td>improving recreational sites</td>
<td>great variability</td>
<td>N/A</td>
<td>necessary</td>
</tr>
<tr>
<td>informational brochure</td>
<td>$15,000</td>
<td>Santa Fe Trail</td>
<td>urgent</td>
</tr>
</tbody>
</table>

**GIS Applications**

<table>
<thead>
<tr>
<th>Project</th>
<th>Estimated Cost (1)</th>
<th>Scenic Byway Program (2)</th>
<th>Project Type (3)</th>
</tr>
</thead>
<tbody>
<tr>
<td>GIS Program</td>
<td>$40,000+</td>
<td>New Hampshire Statewide</td>
<td>necessary</td>
</tr>
</tbody>
</table>

Notes:
(1) Estimated costs are based on similar scenic byway programs.
(2) These are the scenic byway programs or related programs that we used when creating this matrix.
(3) These project types are based upon the criteria for prioritizing projects that we included in our report.